

# **Overview and Scrutiny Committee**

## **TABLED DOCUMENTS**

**DATE: Tuesday 12 June 2012**

**3. MINUTES (Pages 1 - 24)**

**8(a) HARROW AND WEALDSTONE AREA ACTION PLAN: PRE-SUBMISSION CONSULTATION DOCUMENT (Pages 25 - 236)**

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# OVERVIEW AND SCRUTINY COMMITTEE MINUTES

## 30 MAY 2012

**Chairman:** \* Councillor Jerry Miles

**Councillors:**

* Sue Anderson	* Krishna James
* Nana Asante (1)	* Barry Macleod-Cullinane
* Kam Chana	* Paul Osborn
* Ann Gate	* Stephen Wright

**Voting Co-opted:** (Voluntary Aided) (Parent Governors)

† Mrs J Rammelt	† Mrs A Khan
Reverend P Reece	

<b>In attendance:</b>	David Perry	Minute 269
<b>(Councillors)</b>	Victoria Silver	Minute 270

\* Denotes Member present  
(1) Denotes category of Reserve Members  
† Denotes apologies received

### 265. Attendance by Reserve Members

**RESOLVED:** To note the attendance at this meeting of the following duly appointed Reserve Member:-

Ordinary Member

Reserve Member

Councillor Zarina Khalid

Councillor Nana Asante

## 266. Declarations of Interest

**RESOLVED:** To note that the following interests were declared:

### Agenda Item 7 – Reference from Cabinet on 4 April 2012 – Petition from Shopmobility

Councillor Sue Anderson declared a personal interest in that she was a member of the Grants Advisory Panel. She would remain in the room whilst the matter was considered and voted upon.

Councillor Nana Asante declared a personal interest in that she was the Chair of the Grants Advisory Panel. She would remain in the room whilst the matter was considered and voted upon but would not participate as discussion on the item had commenced prior to her attendance as a Reserve Member.

Councillor Krishna James declared a personal interest in that she was a member of the Grants Advisory Panel. She would remain in the room whilst the matter was considered and voted upon.

### Agenda Item 8 – Redefining Youth Engagement – Report from the Scrutiny Review Group

Councillor Sue Anderson declared a personal interest in that her husband was the Chair of Governors at Kingsley High School. She would remain in the room whilst the matter was considered and voted upon.

Councillor Ann Gate declared personal interests in that her husband was the Portfolio Holder for Children, Schools and Families and that she was the Director of a youth charity, Soul Survivor. She would remain in the room whilst the matter was considered and voted upon.

Councillor Brian Gate, who was not a member of the Committee, declared personal interests in that he was the Portfolio Holder for Children, Schools and Families and that he was married to the Director of a youth charity, Soul Survivor. He would remain in the room whilst the matter was considered and voted upon.

Councillor Barry Macleod-Cullinane declared a personal interest in that his sister was a teacher at Hatch End High School and was a sports co-ordinator. He would remain in the room whilst the matter was considered and voted upon.

Councillor Victoria Silver, who was not a member of the Committee, declared a personal interest due to the consultancy work she was currently doing with Futuerversity. She would remain in the room whilst the matter was considered and voted upon unless the interest became prejudicial and she would then leave the room.

### Agenda Item – 10 – Scrutiny Lead Member Report

Councillor Barry Macleod-Cullinane declared a prejudicial interest in that he was a member of Cabinet when SmartWater had been introduced. He would remain in the room whilst the matter was considered and voted upon unless SmartWater was discussed and he would then leave the room.

Councillor Paul Osborn declared a prejudicial interest in that he was a member of Cabinet when SmartWater had been introduced. He would remain in the room whilst the matter was considered and voted upon unless SmartWater was discussed and he would then leave the room.

## **267. Minutes**

The Committee agreed to consider the minutes of the Special meeting held on 24 May 2012 as a matter of urgency for the reasons set out on the supplemental agenda.

**RESOLVED:** That the minutes of the meeting held on 3 April 2012 and of the Special meeting held on 24 May 2012, be taken as read and signed as correct records.

## **268. Public Questions, Petitions and Deputations**

**RESOLVED:** To note that no public questions, petitions or deputations had been received under the provisions of Committee Procedure Rules 17, 15 and 16 (Part 4B of the Constitution).

## **RESOLVED ITEMS**

### **269. References from Council/Cabinet - Reference from Cabinet on 4 April 2012 - Shop Mobility - Petition urging Harrow Council to continue funding for Harrow Shop mobility to provide its service to the disabled people of Harrow**

The Chair welcomed the Portfolio Holder for Community and Cultural Services and representatives of Shopmobility, Mrs Eileen Kinnear and Mrs Gaye Branch, to the meeting.

The Committee received the reference from Cabinet on 4 April 2012 in relation to the petition seeking continued funding for Harrow Shopmobility. The petition had been referred in accordance with the Council's petition scheme and the Chair explained that, whilst the organisation had been unsuccessful in their application for grant funding, they had subsequently been successful on appeal.

The Chair then invited the Portfolio Holder and officer to make a brief introduction. He advised those present that the questions submitted by Shopmobility in accordance with the petition scheme had been tabled and that this document also included the answers. The questions and answers are attached at Appendix I to these minutes.

Four Members expressed concern that 3 of the members of the Overview and Scrutiny Committee present were also members of the Grants Advisory Panel and stated that it was difficult to separate these roles and that they should not be involved in scrutinising the decision referred to in the petition. Whilst the four Members accepted that the Grants Advisory Panel did not make the

decision on grant applications they expressed the view that the Members concerned should leave the meeting. The Chair stated that petition related to process and that it was up to individual Members to determine whether they needed to leave the meeting.

The Chair invited the representatives to put their questions to the officer present. The representatives stated that the purpose of their questions was to get some clarity for other organisations. The Committee agreed to take the written answers provided as read. In addition, Members asked additional questions of the officer and Portfolio Holder and made comments as follows:

- Members accepted that it could be difficult to fully answer some of the questions on the Grants application form.
- The form received by Shopmobility was the same as that received by 77 other organisations.
- It was clarified that some support had been provided to assist with the completion of the form.
- Members noted the petitioners comment that there was no option to include supplementary information on the form.
- The Portfolio Holder advised that the form and guidance notes had been reviewed in light of the comments made the previous year.
- In response to a Member's question, the officer advised that the marks were conveyed to each organisation and that Shopmobility had scored 24 on their initial application. On appeal, Shopmobility had scored 28. The Member expressed concern at the checks and balances in place and commented that the scoring appeared to be arbitrary. The officer advised that the appeals process involved taking a second look at the form and interpretation may vary on review.
- Members were reminded that the Grants Advisory Panel was cross party and also included representatives from the voluntary sector.
- The Portfolio Holder advised that the Grants team could not complete applications for organisations, it was their role to manage the Grants process.
- In response to a Member's concern at the differing opinions on the scoring of the Shopmobility application, the Portfolio Holder advised that it was not just their score that had been amended.
- A Member indicated that he did not necessarily agree with the views expressed by Shopmobility in question 4. He stated that the Council should ensure that it supported those organisations it wanted in its community as opposed to those who used grant funding as an additional resource.

- Commenting on question 5, a Member indicated that he did not think that the process was best practice but that he hoped that commissioning would assist. The Portfolio Holder added that it was a developing area and that there would be consultation on the way forward.
- A Member expressed concern at the length of time it took for organisations to receive a decision. In response to a question from another Member, a representative from Shopmobility advised that the notice period required for individuals working in voluntary organisations was 3 months. The Member stated that this would mean giving notice at the end of December which was before the outcome of the funding application was known. The officer advised that the funding ran until 31 March and therefore organisations received funding until that date. The process would be reviewed next year and the Portfolio Holder undertook to take the comments on board.
- In terms of question 7, a Member stated that scrutiny would scrutinise and that it was not appropriate to comment on the Grants Advisory Panel as there should be a separation of decision making.

A Member requested that the notes and scoring of the original meeting determining the grant application from Shopmobility be provided to Members as well as the notes and scoring from the appeal meeting. The representatives of Shopmobility made a similar request and thanked the Committee for listening to their questions and comments and also thanked the Council for the funding now agreed.

The Chair thanked the representatives from Shopmobility, the Portfolio Holder and the officer for their attendance and for responding to comments and questions.

**RESOLVED:** That the petition be noted.

## **270. Redefining Youth Engagement - Report from Scrutiny Review Group**

The Chair welcomed Councillor Victoria Silver, Chair of the Scrutiny Review Group, Hannah Nathanson, Chair of Harrow Youth Parliament, Ladan Dirie, Harrow's Member of UK Youth Parliament, and David Howes, Harrow Mencap, to the meeting.

The Chair of the Review Group introduced the report which set out the findings and recommendations from the scrutiny review. The review had explored ways in which the Council could most effectively communicate with young people in decision making and community activity. She emphasised that the report was the young peoples and that they wanted to have an input into policy, have their opinions valued and that they wanted to be leaders. She added that the Council could learn from young people who were questioning whether the right policies and politicians were in place.

The Committee then received a presentation from Hannah Nathanson and Ladan Dirie which set out the background to the review, the process and results and finally, their recommendations. The recommendations related to the Youth Summit, commissioning decisions, Harrow Youth website and the Summer Uni. The recommendations are set out in detail in the presentation which is attached at Appendix 2 to these minutes.

David Howes advised that Harrow Youth Parliament and Harrow Mencap provided a wider view as to the needs of all young people. Young people with learning difficulties had been having a more difficult time than many other young people as they had a higher support need. He stated that report could make a significant difference to the young people of Harrow.

All Members of the Committee congratulated the young people on their report and the presentation. Members then made comments and asked questions of the young people and the Chair of the Review Group which were responded to as follows:

- In response to a question as to the role of parents, schools and clubs in the review, the Chair of the Review Group advised that it was one of the key challenges in gathering evidence. It was a difficult time in Harrow due to many schools converting to academy status and it was hard to establish an integrated view.
- A Member stated that it was important for young people to be aware of what the Council did. He suggested that work experience was invaluable and assisted the development of business acumen.
- The consensus was that young people could be defined as within the 16-25 age range.
- The recommendations on engagement could be taken more generally rather than just specifically youth and a the Member suggested that Cabinet might wish to consider applying them across the Council.
- Referring to recommendation 1, a Member stated that it needed to be clear as to which Councillor was taking the lead.
- Responding to a comment in relation to recommendation 10 on Cabinet meeting with young people, a representative of the young people stated that such a meeting would be more productive it was on the young people's terms.
- A Member agreed that the Harrow Youth website required work and suggested that it needed a clear focus and mission statement. In terms of social media he had yet to see any good examples of Councils using this effectively. A representative of the young people responded that whilst it would be good to get young people involved in design of, for example, the Facebook page, they also needed face to face contact. The Chair of the Review Group added that young people had sated that whilst they used social media they would not necessarily

trust the Council. In terms of the website, the student room had conversation and the Council needed to improve its conversations with young people so that they had more influence.

- A Member questioned how their could be an improvement to the press about young people and a representative of the young people stated that, in her view, bad press was due to young people having nowhere to go. Work needed to be done in order to open up community centres to young people.
- In terms of advertising the positives of young people, Members were advised that Harrow Youth Parliament had a page in the Harrow People and a monthly column in the Harrow Observer. Young people were viewed negatively due to a minority and it was therefore necessary to address the issues facing the minority.
- School assemblies were a good way of reaching young people and could be used to provide information as to the work of the Council. Councillors could also visit schools. This initial engagement may then ensure continued engagement with the Council. For those young people not at school the Youth Summit, if well advertised, could be a good way of reaching those individuals. The representative of Harrow Mencap added that if Councillors were to attend their forum it would encourage young people to attend.
- It was important that the Council made itself appear interesting in order to encourage youth engagement. It was important to gain the respect of young people.
- A Member suggested that as a follow up to the review work could be done to look at the costs of the proposals and to identify any opportunity costs/benefits. The Chair of the Review responded that the review had tried to explore this area but could not get the necessary information although there was other external evidence. She added that awards for young people could generate a step change in the way they were viewed. A representative of the young people stated that they understood that there were cost constraints but that the balance was that young people were part of the community and if a recommendation was scrapped based on cost alone it could have implications in the future.
- A Member suggested that the Performance and Finance Scrutiny Sub-Committee in monitoring the implementation of the recommendations approved by Cabinet could meet in a community centre in order to engage with young people.

The Chair thanked the young people and the Chair of the review group for their attendance, presentation and responses. He explained that whilst Cabinet would receive the reference from the Committee on 20 June it would not be responded to until their meeting on 19 July 2012.

The Committee, having agreed some additions to the recommendations

**RESOLVED:** That

- (1) the Scrutiny team involve young people in their projects and investigations;
- (2) the Performance and Finance Scrutiny Sub-Committee be requested to give consideration as to how young people could be involved in the follow up work on this review;
- (3) the report of the review group be agreed and forwarded to Cabinet for consideration with a request that consideration also be given to officer time and resources, such as meeting rooms, being made available to enable implementation of the recommendations.

### **271. Customer Care Scrutiny Review - Scope**

The Chair of the Review Group introduced the report which set out the scope for the Customer Care Scrutiny Review. He reminded the Committee that they had discussed the draft scope at their meeting on 3 April and had requested that it be re-presented at this meeting incorporating any subsequent comments from Members.

The Chair of the Review Group expressed his disappointment at the poor attendance by Members at the two review group meetings and suggested that scheduling required consideration. He acknowledged that scrutiny members might be trying to do too much and that a discussion at their Leadership Group might be helpful.

In response to a question in relation to the definition of customer care, the Chair of the Review Group advised that customer satisfaction was measured by the engagement tracker.

**RESOLVED:** That the scope for the Customer Care Scrutiny Review be approved.

### **272. Scrutiny Lead Member Report**

The Committee received the reports from Scrutiny leads. Members made the following comments:

- It was acknowledged that whilst Members interests had to be considered it was also important to have a meaningful discussion.
- Although a Member had received the SmartWater kit no other anti burglary devices had been received.
- The Borough Commander stated on his blog that burglary had gone down but this was not reflected by the report.

**RESOLVED:** That the reports from the Scrutiny Lead Members be noted and the actions proposed therein agreed.

**273. Any Other Business - "Shaping a Healthier Future for North West London" - Joint Overview and Scrutiny Committee**

The Committee agreed to consider the appointments to the Joint Overview and Scrutiny Committee (JOSC) as a matter of urgency for the reasons set out on the supplemental agenda.

A Member reported that it was currently proposed that the Member from Harrow Chair the JOSC and that there was funding available for administrative support. The Committee expressed the view that Harrow should welcome the opportunity to chair the JOSC.

**RESOLVED:** That Councillor Krishna James be appointed as Member of the JOSC and Councillor Mrs Vina Mithani as the Reserve Member.

(Note: The meeting, having commenced at 7.35 pm, closed at 9.58 pm).

(Signed) COUNCILLOR JERRY MILES  
Chairman

**Responses to Harrow Shopmobility questions to Overview and Scrutiny**Question 1

*Have members of the Committee themselves examined the Grant Application Forms? Do they realise how difficult it can be to fully answer some of the questions posed especially those that require answers to be restricted to a certain number of letters?*

**Response**

The Grants Advisory Panel (GAP) have examined the Grant Application Form and made recommendations on the form to the Portfolio Holder for Community and Cultural Services. Forms were reviewed by GAP at their meetings on 13 September 2011 and 9 November 2011. As part of this discussion GAP were aware of the character limit applied to responses on the form. The number of characters was increased this year in light of feedback received last year. To ensure applicants were aware of the character limit this was stated against each question. This format is standard practice on electronic forms issued by funding bodies.

Feedback on the form was also received from voluntary sector representatives in June 2011. These representatives did not identify any negative impact for groups applying for grants. 78 applications were received this year with all organisations able to complete the form as required.

Question 2

*Although the grant application form refers to 'Guidance Notes' these are not comprehensive and it is difficult to understand precisely what information some of the questions actually require and in what format it should be provided. Can the Council ensure that in future such forms are written in plain English and not in Council phraseology. Will the Council also issue a glossary of terms used as headings to assist in defining what actually is required?*

**Response**

In addition to the Guidance Notes there were notes against each question in the form to help applicants understand what information was required. To assist applicants in understanding unfamiliar terms there were hyper-links inserted in to the electronic form that provided information on areas such as The Equalities Act 2010.

To guide applicants through the application form, information sessions were provided during the application period. These information sessions outlined what information was required and offered applicants the opportunity to raise any questions they had about the form or the process. Applicants were also able to access one to one support from Harrow's interim CVS (Council for Voluntary Service) service. This support included the offer of an individual review of applications before they were submitted. As a result of this support there appears to have been an overall improvement in the quality of applications submitted this year.

### Question 3

*The marking system used provides for scores of 1,2, or 3 (only) the more marks the better. It is difficult for us to comprehend how the marks are allocated given such stringent format where there seems to be no middle ground. Will the Council please clarify how this system of marking works and publish that information for consideration. The marking system this year meant that applicants with more than three 'less than perfect' answers did not get a grant unless the appealed.*

### **Response**

This years assessment system used a scoring scheme of;

- 0 – not met
- 1 – barely met
- 2 – partially met
- 3 – fully met

This scoring scheme was introduced as a result of reviewing the system used last year and does allow for a middle ground (which was not available last year). The panel assessment process means that applications are assessed by more than one officer and it is through careful consideration and discussion that scores are awarded. To ensure that panels operate consistently Panel Chairs are provided with guidance notes and meet before the beginning of the process to agree the approach to be used. Consistency is also monitored by the moderation and verification of a sample of assessments by officers not involved in the initial assessment. This year panels were also observed by members of the voluntary and community sector and their feedback on the process was positive.

As can be seen from this years list of final grant awards, successful applicants do not have to achieve a score of 3 against each criteria in order to be awarded grant. The final list of grant awards shows that only two applicants achieved an assessment score of 100%.

### Question 4

*The application forms are the same for all. It seems that volunteer run and staff many of the smaller organisations. They may be helped by possibly only one administrator, whilst the larger ones may employ more trained personnel, some of which may have specialised in fundraising and will have more expertise when completing forms than smaller organisations.*

*Are members convinced that this 'one size fits all' approach is fair and equitable to all or should some 'weighting' be given for organisations which comprise almost entirely of volunteers to allow for the difficulties they have in comprehending and completing the forms?*

### **Response**

It is recognised that both small and large organisations are competing for funding whether this is through the Council's Main Grants programme or any other funding body. All funding bodies however operate a single application process and do not offer a differentiated process for smaller organisations. This year's application form was designed to be clear and accessible for all organisations with support (as described in response to question two above) available for all applicants.

Many smaller organisations apply for small grants. To assist these organisations in being successful 15% of the budget was ring-fenced to ensure that some of the funding was distributed as small grants. The scoring threshold for awarding grants was lower than that applied to large grants and assessment panels used a proportionate approach to assessing applications in this category. This resulted in 22 grants being awarded to smaller organisations.

#### Question 5

*The service we provide to our users runs on a continuing basis, it is not a 'one-year project'. So we require some continuity in funding. The application form seems to make no distinction between on-going services and single projects. Are Members aware of this: do they consider it is best practice? This is especially important to organisations whose services are equipment based, as without the security of knowing that they have continuing funding scheduled, replacing older and less efficient equipment is almost impossible without this knowledge. Consideration should be given by Council to organisations providing such services and provide appropriate designed forms for these organisations.*

#### **Response**

The Main Grants Programme is publicised as an annual, open and competitive process. The programme is open to all eligible Third Sector organisations and does not take in to account any previous funding awarded by the Council. Organisations are able to apply for both ongoing activities and one-off projects. This is a discretionary fund and there is no guarantee that funding will be awarded to particular organisations or activity.

The Council does however recognise the need to provide longer-term funding to deliver some services and has therefore approved the Third Sector Investment Plan. This sets out a framework for the delivery of a new commissioning process for 2013/14 to deliver funding over a longer-term than a year for services aligned to Council priorities.

#### Question 6

*Are members aware that where an application is refused and an appeal is lodged the organisation is still required to sign a Service Level Agreement dating from (this year) 1 April 2012 – even though the funding was not agreed until some weeks after that date and the money will be paid until much later. This has greatest impact on smaller organisations providing single services where the monitoring period covers the period prior to the grant being dispersed. Should this system not be tightened up?*

#### **Response**

Organisations are required to sign an SLA dated 1 April 2012 as the grant funding period is fixed and runs parallel to the Council's financial year (1 April 2012 to 31 March 2013). The guidance notes to applicants advises organisations that projects or activities must be completed in the same financial year for which the application is made and all money must be spent by 31 March 2013.

It is recognised however that final grant awards are less than the amounts applied for and grant notifications are issued after the start of the financial year. Organisations are therefore invited to amend their delivery plans before the SLA

is prepared and agreed. Organisations can amend delivery plans if they feel that the late notification of a grant award is going to have an impact on the planned project or service.

The monitoring of grant awards takes place half-way through the funding period and at the end of the financial year. The monitoring process takes in to account the fact that less funding may have been awarded, or that funding was received later than anticipated. The monitoring process is designed to be a supportive, two-way dialogue between the organisation and the Council. The organisation can use this opportunity to explain and agree variances in their delivery plans or spending profile. The mid-year monitoring system was introduced two years ago and feedback on the process has been invited. Last year seven organisations responded to requests for feedback and this will be used to develop the process next year. Any feedback on ways in which the process can be improved are welcome.

It is also recognised that organisations would benefit from an earlier confirmation of funding, therefore a revised timetable will be proposed for 2013/14.

#### Question 7

*It is intended that a commissioning system should apply in future, discussions about which are in progress at present. Do Members believe this will function more smoothly than the present process? What input will this Committee have in to the process to ensure that this does happen?*

The development of the commissioning process has been based on feedback from both Members and voluntary sector representatives. Members of GAP provided their input in to the development of the process at a number of meetings during 2011. Members of the Overview and Scrutiny Committee also provided comments on the development of the Third Sector Investment Plan at their meeting in December 2011. Officers have also reviewed practices in other boroughs and are working closely with officers in other Directorates to develop this process. It is recognised that the introduction of a new system may be difficult for some organisations however there will be support available to assist voluntary groups in participating in the new process.

# Redefining Youth Engagement

# Overview

- A range of government grants have been terminated
- More than £1m removed from Harrow's Young People's Services budget to meet savings targets
- This scrutiny review looks at how the council can most effectively communicate and engage with young people in decision making and volunteering activity

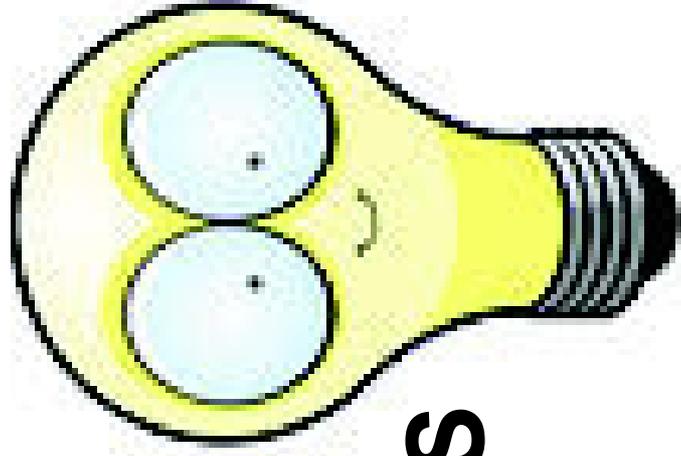


# Process

- Meeting and conversing with a number of national experts, local authorities
- Holding a drop-in session for young people at the Wealdstone Youth Centre
- Focus group meetings with Harrow Youth Parliament, British Youth Council, National Children's Bureau, the National Youth Agency and young people with disabilities and their carers.
- Written survey for young people and residents, distributed through a school council to be used as a basis of conversations between youth workers and young people.
- Use of the scrutiny's Facebook and Twitter pages.



# RECOMMENDATIONS





# Commissioning Decisions

- “ The council should involve young people from design to implementation wherever appropriate**
- “ Part of a wider involvement scheme which rewards youth engagement**
- “ Used by Hammersmith and Fulham councils**
- “ More likely to meet young people’s needs with successful outcomes**

# Harrowyouth Website



- To be overhauled
- Made similar to the ‘student room’ which offers useful opportunities for conversations about local issues,
- To provide clear links to volunteering, jobs, skills development opportunities and community events
- work with young people and facilitate development of the website

# Summer Uni

- free courses to young people providing them with skills and volunteering opportunities
- Backed by a commercial and/or charitable partner
- Camden's summer university and Tower Hamlets' Futureversity
- To help their future employability as well as providing positive activities during summer holidays, bringing together different groups of young people



**You have a role to play in giving young people support and direction and in doing so the council can learn from us and gain valuable insights to help you plan ahead with our services.**



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# Foreword

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

## Foreword

The Harrow and Wealdstone Area Action Plan will be a blueprint for the comprehensive and co-ordinated regeneration of the 'Heart of Harrow'.

I am encouraged by the positive statements made in many of the comments received to the last round of consultation on the Council's Preferred Option in January 2012. In particular, recognition of the need for a plan to manage and guide future development and investment decisions in this part of the borough, and the general support given to the site proposals and policies. The comments received have helped to strengthen and refine both the policies and the proposals for specific sites.

Taking those comments on board, as well as comments received to previous consultation, this document sets out the Council's Pre-Submission document (i.e. its final draft plan) for the 'Heart of Harrow'.

This next round of consultation is focused on the 'soundness' of the plan, ensuring the final plan is robust, effective and deliverable. However, we want the Area Action Plan to be more than just a policy tool. It is important to us and our delivery partners that the local community and key stakeholders can give their support to the final Plan and can work with us to deliver it over both the short and long-term.

Therefore I encourage you to continue to engage with us in the preparation of this important Plan for the Heart of Harrow and for the Borough as a whole.

# Introduction Chapter 1

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Chapter 1 Introduction

#### The ‘Heart of Harrow’

**1.1** The Heart of Harrow is the term the Council has given to the area that encompasses the two town centres of Harrow and Wealdstone, the Station Road corridor linking the two centres, and the industrial land and open spaces surrounding Wealdstone, including the Kodak site, Headstone Manor and the Harrow Leisure Centre (see Figure 1.1).

**1.2** This area has been identified by the Council and the Mayor for London as priority area for regeneration and is designated in the Harrow Core Strategy and the London Plan (2011) as an Intensification Area. The area will be the subject of significant growth and change over the next fifteen years and beyond, with the Council aiming to improve the standing of both Harrow and Wealdstone within the London-wide town centre hierarchy. Capacity exists within this area to deliver substantial employment growth through an uplift in retail and hotel development and office renewal within the town centres and through redevelopment and intensification of employment generating uses on the industrial sites in Wealdstone. There is also scope to accommodate a substantial portion of the Borough’s future housing need through the delivery of higher density residential and mixed use development on key strategic opportunity sites and renewal areas, where development is matched by investment in infrastructure and achieves high standards of design and sustainability.

**1.3** [INSERT FIGURE 1.1: AMENDED MAP OF THE HEART OF HARROW]

#### Purpose of the Area Action Plan

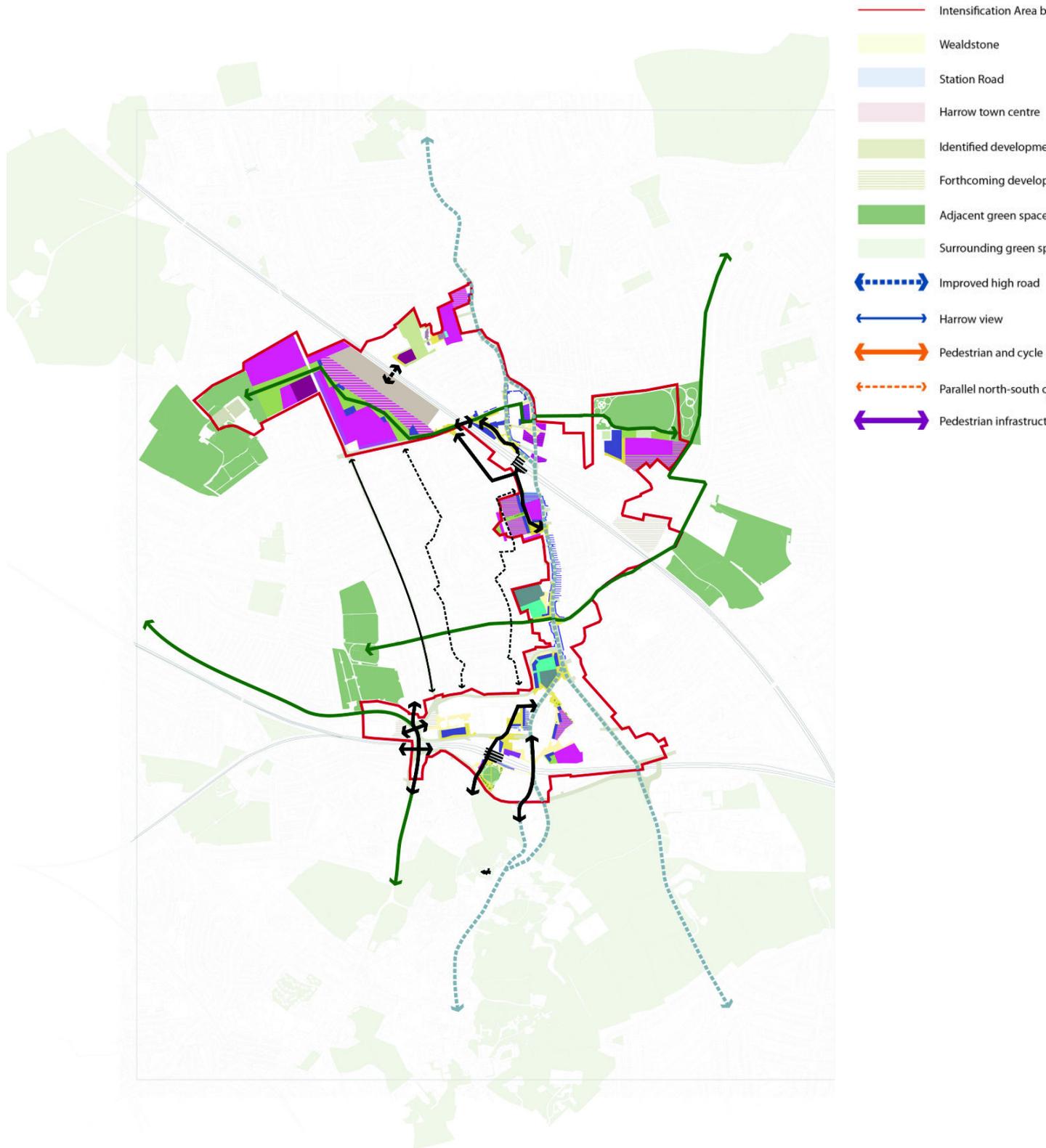
**1.4** The Area Action Plan (AAP) is being prepared in order to ensure that this scale of change is guided by policies that meet the aspirations that the local community and the Council have for the area as a whole, as well as the places within it. It is particularly important that the local community can understand and see how the changes proposed will affect local residents and businesses. The AAP is therefore not just about providing for new development and physical growth, it’s also about regeneration and the realisation of the social benefits and improvements that new development can help deliver to the overall quality of place.

**1.5** The aims of the AAP are therefore to:

- guide development and investment decisions in the Heart of Harrow over the next 15 years;
- provide clarity and increased certainty about how places and strategic sites are to develop and change;
- deliver the agreed vision for the area through policies and site allocations aimed at managing the distribution, scale, form and function of development across the Heart of Harrow;
- identify and secure the coordinated delivery of social and physical infrastructure improvements;
- 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; and
- assess and direct decisions on planning applications.

**1.6** It is important to note that delivery of key developments within the Plan’s timeframe is critical to the success of the AAP and sites that can feasibly be developed within this timeframe have been prioritised. However, it is acknowledged that other sites, currently unidentified, may become

available during this fifteen year period. Therefore guidance is proposed across the entire area to ensure coordinated development over the whole area, and not just on currently identified sites. The AAP also sets out the approach the Council and the Greater London Authority, along with their partners, will take to deliver and implement the AAP. The key proposals being advocated through the AAP are summarised in Figure 1.2.



Key Diagram

## Development of the Area Action Plan

**1.7** Figure 1.3 illustrates where we have reached in the statutory process of preparing the plan.

[INSERT UPDATED FIGURE 1.3: STAGES IN PREPARING THE AAP]

## Stakeholder and Community Engagement

**1.8** The AAP has been developed to date with the help of a range of stakeholders and other bodies, whose assistance is acknowledged.

**1.9** Engagement forums, representing key groups within the community, were set up at commencement of the plan to help test initial proposals and options for the area or places within it, ensuring these responded to the needs and aspirations of the local community.

**1.10** The policies and proposals set out in this Pre-Submission consultation document area action plan are the end result of a process which identified and considered a range of options for achieving the plan's objectives for the regeneration of this area. Strategic options were identified and consulted upon in the issues and options report (May 2011), and evaluated in the preferred options report (January 2012) and by the sustainability appraisal. The results of the two rounds of public consultation undertaken to date, and how these have informed each iteration of the AAP, are detailed in the consultation reports available on the Council's website.

**1.11** The preparation of the AAP has also benefited from joint working arrangement with the Greater London Authority, Transport for London, Design for London and the Homes and Communities Agency who have provided specialist advice on specific land use issues, such as transport, housing and employment, as well as more general advice on the long-term project management of the implementation and delivery of the proposals set out in the AAP.

**1.12** In addition to the above, the involvement of private developers on a one-to-one basis, through the pre-application process and other avenues, has also been useful in alerting the Council to the issues likely to arise from their proposals or aspirations for their sites, and has enabled the proposals set out in this document to be moderated through knowledge of the likely means of implementation.

## Supporting Evidence Base

**1.13** In the course of preparing the AAP the Council has gathered evidence to inform and justify the approach set out in the final Plan, and will continue to do so. The evidence base for the AAP draws on existing studies undertaken for the Borough through the Core Strategy and supplemented, where necessary, with further studies specific to the 'Heart of Harrow'. A key piece of evidence base already prepared is the Heart of Harrow Baseline Report (February 2011) (available on the Council's website) which collected and analysed existing information about the Heart of Harrow in order to gain an understanding of the key issues and opportunities to be addressed through the AAP. As each evidence base study is completed, these are made available on the Council website.

**1.14** In addition to the evidence base studies, the AAP is also supported by a Sustainability Appraisal and Equalities Impact Assessment. The Sustainability Appraisal tests the policies and proposals to identify the likely social, environmental and economic impacts that may arise, and

evaluates options for mitigation of negative impacts and the enhancement of positive impacts. The Equalities Impact Assessment examines how the AAP meets the needs of the whole community and makes sure that the proposals and policies being advocated through the Plan do not result in any disproportionate disadvantage to any group in the community. A Sustainability Appraisal and Equalities Impact Assessment have been undertaken of each stage of the Plan's preparation and are published alongside the AAP for public consideration and comment.

### Pre-Submission Consultation

**1.15** The Council will consult formally on this document - the Pre-Submission version of the AAP - for a period of six weeks during July and August 2012. At this stage in the Plan's preparation the consultation is primarily concerned with the 'soundness' of the document.

**1.16** To be a sound plan, the AAP must be:

- Positively prepared – it has to be based on a strategy which seeks to meet objectively assessed development and infrastructure requirements;
- Justified – it should be based on robust evidence and should be the most appropriate strategy when considered against reasonable alternatives;
- Effective – it should be deliverable over the plan period and based on effective joint working; and
- Consistent with national planning policy – it has to have regard to, and give effect to, the policies contained within the national planning policy framework as well as extant national planning policy statements and guidance.

**1.17** As this is a more formal stage of consultation than previous rounds of consultation, guidance is provided on how you can make your comments and the type of information required. This is set out in more detail in Appendix C. In particular, if you wish to make a representation seeking a change to the AAP, you should:

- Be clear about which objective, policy, paragraph, figure or part of the Plan your representation relates;
- State clearly why you consider the AAP is not sound having regard to the above tests;
- Providing supporting information or evidence to justify why the AAP be changed; and
- Put forward the changes you consider necessary to make the AAP sound.

**1.18** Providing the above will assist greatly in the analysis of the representation and in the consideration of key areas of concern.

**1.19** The AAP and all supporting documentation can be found on Harrow Council's website at [www.harrow.gov.uk](http://www.harrow.gov.uk) (under Local Development Framework) and also via the external consultation portal at <http://harrow-consult.limehouse.co.uk>. Hard copies of the Plan are also available for inspection and short term loan from the Council's offices at the Civic Centre and at all public libraries in the Borough. The consultation response form can also be obtained at the above locations and downloaded from Harrow Council's website.

### How to Comment

**1.20** Comments on the document can be made in the following ways:

- By email to [ldf@harrow.gov.uk](mailto:ldf@harrow.gov.uk);
- In writing to: Planning Policy Team, Room 301, Harrow Council, Civic Centre 1, Station Road, Harrow, Middlesex HA1 2UY.

**1.21** The closing date for receipt of comments is the XXXX 2012.

**1.22** Please note that all comments should be in the format prescribed in Appendix C. Also note that all comments received during this stage will be in the public domain.

## Status of the AAP and Relationship to Other Plans

**1.23** The AAP is being produced to give effect to the policies of the Core Strategy and the London Plan (2011). Figure 1.4 shows where the AAP fits in the policy hierarchy for the Borough. As a statutory Development Plan Document, the AAP will form part of the Council's Local Plan and will be used to appraise planning application proposals located within the AAP boundary. At the Pre-Submission stage the AAP will be a material consideration in the determination of planning applications.

## Structure of the AAP

**1.24** Chapter 1: Explains what the Harrow and Wealdstone AAP is and provides background information about the process of preparing the AAP and how to comment on the Pre-Submission document

- Chapter 2: Describes the existing characteristics of the Heart of Harrow and its constituent parts
- Chapter 3: Sets out the key issues, challenges and opportunities facing the area
- Chapter 4: Describes the overall vision and objectives for the AAP
- Chapter 5: Sets out the proposed policies to guide and manage development
- Chapter 6: Sets our approach to specific sub-areas and strategic sites in the AAP area
- Chapter 7: Provides more details on how the AAP will be implemented through our delivery plan and monitoring

## Next Step

**1.25** Following the consultation period, copies of all responses received will then be forwarded to the Planning Inspectorate for consideration alongside the draft Area Action Plan and together with a summary of key issues raised and the Council's response to these. In contrast to previous stages of consultation, the Council will not be make any further changes to the Area Action Plan prior to its submission. However, a schedule of Minor Post-Publication Changes (editing) will be prepared and submitted to the Planning Inspectorate. A Planning Inspector will then make an independent assessment of the Area Action Plan at an Examination in Public (anticipated in December 2012). If the Inspector determines that the Area Action Plan is sound, he or she will publish a report containing their assessment and any recommendations that the Council should include within the final document before it is formally adopted as part of the Harrow Local Plan.



# The Intensification Area Today **Chapter** **2**

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

## Chapter 2 The Intensification Area Today

### The Heart of Harrow today

#### Harrow as a place

- Harrow is an outer-London Borough situated approximately 10 miles to the north-west of central London with a land area of some 5,047 hectares (50 sq kilometres or 20 sq miles). It is the 12th largest borough in London by area but 21st in terms of size of population;
- Neighbouring local authorities are the London boroughs of Barnet, Brent, Ealing and Hillingdon, and to the north Hertsmere Borough Council and Three Rivers District Council in Hertfordshire;
- The Borough is organised into 21 wards and forms part of the West London sub-region<sup>1</sup>; Notable historic components across the Borough comprise Harrow Village including St. Mary's Church and Harrow School atop Harrow Hill, Headstone Manor and Pinner Deer Park, Pinner High Street, St. John the Evangelist Church and St. Lawrence Church in Stanmore, Canons Park and North London Collegiate College, the Grim's Dyke earthwork and the Grim's Dyke Hotel, and Bentley Priory;
- Wealdstone has a strong industrial legacy including some manufacturing firms such as Whitefiars Glass, Kodak and Winsor & Newton;
- Today, Harrow is a classic outer-London Borough comprising inter-war suburbs, Metroland town centres and surviving village centres set within Green Belt, Metropolitan Open Land and a range of natural greenspaces, municipal parks and playing fields;
- Traditional suburban housing estates in the Borough's lowland areas to the south give way to spacious and more varied residential areas on rising ground to the north, reflected in a reduction in population density from south to north;
- Frequent train services provide access to London Euston and London Marylebone within 20 minutes, alongside other services to Clapham Junction, Tring, Aylesbury and Milton Keynes; Underground services provide direct access into central London and beyond; and
- Notable institutions and major employers include Harrow School and John Lyon School, the Royal National Orthopaedic Hospital, Clementine Churchill Hospital, Kodak, Ladbrokes and Bovis Lend Lease; and (within the neighbouring part of the London Borough of Brent) Northwick Park Hospital and Middlesex University Harrow campus.

**2.1** Described in the mid 1950's as the 'Capital City of Metroland' Harrow's 'Heart of Harrow' Area covers 177 hectares and is located towards the centre of the Borough. The area is the most diverse part of Harrow with a wide mix of uses including the Borough's two largest town centres, its main industrial estates and a rich variety of housing, ranging from Victorian terraces, inter-war semidetached houses and purpose-built blocks of modern flats.

**2.2** The area also includes several unique Borough assets such as the Civic Centre, two rail and tube stations, Headstone Manor, a collection of excellent education facilities, close proximity to the attractions of Wembley as well as a number of excellent green spaces on the fringe of the area. Together these assets create a rich setting for the successful delivery of focused, high quality intensification including an attractive and thriving collection of mixed uses, on the edge of London's Green Belt.

#### Population and demographics

- Harrow is one of the more densely populated Outer London Boroughs, with an average density estimated to be nearly 43 persons per hectare (pph) in 2008. The AAP area shows density

varying from 40 to around 73 persons per hectare within the Victorian and Edwardian terraced housing around Wealdstone. The existing population of the Heart of Harrow is estimated at around 13,000 people. Harrow's population has been steadily growing over the past 25 years, and is forecast to increase. The provision of an additional 2,800 new homes within the Heart of Harrow over the Plan period is likely to correlate to an increase of about 4,160<sup>2</sup> new residents. While the Core Strategy and the AAP seek to provide a mix of housing, it is likely that this new housing will also attract a significant number of younger professionals, especially those wishing to locate within a town centre environment. Overall however, the age structure of the Heart of Harrow is not envisaged to change significantly from the current profile. Greater change, however, is expected in respect of ethnic diversity.

- Harrow is already one of the most culturally and religiously diverse boroughs within England. Harrow's Vitality Profile (2010) shows that 40% to 44% of residents within the wards of the Heart of Harrow are from ethnic minority groups (Asian, Black, Chinese and others). By the end of the plan period it is anticipated that over half of the residents will be from minority ethnic groups, with the portion from Asian backgrounds forecast to make up the vast majority (35% - 38%).

**2.3** The Heart of Harrow includes major parts of Greenhill, Marlborough and Wealdstone wards. The Department for Communities and Local Government (DCJG) indices of deprivation (2007) indicate a relatively high level of Multiple Deprivation in the Heart of Harrow, especially Wealdstone, which exhibits some of the highest levels of deprivation (Income, Health and Disability; and Education/Skills and Training) within Harrow.

**2.4** Overall, the Heart of Harrow exhibits a high percentage of people with a good level of qualification, on medium to low salaries, but with some unemployment and moderate health. Nearly 50% of residents have access to a car.

### Property and Economic context

**2.5** The Harrow and Wealdstone Intensification Area sits within a well connected and attractive outer London setting. It has a strong entrepreneurial base, an active and highly qualified resident population and strong access to central London. It also has national and international recognition through proximity to the nearby Harrow School. It has been a favoured place to live for generations.

**2.6** There is a strong residential market established in the area. A recently undertaken housing viability study<sup>3</sup> has indicated that new housing can be high quality, innovative and be tailored to respond to town centre, corridor and suburban contexts.

**2.7** A range of office occupiers should find Harrow attractive given access and labour force strengths but the office market has lagged behind nearby competing centres in Uxbridge, Watford and Ealing. A significant shift in development trends will require an active economic development strategy, an inward investment programme and, potentially, public sector intervention to advance or anchor development sites, along with improvement of the town centre retail, dining and public realm offer.

**2.8** The forecast reduction in requirements for industrial floorspace in Harrow, access constraints and competition from well established industrial locations at Park Royal, Wembley and the M25 Corridor, suggests Harrow will not play a significant role in the Regional or Sub-regional industrial market but will meet continued local demand. Large scale industrial relocations into the Heart of

Harrow will not be the primary driver of employment development, and the release of surplus space will need to be carefully managed. There is some growth potential based on local small business development that will require the local market to be nurtured.

**2.9** Retail and service sector development can be expected to contribute to jobs growth. A range of town centre comparison goods, family dining, leisure and entertainment activities can contribute to employment growth.

**2.10** Residential and population growth in the Heart of Harrow will generate demand for a range of public services and community and social infrastructure. A proportion of health, education and community facility jobs will also be required and provided and can also make a meaningful contribution to employment targets.

### Character Areas

**2.11** The Heart of Harrow area comprises a complex mosaic of areas, all differing subtly in character from one to another. It is surrounded by a large residential hinterland and expanses of open and green space, most notably Harrow Hill to the south and the Green Belt of Harrow Weald Ridge to the north, two high points that act to frame the area.

**2.12** The majority of the Heart of Harrow comprises buildings of 2-3 storey height with taller buildings concentrated in Harrow town centre. Other key tall building within or adjacent to the area include the Kodak works, St Mary's Church, and Northwick Park Hospital. While parts of the Borough benefit from significant open spaces, heritage assets and a strong suburban character or architectural style, overall, the land use of the Heart of Harrow is dominated by residential, industrial and retail uses that provide for a much more urban character but one that lacks a predominant style or form of development.

**2.13** Key characteristics and issues affecting the 3 main Heart of Harrow sub areas - Harrow Town Centre, Station Road and Wealdstone – are expanded upon on the following pages.

### Harrow Town Centre

**2.14** Defined as a Metropolitan Centre, Harrow is the borough's key office and retail centre. Rail and tube services provide good connections to central London, Watford, and Aylesbury.

**2.15** The impression of Harrow upon arrival at the station is quite poor and can be disorientating. The station's environs themselves are outdated and without step free access, create a poor environment that contributes to the severance caused by the railway and reduces access to and awareness of spaces such as Lowlands Recreation Ground.

**2.16** The centre's retail offer is focused on the two internal malls, St George's and St Anns, the pedestrianised retail strip along St Anns Road and the part of Station Road close to the St Anns Road junction. The higher end retail offer is Marks and Spencer and Debenhams with a host of other popular chains such as Boots, H&M, Curry's etc. St Anns is also an important movement link within the centre, achieving a direct connection from the station through to St Anns Road though this is lost when St Anns closes in the evening. The public realm of St Anns Road and the external building envelopes of St Anns and St George's are all in need of updating, contributing little to the quality or success of the retail environment.

**2.17** College Road too is unimpressive, with few opportunities for orientation and the large development site of the former post office at 51 College Road still undeveloped and making a negative impression on the place overall. The recent public realm upgrades along Station Road improve the eastern end of College Road but this needs to extend right along College Road to include the Station arrival point.

**2.18** Lack of investment in the existing office building stock and associated amenities that create a healthy office environment such as a good collection of restaurants, evening entertainment, and high quality public realm has contributed to a reduction of office tenant numbers in the area. Several large office building tenants have recently relocated away from Harrow, raising the urgency to address the amount of vacant office space and the quality of the offer that will be attractive to businesses locating here in the future.

### **Station Road**

**2.19** Station Road is the north-south corridor linking Harrow Town Centre and Wealdstone. Dominated by independent retailers, restaurants and other food outlets, Station Road also hosts a number of distinctive uses including a large Tesco store, the borough's Civic Centre, a newly-built mosque, the Safari Cinema and the southern tip of Wealdstone's industrial area.

**2.20** The building heights along Station Road vary; to the south they are generally 3-4 storeys with strips of 2 storey terraced housing toward the north, particularly on the eastern side of the road. Upper levels are mostly for residential use while there is also some ground floor residential uses within the terraces to the north.

**2.21** A mix of buildings with private forecourts, others with open pavement frontage, differing building heights, external materials and roof form all combine to create an area of generally incoherent built form along Station Road. The Tesco and the Civic Centre sites introduce to the streetscene large areas of car parking which meet the road edge ringed with poor pedestrian and cycle access. These are key sites for improvement.

**2.22** Most shops along here are serviced directly off Station Road via lay-bys, adding animation to the street-life. This also means that there are few unsightly service yards.

**2.23** Station Road is the key public and private transport link between the two centres as well as carrying most local through-traffic. Owing to this heavy usage it is often congested resulting in an uncomfortable environment for commuters but also compromising the pedestrians and cyclists who have to compete with the vehicular congestion. More detail on the transport operation of Station Road and local road networks is included in the transport summary pages later in this report and further detail is included in the baseline report.

### **Wealdstone**

**2.24** Wealdstone is a local centre built around the railway station that arrived in the mid 19th Century. It has a generally low-key character, with a limited retail offer catering mainly for local people rather than attracting shoppers from further afield. Upon closer scrutiny, Wealdstone becomes varied and diverse in terms of its shops, facilities and community.

**2.25** Wealdstone accommodates most of the Borough's SIL (Strategic Industrial Location) designated land and, in this way, it has a key role to play in the context of the borough's employment needs.

**2.26** Wealdstone's public realm is functional but not of high quality. Traffic calming across much of the High Street helps pedestrian movement across the road which has limited vehicular access - through traffic is diverted past Wealdstone via George Gange Way to the east and Ellen Webb Drive to the west. Small features such as the street furniture styles and the hanging baskets on the street lights suggest the local, sometimes charming quality of the place.

**2.27** Pedestrian movement east and west of the High Street is severely constrained, restricting the area's engagement with adjacent areas. Guard railing along the central reservation on George Gange Way complicates access for the residents to the east of the road from reaching Wealdstone centre, and for town centre users to access areas to the east, including Harrow Leisure Centre.

**2.28** To the west - beyond the low scale shopping parades along Headstone Drive guard railing and the uncomfortable pedestrian environment under the railway lines towards Kodak, create a very poor link westward from Wealdstone.

**2.29** Harrow and Wealdstone Station provides excellent fast connections to Central London, the Midlands and the North West. However, though the catalyst for the area's development, it suffers from poor environs at its entrances. To the east passengers arrive at a large road junction space with no clear indication of where they have arrived and how to move forward from this point. To the west, the entrance spills directly out into a car park with no designated pedestrian routes through it and poor signage towards the centre.

**2.30** Clear pedestrian routes to and from the station, along with eventual upgrades to the station and environs are important considerations when user numbers in the area increase as much as the Core Strategy targets project.

### Transport and movement

**2.31** Harrow and Wealdstone town centres are both well-located for access by public transport, with good to excellent Public Transport Accessibility Levels (PTAL) across the Heart of Harrow. Harrow-on-the-Hill and Harrow & Wealdstone Stations provide superb connectivity to Central London, Clapham Junction, Tring, Aylesbury and Milton Keynes and numerous bus routes serve the local area, particularly along the Station Road corridor. However, Harrow on the Hill Station continues to lack inclusive access.

**2.32** There is spare capacity in rail/Underground services at these stations and projected growth is therefore likely to have little capacity issues on these (although capacity does reduce at stations closer to Central London). There is capacity on some local bus routes, however others are at capacity during peak hours and will need to be enhanced where significant additional trips are expected. There is also a lack of space at Harrow bus station for passenger interchange and bus parking.

**2.33** The high public transport accessibility and range of amenities available in Harrow town centre make it an ideal place for more intensive mixed-use development with users able to rely more on travel by sustainable transport modes (walking, cycling and public transport).

**2.34** Sustainable transport modes reduce the reliance on car travel and reduce car congestion in this area. However, Harrow-on-the-Hill Station and bus station have enormous potential for improvement. Despite the good public transport accessibility, there is a general context of high car ownership and usage within the borough. Busy roads in the area act as barriers to pedestrian movement.

- 2.35** Improved connections are needed across Greenhill Way and George Gange Way to encourage walking and cycling into the town centres and greater integration with surrounding neighbourhoods.
- 2.36** There is a good amount of parking in Harrow town centre with some spare capacity, offering opportunities for redevelopment or for use of existing parking capacity by new development. Access arrangements to existing car parks should be improved to increase efficiency. Harrow town centre has a fairly typical level of congestion given its size and uses. Much of this may be due to through-traffic as well as due to localised congestion. Surveys of Harrow town centre show that Saturdays are the busiest days for traffic, although weekday peak hours may have less traffic, but more concentrated periods of congestion.
- 2.37** While the high-level assessment of the borough's highway network undertaken as part of the Core Strategy Transport Audit (2010) indicates that it can accommodate traffic related to the anticipated level of growth without major strategic investment, there are a number of local improvements that could be made to key junctions and corridors to smooth traffic flow, give greater priority to buses, incorporate safe and attractive cycling facilities and improve pedestrian accessibility. Much of this could be funded by new development.
- 2.38** To this end, the Council is working with Transport for London (TfL) to test the cumulative impact of development in the AAP area, making use of TfL's West London Sub-Regional Transport Models. Preliminary results show that a number of junctions in the area will experience a higher level of congestion as a result of the proposed intensification, reinforcing the need for localized mitigation, including modal shift towards walking and cycling. Work is ongoing to refine the initial results and further updates will be made available in the near future. TfL is expected to report on the findings of this study in Spring prior to the publication of the next draft of this AAP. This will be used to inform specific development site requirements, as well as a package of transport infrastructure improvements to be funded through the Harrow Community Infrastructure Levy.
- 2.39** While there is limited opportunity to increase car traffic capacity along Station Road, there is the potential to carry out some public realm improvements, such as resurfacing, footway widening, guardrail removal and junction simplification and, with some rationalisation and restriction of on-street parking, provide a higher quality walking and cycling environment and some bus priority enhancements to improve the reliability and operating conditions of buses. It should also be noted that redeveloping some of the major opportunity sites along Station Road to achieve a greater proportion of trips by more sustainable modes may lead to a modest reduction in car congestion along Station Road.
- 2.40** Significant cycling improvements could be made across the Heart of Harrow, such as the provision of additional and where appropriate segregated lanes and priority junctions along Station Road and additional cycle parking at stations. There is also the potential for a north-south route between Harrow and Wealdstone on quieter streets.
- 2.41** Depending on the mix of uses proposed, the redevelopment of the Kodak site is likely to have a disproportionately higher impact on the local transport network than other sites within the Heart of Harrow where there is greater capacity. This impact will need to be carefully assessed as part of any planning application for the site. It may require new or improved accesses, as well as significantly improved walking and cycling links to Harrow & Wealdstone station, increased bus frequency and reliability along Harrow View and potential bus diversions through the large site.

**2.42** Travel planning, as an important tool in encouraging sustainable travel, will be a key aspect of all new developments, and could include contributions towards funding an area-wide travel plan framework and a dedicated coordinator for the area. Typical measures should include car clubs, electric charging facilities, plenty of cycle parking and targeted travel information.

# Key Issues, Challenges and Opportunities **Chapter 3**

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

## Chapter 3 Key Issues, Challenges and Opportunities

### Introduction

**3.1** The challenges faced by the Intensification Area are focussed on exploiting its opportunities, accommodating economic growth and securing urban regeneration while working within an uncertain economic environment, restoring confidence and generating lasting quality.

**3.2** This section summarises the key sub-areas areas within the Heart of Harrow and topicbased issues, challenges and opportunities that were identified through the analysis of baseline and market information. These have been taken into account in generating the spatial development strategy options (Chapter 6), ensuring the preferred option being put forward for consideration adequately addresses these matters.

### Enhancing Harrow's Profile

**3.3** While the name, 'Harrow' has international recognition, and while Harrow's appeal is highly valued by residents, in a regional and sub- regional market context, the Borough has limited visibility. It is often seen simply as a leafy green suburban dormitory for London. This image reinforces the mistaken view that Harrow is a Borough with less need than others within London. Such a view, however, masks the significant issues facing the Borough and makes it difficult to secure additional resources and central and regional funding. The challenge is to raise the profile of the Borough by actively marketing its strengths and development potential, by capitalising on its heritage, cultural diversity, and ties to high educational attainment.

**3.4** As a Borough, Harrow needs to embrace change, especially where this drives positive economic outcomes, results in an attractive physical environment, stimulates higher quality development and investment, and asserts Harrow's status as a secure and buoyant housing and employment market. Identification as an Intensification Area in the London Plan (2011) provides this opportunity, increasing the area's regional status, and creating a focal point for new development in the borough. This will require a range of issues, challenges and opportunities to be addressed, the most significant of which are set out below and then considered in more detail on a sub-area basis.

### Issues

- Poor design of most recent buildings, which has a subsequent impact on the image of both Harrow and Wealdstone town centres and the Station Road area, and potentially put off investment.
- Pedestrian connections to and from areas adjacent to both Harrow and Wealdstone town centres are poor and weaken neighbouring relationships with them and between them.
- Railway corridors create barriers to pedestrian movement across the area, whether at Wealdstone or Harrow.
- Harrow town centre's shopping malls are inward looking, making no contribution to the quality of the public realm and creating barriers to movement across this centre.
- Traffic congestion, poor station environs and poor cycle provision contribute to uncomfortable and sometimes difficult movement patterns across the Heart of Harrow.
- The impacts of climate change, in particular issues of flooding, drought, island heat effect, and energy costs and reliability
- Guard-railing at highways creates barriers to pedestrian movement across the area.

- Steep steps to the entrances and platforms at Harrow-on-the-Hill station severely restrict accessibility.
- Harrow bus station is at operational capacity and cannot meet future growth requirements.
- Harrow town centre is under-performing as an employment centre.
- Harrow's future economy depends on the creation and growth of new small businesses.
- There is a high level of commercial / office stock vacancy across the Heart of Harrow, especially in Harrow town centre, creating a sense of failure.
- Harrow town centre's retail offer is dominated by middle range and value national retailers.
- The poor amenity, leisure, civic presence / offer in the town centres limit their attraction.
- Lowlands Recreation Ground is underused despite its proximity to many potential users.
- Landscape planting across the area is haphazard, with little consistency in provision or treatment.

### Challenges

- Economic conditions in London, UK, Europe and globally that may impact on delivery of the objectives of the AAP.
- Securing the provision of new jobs through the balance of mixed uses to be promoted on industrial sites and business use areas.
- Managing the relationship between historic assets and new, high quality, contemporary development within the Heart of Harrow.
- Delivery of infrastructure projects to support the increased number of residents and jobs within the Heart of Harrow.
- Defining the role of the sub-areas across the Heart of Harrow with implications for use, density, character and building heights.
- The need to address the impacts of climate change through sustainable design including, greening the built and urban environment, reducing carbon emissions and water use, increasing the energy efficiency of buildings and the use of renewable energy sources.
- Securing environmental improvements in advance of, or in parallel with, economic and residential growth, and in a time of public sector fiscal constraint.
- Manage and reduce the impacts of climate change and increased risk of flooding through the layout and form of the development and appropriate application of sustainable drainage techniques.
- Remediation of existing contamination and reducing the risk of future contamination through strategic development
- Providing for new cultural and leisure facilities serving the local community and the wider borough and beyond.
- Ensuring new residential development contributes towards the economic prosperity of the town centres and creates an attractive and safe environment that provides the resident population with a high quality of life.
- Provision of a range of housing in terms of type, size and tenure recognising the unique character of each area and matching housing to each
- Raising the profile of the Heart of Harrow, and promoting it as the focus for economic and residential growth, has the potential to exacerbate existing problems with the road network, including congestion and parking. The challenge is to change travel habits and to generate more journeys on public transport, foot and bike. However, the ability to manage much of the traffic movements affecting the Heart of Harrow will depend on the ability to alter the physical

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

routing of the network, to manage the flow of people and vehicles, and to distinguish between journeys that cater for, and are necessary to sustain the vitality of the town centres.

- Community and physical infrastructure will need investment as new homes and jobs are provided so as to ensure communities are sustainable.

#### Opportunities

- There are a significant number of opportunity sites in the Heart of Harrow which are the subject of owner site promotion for near, medium and long term development.
- The existing pattern of development and its urban form mean it will be unlikely that the identified deficiencies in open space provision will ever be met within the Heart of Harrow. Nevertheless, opportunities do exist to enhance access to the existing open space serving the area, and to improve the quality of these spaces to increase their use and their contribution to the amenity of the area. In addition, the redevelopment of large sites will create the opportunity to 'green' the area, through landscaping and the use of green infrastructure.
- Higher density development will be considered, subject to design and impact considerations.
- New development will change the current urban character within the Heart of Harrow. Achieving the Core Strategy targets will require taller buildings and higher residential densities to be woven into the existing urban fabric.
- Inspired architecture and a quality built environment that will contribute towards Harrow's identity.
- Opportunities to conserving the area's heritage assets and wider historic environment and embed these as enduring features within a changing urban fabric and character

#### Area-Based Issues, Challenges and Opportunities

**3.5** The Urban Character Analysis (2011) shows that the Heart of Harrow is made up of seven sub-areas that differ in terms of their existing land use, townscape character and physical attributes (Figure 3.1). These sub-areas also face different challenges and opportunities in meeting housing and employment targets and wider Core Strategy objectives. The following section focuses on the seven sub areas and considers the specific issues, challenges and opportunities facing each.

#### Wealdstone West

**3.6** The sub area comprises historic employment and industrial uses, significant heritage assets, recreation and leisure space. Adjacent to the railway line, it creates a different mix of land uses than elsewhere in Wealdstone. A major redevelopment opportunity is present on the Kodak site but this needs to be well-connected to the Wealdstone Central sub area and adjacent areas to ensure good integration, and to deliver regeneration benefits for the town centre. Other key considerations are:

- Need to address industrial restructuring within the sub area
- Reconnect Wealdstone town centre with Headstone Manor and Green Belt beyond, using building heights to assist orientation and locating public uses.
- Headstone Manor and its range of heritage assets are provided an appropriate setting based on the significance of the heritage assets
- Poor connections east and west
- Any redevelopment should seek to tie in with existing suburban street patterns.
- Significant scope to include contemporary reinterpretations of suburban housing types throughout (i.e. ensuring new development has regard to the existing character and context

but instead of replicating this, providing a more modern take on the traditional Harrow housing forms)

- Improve the image of Wealdstone from the railway.
- Carefully locate uses of appropriate scale to strengthen existing offer of Wealdstone town centre.
- Improve traffic flow at junction of Headstone Drive and Harrow View.
- Potential to maintain the key employment role within the Borough.
- Support and enhance the sub area industrial estates, through enabling development providing modern employment space in association with access improvements, improved signage, landscaping, and boundary treatments visible to pedestrians, rail users and vehicle users.
- Improve green infrastructure across area by making green links between existing high quality open spaces, and the reconfiguration / provision of new space which is located to address identified accessibility deficiency.
- Opportunities for new views / vistas from the Kodak Site

### **Wealdstone Central**

**3.7** The sub area covers the Wealdstone town centre, which offers a range of local shops and community uses such as the Wealdstone Centre and Holy Trinity Church, as well as Harrow and Wealdstone station. This underperforming district centre is an important link between the large development opportunity in the west of Wealdstone and existing amenities to the east. Acting as a strong complement to Harrow's Metropolitan character, the low key nature of Wealdstone Central should be safe-guarded and improvements to pedestrian movement routes prioritized. Other considerations include:

- Improve the image and function as a district centre.
- Encourage, strengthen and add diversity to the existing small-scale and specialist retail offer.
- Refocus the main shopping area around High Street / Headstone Drive.
- Improve east-west connectivity.
- Improve the public realm at Harrow and Wealdstone Station, Ellen Webb Drive, Canning Road, under the railway bridge and on the High Street.
- Enhance the role of the town square and create a multi purpose public space.
- Improve the pedestrian environment at George Gange Way.
- Improve traffic flow at the junction of Ellen Webb Drive, Cecil Road and Headstone Drive, and pedestrian and cycle links to the town centre.
- Improve station environs and the orientation to and from the stations within the area.
- Co-ordinate flood management works and sustainable drainage, to ensure development and regeneration opportunities can be realised, taking account of the fact that a significant portion of Wealdstone town centre falls within Flood Zone 3, and development should be set back a minimum of 8 metres from the outer edges of the culverted Wealdstone Brook.
- Improve green infrastructure across the area by making green links between existing high quality open spaces.

#### Wealdstone East

**3.8** 3.6.4 This sub area hosts the borough's leisure centre, Byron Park and a significant proportion of the borough's industrial land and uses as well as large residential areas, all important components of the Heart of Harrow's rich diversity. The western edge, along George Gange Way is a good opportunity to announce the place to the thousands of drivers and bus passengers passing through every day. Other considerations include:

- Reinforce the strengths and role of the sub area in providing key community facilities from sports and recreation, meeting places, open spaces, waste management through to local industrial services
- Retain industrial land to meet local needs, supporting provision for diversity and more intensive employment use where appropriate
- Improve the standard of the commercial built form through sub area initiatives linked to green zones utilizing the potential for waste treatment technologies on the Depot Site
- Explore opportunities to improve and enclose the Civic Amenity facility
- Enhance pedestrian access from Wealdstone town centre to Harrow Leisure centre and the Green Grid through streetscape improvements along Masons Avenue, Peel Road and Palmerston Road
- Redevelopment or refurbishment of the Harrow Leisure Centre as the prime leisure facility serving the borough
- Explore opportunities to redevelop or reprovide the Bryon Hall facility as a multi functional facility as part of enhancements to the Harrow Leisure Centre
- Deliver on the Green Grid aspirations for the Belmont Trail
- Residential development to reflect a metroland / Victorian suburban form

#### Station Road

**3.9** Running north south between the two centres, the Station Road sub area currently acts a corridor/conduit rather than a destination/ attraction in its own right. Distinct, socially and culturally important buildings along its length are a strong prompt for significant public realm improvements as well as orientation devices across the Area. Improvement to existing congestion issues will help create a more attractive environment. Other considerations include:

- Improve image, function and use through public realm enhancement
- Provide special 'stepping stones' of distinct buildings and spaces, set within the High Road boulevard
- Design improvements consistently across ownership boundaries
- Improve traffic flow thorough the corridor particularly at key junctions such as Hindes Road and Greenhill Way
- Improve pedestrian and cycle safety at key crossings
- Explore opportunities to improve bus access
- Improve public realm throughout to reinforce distinctiveness / quality and exploit opportunities to add new public realm / soft landscape into the street
- Opportunities to deliver Green Grid proposals within an urban setting
- Improve the image of existing buildings and strongly promote redevelopment where possible
- Address the continued interruptions to the building frontages and pedestrian flow, especially on the western side of Station Road

- Address local congestion and improve the environment for all users of the corridor through interventions such as kerb realignment, signaling and junction reconfiguration, and bus stops modification.
- As the Borough's longest retail strip, Station Road's predominantly retail character should be retained and complemented with new retail offer.

### Harrow Town Centre West

**3.10** On the western edge of Harrow Town Centre, this sub area spans the town centre and the residential areas further to the west. It is an important sub area in terms of achieving a clear definition to the edge of the town centre (helped by the large Bradstowe House and Neptune Point developments) and also in providing good physical linkages between the residential neighbourhoods and the town centre (via existing subways). The area south of the railway line, though currently not identified for imminent development, should seek to establish a strong and direct relationship with the town centre should development sites come forward. Other considerations include:

- Improve image of the western part of Harrow town centre and establish Neptune Point as the western edge of the commercial area.
- Improve connectivity south to Harrow-on-the-Hill and west to West Harrow and Pinner.
- Improve traffic flow at Pinner Road junction.
- Improve public realm at: Western end of College Road; Headstone Road; Clarendon Road; and Greenhill Way
- Undertake significant enhancement to the Roxborough Bridge underpass and improve pedestrian link to Harrow-on-the-Hill station and St Anns Road.

### Harrow Town Centre

**3.11** The Harrow town centre sub area comprises the bulk of Harrow's retail and office stock, and hosts the bus station and Harrow-on-the-Hill station. The town centre needs dramatic uplift to its image and offer to reflect its Metropolitan Centre status. Recent public realm improvements and new bus routes have started to address some of these issues. The large shopping malls in the area are inward-looking, making little contribution to the quality of place while creating barriers to comfortable pedestrian movement in the town centre. Strong connections to Lowlands Recreation Ground, south of the railway, should be made to incorporate it into the Town Centre. A more diverse offer, including civic and leisure uses, is sought to complement existing uses and enhance the Town Centre character. Further considerations for this sub area are:

- Enhance the Metropolitan character of Harrow town centre and promote development of a scale and type that reaffirms its role as a Metropolitan Centre.
- Create a broader and distinctive retail / leisure offer and diverse evening economy including:
  - New retail provision providing active frontages at the ground level of new development
  - New locations for evening uses.
  - New central library.
  - A network of new public spaces.
  - Improved park amenities.
  - Pavement/outdoor dining.
  - Better lighting.

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- New residential development, which will drive demand for an overall improvement in the environmental quality of the town centre, support the daytime and evening economy, and add to the town centre's vitality.
- Improve Harrow-on-the-Hill Station environs and work proactively with TfL to secure step-free access to platforms at Harrow-on-the-Hill Station.
- Improve the bus station environs and possible redevelopment of interchange.
- Improve the visual and physical permeability of town centre.
- Improve the visual relationship between the town centre and Harrow on the Hill.
- Open up sight lines to St Mary's Church
- Safeguarding the setting of the Harrow Hill. conservation area and its range of heritage assets
- Improve the public realm at College Road, Havelock Place, St Anns Road and Greenhill Way.
- Ensure new developments within the town centre use similar materials, providing a more coherent character.
- Invest in a strategy for office renewal to increase market interest, and support such a strategy through the provision of better amenities, high quality public realm environs, higher quality restaurants, improved outdoor spaces, buildings with contemporary specification as well as improved access and arrival into the town centre.
- Provide and promote sites for new retail and leisure growth to meet demand and ensure Harrow maintains its market share, and to rebuild the centre's regional role as a key Metropolitan Centre within outer London.
- Improve pedestrian movement into the rest of the Heart of Harrow, across key roads such as Greenhill Way, to achieve better connectivity across the area.
- Explore opportunities to address the inward focus of St Anns and St George's shopping centres, which currently contribute little to the quality or success of the retail environment.
- Work with the owners of St Anns Centre to maintain a link between the Station and St Anns Road after shopping hours.
- Create a high quality public realm throughout that area that provides a distinct sense of place, timeless appeal and unique Harrow town centre identity

#### Town Centre East

**3.12** To the east of Station Road and the Metropolitan town centre, this sub area acts as a useful transition zone between the town centre and residential areas further to the east. A mix of building types and uses within this area, including Platinum House, the Junction Pub and its large pub garden, and the Gayton Road car park create conditions for a continued mix of uses. Other considerations include:

- Create a transition of density and use between Harrow town centre and surrounding residential neighbourhoods.
- Improve connectivity with Harrow town centre.
- Improve the image of town centre's eastern extents upon arrival from the railway.
- Improve the public realm at junctions with Station Road.
- Improve security / lighting and the quality of existing pedestrian links between Station Road and adjacent streets.
- Explore opportunities to create new pedestrian / cycle links through developments, to reflect desire lines.

# Vision and Spatial Strategy **Chapter 4**

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Chapter 4 Vision and Spatial Strategy

#### Harrow: 'The Heart of Metro-land in London'

##### Defining Harrow's distinct offer

**4.1** Harrow town centre and Wealdstone established and grew as a direct result of the development during the 19th Century of the London to Birmingham Railway and, later, the Metropolitan Railway. The London Birmingham Railway saw the growth of Wealdstone as a small Victorian industrial town with areas of speculative, higher density terraced housing. In contrast, the Metropolitan Railway encouraged the development of attractive, leafy suburbs along its route and promoted the healthy lifestyle that could be enjoyed within them, using the unifying term 'Metro-land'. An annual guide to Metro-land was published, encouraging visitors to explore London's countryside. The guide and railway posters reflected the emerging suburban developments and villages served by the Metropolitan Railway.

**4.2** The architect and Director of Architecture of the 1951 'Festival of Britain' regarded Harrow as the 'Capital City of Metro-land'. Harrow can regain this status - the quantum of development projected by the Core Strategy provides an excellent opportunity for achieving this.

**4.3** 4.1.3 In recent years, the surrounding centres of Brent Cross, Wembley, Ealing, and Uxbridge have developed more rapidly than Harrow and have become modern centres for retail, business, logistics etc. Harrow needs a unique offer to complement, not compete with these centres. Its high quality green spaces, proximity to London's Green Belt and excellent links both to central London and to the north are assets that were exploited by the Metropolitan Railway and which continue to distinguish Harrow from other centres, and form a strong basis for attracting development and business to Harrow.

##### What is Metro-land?

**4.4** 20th Century Metro-land was an attractive leafy neighbourhood, well-connected by rail to central London and the north with good quality houses and schools.

**4.5** 21st Century Metro-land is an attractive leafy neighbourhood, well-connected by rail to central London and the Midlands with good quality modern housing, strong employment opportunities, attractive leisure uses, unique visitor offers and excellent, well-connected green spaces.

##### What it means to be the Heart of Metro-land?

**4.6** The Heart of Harrow provides the perfect opportunity to re-assert this leading role through development that is a modern and contemporary take the existing suburban character of the rest of the Borough, and that contributes quality buildings, spaces and uses to the Area.

##### The Vision: 'The Heart of Metro-land in London'

**4.7** Harrow's Area Action Plan has been prepared around a vision of a regenerated and enhanced central area for Harrow that will encapsulate the idea of a 21st Century Metro-land and play a key role in helping to deliver Harrow's growth over the next 15 years and beyond. The overarching vision for this area as set out in the Core Strategy is described below:

*Comprehensive and coordinated regeneration activity will have positively transformed the Harrow & Wealdstone Intensification Area, delivering at least 2,800 net new homes and 3,000 additional new jobs, and creating diverse and varied neighbourhoods where people choose to live and work. Harrow town centre will be a vibrant and attractive Metropolitan Centre having benefited from additional retail, leisure and hotel development, and having renewed much of its older office stock. It will have developed its role as the prime location for central public services including the relocation of the Council's Civic Centre towards the end of Plan period. Wealdstone will have developed its own, distinctive identity as a successful district shopping centre supported by local residents and a strong business community whose presence has been transformed by the intensification of employment and carefully managed redevelopment of the surrounding industrial estates. Station Road will have benefited from redevelopment and environmental improvement as the principal component that binds the two centres together. Harrow-on-the-Hill Station, Harrow Bus Station and Harrow & Wealdstone Station will be accessible major public transport nodes. New development will have contributed to a coherent new character achieving high standards of sustainability, public realm and residential quality.*

**4.8** This vision will be implemented by both the Core Strategy and through the AAP. However, it can be distilled into a more specific vision for the AAP, to help realise the concept of the Heart of Metro-land in London:

*To regenerate and re-enliven the central hub of Harrow with a distinctive and widely recognised identity as the Heart of Metro-Land in London, providing high quality shopping, recreation, civic, commercial and community facilities that are well connected to the surrounding residential suburbs, and that include well integrated, sustainable high quality new homes that create a sense of community within the Heart of Harrow.*

### **The Objectives: What to achieve**

**4.9** The main role of the AAP is to provide an efficient and effective way to deliver the Vision for the Heart of Harrow. To do this, the policies and site allocations of the AAP follow a set of overarching objectives. These objectives cover general themes which apply to the whole area, and also specific aspirations for the different parts of the Heart of Harrow, illustrated at Figure 4.2, as follows:

1. Create a vibrant 'new' place that celebrates Harrow's diversity, exhibits exemplar design, and promotes a strong sense of community.
2. Strengthen the role of Harrow town centre as a prosperous Metropolitan centre within outer London.
3. Regenerate Wealdstone district centre and ensure that employment led redevelopment of the surrounding industrial estates and Kodak site, contribute to its long-term growth and vitality.
4. Improve the amenity and connectivity of Station Road.
5. Increase the Borough's 'visibility' within the west London sub-region and regionally to secure appropriate levels of investment from private and public sector partners.
6. Accommodate a minimum of 2,800 net new homes.
7. Create a minimum of 3,000 additional new jobs
8. Renew Harrow town centre's office stock to meet local business needs.
9. Increase retail, leisure, and hotel provision within both town centres.
10. In the first instance, direct key community facilities serving the entire Borough to locate in Harrow town centre.

11. Secure improvements to the accessibility of parks and open spaces by walking and cycling from within the Heart of Harrow.
12. Improve the environmental quality, physical accessibility, capacity and user safety of Harrow-on-the-Hill train station and Harrow Bus Station.
13. Ensure public transport links to employment opportunities outside the area are maintained and enhanced.

#### **The Role of the Sub Areas in Fulfilling the Vision and Spatial Strategy**

**4.10** The AAP strategy and vision will have some key physical implications across the Heart of Harrow. Starting in the centre, public realm improvements along Station Road will be focused on improving movement between the two centres, whilst creating an attractive public realm along its length, complementing new development along here. Therefore the main objective (4) 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, will strengthen the High Road character and enhance functionality and spatial clarity.

**4.11** Higher densities will be limited to the road frontage reducing where they meet the surrounding residential area. Street enhancements to Hindes Road and Elmgrove Road will provide a green corridor linking two significant parcels of open space serving the sub area. Greenhill Way car park, Tesco and the Civic Centre are key development sites. An opportunity area, mainly to the east of Station Road has also been identified, where incremental reprovision of retail and mixed use development will be promoted, as well as site assembly to renew large street blocks.

**4.12** In addition to the Station Road improvements, Harrow town centre will be the focus for significant changes to help realise the vision for the Heart of Harrow. The sub areas of Harrow Town Centre East and West are essentially areas of transition between the town centre commercial core and the surrounding residential area, with the mix of uses, densities and scale of development gradually reducing towards the sub area boundary. In effect, these two areas form the shoulders of the town centre. Opportunities to improve the existing pedestrian and cycle connections to the main shopping area around Station Road, St Ann’s Road and College Road, and to create new links through development sites, are identified. The block of outdated offices towards the western end of College Road, Lyon House/Equitable House and land in Gayton Road, are key sites within these transitional areas.

**4.13** Harrow town centre contains the main retail and commercial core of the Heart of Harrow. It typifies Harrow’s Metropolitan character and development here will 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 Heart of Harrow to locate a tall building, marking the town centre’s borough-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 (12) for the sub area, along with enhancing the public’s use of Lowlands Recreation Ground. The Dandara site in College Road, TfL car parks to the south of Harrow on- the-Hill station, land at Havelock Place, and Lowlands Recreation Ground are shown as key sites within the Harrow town centre sub area.

**4.14** Wealdstone, like Harrow, will be the focus for growth, as well as regeneration. 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 is 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. 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.

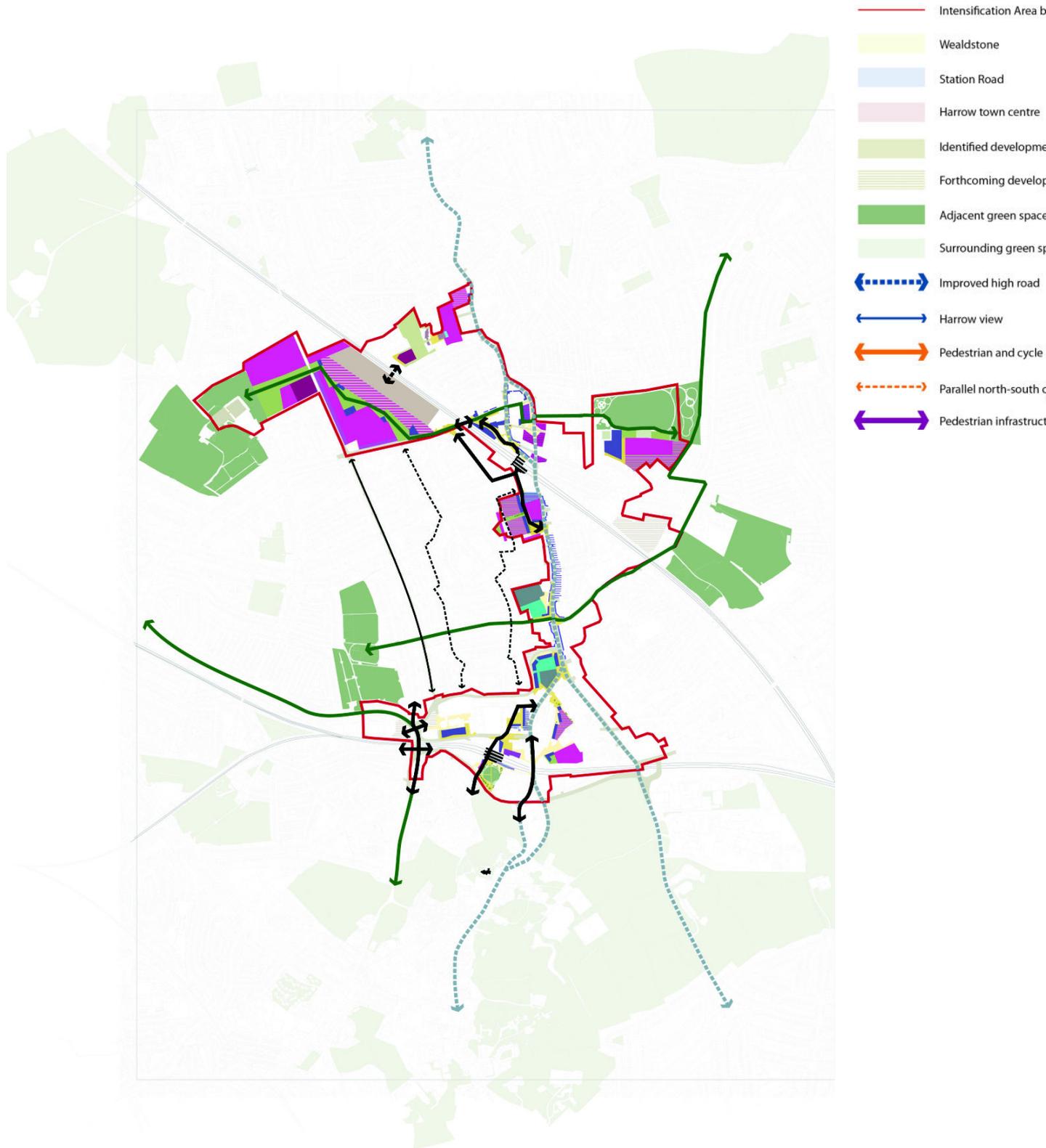
**4.15** Wealdstone west comprises land on either side of the west coast mainline railway and includes some of the Borough's longest established employment uses, most notably Kodak and Col Art. Development will be required to create better connections with the existing suburban street pattern and integrate 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.

**4.16** 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.

**4.17** Byron Park and the Leisure Centre are the main landmark features of Wealdstone east. The main role here will be to improve and diversify the existing leisure offer, and to use development as a transition with the existing suburban fabric and Green Grid proposals.

### **Spatial Strategy; what this all means**

- Reasserting Harrow and the Intensification Area to its Heart of Metro-land status means building on their exceptional, well established Metroland qualities while introducing new qualities to complement and strengthen these. This will involve:
- Changing the land use mix – more residential, more smaller business, less industrial activity, less office space, more open space
- Providing a better retail offer within Harrow town centre – better quality shops and a thriving evening economy
- More leisure and cultural facilities
- A smaller office market with reduced office floorspace but of higher quality
- “Consolidation” of industrial areas and mixed use development of sites no longer suited to large scale manufacturing/warehouse use
- A wider mix of job opportunities, and higher proportion of SMEs
- More Metropolitan character for Harrow town centre, with scale and type of development to match including a limited number of taller buildings but with an enhanced local role in Wealdstone and low key change in Station Road
- Strategic sites, outside of the town centres, being developed having regard to the dominant Harrow residential character in respect of housing types (predominantly terraced family), street patterns, plot layouts, set backs and overall quantum of private garden space and public open spaces but embracing contemporary and sustainable design
- Higher densities in Harrow town centre and central Wealdstone – mainly flats for young professionals – but with improved local amenities and better integration with the surrounding residential areas and open spaces
- More green space, more public space and improved green Grid links More sustainable transport choice, a better pedestrian and cycle environment, and smoother traffic flow in Station Road



Key Diagram

Intensification Area Key Diagram

# Intensification Area Policies Chapter 5

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

**Chapter 5 Intensification Area Policies**

**Character and Amenity**

**Policy AAP 1: Development within Harrow town centre**

A. Development within all three sub areas of Harrow town centre will be required to strengthen its character, legibility and role as a Metropolitan centre. Proposals should:

a. Contribute to meeting the needs of the town centre in respect of new and enhanced retail, office, leisure, community and residential uses in accordance with the strategic objectives of the Area Action Plan and each sub area;

b. Provide distinctive, high quality and contemporary design, showing creativity, and responsiveness to the local context in a way that contributes to the Metropolitan character of the town centre at every scale including the appearance of the town centre from further afield, the town centre skyline, the sub area, and the street;

c. Enable comprehensive development of large sites;

d. Be of a massing, bulk and scale appropriate to the centre's Metropolitan status and that make a positive contribution to the immediate site surroundings and wider context;

e. Incorporate a mix of uses, including retail, leisure, cultural and community ground floor uses to increase the vitality of the Harrow town centre;

f. Differentiate uses between different levels within a development;

g. Provide for an adaptable building form at ground and first floor levels, encouraging the reuse and conversion of building space overtime;

h. Re-establish a capillary network of walkways through sites, increasing the permeability of the town centre for pedestrians;

i. Contribute to a vibrant and attractive public realm;

j. Where appropriate, make on-site provision of public art; and

k. Contribute to planned transport improvements.

l. On large sites with long delivery timetables, temporary uses of clear local benefit should be provided.

B. Within the Harrow town centre west sub area, proposals should also:

a. Maximise opportunities to redefine the image and character of the sub-area as an integral part of the town centre by providing a strong pedestrian amenity and pedestrian links to, from and across the sub area, particularly east-west connections;

b. Engage directly and carefully with the streetscape at all sides.

C. Within the Harrow town centre east sub area, proposals should also:

a. Create a transition between the town centre and surrounding residential development through appropriate scaling of development at the town centre boundary edge; and

b. Improve pedestrian links to the primary shopping area and to Harrow-on-the-Hill Station and Harrow Bus Station.

#### Reasoned Justification

**5.1** Harrow town centre comprises a number of character elements: office development (now largely redundant) from the 1960s and 70s, retail development from the 1980s and 90s, more recent residential development and surviving (but largely fragmented) fabric from the late 19th and early 20th Centuries. Existing development represents considerable private and public investment in terms of buildings, infrastructure, community facilities, public spaces, and urban realm improvements. In this context, Harrow town centre is a valuable resource to the Borough and the region. This is reflected in its Metropolitan status in the London hierarchy of town centres.

**5.2** The Heart of Harrow represents the next chapter in Harrow town centre's development history and, whilst many existing buildings are likely to remain, the redevelopment of sites in the centre offers a unique opportunity to create a more coherent architectural response. In particular, the design of new development should reflect and reinforce its town centre status in the London context. This means more than just the intensity, bulk and scale of development. It is about the design and quality of new development. Proposals should be of a much higher design and material quality than currently exhibited. They should incorporate distinctive, creative, contemporary design that is also subtle and sensitive, responds to the immediate surroundings and include high quality finishes that communicate the centre's future as a modern, thriving place. They should make an attractive contribution to the town centre when viewed not only from the street level but from approaches into the town centre, and where appropriate, within the skyline of the town centre when viewed at a distance. Bland and unresponsive design is unlikely to strengthen Harrow town centre's character and appearance, nor contribute to the creation of a distinctive, identifiable place. Each new development must balance architectural invention and design flair with modesty and sensitivity, ensuring that together, all future developments in the town centre contribute to a coherent sense of place, rich and subtle in variation.

**5.3** While the Council considers that every site in Harrow town centre is unique, and therefore will require a bespoke design response, there are some general design principles, in addition to those set out in Policy AAP4, that all new development within the town centre should seek to adhere to. These are that:

- The building's overall form, scale and size should be articulated in a clean, simple manner. Over complication of large buildings should be resisted and, instead, careful attention paid to proportions, degree of visual interest, material quality and detail, generosity of fenestration and clarity of concept.
- The rhythm, scale and proportion of architectural features, fenestration, finishes and colour should harmonise with and complement the streetscape, particularly where this would strengthen the overall effect of the street frontage as a whole and help create a coherent townscape.
- Flat, blank planes or facades, devoid of modulation, relief or surface detail, should be avoided where these are visible from streets and public open space.
- Side or rear walls that are unavoidably blank are an opportunity to introduce creative architectural material solutions that provide interest and a create a sense of depth, including modulation, relief or surface detailing.

- Where site assembly occurs, or large sites enable the development of an extensive street building frontage, that frontage should establish and/or reinforce the existing elevational rhythm through the careful introduction of building separation and/or variation in building height, form and/or design and/or materials to avoid monotonous building façades as viewed from streets and public open space.
- Where streets of a similar scale intersect or terminate a vista, or are visually prominent, the design of buildings on corner sites should respond to the corner position and ensure an appropriate, careful transition between the two adjoining street frontages.
- Generally, the main building entrance for corner blocks should be located on the corner at street level and designed as an integral part of the corner element, with attention paid to pedestrian flow and to appearance.
- The use of durable, high quality and easily maintained materials on the exterior of buildings is encouraged. Materials and textures should respond to existing high quality examples helping to create coherence across the town centre.
- Internal space at all levels within the building should be designed to maximize outlook for occupants onto streets and public open spaces.
- Uses which engage and activate streets, through site links and public open space at ground level are encouraged. Where open space is created, the continuity of building lines to the street should be considered.
- On high streets, ground floor uses must be active, non-residential, and shop fronts and entrances well designed so that together there is a sense of individuality within a coherent whole. Brash, garish retail facades should be avoided.
- Parking areas that are located within buildings and are visible from streets or public open spaces are strongly discouraged. It is expected that building space with active uses will be provided between car parking areas within buildings and street and public open space frontages. Ventilation and fumes from parking structures or other uses should also not be exhausted into the adjacent pedestrian environment.
- Re-use and renovation/restoration of buildings that contribute positively to the character of the area is encouraged.
- Building accesses should incorporate appropriate design features, which contribute to a safe and comfortable pedestrian environment, including for the mobility impaired.
- Separate pedestrian entrances should be provided for mixed use developments which incorporate residential activity.
- The design of vehicle ingress and egress to sites should be primarily considered from the perspective of pedestrians and cyclists, particularly in terms of visibility and the use of paving materials.

**5.4** The Plan recognises that the sustainability of Harrow town centre depends upon it being a mixed use area, able to adapt and change over time to respond to changes in economic and market conditions. Therefore, new buildings should be designed to be highly adaptable to be reused for a variety of purposes. For example, open structural frames and more than minimum floor-to-floor heights should be considered.

**5.5** The comprehensive redevelopment of allocated sites, and any other, major development sites that come forward within the town centre, will be expected. Incremental schemes<sup>1</sup> are unlikely to achieve the scale and coherence that is sought to strengthen Harrow town centre's character and appearance, and risk creating unnecessary tensions and comprises between components. On large sites, with long delivery timetables, in preference to the whole site being boarded up for redevelopment, consideration should be given to whether the phasing of development may enable appropriate temporary uses of some existing buildings on-site, avoiding the potential for substantial lengths of street frontage being dominated by blank hoardings and inactive for long periods.

**5.6** Where this Area Action Plan indicates that surrounding sites are expected to come forward for redevelopment, proposals need not be constrained by existing building relationships, provided that the application demonstrate that the proposal will not prejudice the potential of other sites to deliver the objectives for the sub area or the Heart of Harrow. Where more sensitive character and appearance relationships exist between the site and its surroundings, the Council will expect this to be satisfactorily resolved through the design process.

**5.7** There is need to provide for a range of activities within the three sub areas of Harrow town centre including office, retail, services, cultural, leisure & entertainment, residential and hotel accommodation, community facilities and supporting infrastructure. The Area Action Plan must enable those needs to be fully met. Proposals should therefore incorporate a mix of town centre uses, and include active and engaging ground floor uses.

**5.8** The design and layout of development should clearly convey the uses present on the site and within the building, so that the types of occupancy can be clearly perceived by visitors and passers-by alike. Building frontages at street level must contribute to pedestrian vitality, interest and public safety. This includes a variety of architectural detail and the maximising of doors, window openings and balconies fronting streets and other public open spaces. Building entrances should be visible and easily identifiable from the street and directly accessible from street level.

**5.9** At the middle levels, building facades should provide richness, interest and depth. This includes architectural detail and balconies fronting streets and other public open spaces. Blank walls are strongly discouraged on street and public open space frontages.

**5.10** At the upper levels, large expanses of blank walls must be avoided on street and public open space frontages. Servicing elements should not be placed on these facades unless integrated into the façade design and assurances will be sought through the planning process that such details will be delivered. Architectural design that differentiates upper building levels from lower and ground levels is encouraged.

**5.11** With respect to rooftops, the roof profiles should be designed as part of the overall building form and contribute to the architectural quality of the skyline as viewed from both ground level and higher surrounding buildings. This includes the integration of plant, exhaust and intake units and other mechanical and electrical equipment into the overall rooftop design so that they are not visible from outside the site.

**5.12** In addition to high design and material quality of new buildings, the Council expects that town centre users, especially occupiers of new and existing development, will demand a high quality environment and a secure public domain within the town centre. This includes access to adequate sunlight, quality public spaces that are not degraded by inappropriate development, and modern, integrated and efficient transport facilities. The intent of the Plan is to ensure that these needs are met.

**5.13** In high density, urban development proposals the on-site provision of landscaping is often poorly conceived, having regard to its size, location within the site and likely use. It is the Council's preference that, within Harrow town centre, individual proposals should contribute to landscaping that forms part of an area-based scheme for comprehensive enhancement of the public realm. However this does not preclude the need for appropriate treatment of any forecourt or other open areas on sites, nor for appropriate landscaping provision and maintenance arrangements to be made where new publicly accessible areas are being created. Where appropriate development should seek to reinstate or promote the establishment of a capillary network of walkways through sites, increasing the town centre's pedestrian permeability. Care will need to be taken to ensure these provide safe access and do not result in enclosed spaces that would promote anti-social behaviour.

**5.14** [INSERT MAP OF CAPILLARS]

**5.15** Some elements of public art already exist in Harrow town centre. The statue of 'Skipping Katie' in St. Ann's Road is well known to local shoppers, and the golden angel on the Hygeia building in College Road is a feature of some visual interest on the opposite side of the road to Harrow bus station. New public art will be sought in major developments likely to attract or be used by significant numbers of people, such as large retail or hotel schemes.

**5.16** The capacity of the area to absorb further activities and the resulting traffic generation and air quality impacts will be balanced against the need for the improvement of passenger transport and the pedestrian and cycle network, especially within the Harrow town west sub area. All new development within the town centre will therefore be required to contribute to planned transport improvements. Such improvements will also include the enhancement of access to public open spaces within and beyond the town centre.

**5.17** The Council attaches a high priority to the physical enhancement of the sub areas of Harrow town centre as part of the Heart of Harrow's objective to regenerate the centre. Development that fails to strengthen Harrow town centre's character and appearance will, therefore, be resisted.

#### **Policy AAP 2: Station Road**

A. Development within the Station Road sub area will be required to make a positive contribution to its environment and identity. Proposals along the Station Road frontage should:

- a. Be of massing, bulk, scale and design that helps create a coherent boulevard character, complemented by a series of special 'stepping stones' – carefully chosen and designed existing and new buildings and spaces that enhance visibility, increase access to surrounding areas, and aid orientation;
- b. Provide active, non-residential ground floor frontages;
- c. Create a single, clearly defined streetscape through provision of a consistent building line within each parade and the promotion of a coherent appearance to private forecourt areas along Station Road; and
- d. Contribute to planned improvements to the public realm and road junctions, and to the creation of a green boulevard.

B. The design and layout of development within

the Station Road sub area must respect the scale and character of surrounding residential areas and maintain or increase pedestrian and cyclist permeability between surrounding residential areas and public transport facilities.

C. The Council will seek to realise any opportunity that emerges to remove the existing cladding from the Safari Cinema building and restore the Art Deco façade.

#### **Reasoned Justification**

**5.18** 5.1.17 Station Road currently suffers from a poor environment and no distinctive identity. Consistent with the preferred spatial development strategy, Station Road's role within the Heart of Harrow will be one of a 'high road' linking a modern and diverse Harrow town centre with the more Victorian, industrial character of Wealdstone. Although the smallest component of the Heart of Harrow, the redevelopment of sites within the Station Road sub area still have an appreciable contribution to make to the Heart of Harrow's job and housing growth targets and offer the opportunity to create an urban boulevard character along the Station Road frontage. Simple, uncomplicated but modern design, exhibiting quality external finishing, along the Station Road frontage is preferred as the most effective way of achieving a coherence between different developments and existing buildings along the Station Road frontage. Marked changes of scale within parades will not be considered acceptable.

**5.19** Station Road is characterised by many active ground floor uses, albeit that on the west side of the road most of them do not benefit from traditional shopfronts that emphasise their presence in the streetscene. The Core Strategy (2012) identifies existing parades on the east side of Station Road as a neighbourhood shopping parade and, as part of the creation of a new urban boulevard character, development proposals along both sides of the Station Road frontage will be expected to make provision for viable, serviceable ground floor commercial uses.

**5.20** Much existing development along Station Road is set back from the highway boundary with forecourts largely hard surfaced and of little functional or visual value<sup>2</sup>. At the same time conditions along the highway are often cramped and poorly laid out, especially for cyclists and at times pedestrians. Pursuant to the Intensification Area objective to provide a High Roads environment along Station Road, new development should address and align to the street boundary. However, minor modulation and variance of the frontage layout, such as recessed pedestrian entrances and windows, will be considered acceptable to avoid architectural monotony provided that the overall continuity of the frontage is not compromised. To assist this physical change, the Council will consider the removal of the inset parking areas, which currently break up the continuity of the building lines within parades, and replace these, where appropriate to do so, with short term on street parking. Alternatively, such areas may be best used to improve conditions for bus operators and users, and to increase the available space for pedestrians and cyclists.

**5.21** The Council and its partners are committed to improving the public realm of Station Road. Funds raised through the Harrow Community Infrastructure Levy, together with any site specific requirements made available as a result of Planning Obligations, will be used and co-ordinated to deliver safe, accessible and legible surfaces and the creation of a green, tree-lined boulevard which benefit pedestrians, cyclists and bus users. On sites that create new public realm, the Council will require a consistent finish that will result in a seamless connection with the planned or delivered improvements in the Station Road boulevard.

**5.22** 5.1.21 Station Road enjoys a high level of public transport accessibility and provides a direct pedestrian desire line between Wealdstone and Harrow town centre, with Harrow Civic Centre, the Safari Cinema and Tesco supermarket major destinations along the route of Station Road. However sites in Station Road also interface with quieter, more suburban residential areas to the east and west of the boulevard. Whilst acknowledging the potential for more intensive, higher density development along the Station Road frontage, the design of return facades will need sensitive treatment whilst space to the rear of buildings should provide an appropriate buffer.

**5.23** The redevelopment of larger sites within the Station Road sub area must maintain or enhance existing permeability for pedestrians and cyclists between Station Road and surrounding residential areas. Particular attention should be paid to pedestrians' and cyclists' desire lines from residential areas to public transport facilities and other major destinations within the sub area.

**5.24** The overall aim is to strengthen the High Road as a vital route for all users. However, there are a number of locations along the High Road that offer special opportunities for orientation and access to side streets and surrounding communities. These are destinations in themselves and go beyond being just part of a boulevard. Sites include the mosque, Safari cinema, Civic centre, as well as the Tesco's site and Debenhams.

**5.25** 5.1.23 The Safari Cinema in Station Road is a valuable community asset. Converted from a larger, original 1930s single screen cinema, the building has been subdivided to provide for a smaller cinema screening of 'Bollywood' films and a bingo hall. In an attempt to modernise the image of the premises during the 1960s the Station Road façade was cladded to screen the original, Art Deco design. The cladding is now coming to the end of its useful life and it is considered that its removal, and the restoration of the original façade, would be a major asset in the streetscene of Station Road. The Council will seek to work with the building operators to support any feasible proposal that would secure the restoration of the façade and the retention of community use of the building.

#### **Policy AAP 3: Wealdstone**

A. Development within all three Wealdstone sub areas will be required to strengthen the district centre, including the high street's vibrancy and vitality, and improve the environment and identity of the Wealdstone area as a location for business and industrial activity and for family living.

B. Proposals for the development of identified Opportunity sites within the three Wealdstone sub areas should be in general conformity with the site objectives and development parameters for each site set out in Chapter 6.

C. Within the Wealdstone Central sub area proposals should also:

a. Be of a massing, bulk and scale appropriate to its district centre designation and to the site surroundings;

b. Contribute to the enhancement of the urban realm and visual amenity of the district centre as a key transport gateway into the Heart of Harrow;

c. Contribute to the broader east-west connectivity set out in the Vision;

d. Provide a design which respects, and relates positively to, the centre's heritage and character in terms of both architecture and streetscape and road layout;

e. [FLOOD MITIGATION MEASURES + RJ AWAITED FROM HYDER]

e. Make a positive contribution to the perception of safety and security within the centre; and

f. Create an accessible, family friendly environment.

D. Within the Wealdstone West sub area proposals should also:

a. Support Wealdstone's strategic employment function, and help nurture existing and new uses, seeking creative non-residential re-use of industrial buildings and sites where possible;

b. Improve pedestrian and cycle access and connections across and from the Wealdstone West sub area to Wealdstone district centre and beyond to the Harrow Leisure Centre and Station Road;

c. Provide a design which creates a sense of place but one that is clearly related to, and an extension of, Wealdstone;

d. Ensure the design and character of both the primary and enabling development conforms to the relevant policies of the Area Action Plan;

e. Contribute significantly to the enhancement and delivery of the Harrow Green Grid and enhancement, visibility and accessibility of existing green and open spaces;

f. Make provision for community uses that are not appropriate to locate within the district centre; and

g. Contribute to the quantity, quality and accessibility of existing open space and outdoor playing pitches serving the sub area.

E. Within the Wealdstone East sub area proposals should also:

a. Improve pedestrian and cycle access to the Harrow Leisure Centre from Station Road and Wealdstone District Centre;

b. Be of a scale and intensity that supports a transition in building form from the Wealdstone Central and Station Road sub areas, through to the eastern edge of the Wealdstone East sub area and the suburban Metroland beyond; and

c. Contribute to the provision and feel of a leisure and family orientated neighbourhood within developments of a density higher than traditional Harrow suburban environments.

## Reasoned Justification

**5.26** 5.1.24 The spatial development option seeks to exploit the potential of Wealdstone as a separate and distinctive development location to Harrow town centre, and seeks better east-west linkages across its wider extents. Wealdstone has its origins as a Victorian, industrial town served by its own hinterland of terraced houses and commercial centre. Whilst industrial restructuring continues to see the loss of established, industrial employers from the area and a diminished town centre vibrancy, the fundamental character of Wealdstone remains one of economic activities and Victorian family housing. The Intensification Area provides the opportunity through development to restore and indeed strengthen Wealdstone's distinctive identity and environment for business and industrial activity and family living.

**5.27** As a town well served by public transport and still with a bustling daytime character, development within Wealdstone district centre should achieve a massing, bulk and scale which affirms its identity as the commercial heart of this industrial and family-orientated part of the Heart of Metroland in London, whilst retaining a very local centre feel. As the intensity of change within Wealdstone district centre is likely to be more modest than that of Harrow town centre, the relationships that exist between proposal sites and their immediate surroundings in Wealdstone will require satisfactory resolution on a case by case basis. As in Harrow town centre, the Council will expect any conflict to be resolved through the design process.

**5.28** New development within the three sub areas of Wealdstone is expected to contribute to a programme of urban realm enhancements based around Wealdstone Station and the promotion of better east-west pedestrian and cycle links. This is in addition to any site specific requirements to create new pedestrian and cycle connections through sites. Policy AAP7 contains further details on what is proposed for the Wealdstone sub areas.

**5.29** Many elements of Wealdstone's character as an industrial Victorian town remain in evidence, albeit many buildings are much altered and of no special merit. Proposals are not expected to emulate or be constrained by Wealdstone's Victorian heritage, but the centre's heritage and character should provide the starting point for applying contemporary design solutions. An appropriate response could include, for example, vertical emphasis fenestration and the use of brick.

**5.30** Perceptions of crime and poor safety within Wealdstone can have a significant psychological effect on people's willingness to use the centre and in turn, therefore, creates a significant self-fulfilling barrier to regeneration. Increasing levels of activity for all within the centre, particularly during the evening, and exploiting opportunities to design-out crime will make an immediate difference and will therefore be afforded a high priority when considering development proposals within and adjoining the district centre. Segregation of developments from the centre through the use of railings, gates and other physical measures does not achieve the objective of improving conditions throughout the centre as a whole and will be resisted.

**5.31** Development within the Wealdstone West sub area offers the opportunity to introduce a new employment and residential Metroland form for Harrow. Priority for development within the sub area is to secure and support Wealdstone's continued strategic employment function, through provision for enabling development, creating modern, viable premises tailored to foster and grow Harrow's Small to Medium Enterprise (SME) sector, as set out in Policy AAP 14 and Policy AAP15, but not at the expense of existing industrial uses;

#### **Policy AAP 4: Achieving a High Standard of Development throughout the Heart of Harrow**

A. All development throughout the Heart of Harrow should:

- a. Use high quality, durable and serviceable materials to the external finishes of buildings;
- b. Conserve and enhance the significance of heritage assets, including their settings;
- c. Contribute positively to the wider context in terms of form, ground floor use, and engagement with public pedestrian and cycle routes;
- d. Incorporate 'Secure by Design: Designing out Crime' principles;
- e. Create attractive, active and safe streets and public open spaces, which create a sense of community and are consistent with Policy 2 of the Development Management Policies DPD: Achieving Lifetime Neighbourhoods;
- f. Ensure green infrastructure, including soft landscaped areas, are integrated as part of the overall design strategy for the site;
- g. Maximise opportunities to increase pedestrian permeability and to implement the Harrow Green Grid;
- h. Seek to integrate fully with and be respectful of the existing street grain and character;
- i. Incorporate sustainable building and site design which responds to the impacts of climate change takes a long-term view of energy and water efficiency, having regard to the relevant Policies of the London Plan and to the guidance set out in the Council's Sustainable Building Design SPD; and
- j. Make satisfactory on site provision for the disposal and storage of waste generated by future occupiers of the development.

B. New homes within the Heart of Harrow must achieve a high standard of residential quality having regard to the privacy and amenity considerations set out in Policy 1 of the Development Management Policies DPD: Achieving a High Standard of Design and Layout, and any related supplementary planning document.

C. Development that would prejudice the future development of other parts of a site, adjoining land, or which would frustrate the delivery of adopted plans and allocated Opportunity sites in Chapter 6, will be resisted.

#### **Reasoned Justification**

**5.32** The Heart of Harrow will deliver a scale of physical change to central Harrow and Wealdstone not witnessed since the original development of the area in the 19th and early 20th Centuries. Most of the buildings erected as a result of this Area Action Plan should still be in situ at the beginning of the 22nd Century, and if the Heart of Harrow is to be a success it must create a place

where people will be happy to live and work for decades to come. The Council will therefore expect development to achieve a high standard of design, incorporating materials that create a high quality built environment that is also functional, durable and serviceable.

**5.33** Lifetime neighbourhoods are a natural extension of the lifetime home principle; that is, neighbourhoods which are accessible and comfortable for everyone regardless of age, health and physical ability. The creation of an accessible and comfortable environment is inextricably linked to the sustainability of the public realm (also see Policy AAP7). Streets and places that are safe, clutter free and inclusive benefit and help to sustain mixed and balanced communities. Policy 2 of the Development Management Policies DPD sets out criteria for achieving lifetime neighbourhoods and will be applied equally to proposals within the Heart of Harrow.

**5.34** There are multiple benefits to encouraging walking and cycling, not least reduced pressure on transport infrastructure, air quality and the positive health effects of physical activity to the individual. Where opportunities arise to improve safe pedestrian and cyclist permeability within the Area or from adjoining areas, the Council will expect these to be fully exploited in the design and layout of the proposal. Proposals should also implement, through design and layout, or contribute to the implementation of any Green Grid projects that are relevant to the site.

**5.35** The Council is committed to the creation of sustainable, high quality living environments throughout the Borough. Within the Heart of Harrow, the development of homes to higher densities than traditionally achieved in Harrow will require innovative design to ensure established concepts of privacy and amenity are still met. Policy 1 of the Development Management Policies DPD, with proper application to relevant circumstances, provide a sound basis achieving a high standard of residential quality both within the Heart of Harrow and throughout the rest of the Borough. The considerations are:

- a. the prevailing character of privacy and amenity in the area and the need to make effective use of land;
- b. the overlooking relationship between windows and outdoor spaces;
- c. the relationship between buildings and site boundaries;
- d. the visual impact of development when viewed from within buildings and outdoor spaces;
- e. the adequacy of light and outlook within buildings and outdoor spaces;
- f. the adequacy of the internal layout of buildings in relation to the needs of future occupiers
- g. and any impact on neighbouring occupiers; and
- h. the impact of proposed use and activity upon noise, including hours of operation, vibration, dust, air quality and light pollution.

**5.36** Development shall incorporate and integrate green infrastructure from the beginning of the design process as part of a package of measures to address climate change impacts and to improve site amenity. Green infrastructure includes tree planting, green roofs and walls, and soft landscaping.

**5.37** The design and layout of development will also need to include provision for the convenient disposal, storage and collection of waste. Policy 56 of the Development Management Policies DPD sets out the requirements for waste facilities to serve the development. In flatted schemes within the Heart of Harrow, this will also include a requirement for internal waste disposal facilities, such as chutes or on-floor collection points.

**5.38** Relevant provisions of Harrow's Residential Design Guide SPD (2010), together with any other supplementary planning documents that the Council may wish to prepare relating to residential quality and design, may also be a material consideration. Proposals at odds with aim of achieving a high standard of residential quality, either in relation to an existing neighbouring property or for future occupiers of the development, will be resisted.

**5.39** Proposals should not prejudice the proper planning of the Heart of Harrow, the sub area or the site in which they are located. Partial development sites which would benefit from planning and development on a more comprehensive basis, including that which requires the involvement of other parties, will be resisted. Proposals which would frustrate the delivery of approved development, or be at odds with adopted site allocations, will similarly be resisted where there are demonstrable planning reasons, in the public interest, to do so.

**5.40** The Heart of Harrow is tasked to generate at least 3,000 permanent jobs through the delivery of industrial, business and service sector floorspace. Economic development and housing growth within the Area itself provides an opportunity to benefit local residents through support for construction and similar employment training programmes operated by or on behalf of the Council. These programmes are of particular benefit to those in need of skills development and the long term unemployed, and are of value in relation to the Core Strategy objective to help reduce deprivation. Provision for these schemes will therefore be sought in Planning Obligations for all major development within the Heart of Harrow.

### **Policy AAP 5: Density and Use of Development**

A. Development proposals on sites allocated in this Plan should be in general conformity with the relevant sub area and site objectives and site development parameters set out in Chapter 6.

B. Development proposals on other sites within the Heart of Harrow should be in general conformity with the relevant sub area objectives and development parameters set out in Chapter 6 and contribute to the overall objectives of the Heart of Harrow.

C. Residential development proposals should achieve densities within the appropriate range set out in the London Plan.

D. Regard should also be had to the character of the surrounding area and the need to secure a neighbourly relationship when determining the appropriate density of development to be achieved on the site.

E. Proposals that represent overdevelopment or fail to make an appropriate contribution to the delivery of the Area Action Plan's objectives will be refused.

#### Reasoned Justification

**5.41** The Area Action Plan Issues and Options consultation (2011) proposed four alternative spatial development options for the Heart of Harrow and modelled a range of residential and employment outputs. For each of the spatial development options explored in the consultation document, the modelled outputs demonstrated that the Heart of Harrow's minimum housing target<sup>3</sup> and jobs target could be met or exceeded.

**5.42** Pursuant to the preferred spatial development option, further analysis has been carried out on behalf of the Council which has identified seven character areas – or 'sub areas' – within the Heart of Harrow. The analysis has also considered in greater detail how the mix of uses, residential densities and development layout on identified, previously-developed sites will contribute to the range of objectives for Heart of Harrow and each sub area including, but not limited to, the homes and jobs growth targets. The results of the analysis have informed the site allocations set out at Chapter 6 of this Area Action Plan.

**5.43** The Council will expect proposals to be in general conformity with the relevant sub area objectives and site specific parameters set out at Chapter 6. To ensure that the Heart of Harrow's housing and employment targets are met, proposals for the development of sites allocated in this Area Action Plan will be required to demonstrate that they meet the homes and jobs target outputs identified in Chapter 6. While the potential site layouts shown for each of the sites at Chapter 6 are indicative only, proposals will need to demonstrate how the layout of development reflects the site constraints/ dependencies and design considerations, and contributes to site specific infrastructure.

**5.44** The Council anticipates that windfall development sites will also come forward within the Heart of Harrow during the life of this Plan. Having allocated sufficient sites to meet and exceed the Area's minimum housing and jobs targets, previously-developed windfall sites offer the opportunity for additional growth and investment which will be welcomed. As with allocated sites, the Council will expect proposals for development on windfall sites proposals to contribute to the strategic and sub area objectives.

**5.45** Within the Heart of Harrow, new housing development is expected to deliver higher densities than traditionally achieved in Harrow. However, higher densities are not synonymous with over development. Development proposals should achieve the appropriate range in accordance with the London Plan sustainable residential quality density matrix, which seeks to optimise the potential of sites, taking account of a range of other factors including local context, design, the delivery of a high quality living environment and supporting infrastructure. Development viability considerations alone will not justify an appropriate density for a site being exceeded.

**5.46** Some existing development within Harrow town centre creates a sudden, unapologetic change of character between the centre and neighbouring residential roads. Such abrupt change is, if sensitively handled, of merit in emphasizing the centre's status and dominance. Elsewhere throughout the Heart of Harrow, however, a graded transition between development and existing residential areas is sought. To this end, for any proposal on a site with a boundary contiguous to that of the Heart of Harrow itself, consideration should be given to the character of the adjacent area and the need to achieve a neighbourly relationship between the development and surrounding property. The appropriate mix of uses and density to be achieved on such sites will be informed by this consideration as well as the other provisions of this Policy.

**5.47** The sub area objectives and site specific development parameters set out in Chapter 6 have been formulated to give effect to the Heart of Harrow's overall objectives. Departures from this guidance need not be unacceptable where an alternative proposal nevertheless delivers on the relevant objectives for the site, the sub area and the Heart of Harrow. However proposals which fail to make an appropriate contribution to the delivery of the Area Action Plan's objectives will be considered to be contrary to the plan-led strategy for the Area, and will therefore be refused.

#### **Policy AAP 6: Development Height**

A. The appropriate height of development of Opportunity sites within the Heart of Harrow will be guided by the parameters sets out for each site in Chapter 6 and the relevant policies below.

B. For all other development proposals, the Council expects buildings heights to be of a scale consistent with the site's surroundings, including nearby sites, having regard also to the need to achieve a high standard of development in accordance with Policy AAP4, the context of the site, and the delivery of the AAP objectives.

C. Proposals for taller buildings that project above the prevailing height of the surrounding area must be justified in community benefit as well as urban design terms and should conform to the following general design requirements:

- a. Be of a high standard of architectural quality and design;
- b. Protect and preserve existing important views and areas of historic character that would be sensitive to taller buildings;
- c. Be sensitive to, and engaging with the street environment, and designed to encourage use of the street by pedestrians;
- d. Include podiums, where the building fronts the street environment, reflecting the parapet/cornice line of neighbouring buildings;
- e. Avoid a canyon effect.

D. All proposals for taller buildings must be accompanied by an urban design analysis which assesses the proposal in relation to the surrounding context

E. Proposals for tall buildings will only be considered acceptable if they represent 'landmark' buildings. Such proposals will be considered in accordance with the criteria set out in the London Plan and should:

- a. Be located to draw attention to locations of civic importance, major public transport interchanges; and areas of important public urban realm;
- b. Be of the highest architectural quality and design;
- c. Accord to the principles and limits set out in the in the Development Management Policies DPD Policy: Local and Strategic Views;
- d. Be slender and elegant in design and not slab like when viewed from any direction;
- e. Create a simple and legible building profile that enhances and adds visual interest to the skyline;
- f. Contribute to the overall townscape and achieve a positive relationship with surrounding topographical features and buildings at all sides;

g. Protect and preserve existing important views and areas of historic character that would be sensitive to tall buildings;

h. Ensure that the façade, treatment and material articulation of the building is well proportioned, visually interesting and well designed with high quality materials, maintaining its attractiveness over the lifetime of the building, and contributes to its overall elegance and legibility;

i. Ensure that fenestration is generous, well proportioned and contributes to a sense of coherence and simplicity of form;

j. Incorporate a high quality urban realm fronting the Tall landmark building; and

k. Secure a complete and well designed setting at street level and positively define the character of the public realm.

F. Where a proposal for a tall landmark building includes the development of other buildings on the site, the height of all other buildings shall be significantly subordinate to the tall landmark building.

G. All proposals for tall landmark buildings must be accompanied by a; design statement; urban design analysis; public realm statement; visual impact assessment; microclimate study; transport assessment; sustainability and energy statement, and anti-terrorism assessment. The submission of a digital 3D model, capable of insertion into the Council's 3D model, will also assist in fully understanding the design concept and impacts of the proposal.

H. Development of inappropriate height and proposals for tall landmark buildings that conflict with London Plan, the findings of the Local View Assessment (2012) and local criteria will be refused.

## Reasoned Justification

**5.48** The Heart of Harrow will see significant private sector investment in new development over the next fifteen years. Proposals have and will continue to come forward that challenge the existing urban form, including buildings heights and densities. The appropriate height of new development on allocated sites will be informed by the parameters set out in Chapter 6 and will require assessment against the relevant policies set out above.

**5.49** For non-allocated sites, the predominant building heights within the surrounding area, including neighbouring sites, will be a material consideration when determining the appropriate height of development. The height of buildings on sites located at the edge of the Heart of Harrow will be significantly influenced by context as part of the managed transition of development with neighbouring, suburban areas. However, the weight to be afforded to a site's context will also be informed by the location of the site within the Heart of Harrow, the delivery of strategic and sub area objectives, and the extent to which the site forms part of a continuous street frontage that is unlikely to change over the plan period.

**5.50** Sub area objectives, such as the consolidation of the office market in Harrow town centre, the need to secure the regeneration of Wealdstone district centre and the delivery of family housing on sites around Wealdstone, will also have a bearing on building heights in these locations.

**5.51** 5.1.44 In more sensitive edge locations, such as the interface with the Roxborough Park and The Grove Conservation Area, the context is likely to represent a significant constraint upon development height

**5.52** Taller and tall landmark buildings, being prominent and visual features, can affect everyone. Apart from being places to live or work in, their presence can create a sense of place and give an impression, whether good or bad. They also break into the scale, rhythm and grain of the existing urban form. However, if well designed, of high architectural quality, and located in the right places, such development can also enhance and contribute to the attractiveness of an area.

**5.53** ‘Taller’ buildings are defined as those that are two to three storeys higher than the surrounding building heights. While ‘tall’ buildings are defined in the Harrow Core Strategy as any building at or over 30 metres high. For clarity, taller buildings are not tall buildings.

**5.54** Proposals for taller buildings will be supported where they exhibit high architectural quality and design, and demonstrate the wider community benefits the development could bring to the area. Taller buildings must successfully integrate into the immediate environment, becoming synonymous with their surrounding, and should make a significant and positive contribution to the urban character of the locality. Local topography, such as site characteristics; relationship to neighbouring structures such as bridges and railways; and existing building lines at ground and upper levels, will be an important material consideration in understanding how the proposal is to integrate with its local context and enhance the urban character.

**5.55** Sites that have their own street frontage or form part of a group of sites expected to come forward need be less constrained by local context than an infill development which forms part of an established street frontage. With respect to the latter, proposals may still be considered acceptable where the taller elements of the development are set back from the street frontage. In such circumstances, the use of a podium fronting the street is appropriate to maintain the predominant street scale and to help retain a human scale to the street frontage, preventing the taller building overpowering its immediate environment

**5.56** Given their scale, and the significant change and impact they can have on a local area, townscape and skyline, national guidance and the London Plan (2011) emphasise the importance of a plan-led approach to the management of tall building proposals.

**5.57** Tall buildings are not an essential part of the urban intensification of the Heart of Harrow. Having regard to the urban design analysis undertaken by East Architects to inform the preparation of the AAP, the role and function tall buildings are to perform in the context of the spatial strategy for the Heart of Harrow are as ‘landmark’ buildings to help orientate and identify locations of public importance such as strategic community and civic uses, major public transport interchanges or areas of important public urban realm that provide relief from the street environment and opportunity to pause and relax.

**5.58** Proposals for tall buildings within the Heart of Harrow must therefore demonstrate how the location and design of the building fulfills this ‘landmark’ role and function. In addition to the criteria of Policy 7.7 of the London Plan, when assessing proposals for tall landmark buildings within the Heart of Harrow, the Council will also have regard to:

The effect on the existing context

**5.59** It is essential that tall landmark buildings contribute to the overall townscape and landscape. By its very nature, a tall landmark building will contrast with its surroundings. Nevertheless, there will be a natural limit to the desirable height of the building. This is partly dependent upon the profile of the building and how this relates to the wider landscape and partly dependent upon the site's capacity to absorb/accommodate the intensity of uses generated by a large building. Designers of a tall landmark building will be expected to have developed a sophisticated understanding (underpinned as necessary by supporting documentation) of how their proposal will:

- Sit within the wider townscape;
- Integrate with surrounding local streets and spaces;
- Achieve a positive relationship with nearby topographical features, historic and significant/sensitive environments and safeguard identified views; and,
- Engage with all parts of the site, addressing the relationship to buildings and uses within and/or neighbouring the site.

**5.60** Proposals for tall landmark buildings of architectural merit will not be accepted if their relationship to the local context is regarded as having a negative impact on that context. Tall landmark buildings grouped in clusters can have a considerable visual impact over a wide area. The Council therefore considers clusters of tall landmark buildings to be inappropriate within the Heart of Harrow.

#### Streetscape character and the public realm

**5.61** The connection of the building with the ground is important and should engage with and provide a positive relationship with the public realm and streetscape. At street level, proposals should secure a complete and well designed setting that includes hard and (where appropriate) soft landscaping. A harmonious interaction between the development and the surrounding public realm and neighbouring buildings will be sought. Tall landmark buildings must have active ground floor uses, such as retail, cafes & restaurants, leisure, or significant community uses. The appropriate mix of uses should benefit the area and any existing designations (e.g. primary or secondary shopping frontages). The distinction between public, semi-private and private space should be clearly defined

#### Quality architecture and design

**5.62** A tall landmark building should be designed as an attractive sculptural feature, adding to the character of the area, and enhancing the wider composition of views, vistas and the skyline. In order not to block these a tall landmark building should have a relatively slim profile, tiered and stepped where necessary, to further reduce bulk. The appropriate use of form, materials and available technology should provide solutions and produce an elegant building that works well both in the day and night and at the street level and creates visual interest from within the town centre and at a distance. It is important that the building strike a careful material and formal balance between being special and visible, whilst being inclusive of the surrounding buildings and spaces. Consideration will therefore need to be given to visual lightness: the expression or concealment of the structure; structural design and features within the structure e.g. apertures; and materials.

**5.63** The design of the top of a tall landmark building is of particular importance and should receive special attention. Rooftop plant and equipment should be properly shrouded from view, or designed in as part of the overall concept. The Council will seek to control telecommunications development where this could be detrimental to the building's impact in the skyline.

#### Articulation and materials

**5.64** The arrangement of windows, balconies and other features can add interest to a building's appearance. However, their use should be carefully considered as part of the overall composition. Grouping elements together to form fewer but larger scaled compositional elements may assist in achieving better proportioning. The design elevations should avoid large areas of blank, excessively plain or relentless facades.

**5.65** Material treatments should be developed in response to context and as part of a coherent material strategy for the site that reinforces legibility, clarity and simplicity of form and complements the existing surrounding character. Tall landmark buildings must use high quality materials and have a high standard of detailing. This should take account of the building's prominence and distance at which it can be seen.

#### Sustainability

**5.66** Proposals for a tall landmark building should be designed in line with sustainable development principles, taking into account its physical, social, economic and environmental impact based on whole life costs, benefits and adaptability to future changes in lifestyles.

#### Microclimate

**5.67** The impact on the microclimate and effects such as wind turbulence, noise reflection, overshadowing and night-time appearance, as well as the amenity of those living, working or moving around in the vicinity of the building must be carefully considered. Proposals must demonstrate, through a microclimate study, measures included to mitigate any negative impact the building may have on its surroundings

**5.68** A robust urban design analysis will be required for all tall landmark building proposals. The analysis should provide the principal documentary evidence to demonstrate how the proposal complies with London Plan and local policies, together with any relevant guidance on tall buildings. It must also include a thorough assessment of impacts, where these have been identified, upon local, medium and long distance views and places identified in the Development Management Policies DPD.

**5.69** Existing buildings within the Heart of Harrow provide outstanding views over London enabling tall structures such as the BT Tower, the Canary Wharf development, the Shard and the Crystal Palace television transmitters to be clearly identified. The buildings also provide commanding views of the local landscape – towards Harrow Weald Ridge and Hertfordshire – as well as longer range views towards Surrey and Berkshire. Proposals for taller and tall landmark buildings within the Heart of Harrow therefore offer the opportunity for the public to enjoy views available from these higher buildings from viewing galleries and platforms. The Council will encourage this.

**5.70** Development proposals of inappropriate height and proposals for taller and tall landmark buildings that are at odds with the policy framework provided by the London Plan, the Council's Urban Character Analysis (2011) and this Area Action Plan will be resisted.

**Policy AAP 7: Creating a New Public Realm**

A. All development proposals within the Heart of Harrow should contribute to the creation of a high quality, accessible, safe and attractive public realm.

B. Within Harrow town centre, priority will be given to the delivery of public realm improvements to the Junction Road underpass, the intersection of St John's, Lyon and Station roads, St Ann's Road, and College Road in the area of Harrow Bus Station and the approach to Harrow-on-the-Hill Station.

C. Within Wealdstone district centre, priority will be given to the improvement of east-west links through the centre and, in particular, the connectivity of the centre with the Kodak/Zoom Leisure site in the west and the Harrow Leisure Centre in the east.

D. New areas of public realm should be designed carefully to accommodate and strengthen pedestrian and cycle linkages to surrounding areas, meet surrounding areas well, enhance social use and legibility, and be flexible in function.

E. Major development proposals on sites affecting an identified new view corridor must contribute to the realisation of that new view. Minor development and changes of use must not prejudice the realisation of an identified new view. All proposals within the Heart of Harrow must comply with Policy 3 of the Development Management Policies DPD: Views and Vistas.

**Reasoned Justification**

**5.71** The Council is committed to the delivery of a high quality, public realm across the whole of the Heart of Harrow. In conjunction with development to provide new homes, employment and leisure opportunities, the renewal of the public and private spaces that make up the public realm is necessary both to support the Area's regeneration and sustainability objectives. A consistent treatment of core components of the public realm should be used to unify the Heart of Harrow. These will include:

- an approved, simple palette of sustainably sourced surface materials;
- a presumption against additional street clutter and the rationalisation of existing street furniture wherever possible; and
- judicious implementation of electric car charging points, wayfinding signs and infrastructure for cyclists, where these do not add to street clutter.

**5.72** Subject to the unification of core components of the public realm across the Heart of Harrow, detailed finishes may respond to the character of the sub area and local considerations.

**5.73** Proposals involving modifications to existing public realm, or the creation of new public realm, will be expected achieve a high quality finish in accordance with this policy. Other proposals for major development will be required to contribute to the improvement of the public realm within the vicinity of the site through a Planning Obligation.

**5.74** To compete successfully as a Metropolitan centre, it is vital that Harrow town centre provides a modern, inviting appearance for residents, visitors, employees and potential investors. The Station Road part of Harrow town centre has recently benefited from public realm investment by Harrow Council and Transport for London to restore two way bus traffic and create an attractive, clutter free and accessible environment. St. Ann's Road is the main pedestrianised thoroughfare within the centre and sits at the heart of Harrow's primary shopping area. Since its formation in the 1980s there have been a series of incremental investments but no overall comprehensive renewal, and the need to address the issue of cross-traffic using Havelock Place remains. Improvements are also needed in College Road particularly focusing upon the environment around Harrow-on-the-Hill station entrance, Harrow bus station and St. Ann's Shopping Centre. Within Harrow town centre, these areas will be the Council's first priority for investment in and delivery of public realm improvements.

**5.75** Wealdstone High Street benefited from investment in 2007 as part of a joint Harrow Council and Transport for London project to restore two-way bus and some other through-traffic. Although further improvements to the High Street will be needed during the plan period, a more immediate pressing need is to improve the quality of links eastward towards Wealdstone's Victorian housing areas, and westward to secure a clear connection with development at the Kodak site. Both connections involve significant challenges. The housing areas and Leisure Centre to the east were severed from the centre during the 1990s by the formation of George Gange Way and this road remains a major barrier to pedestrian movement. The Kodak site is severed from the centre by the West Coast mainline with pedestrian access currently provided only by a dark, heavily trafficked underpass. As part of the regeneration of Wealdstone district centre, it is vital that the town reconnects with its constituent housing areas and maximises the growth opportunity presented by the redevelopment of the Kodak site. Therefore, within Wealdstone, it is these east-west connections that will be the Council's first priority for investment in and delivery of public realm improvements.

**5.76** Advertisements are a significant component of the public realm. Freestanding advertisements, A-boards and gantry signs have a valid presence in commercial environments but add to the perception of street clutter and are too often disruptive to pedestrian flows. Fascia signs, projecting signs and shopfront shutters also impact upon the public realm. For the avoidance of doubt, this Policy together with Policies 4 & 5 of the Development Management Policies DPD will apply to applications for advertisement consent within the Heart of Harrow.

**5.77** Harrow's Core Strategy (2012) recognises the potential for the Heart of Harrow to strengthen, rather than threaten, the visual significance of Harrow Hill and St. Mary's Church by the formation of new views from within the Area. To inform the preparation of this Area Action Plan and the Development Management Policies DPD, the Council commissioned SLR Consulting to re-assess the list of locally important public views as well as to consider the value of other, hitherto unidentified public views. The work also provides an objective assessment of the potential to create new views of public value; these are listed at Schedule 2 of the Development Management Policies DPD, and those relevant to the Heart of Harrow are shown on the map associated with Policy 6, and on the relevant site allocations of Chapter 6 and on the Policies Map.

**5.78** The redevelopment of sites affecting the new views of public value, as identified on the Policies Map, must contribute to the achievement of that view through the layout of buildings on the site. Even if the redevelopment of the site on its own would not create the new view, and there are no formulated proposals for other sites affecting the view concerned, the Council will expect the opportunity for the view to be formed during the plan period to be preserved. Minor development

such as extensions and alterations to existing buildings on sites affecting new views need not be resisted where there is no prejudice to the realisation of the opportunity during the plan period. However, the consideration of proposals for comprehensive a change of use will need to be balanced against the opportunity for redevelopment of part or all of the site, needed to secure reconfiguration of site layout and thereby achieve new views.

**5.79** Policy 3 of the Development Management Policies DPD affords protection to all locally important views and vistas that are identified on the Policies Map, and requires the design and layout of all new development to consider opportunities that may be present on site to create new landmarks, viewpoints, views and vistas at neighbourhood level. For the avoidance of doubt, Policy 3 of the Development Management Policies DPD will apply where relevant to proposals within the Heart of Harrow

### **Character and Amenity: Signposting to Policies in the Development Management Policies DPD**

**5.80** 5.1.61 For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### **- Policy 2: Achieving Lifetime Neighbourhoods**

**5.81** Relevant to proposals for new build development, changes of use, the public realm and bus stops.

#### **- Policy 3: Views and Vistas**

**5.82** Relevant to any proposal affecting an identified view or vista shown on the Harrow Policies Map.

#### **- Policy 4: Shopfronts and Advertisements**

**5.83** Relevant to proposals for shopfronts, shutters, fascia, advertisements and projecting signs requiring consent.

#### **- Policy 56 Waste Management**

**5.84** Relevant to all development

## Conservation and Heritage

### Policy AAP 8: Enhancing the Setting of Harrow Hill

A. Development proposals within the Heart of Harrow should be required to enhance the setting of the Harrow on the Hill Area of Special Character by:

- a. Contributing to the formation of a compact urban form that engages with and enhances Harrow Hill;
- b. Contributing to the formation of an urban silhouette that adds interest to the skyline in long range views and to and from Harrow Hill;
- c. Not adversely affecting views of or from Harrow Hill and St. Mary's Church, as identified on the Policies Map; and
- d. Where relevant, realising opportunities to open up new vistas of St. Mary's Church and Harrow Hill from within the Heart of Harrow, as identified on the Policies Map

B. Proposals that are detrimental to the setting of Harrow on the Hill Area of Special Character will be refused.

### Reasoned Justification

**5.85** 5.2.1 As the dominant local topographical feature, hosting the Borough's most historic settlement, Harrow School and significant components of heritage, Harrow Hill makes an important contribution to the sense of local culture and identity. Together with its Metropolitan Open Land and substantial tree cover, Harrow Hill continues to be recognised as an Area of Special Character. The extent of the Harrow on the Hill Area of Special Character is shown on the Harrow Policies Map.

**5.86** Harrow's spatial vision seeks the conservation and enhancement of the special character of Harrow Hill. Core Strategy Policy CS1 (B) requires development to respond positively to local and historic context and to reinforce the positive attributes of local distinctiveness. Whilst Policy 3 of the Development Management Policies DPD provides criteria for the consideration of proposals within Areas of Special Character, the Core Strategy recognises the sensitivity of the relationship between the Heart of Harrow and the Harrow on the Hill Area of Special Character. Policy AAP 3 sets out criteria for the consideration building heights and proposals for tall, landmark buildings This policy, which will apply to the consideration of all redevelopment proposals in the Heart of Harrow including but not limited to tall buildings, sets out the criteria by which development will be expected to enhance (and not harm) the setting of the Harrow on the Hill Area of Special Character.

### Compact Urban Form

**5.87** 5.2.3 The comparatively dense, urban form of the Heart of Harrow and, in particular, Harrow town centre contributes to the sense of place in long range views of Harrow Hill, and in views out from the Hill towards the Green Belt. The presence of a compact urban form is a visual reminder of the role of Harrow and Wealdstone at the heart of, and serving, the wider suburban landscape of the Borough. It also provides a link to the Borough's heritage: the development of Wealdstone

as a Victorian industrial settlement following the completion of the London to Birmingham Railway, and the migration of commercial and administrative activities from Harrow Hill to Greenhill following the extension of the Metropolitan Railway to Harrow. Today, St. George's and St. Ann's Shopping Centres, office blocks and more recent mixed-use development re-enforce Harrow's important role as a Metropolitan centre within London.

**5.88** The Harrow & Wealdstone Intensification Area offers the opportunity to strengthen the unique sense of place created by the juxtaposition between the urban lowlands and Harrow Hill, and in so doing enhance the setting of the Harrow on the Hill Area of Special Character. The redevelopment of allocated sites and others that come forward during the plan period should contribute to the formation of a coherent, compact urban block that is clearly distinguishable in the identified long range views to and from Harrow Hill, and which engages well with the Harrow Hill landscape from those identified viewpoints.

#### Improved Urban Silhouette

**5.89** The skyline and silhouette of Harrow on the Hill offers an important part of Harrow's identity and image. The relationship between the silhouette as seen from the North, and that of Harrow town centre has needed to be improved for many years. Through the process of intensification, a new positive urban skyline can be provided which is able to be viewed from all sides, engage across both sides of the railway, and importantly, offer more views to Harrow on the Hill than have previously been available.

**5.90** Punctuated in appropriate locations by tall buildings where these accord with the London Plan and Policy AAP 2, the opportunity exists to enhance the setting of the Harrow on the Hill Area of Special Character and to help enable the Heart of Harrow to be appreciated as good legible place making in long range views. It is important to note that lower rise buildings must also add to the interest and definition of place within the urban silhouette, such as the transparent dome of St. George's Shopping Centre, whilst preserving the visibility of Harrow Hill's verdant profile in wider landscape.

**5.91** An unduly cluttered urban silhouette could be detrimental to the setting of the Harrow on the Hill Area of Special Character. The silhouette should therefore be as much about views between the building mass as well as the buildings themselves. To achieve this level of integration tall buildings which incorporate the highest standards of architecture and materials are required that relate well to the nearer and wider surrounds at ground level as well as at height. Telecommunications equipment and other apparatus of a scale that would appear in the urban silhouette of the Heart of Harrow will not be permitted, and neither will poor arrangements of ground floor uses routes and spaces.

#### Views of Harrow Hill and St. Mary's Church

**5.92** The verdant profile of Harrow Hill together with the spire of historic St. Mary's Church provide a backdrop to Harrow town centre in particular and reference point more generally in the wider landscape of the rest of the Heart of Harrow. Public consultation exercises have repeatedly shown that Harrow Hill and St. Mary's Church are highly cherished components of the Borough's landscape, and their appreciation from within the built up area makes a significant contribution to Harrow's sense of place and local distinctiveness. By the nature of buildings, spaces and the relationship between the hill and its northern lowlands, there are numerous glimpses, views and vistas of Harrow Hill and St. Mary's Church from within the Heart of Harrow and beyond. This

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policy affords protection to those views and vistas independently identified as being of significant public value and seeks to strengthen the sense of place and local distinctiveness by realising opportunities to open up views and vistas of Harrow Hill and St. Mary's Church.

**5.93** All local views of public value are identified on the Harrow Policies Map. Identified opportunities to open up new views will be shown on the inset map for the Heart of Harrow and the Council will give due weight to opportunities that may emerge for 'windfall' new views and vistas of public value. The identification of local views and new view opportunities has been informed by the Harrow Views Assessment (2011), which was commissioned to provide a comprehensive re-appraisal of all views previously identified in the Harrow Unitary Development Plan (2004) and an assessment of the potential public value of other, previously unidentified views or view opportunities. The Study was carried out in accordance with the London View Management Framework.

**5.94** The Harrow Core Strategy provides a clear commitment to the protection of all identified local views. Development that would not adversely affect or would enhance identified views of Harrow Hill and St. Mary's Church will be supported, as will proposals that fully or partially realise an opportunity to open up a new view subject to there being no adverse affect on any identified view.

### **Conservation and Heritage: Signposting to Policies in the Development Management Policies DPD**

**5.95** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### **- Policy 3: Views and Vistas**

**5.96** Relevant to any proposal affecting an identified view or vista shown on the Harrow proposals map.

#### **- Policy 7: All Heritage Assets**

**5.97** Relevant to proposals involving or affecting a heritage asset within or adjoining the Heart of Harrow.

#### **- Policy 9: Conservation Areas**

**5.98** Relevant to proposals involving or affecting the Roxborough Park & The Grove Conservation Areas which is partially within and adjoining the Heart of Harrow.

#### **- Policy 10: Statutory Listed Buildings**

**5.99** Relevant to proposals involving or affecting a listed building within or adjoining the Heart of Harrow

#### **- Policy 12: Scheduled Ancient Monuments**

**5.100** Relevant to proposals affecting the Headstone Manor scheduled ancient monument, which is within the Heart of Harrow.

## Environmental Sustainability

### Policy AAP 9: Flood Risk and Sustainable Drainage within the Heart of Harrow

A. When applying the PPS25 sequential test to Major development proposals on non-allocated sites, the area of search will be confined to the Heart of Harrow where the proposal involved the creation of more than 50 jobs, more than 50 net new homes, or contributes significantly to the regeneration of Wealdstone

B. When applying the PPS25 exception test to Major development proposals on non-allocated sites a high priority will be accorded to the delivery of physical and social regeneration within Wealdstone district centre.

C. Major development, and proposals for promoting a comprehensive change of use, will be required to:

a. Reduce the surface water run-off rate of the site to Greenfield run-off rates wherever practicable;

b. Utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so;

c. Ensure adequate arrangements are in place to secure the long-term responsibility for the management and maintenance of on-site infrastructure;

d. Use appropriate measures to prevent water pollution; and

e. Demonstrate that the proposal would be resistant and resilient to flooding.

D. In selecting the sustainable measures to be used, preference should be given to those that reduce demand for potable water and which contribute to biodiversity and improving water quality;

E. Proposals that fail to reduce surface water run-off, or that would increase the risk of flooding and water pollution, will be refused.

F. In the event of feasibility being proven for the provision of source control measures within Kenton Recreation Ground, the Council will seek a financial contribution from development within the Wealdstone Central and East sub areas towards the implementation of the scheme.

### Reasoned Justification

**5.101** The Wealdstone Brook is a main river that flows through underground culverts from high ground in Harrow Weald, through Wealdstone and Kenton, and into the London Borough of Brent<sup>1</sup>. Modelling of the Wealdstone Brook's flood extents, carried out as part of Harrow's Strategic Flood Risk Assessment<sup>11</sup> (2011), indicates that substantial parts of Wealdstone and land north/east of the Station Road sub area may be at a medium and high probability of flooding from the Brook, and that some parts constitute the Brook's functional flood plain. Flooding from natural watercourses such as the Wealdstone Brook is known as 'fluvial' flooding.

**5.102** The National Planning Policy Framework directs major development<sup>12</sup> to locate in areas of lowest flood risk compatible with the vulnerability of the use(s) proposed, and provides limited exceptions to this sequential approach where, inter alia, the sustainability benefits of the development outweigh flood risk. This Area Action Plan includes sites allocated for development that have already been the subject of sequential and (where relevant) exception testing. Proposals on allocated sites need not, therefore, revisit these tests<sup>13</sup> but, on allocated sites partially affected by fluvial flooding, it will still be necessary to direct development to the parts of the site of lowest flood risk, compatible with the vulnerability of the use(s) proposed and having regard to the most up to date flood risk information available. However, windfall proposals for major development will be required to undergo sequential and (where relevant) exception testing which must be informed by the most up to date flood risk information available.

**5.103** In accordance with Core Policy CS1 V of Harrow's Core Strategy (2012), the area of search for sequentially preferable sites will be confined to the Heart of Harrow where the proposal contributes to the delivery of objectives for the relating to:

- The creation of 3,000 jobs;
- The delivery of 2,800 homes; and
- The regeneration of Wealdstone.

**5.104** Proposals that create more than 50 net new homes or 50 new jobs are regarded as making a significant contribution to delivery of the Heart of Harrow objectives. Proposals that create less than 50 homes or 50 jobs may also be regarded as making a significant contribution Wealdstone's regeneration, especially where they secure substantial physical renewal, investment in Wealdstone's infrastructure, improvements to overall environmental quality, or that would help to address existing pockets of deprivation.

**5.105** In relation to the regeneration of Wealdstone, similar considerations will be used where it becomes necessary to apply the exceptions test. By definition the test is designed to separate proposals that, exceptionally, should be allowed notwithstanding the risk of flooding from those which should be directed to more appropriate sites. Whilst this policy affords a high priority to the physical and social regeneration of Wealdstone, it will be for applicants to demonstrate how the proposal contributes to the Area Action Plan's sustainability appraisal.

**5.106** Fluvial flooding represents only one form of flood risk in the urban environment. Other sources of flood risk include sewers, drains, surface runoff and small water courses. Historically, flooding from other sources has been dealt with through the foul and surface water drainage system – a structural engineering solution. However the capacity of the system is now largely exhausted<sup>1</sup>, through population growth and increasing surface impermeability, leading to localised surface and foul water flooding.

**5.107** Critical Drainage Areas are areas where multiple or interlinked sources of flooding affect people, property or local infrastructure. Harrow's Surface Water Management Plan (2011) identifies fifteen Critical Drainage Areas throughout the Borough, of which four affect the Intensification Area: Headstone (priority 3); Greenhill (priority 8), Wealdstone Central (priority 4) and Wealdstone (priority 6). Common to all four is the problem of surface water pooling.

**5.108** Comprehensive capacity improvements to the Borough's network of surface and foul water drains is neither feasible nor sustainable<sup>1</sup>. The Surface Water Management Plan (2011) calls for a shift in traditional attitudes to water within the urban environment, away from rapid removal into the artificial drainage system towards a sustainable, more natural approach which controls the flow of surface water at source. The highly urbanized character of much of the Heart of Harrow together with the planned scale of development proposed throughout the Area make this shift in attitude an imperative one which will be applied to all major development and change of use proposals within the Heart of Harrow.

**5.109** All major development and change of use proposals will be required to use sustainable drainage systems, unless there are practical reasons for not doing so, to reduce the existing surface water run-off rate of the site with the aim of achieving a greenfield run-off rate where this is feasible. London Plan Policy 5.13 provides a drainage hierarchy which developers should apply in their consideration of applicable sustainable drainage systems. Harrow's Surface Water Management Plan (2011) also identifies a range of sustainable source control measures. They comprise green roofs, soakaways, rainwater harvesting, permeable surfaces, rain gardens, swales, detention basins, ponds and wetlands. Other sustainable drainage techniques will also be considered.

**5.110** On large development sites, including those that create new streets/public realm, consideration will also be given to the need for 'pathway' measures. Again, the Surface Water Management Plan (2011) provides a range of examples: flood infrastructure maintenance, drainage capacity enhancements (where absolutely necessary), separation of foul and surface water sewers, management of overland flows and land management practices.

**5.111** To remain effective, on-site source control infrastructure including sustainable drainage systems require on going management and maintenance. Proposals should ensure that there is clear responsibility for this infrastructure and that there are adequate arrangements in place for its management and maintenance. These arrangements must be agreed with the Council prior to the granting of planning permission.

**5.112** Misconnections, debris (including cooking fat) and above capacity flows lead to cross contamination of water in stormwater and foul water sewers which can rise to the surface close at source or downstream. The cumulative effect of development with reduced surface water runoff rates within the Heart of Harrow will be the alleviation of cross contamination and the possibility that foul water sewer capacity is released to meet the increased demands generated by population growth. Proposals must maintain separation of, and ensure correct connection to, storm and foul water sewers. Where relevant to the proposal, development should also include measures to prevent cooking fat, debris and other unwanted material from entering the drainage network.

**5.113** Proposals must be designed to be safe from flooding, taking into account the predicted effects of climate change, and demonstrate how flood water is expected to behave in the event that the design capacity of flood management and source control measures on site are exceeded. In areas at risk from fluvial flooding, and subject to compatibility with inclusive access considerations, buildings should have a finished floor level at least 0.3m above surrounding ground level and be fitted with flood resilience measures up to 0.5m above finished floor level.

**5.114** Development that involves the formation of new basements, or the change of use of existing basements, must have regard to flood risk and ensure that this is specifically addressed through the Flood Risk Assessment. The installation of resilience measures to basements will be required. Proposals for the formation of new dwellings or additional habitable accommodation within basements will be refused.

**5.115** In many cases the use of sustainable drainage techniques not only help to solve a drainage problem, but have other sustainability benefits. In particular, measures that help to reduce demand for potable water (rainwater harvesting) and which make a positive contribute to biodiversity (green roofs, swales, detention basins, ponds and wetlands) will be preferred.

**5.116** Proposals that fail to secure reductions in surface water run off, or that would increase the risk of flooding and water pollution on site, surrounding the site or downstream, are at odds with this policy and will be refused.

**5.117** Core Policy CS1 includes flood mitigation infrastructure in the list of items to be funded through the Harrow Community Infrastructure Levy. The Harrow Surface Water Management Plan (2011) recognises the potential – as yet not investigated - of works to Kenton Recreation Ground to deculvert the Wealdstone Brook to sustainably achieve flood risk reductions up and downstream of the open space. In the event of the scheme being investigated and its feasibility proven, the Council will use pooled funding contributions

**Policy AAP 10: Harrow & Wealdstone District Energy Network**

A. All new major development within the Heart of Harrow should prioritise connection to existing or planned decentralised energy networks, where feasible. Where this is not feasible at present, development proposals should ensure the design of the development would facilitate connection in future.

B. All new major development should install on-site heating and cooling networks linking all buildings on site (prioritising CHP where applicable) and served by a single energy centre

C. For major development proposals of over 100 dwellings or non-residential developments over 10,000m<sup>2</sup>, applicants are encouraged to discuss with the Council the potential to increase the capacity of the on-site energy centre to serve both the site needs as well as adjacent sites and uses..

D. In line with the London Plan it is expected that all major developments demonstrate that the proposed heating and cooling systems have been selected in accordance with the following order of preference:

- i. Connection to existing CCHP/CHP distribution networks;
- ii. Site-wide CCHP/CHP powered by renewable energy;
- iii. Gas-fired CCHP/CHP or hydrogen fuel cells, both accompanied by renewables;
- iv. Communal heating and cooling fuelled by renewable sources of energy;
- v. Gas fired communal heating and cooling.

E. On existing buildings within the Heart of Harrow, the Council encourages and supports proposals for the retrofitting of energy efficiency measures, appropriate renewable energy technologies, and opportunities to connect to or install on-site decentralised energy systems.

**Reasoned Justification****Heating and Cooling Networks**

**5.118** The London Plan calls for Borough DPDs to maximise the opportunities for providing heating and cooling networks that are supplied by decentralised energy. Harrow's Core Strategy calls for decentralised energy supply systems to be sought wherever appropriate. Within the Heart of Harrow a district-wide combined heat and power network will be promoted and all major development within the Heart of Harrow should be designed to connect to the network and make appropriate on-site site-wide CHP network provision.

**5.119** The Heart of Harrow does not at present have a heating and, or cooling network in place, nor a larger scale source of heat such as a industrial, institutional or waste processing facility. Given the area and distances covered by the Heart of Harrow, it is anticipated that a network will be evolve as a series of more localised components within the identified sub-areas. It is also

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anticipated that larger sites present a greater opportunity for a feasible on-site heat source facility, with the scale to generate and distribute heat beyond the site boundary to adjacent sites in accordance with the principles of London Plan Policy 5.6.

**5.120** To demonstrate compliance with the Policy, planning applications for major development will need to be accompanied by an energy statement that provides details of the energy centre and route of the piping network.

#### On-Site Renewable energy

**5.121** The London Plan also requires a presumption that developments will achieve a reduction in carbon dioxide emissions of 20% from onsite renewable energy generation (which can include sources of decentralised renewable energy) unless it can be demonstrated that such provision is not feasible. This will increase the proportion of energy used generated from renewable sources by:

- Requiring the inclusion of renewable energy technology and design, including: biomass fuelled heating, cooling and electricity generating plant, biomass heating, combined heat, power and cooling, communal heating, cooling and power, renewable energy from waste photovoltaics, solar water heating, wind, hydrogen fuel cells, and ground-coupled heating and cooling in new developments wherever feasible;

- Facilitating and encouraging the use of all forms of renewable energy where appropriate, and giving consideration to the impact of new development on existing renewable energy schemes;

- Applicants for major development proposals should demonstrate which on-site renewable energy technologies will be applied.

**5.122** Major developments should evaluate combined cooling, heat, and power (CCHP) and combined heat and power (CHP) systems and where a new CCHP/CHP system is installed as part of a new development, examine opportunities to extend the scheme beyond the site boundary to adjacent sites and uses.

#### **Environmental Sustainability: Signposting to Policies in the Development Management Policies DPD**

**5.123** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### **- Policy 18: Protection and Enhancement of River Corridors and Watercourses**

**5.124** Relevant to proposals affecting a main river or ordinary watercourse and associated infrastructure.

#### **- Policy 19: Sustainable Design and Layout**

**5.125** Relevant to all proposals for new build development, extensions, changes of use and conversions.

#### **- Policy 22: Land Contamination**

**5.126** Relevant to any proposal on land that is known or suspected to be contaminated.

## Open Space and the Natural Environment

### Policy AAP 11: Provision of Open Space within the Heart of Harrow

A. Major residential development will be required to provide sufficient play space on site to meet the needs of the development. Residential development outside of the town centre boundary will also be required to provide sufficient amenity greenspace for private or shared use by occupants of the new dwellings.

B. Proposals for Major development within the town centre boundary, and along Station Road will be required to secure opportunities for the provision of appropriate civic space.

C. All Major residential development will be required to contribute to improvements to the quality and/or carrying capacity of outdoor sports pitches that serve, but may not necessarily be inside, the Heart of Harrow.

D. Proposals for residential development providing 500 or more new homes (gross) will also be required to provide a local park and/or pocket parks on site.

E. The location and layout of new or reconfigured open space must have regard to:

a. Maximising the multifunctional use of the open space, including the enhancement of biodiversity and natural drainage;

b. The achievement and continued maintenance of the quality standard applicable to the open space;

c. The safety and security of users of the open space, including potential conflicts between users and any potential for nuisance to neighbouring uses;

d. Accessibility both to, within and through the site; and

e. Opportunities to enhance the Harrow Green Grid.

F. Proposals that do not provide functional open space of the type, amount, quality, location or layout required will be refused.

### Reasoned Justification

**5.127** An audit<sup>1</sup> of open space, sport and recreation facilities in the Borough revealed a substantial existing and future deficit in the amount of open space relative to recommended standards of provision. In this context the Core Strategy (2012) unequivocally resists any net loss of open space and affords a high priority to the exploitation of opportunities for securing additional, publicly accessible provision. Policies to protect and increase open space are particularly germane within the Heart of Harrow, where planned growth coincides with a deficiencies not only in the quantity but also the accessibility of open space. This mismatch between planned growth and green infrastructure was recognised in the Core Strategy sustainability appraisal and is one to be mitigated through this AAP and the Community Infrastructure Levy and development management.

**5.128** Whilst it is not the role of development to rectify existing deficits in the provision of open space, housing growth within the Heart of Harrow exacerbates those deficits. The Council will therefore seek to ensure that development makes satisfactory provision or contributes to meeting the additional open space requirements made necessary by the development.

**5.129** The PPG 17 Study demonstrates that there is poor accessibility within the Heart of Harrow to play provision for under fives and for children aged 5 to 11 years. Therefore, to meet the needs generated by the development and help address accessibility within the Area, proposals generating a child yield will be required to make provision on site for play space. The recommended standard of provision set out in the PPG 17 Study, of 4 square metres per child, will be sought as a minimum, with an aspiration to achieve the 10 square metre per child provision as identified within the Mayor of London's supplementary planning guidance 'Providing for Children and Young People's Play and Informal Recreation'. Funding generated by the Community Infrastructure Levy will be used to fund the provision of youth space to serve the Heart of Harrow.

**5.130** The PPG 17 Study also demonstrates that the Heart of Harrow has poor access to amenity greenspace. Amenity greenspace is a valued type of open space, providing areas for informal recreation and small 'breathing spaces' within the urban environment. Outside of Harrow town centre and Wealdstone district centre, the provision of amenity greenspace will be sought on appropriate residential development sites in addition to the requirement for play space. The amount of amenity greenspace to be provided on each site will be determined on a case by case basis having regard to the recommended standard of provision set out in the PPG 17 Study of 0.31 hectare per 1,000 population.

**5.131** Civic space is a more appropriate form of open space within a town centre environment. The Council will therefore seek to exploit opportunities for the provision of civic space as part of proposals for major development (including non-residential development) within Harrow town centre and Wealdstone district centre, where the location of the site and the layout (or potential layout) lends itself to the formation of a meaningful, useable space. No quantitative standard of provision is recommended, but the PPG 17 Study identifies the principal characteristics that the space must perform<sup>1</sup> .

**5.132** Although outdoor sport pitches serving the Heart of Harrow provide good levels of coverage for most parts of the area, in terms of accessibility, the PPG 17 Study demonstrates that there remains a substantial quantitative shortfall in provision and a number of sites are of poor quality. Major residential development is likely to increase pressure on outdoor sport pitches serving the Heart of Harrow and proposals will therefore be required to secure, through Planning Obligations, improvements to the quality and/or carrying capacity of pitches consistent with that made necessary by the proposal.

**5.133** Harrow's Community Infrastructure Levy will collect contributions to fund improvements to parks and open spaces accessible to the public. However there remains a substantial deficit in the quantitative provision of parks and accessibility to different park typologies from within the Heart of Harrow is variable. To meet significant increases in the demand for parks, proposals for the development of 500 or more new homes (gross) will be required also to make provision for new park space on site or, if it is more appropriate<sup>1</sup> , for qualitative improvements to an existing park. In the case of the latter, the value of the improvements should be broadly equivalent to the cost of on site provision, and the improvements should be made to a park that serves the Heart of Harrow.

**5.134** To maximise the benefit to residents and the wider community of new open space, or open space being reconfigured in accordance with Core Policy CS1F of the Harrow Core Strategy (2012), consideration should be given to the layout and location of the open space. In determining the most appropriate layout and location, regard will be had to:

The primary function of the open space

**5.135** Open spaces can perform multiple functions, but the primary function of the space will be a key determinant of its location – in conjunction with the considerations below – and how it is laid out. Open space which is to be used for organised sporting activity will clearly have very specific configuration requirements in contrast to space which is intended, for example, as a linear park or as a natural greenspace. New open space must be fit for its intended primary purpose.

Quality and accessibility

**5.136** Harrow's PPG 17 Study (2010) provides recommended quality standards and identifies areas of poor accessibility for the constituent typologies of open space. Wherever possible, and subject to the other considerations listed here, the layout and location of open space should ensure that the recommended quality standard can be met and that that the best possible reduction in any existing accessibility deficiency affecting the site and surrounding area can be achieved.

Accessibility, safety and security

**5.137** Consistent with lifetime neighbourhood principles, open space should be provided in a manner which encourages use by everyone in the community. Inclusive physical access will be required but is meaningless if potential users feel insecure or intimidated about using the open space. Open spaces should therefore benefit from an adequate degree of natural surveillance, be well lit, and have an appropriate level of physical security where necessary.

The potential for nuisance to occupiers

**5.138** It is not desirable to physically separate open space from residential development. However, the location and layout of open space will require consideration of the potential for nuisance to occupiers of neighbouring dwellings. Wherever possible, the scope for conflict arising from the use (or potential misuse) of open space should be avoided.

Permeability within and through the site

**5.139** Open space may be used to enhance pedestrian and cyclist permeability within and through the site. Where there is opportunity, the location and layout of open space may be used to link adjacent uses and attractions, and to help create a cohesive community by providing the opportunity for new and existing residents to engage.

**5.140** The Harrow Green Grid Allied to permeability, the layout of open space should also be used to implement potential newlinks identified in Harrow's Green Grid or to extend the network further where hitherto unidentified opportunities arise. The edges of open space should engage, insofar as possible, with adjacent open spaces to create a robust network of linked spaces. The formation of disconnected, inward looking spaces must be avoided. Special attention will need to be had where potential new green grid links require connection via crossing busy roads, in order to ensure that walkers and cyclists can cross safely and conveniently.

**5.141** The Council attaches a high priority to the provision (or re-provision) of open space to serve the Heart of Harrow. Unless there are overriding reasons in the public interest, the Council will refuse proposals which fail to make satisfactory arrangements in relation to the requirements of this Policy and those of the Core Strategy.

#### **Policy AAP 12: Improving Access to Nature within the Heart of Harrow**

A. All Major development proposals will be required to incorporate appropriate features that support the protect, enhancement, creation and management of biodiversity within the Heart of Harrow.

B. Opportunities to achieve targets set out in the Harrow Biodiversity Action Plan and/or to improve access to nature for residents of the area should be exploited.

C. Proposals that seek to enhance or extend the Harrow Green Grid should incorporate opportunities to facilitate wildlife movement and the creation of habitats

#### **Reasoned Justification**

**5.142** 5.4.10 The lower-density, suburban form that characterises so much of the Borough preserves an environment that helps to sustain wildlife and enable its movement between semi-natural habitats where these are preserved in open spaces. However the more built-up, urban character of the Heart of Harrow results in an environment that is more hostile to wildlife and therefore less likely to sustain a richness of biodiversity. London Plan Policy 7.19 provides the context for seeking to enhance, as well as conserve, biodiversity as part of a proactive approach to the management and interconnection of all green infrastructure across the Capital.

**5.143** Biodiversity is of intrinsic value, but the creation of an environment that is inviting to wildlife can also enhance quality of life. The redevelopment of sites within the Heart of Harrow offers the potential to replace the existing, hostile urban environment with buildings and spaces that form a well integrated component of the green infrastructure network. The layout, design and materials used in development should provide positive gains for nature, in accordance with London Plan Policy 7.19. Major development proposals within the Heart of Harrow will therefore be required to enhance the Area's capacity to support biodiversity. As a minimum, proposals should be capable of providing simple design features such as bird and bat boxes or 'bee hotels', and incorporating wildlife friendly plants into the overall landscaping and planting scheme. On larger sites, and where feasible in terms of design and development viability, more ambitious habitat creation such as living roofs and walls, deculverting and use of recycled rainwater will be sought.

**5.144** Harrow's Biodiversity Action Plan (2008) identifies habitats and species of local importance; features incorporated must create habitats that are appropriate in the local and London context, and should support species with a proven ability to adapt and thrive in dense urban environments.

**5.145** On schemes where extensive landscaping is being provided, the planting of native species capable of supporting local biodiversity will be preferred. The Council's Biodiversity Officer should be consulted at an early stage in the formulation of major proposals to advise on how the design and layout of the development may be manipulated to maximise the benefits for biodiversity within the Heart of Harrow.

**5.146** Across the Borough there are many Sites of Nature Conservation Importance but none are located within the Heart of Harrow. Harrow's PPG 17 Study (2011) and information supplied by Greenspace Information for Greater London demonstrates that the Heart of Harrow coincides with an area of little or no accessibility to biodiversity. Funding for the implementation of Green Grid and Biodiversity Action Plan projects will be supported through the Harrow Community Infrastructure Levy, but where opportunities arise for the provision of new or reconfigured open space in accordance with Policy AAP 8 (above) consideration should also be given to the ability of the space to improve access to nature within the Heart of Harrow. As a minimum, the location, layout and landscaping of the open space should have regard to potential biodiversity value even if the principal use of the space is for another typology, such as sport and recreation. Wherever possible, however, some of the space should contribute to the formation of new, dedicated areas of natural and semi-natural greenspace which help to meet the standards for provision recommended in Harrow's PPG 17 Study (2011).

### **Open Space and the Natural Environment: Signposting to Policies in the Development Management Policies DPD**

**5.147** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### **- Policy 25: Protection of Open Space**

**5.148** Relevant to any proposal affecting land identified as open space on the Harrow Policies Map.

#### **- Policy 27 : Protection of Biodiversity and Access to Nature**

**5.149** Relevant to any proposal affecting locally important biodiversity, sites with significant existing feature of biodiversity value, and green corridors or green chains.

#### **- Policy 28: Enhancement of Biodiversity and Access to Nature**

**5.150** Relevant to any proposal where there is an opportunity to enhance or restore locally important biodiversity, and in areas where there is a deficiency in access to nature.

#### **- Policy 30: Trees and Landscaping**

**5.151** Relevant to any proposal affecting trees or where a scheme of hard and soft landscaping is required.

## Housing

### Policy AAP 13: Housing within the Heart of Harrow

A. Through the development of the Opportunity sites identified Chapter 6, and other sites that may come forward for development, provision for a minimum of 2,800 net new homes will be provided within the Heart of Harrow during the Plan period to 2026 as part of mixed use and mixed tenure development.

B. To ensure that mixed, sustainable communities are created within the Heart of Harrow, proposals for residential development (including mixed use schemes) should:

- a. Provide for a range of housing types and sizes, commensurate to the character of the sub area in which it is located;
- b. Meet the internal spaces standards set out in the London Plan;
- c. Have regard to the design and layout guidance for new residential development set out in the Council's Residential Design SPD;
- d. Provide appropriate forms of useable, outdoor space, including children's play space;
- e. Make provision for affordable housing in accordance with Core Policy 1J;
- f. Ensure homes of different tenures are both integrated and visually indistinguishable from one another;
- g. Demonstrate that adequate consideration and funding contributions have been made towards community infrastructure. In addition to the above:

C. Within the Wealdstone Central sub area, an affordable tenure split which favours intermediate housing will be sought. Throughout the rest of the Heart of Harrow, an affordable housing tenure split of 60 per cent social/affordable rent homes and 40 per cent intermediate homes is required.

D. Within the sub areas of Wealdstone East and West, priority is to be accorded to the provision family homes (3 bedrooms and above), especially as part of the affordable housing provision.

### Reasoned Justification

**5.152** The Council is committed to promoting housing choice and the creation of mixed and balanced communities in accordance with the London Plan and Harrow' Core Strategy. Consistent with the objectives for the Heart of Harrow, a range of housing types, sizes and tenures will be sought throughout the Area. This is to be achieved through the different sub areas contributing a specific form of housing.

**5.153** Unless site and local circumstances dictate otherwise, commensurate with a town centre designation and high levels of public transport accessibility, the Council expects proposals within the three sub areas of Harrow town centre and the Wealdstone Central sub area to make provision for flatted development, with individual schemes providing a mix of one, two and three + bedroom

units to help meet the needs of smaller households such as single persons and couples, as well as families and sharing professional households. Larger development schemes (100+ dwellings) within the town centres will be expected to make provision for a greater portion of larger unit sizes (3 bedrooms + ) within their proposed housing mix.

**5.154** Within the Station Road sub area, the Council expects proposals for two and three bedroom flatted units, making the most of the larger commercial ground floor footprint, opportunities to provide dual aspect, and the provision for increase in the intensity of development. Again, such provision will help meet the needs of certain families and sharing professional households.

**5.155** Within the remaining sub areas of Wealdstone East and West, unless site and local circumstances dictate otherwise, the Council expects proposals to make provision for a mix of family housing of different types (terraced and semi-detached) and sizes (two bedroom through to four bedrooms +), commensurate with the Plan's objectives to reinforce and create a new Metroland character on these large vacant and underutilized brownfield industrial and suburban sites, exploiting ready access to open spaces, leisure and education facilities.

**5.156** The final mix, in terms of types and size of housing to be provided on individual schemes will be determined through pre-application discussions, having regard to sites specifics, scheme viability (including requirements for enabling development, affordable housing, and other planning obligations), an up-to-date assessments of local housing need, and the past performance and projections for housing delivery within the sub area and across the Heart of Harrow at the time the application is proposed to complete on site.

**5.157** With regard to affordable housing, land within the Heart of Harrow provides capacity to deliver a substantial portion of the Borough's housing requirement for the plan period to 2026. Therefore, a failure to secure the appropriate on site provision of affordable homes as part of major residential development within the Intensification Area is highly likely to prejudice delivery against the Core Strategy's plan-wide 40% affordable housing target.

**5.158** Whilst affordable housing policies<sup>1</sup> stress the priority to be attached to the delivery of affordable family housing this does not negate the need<sup>2</sup> to also provide smaller, affordable accommodation within the Borough. Therefore, the Council expects all qualifying development to include provision for affordable housing on-site of a mix consistent with the above considerations of overall housing mix. In respect of affordable tenure, the Plan adopts the London Plan (2011) strategic affordable housing tenure split of 60% social / affordable rented and 40% intermediate housing. Following Government changes to the affordable housing delivery model, affordable housing now includes 'affordable rent', being homes made available at up to 80 per cent of local market rents. The Council will apply the broad 60-40 affordable housing tenure split throughout the Heart of Harrow except within the Wealdstone Central sub area where there is already a high proportion of social stock. To help secure mixed and balanced communities within Wealdstone district centre, an affordable tenure split which favours intermediate housing will be sought.

**5.159** In respect of the new affordable rent model, and the level at which rents are set, the Council will seek a blended rate based on affordable dwelling size as set out, and up-dated as required, in the Councils Housing Strategy.

**5.160** Policy 3.5 of the London Plan (2011) seeks a high quality of residential development including the provision of minimum internal space. The Council considers that the space standards provide a reasonable balance between the need to make efficient use of land and need to ensure development results in a quality living environment for future occupiers.

**5.161** Access to amenity space is a highly valued component of the quality of life in outer London and one which the Council is committed to maintaining. Flatted residential developments in Harrow have traditionally provided communal outdoor garden areas and, while this may still constitute a suitable form of outdoor space for some proposals within the Heart of Harrow, for higher density schemes particularly within the town centres other forms of provision may also be appropriate. Courtyards, roof gardens and useable balconies<sup>21</sup> will be acceptable alternatives to traditional garden spaces for flatted developments, but balconies that do not meet minimum size standards and Juliette balcony features will not be accepted as contributing to usable, outdoor space. New houses, particularly family houses, should continue to be provided with their own private garden areas.

**5.162** The amount and form of amenity space to be provided will be determined by the location and form of development, the character of the surrounding area and the likely needs of future occupiers. Regard will also be had to the standards for amenity space provision sought throughout the rest of the Borough in the Development Management Policies DPD.

#### **Housing: Signposting to Policies in the Development Management Policies DPD**

**5.163** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

##### **- Policy 33 – Office Conversions**

**5.164** Relevant to any proposal for the conversion of existing offices to residential use

##### **- Policy 34: House Conversions**

**5.165** Relevant to any proposal for the conversion of existing houses to flats.

##### **- Policy 35: Amenity Space**

**5.166** Relevant to any proposal involving residential development.

##### **- Policy 37: Children and Young People's Play Facilities**

**5.167** Relevant to any proposal resulting in a net increase in child yield

##### **- Policy 38: Sheltered Housing, Care Homes and Extra Care Homes**

**5.168** Relevant to any proposal involving sheltered housing, care homes and extra care homes.

##### **- Policy 39: Large Houses in Multiple Occupation**

**5.169** Relevant to any proposal for large houses in multiple occupation.

## Employment and Economic Development

### Policy AAP 14: The Consolidation of the Wealdstone Strategic Industrial Location

A. A proposal for the consolidation of the Wealdstone Strategic Industrial Location will be supported where:

- a. It can be demonstrated that the proposed types and levels of employment / industrial floorspace to be provided are supported through the findings of a robust economic analysis;
- b. The applicant has established, to the Council's satisfaction, the long-term financial viability of the development;
- c. The applicant has established, to the Council's satisfaction, that the type and quantum of enabling development is essential to the success of the proposal;
- d. The proposal is supported by a comprehensive masterplan that accords with the site objectives and development parameters identified in Chapter 6 for Opportunity Site 2;
- e. The application demonstrates how the proposal will achieve the Area Action Plan's defined objectives for the Wealdstone West sub area, the Wealdstone Central sub area, and for the Heart of Harrow as a whole;
- f. The proposal will achieve a significant improvement in environmental quality and amenity of the consolidated Strategic Industrial Location through appropriate landscaping and a high standard of external design and appearance of buildings;
- g. The proposal will provide adequate access and include appropriate measures to ensure that the capacity and safety of the adjacent road network and junctions is not detrimentally affected.

B. Economic development and uses, and any appropriate ancillary uses, on sites within the consolidated Wealdstone Strategic Industrial Location will be supported where these do not conflict with London Plan Policy 2.17 and criteria a-e of Policy AAP 15.

C. Following the consolidation of Strategic Industrial Land, no further incremental consolidation will be entertained during the Plan period.

### Reasoned Justification

**5.170** 5.6.1 The Wealdstone Strategic Industrial Location (SIL) includes the main Kodak site and the Waverley Industrial Estate. It differs from other business and industrial land within the Heart of Harrow in that, at 22ha, it is significantly larger than any other industrial site and is, for the most part, not in close proximity to residential activity. Because of its character, the SIL designation caters for activities that may not be able to locate on other business or industrial land because of amenity constraints or because they require a larger land take.

**5.171** However, changing technology, a decline in traditional manufacturing activities, and changes in the economic climate have resulted in Kodak consolidating their operational requirements on the site, leaving large parcels of the SIL vacant or under-utilised. The Council and the GLA therefore consider it necessary to pro-actively respond to such a structural change through supporting a comprehensive proposal for the consolidation of the SIL. To not respond could cause the vacant parts of the site to remain vacant over the long-term, impacting on the amenity of the area. But more significantly, not responding could result in reduced investment or disinvestment and loss in confidence in the continued or renewed employment use of other business and industrial land within Wealdstone and the Borough, resulting in job losses.

**5.172** 5.6.3 However, this pro-active approach is tempered by the requirement that any consolidation of the SIL be used to deliver appropriate levels of new employment floorspace. Therefore, as part of any planning application for the consolidation of the SIL, the applicant will need to justify their approach through submission of a robust economic analysis. This will involve an examination of the employment character of Harrow in a national, London and west London context to determine the function and purpose of Harrow on an employment basis. In particular, the economic analysis should determine the demand and need for traditional SIL uses in Harrow, and establish whether there is a level at which SIL uses would become attractive and viable on the site, having regard to the national, regional and sub-regional market context, if cross subsidised through provision for other higher value land uses.

**5.173** If the findings demonstrate that Harrow is not attractive for traditional SIL uses, the economic analysis should determine what industrial/ employment uses it would be attractive for, and in this context, the role that the Harrow SIL could play that, whilst not a traditional SIL role, nonetheless, would perform an essential strategic employment role for London, west London and the Borough. The economic analysis should be broadened to consider established as well as emerging markets at the international, national and regional level. Again the economic analysis should establish whether there is scope to increase or create further demand for the identified employment/industrial & business uses through provision for enabling development, to make it attractive, viable and competitive by reducing development costs.

**5.174** The economic analysis will necessarily need to be bespoke and forward looking, to assess Harrow's particular assets and emerging employment sectors. Evidence relating to current market demand and historic take up rates will provide a useful baseline position, but reliance on past trends, current conditions or conventional marketing techniques will not be sufficient for this purpose.

**5.175** 5.6.6 Once the possible employment opportunities have been identified, and agreed with the Council and the GLA, a comprehensive masterplan should be drawn up for the site that accords with the land uses, layout and design considerations identified for the site in Chapter 6. The masterplan should establish the levels and types of employment and enabling uses to be provided, its built form, supporting infrastructure, and timing for delivery. It should respond to the context provided by surrounding development in its allocation of areas for employment activities, residential use, open space and community infrastructure. The massing, bulk and scale of proposals should therefore reinforce the masterplan by providing a clear, visual gradation of development from the more urban character to the south and east of the site to the more suburban and open interfaces to the north and west.

**5.176** The design of the proposal on the site should fully exploit the opportunity to contribute to the creation of a development with a clear sense of place, but which is also an obvious and proud extension of Wealdstone. To achieve this, the application will need to clearly demonstrate how

the proposal will deliver upon the objectives for the Wealdstone West sub area, and contribute to the economic and physical regeneration of the Wealdstone Central sub area, as well as Heart of Harrow wide objectives.

**5.177** Post consolidation of the SIL boundary, as defined on the Policies Map, the Plan provides for development of appropriate employment uses, and supporting ancillary uses, within the SIL designation but the Council considers that any consolidated SIL requires a 'bedding in' period, and therefore does not support further consolidation during the Plan period to 2026.

#### **Policy AAP 15: Supporting the Business Sector in Wealdstone**

A. Economic development and uses, and any appropriate ancillary uses, will be supported on designated business and industrial use land except where the proposal:

- a. Involves development or uses that should be located within a town centre;
- b. Conflicts with the amenity of surrounding uses or the character of the area;
- c. Prejudices the proper functioning of any neighbouring economic activity;
- d. Is detrimental to highway safety considerations; and
- e. Involves inadequate arrangements for servicing, parking and inclusive access.

B. Proposals for enabling mixed use development on designated business and industrial sites identified as Opportunity sites in Chapter 6 will be supported where it can be demonstrated that the proposal:

- a. Will secure the retention, renewal or intensification of appropriate levels of business and industrial employment, in particular the delivery of accommodation to meet the needs of small and medium sized businesses and industrial enterprises;
- b. Will result in a high standard of design and amenity on site commensurate to the mix of uses proposed;
- c. Is designed to ensure that the activity and level of amenity of adjacent sites will not be adversely affected by the mixed use activity proposed. This may require the imposition of noise, buffer, screening, landscaping, daylight admission or separation controls;
- d. Is capable of sustaining the infrastructural servicing needs (e.g. drainage, roading) of the proposed development. Where the existing infrastructure can not sustain the new development, the proposal must demonstrate an ability to meet its own servicing needs; and
- e. Will provide adequate access and include appropriate measures to ensure that the capacity and safety of the adjacent road network is not detrimentally affected.

C. Proposals for enabling mixed use development on other designated business and industrial land not identified in Chapter 6 will be supported where it can be demonstrated that such proposals meet criteria Policy AAP15 B above, and the applicant can demonstrate that:

- a. Active marketing of the site has been undertaken with local and national agents;
- b. The land and buildings have been vacant for a period of at least 24 months;
- c. There is an oversupply of similar quality land and buildings within the local market;
- d. The age and condition of the buildings on site is a barrier to their long-term continued use;

- e. Efforts to secure wider economic uses (e.g. employment-related skills and training uses) or use for essential community infrastructure not appropriate for town centre locations (e.g. Police patrol bases, custody centres) have been explored but have not been successful;
- f. The proposals will achieve a sufficient level of amenity;
- g. Where the site is within, adjacent to or contiguous with existing business industrial use activity, the proposed development can be functionally integrated with existing facilities; and
- h. The activities to be included within the proposed development and their arrangement within the site have been the subject of a comprehensive masterplan exercise, that has engaged neighbouring occupiers and other potentially impacted parties, to ensure the mix of uses and activities proposed on the site would be compatible with each other and those on adjoining sites.

### Reasoned Justification

**5.178** The London Plan (2011) groups north and north-west London together as an area for limited transfer of industrial land to other uses. Reflecting this grouping and Harrow's Employment Land Study (2010), which indicates a surplus of just over 11 hectares of industrial land over the plan period, the Core Strategy (2012) has as an overarching objective for the planning, monitoring and management of employment land to meet the needs of Harrow businesses and growth objectives. Policy CS2 E of the Core Strategy provides authority for this Area Action Plan to consolidate Wealdstone's strategic industrial location and other business and industrial use areas within the Heart of Harrow having regard to the need to manage the release of surplus land and to enable the delivery of objectives for the Area. Key objectives for the Area are the delivery of at least 2,800 homes and 3,000 jobs.

**5.179** Site allocations in this Area Action Plan identify capacity to deliver in excess of the 2,800 new homes required to be provided within the Heart of Harrow and, consequently, the provisions of this Policy focus on the retention and, where appropriate, renewal of employment and business use areas.

**5.180** Harrow's Local Economic Assessment shows that the Borough has a plural economy with no one, dominant or underpinning sector. This represents a local economic strength. Service sector activity offers the greatest potential for employment growth in the Borough and Policy AAP 16 (below) provides support for major development, to this end, within Harrow town centre. Nevertheless, small and medium sized business and industrial uses will remain important components within the Borough's economy, often providing activities for which there is a local need and an employment base from which other sectors may provide growth.

**5.181** Therefore, in addition to the consolidation of the Wealdstone Strategic Industrial Location (as provided for by Policy AAP 14), the Plan also provides for mixed use proposals to come forward on identified business and industrial use areas where such proposals will facilitate in the provision of appropriate levels of employment on site and help to maintain Wealdstone's strategic employment function. In identifying the sites in Chapter 6 to be allocated, the Council has had regard to site locations, ensuring those allocated will aid in the Wealdstone's regeneration, as well as to the quality of the existing buildings on site, levels of occupation, site constraints, neighbouring uses and overall environmental quality.

**5.182** In the interest of orderly development and the protection of the environment and neighbouring amenities, and to ensure that the Plan's objective of employment retention, renewal or intensification is achieved, such development is required to adhere to the allocations set out in Chapter 6. The Council is concerned to ensure that any enabling development, will act to supplement rather than replace market processes.

**5.183** Proposals for mixed use enabling development on identified and allocated business and industrial sites should include the construction of up-to-date premises that meet modern economic needs and 'whole estate' regeneration. The proposal must be able to demonstrate that there is a reasonable prospect of a self-sustaining, viable future for the premises to be provided. This will include financial viability, but also consideration of the relationship between the enabling and proposed uses. The mix of uses and activities on the site should not give rise to the probability of conflict between, for example, industrial or weekend business activities and residential premises. The token provision of premises with no viable long-term future, as part of mixed use schemes, will not be accepted.

**5.184** For Wealdstone's business and industrial premises, achieving a high standard of design means development that is flexible, durable and viable both to deliver and maintain in the longer term. Premises should be capable of adaptation for a variety of economic uses and provide opportunities for successful enterprises to expand in situ. Whilst ensuring the creation of an attractive environment in which people will want to do business, energy efficient buildings incorporating durable low maintenance designs and materials will minimize costs for occupiers and ensure that premises do not become quickly dated and deteriorated.

**5.185** The criteria of the Policy are intended to manage the effects of activities both within the site and at the site interface. Proposals will therefore need to pay particular attention to the relationship with neighbouring sites. Proposals should not increase the impact of existing activities upon any neighbouring residential occupiers. Similarly the introduction of residential use as part of a mixed use enabling development should not create conflict or inhibit the operation of existing neighbouring industrial or business use activities.

**5.186** 5.6.18 With regard to the appropriate mix of uses, the Council maintains that town centre uses will be directed in the first instance to locate in town centres, in accordance with other policies, and will therefore not be permitted under this policy. Whilst seeking to promote other forms of economic development on sites around Wealdstone, individual proposals may give rise to site specific impacts that are unacceptable. Consideration will be given to impacts upon residential amenity and character, the functioning of neighbouring economic activities, highway safety, and the adequacy of servicing, parking and inclusive access. The reasoned justification to Policy 37 of the Development Management Policies DPD provides further amplification of these matters.

#### Non-allocated sites

**5.187** Mixed use development of non-allocated industrial and business use land within the Heart of Harrow may be considered for appropriate proposals, where such land or buildings have been appropriately marketed but have remained vacant for period in excess of 24 months, and consideration has been given to wider economic uses for the site. Such uses would include, but are not limited to emergency services infrastructure that are not used by visiting members of the public, such as patrol bases, or employment related skills and training facilities (particularly where there is strong synergy with local business). However emergency services premises with a public counter (such as police stations) and general educational colleges will continue to be directed to

locate within town centres. In addition there must be a demonstrable oversupply of land in the local market of a similar quality and characteristic to the subject land. Generally buildings on such land will be more than 20 years old, and therefore in need of renewal to remain viable.

**5.188** The flexibility of the policy is tempered by the requirement that particular attention is to be given to the provision of a high level of amenity, both pedestrian and visual within the site and at the site interface. The Council remains concerned that the introduction of high value enabling uses also requires a significantly uplift in the amenity of the site. Proposals must therefore be of sufficient size to generate its own level of amenity, independent of the level of surrounding activities. This may mean that owners of adjacent sites are required to co-operate in a joint application in order to achieve sufficient site size to achieve the levels of amenity required to support the mix of use proposed.

**5.189** In addition to the above requirements, proposals for mixed use development on nonallocated industrial and business land will need to comply with the requirements of Policy AAP 15 B, to ensure the outcomes sought for allocated sites is also achieved on non-allocated sites.

### **Policy AAP 16: Supporting the Service Sector in Harrow town centre**

A. Major new office, leisure, hotel and community development on sites within Harrow town centre will be supported where the proposal:

- a. Is consistent with other relevant policies in this Area Action Plan;
- b. Contributes to the delivery of the objectives of the Harrow Core Strategy; and
- c. Is conducive with the residential environment within and surrounding the town centre.

B. Proposals that conflict with the above considerations will be refused.

C. Major mixed-use redevelopment or change of use of offices of 1,000 sqm or more of floorspace within Harrow town centre will be supported where the proposal provides viable, new office floorspace at least equivalent in potential employment yield to the existing office floorspace.

D. Minor proposals for the redevelopment or change of use of offices of less than 1,000 sqm of floorspace within Harrow town centre will be permitted where they comply with criteria A (a) & (b) of Policy 41 of the Development Management Policies DPD: Managing Land Supply: Northolt Road and Town Centre Offices, and contributes to the continued vitality and viability of the Metropolitan centre.

### **Reasoned Justification**

**5.190** It is anticipated that the office and service sector will take on an increasingly important role in the Borough's economy over the plan period. Projections undertaken as part of Harrow's Employment Land Study (2010) highlight the potential growth in retail, hotel, restaurant, business and other service sector employment. The Harrow Core Strategy (2012) provides a clear signal that development associated with these sectors will be sought within Harrow town centre. Policy AAP 13 (below) deals specifically with major comparison goods retail development within the primary shopping area of the centre. Throughout the rest of Harrow town centre, there will be a

clear presumption in favour of major development for office, leisure, hotel and community<sup>22</sup> uses where the proposal is consistent with other policies in this Plan, contributes to the relevant Core Strategy objectives and is conducive with the residential environment within and surrounding the town centre.

#### Other Policies

**5.191** All service sector proposals will need to achieve a high standard of development in accordance with Policy AAP 4 and should contribute to the creation of a new, high quality public realm within the Heart of Harrow in accordance with Policy AAP 7. Adequate servicing arrangements will be required and the approach to general car parking provision should comply with Policy AAP 19. As potentially substantial trip generators and consistent with the approach to car parking provision, proposals will be expected to contribute significantly to the realisation of the Green Travel Plan for the Heart of Harrow, in accordance with Policy AAP 20. Other policies in this Area Action Plan may also be relevant to proposals for major office, leisure, hotel and community development.

#### Core Strategy Objectives

**5.192** The strong support provided by this Policy for major service sector development gives effect to Core Strategy (2012) objectives aimed at strengthening the role of Harrow town centre. However these objectives form a part of a broad suite of objectives underpinning the Strategy's spatial vision, Core Policy CS1 Overarching Policy and Core Policy CS 2 Harrow & Wealdstone. Proposals must be able to demonstrate that the development contributes more widely to the relevant Core Strategy's objectives.

#### Residential Environment

**5.193** Among the Core Strategy's objectives for the Harrow & Wealdstone sub area is the accommodation of 2,800 new homes within the Heart of Harrow. Development within Harrow town centre will make a substantial contribution to the delivery of new homes within the Area. The creation of an environment capable of sustaining residential use, alongside the other activities that will make Harrow town centre a vibrant place to be, is therefore imperative. Parts of the town centre also enjoy a close relationship with existing, neighbouring residential communities and these will also require special attention.

**5.194** Proposals for major new office, leisure, hotel and community development that conflict with these considerations will be refused.

**5.195** In the context of projecting an overall reduction in the floorspace requirement for traditional B Class uses over the plan period, the Harrow Employment Land Study (2010) forecasts a need for a modest net increase<sup>23</sup> in Class B1 office space provision. In the sub-regional context there is little demand from large corporate occupiers for office space in the Borough. Rather, Harrow's office market is localised in nature with demand focusing on smaller scale space and flexibility of terms. These demand characteristics contrast sharply with the local office supply<sup>2</sup> and, consequently, the resulting high levels of vacancy and low rental values continues to discourage investment and renewal.

**5.196** Consistent with London Plan Policies 4.2 and 4.3, the Core Strategy (2012) focuses the renewal and consolidation of the Borough's local office market upon Harrow town centre. The release and, where necessary, partial re-provision of large, redundant office space outside of the

Heart of Harrow is addressed by Policy 36 of the Development Management Policies DPD. Within Harrow town centre, the redevelopment of or change of use of existing buildings which provide more than 1,000 square metres office floorspace will be supported where the proposal enables the re-provision of office floorspace that is better suited to the needs of Harrow's local office market. The quantum of office floorspace to be provided will be determined by the suitability of the site for office use and other objectives for the development of the site. However, as a minimum, an amount of floorspace with an office employment yield equivalent to that of the existing building will normally be sought. Unless there is other evidence to demonstrate a more suitable alternative, the employment yield of existing premises will be assessed by applying a ratio of 1 employee per 20.6 square metres<sup>2</sup>, whilst that of new office floorspace will be assessed by applying a ratio of 1 employee per 13.8 square metres<sup>2</sup>.

**5.197** As in the Borough's other town centres, numerous small offices in old or converted premises – such as those above shops and in peripheral parades – contribute to the range and quality of stock available but are not critical to the delivery of a renewed, consolidated office sector within Harrow town centre. Consequently, proposals for the redevelopment or change of use of premises involving less than 1,000 square metres office floorspace will be permitted subject to consideration of the fitness-for-purpose of the premises and an assessment of the supply and demand for offices, in accordance with criteria A (a) & (b) of Policy 36 of the Development Management Policies DPD.

### **Employment and Economic Development: Signposting to Policies in the Development Management Policies DPD**

**5.198** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### **- Policy 41: Managing Land Supply: Northolt Road and Town Centre Offices**

**5.199** Relevant to minor proposals for the redevelopment or change of use of offices within Harrow town centre, and to any proposals for the redevelopment or change of use of offices within Wealdstone district centre.

#### **- Policy 42: Economic Activities and Development**

**5.200** Relevant to any proposal on industrial and business use land.

#### **- Policy 43: Working at Home**

**5.201** Relevant to any proposal for home working or the development of live-work units.

#### **- Policy 44: Hotel and Tourism Development**

**5.202** Relevant to proposals for new hotel and tourism development, and to guest houses and bed & breakfast accommodation.

#### **- Policy 45: Loss of Public Houses**

**5.203** Relevant to any proposal for the redevelopment or change of use of a public house.

**Town Centres and Neighbourhood Parades**

**Policy AAP 17: Primary Shopping Areas and the Primary Shopping Frontage**

A. Major retail development will be directed to locate on sites allocated for such use in Chapter 6 and on any available and suitable site within the Primary Shopping Area of Harrow town centre as defined on the Policies Map. Proposals not within the Primary Shopping Area of Harrow town centre will be required to demonstrate a sequential approach to site selection in accordance with the following order of preference:

- i. Sites within the secondary shopping frontage of Harrow town centre that falls outside of the Primary Shopping Area;
- ii All other sites within the Harrow town centre boundary;
- iii. Allocated and other sites within the Primary Shopping Area of Wealdstone district centre;
- iv. All other sites within the Wealdstone town centre boundary.

B. In the event that the above sequential order of preference fails to identify a suitable or deliverable site, applicants should continue the search starting with all other sites allocated for retail development in the Borough or any other available site within the Primary Shopping Area of the Borough's other town centers in accordance with Policy 45 of the Development Management Policies DPD: New Town Centre Development.

C. New retail development within the Primary Shopping Area should incorporate a canopy to provide shelter along the shopping frontage. The loss of existing canopies will be resisted.

D. Within the primary shopping frontages, the use of ground floor premises for retail, financial and professional activities, restaurants & cafés and pubs & bars will be permitted provided that:

- a. The length of the primary frontage in non-retail use at street level in the centre (excluding any extant planning permissions) would not exceed 15% within Harrow town centre and 25% within Wealdstone district centre;
- b. The proposal would not result in a concentration of more than three unit frontages in non-retail use;
- c. The use would not create inactive frontage during the day; and
- d. The use would not be detrimental to the amenity of neighbouring occupiers or highway safety.

E. Proposals for other uses within the primary shopping frontages will not be permitted unless it can be demonstrated that the use would be directly related to shopping trips and would support the retail function of the Metropolitan centre.

F. Proposals for temporary use of ground floor premises within the Primary Shopping Area will be supported where:

- a. The vacancy rate within the primary and secondary frontages of the centre is in excess of 10%;

- b. The premises has been vacant and marketed for more than a year; and
- c. The proposed temporary use will not be detrimental to the amenity of neighbouring occupiers or highway safety.

#### Reasoned Justification

**5.204** To maintain the Borough's market share of expenditure in comparison goods retailing, the Harrow Retail Study (2009) recommends that development to provide growth of 38,912m<sup>2</sup> floorspace will be required over the plan period to 2025. Consistent with its Metropolitan centre status in the London Plan town centre hierarchy, Core Policy CS1 L of the Harrow Core Strategy (2012) provides a strong direction for major new retail development to locate within Harrow town centre.

**5.205** The boundaries of Harrow town centre are drawn widely to encompass the range of retail, employment, educational, leisure and other activities present in the centre. Revisions to the boundaries of the town centre are set out in this Area Action Plan to take account of the development of a major new supermarket at Neptune Point and to exclude the major new residential development site at Gayton Road. The National Planning Policy Framework and London Plan Policy 4.7 continue to apply a 'town centre first' principle and set out the requirements to identify a primary shopping area, in addition to primary and secondary shopping frontages. This is contiguous with the town centre's core shopping area and the Council will express a clear preference for major new retail development to locate within the primary shopping area of Harrow town centre. In so doing, such development will provide the strongest possible benefit to the vitality and viability of Harrow town centre as a Metropolitan centre.

**5.206** Reflecting the Council's preference, this Area Action Plan identifies and allocates sites capable of accommodating major retail development within the primary shopping area. The Council is confident that these sites are deliverable within the plan period.

**5.207** However, in the event that major retail development cannot be delivered on the allocated sites or any other windfall site that emerges within the primary shopping area of Harrow town centre, the Council will expect the search for alternative sites to continue to focus upon Harrow town centre in the first instance. Proposals for major retail development not locating within the primary shopping area of Harrow town centre will therefore be required to demonstrate that a sequential approach to site selection has been undertaken. The order of preference for this search is: sites within the primary shopping frontage of Harrow town centre; any other sites within the Harrow town centre boundary; allocated and other sites within the primary shopping area of Wealdstone district centre; and finally sites within the Wealdstone town centre boundary. The above designations and boundaries are defined on the Policies Map.

**5.208** The above order of preference seeks to recognise the higher-order role and function of the Metropolitan town centre in providing the most appropriate location for major retail development and should be afforded the highest priority in the search for suitable sites.

**5.209** In preference to a further sequential stage, exploring of all of the possible development opportunities at the edge of Harrow or Wealdstone town centre's, if all 'in centre' opportunities have been exhausted within the Heart of Harrow then it is appropriate that the search be directed to other sites identified for retail development within the Borough and to available site within the

Primary Shopping Area of the Borough's other town centers. This accords with, and supports, Policy 45 of the Development Management Policies DPD: New Town Centre Development, with the aim to:-

1. direct proposals for major retail development to locate within a centre compatible with the scale of the proposal and the function of the centre;
2. having regard to a) prioritise development to centres identified for regeneration; and
3. having regard to a) and b) manage the phasing and release of allocated sites to ensure that those sites in preferred locations within centres are developed ahead of less central locations.

**5.210** Proposals for non-allocated edge-of-centre and out-of-centre locations will need to demonstrate that all other sequentially preferable options, including site assembly, are inappropriate and, through an impact assessment, that the proposal will not adversely impact on the vitality and viability of existing centres.

**5.211** London Plan Policy 4.9 seeks the provision of small affordable shop units, where appropriate, feasible and viable, as part of the consideration of proposals for large retail development. The addition of a proportion of small affordable shop units for independent retailers has significant potential value to the vitality and viability of Harrow town centre and will be sought as part of any large-scale comparison goods retail development in the centre.

**5.212** As part of the redevelopment of St. Ann's Road in the 1980/90s and on some buildings of Station Road, the incorporation of canopies provides shoppers with valuable shelter from the elements. New retail development should similarly provide canopies where shopping frontage is being created or re-provided into an open street environment or public square. In view of the value that existing canopies provide to shoppers within the primary shopping area, their loss will be resisted.

**5.213** The management of ground floor uses continues to be the most effective means of maintaining the vitality and viability of existing shopping areas within the town centres. Government Policy advises local authorities to set use policies which distinguish between different frontages within centres whilst Harrow's Retail Study (2009) confirms that, as well as the need for new development, it is also necessary to retain existing retail uses within centres. As the objectives of the Heart of Harrow include the strengthening of Harrow town centre's Metropolitan status, and the regeneration of Wealdstone district centre, the primary shopping area of both centres should be safeguarded for a high proportion of retail (Class A1) activity and have a modest allowance for financial and professional services (Class A2), restaurants and cafés (Class A3) and pubs and bars (Class A4). The Council will therefore seek to continue to limit the proportion of non-retail activity to 15% of the primary frontage of Harrow town centre and 25% of the primary frontage of Wealdstone district centre. The Council will also seek to manage the distribution of activities within primary frontage of the centres so as to avoid more than three continuous units of non-retail use. To prevent the accumulation of a pipeline of non-retail uses that could exceed the 15% or 25% ceiling within the primary frontage, the Council will take into account any relevant extant planning permissions. Further detail on the method for applying policies on the change of use of shops is provided at Schedule 2 of the Development Management Policies DPD.

**5.214** Estate agencies, banks, building societies and other Class A2 uses are all a normal part of the streetscene in shopping areas. Together with cafés, restaurants and public houses that are open during the day, these uses contribute to the creation of a lively and varied frontage. By contrast takeaways (unless forming a part of a café or restaurant use) are rarely connected with shopping trips and more frequently trade as evening rather than daytime activity; for these reasons

wholly take away uses will be resisted within the primary shopping frontage of both town centres. All other uses that are permitted by this policy should, by definition, create active daytime frontages. Any proposal that would create inactive daytime frontage within a primary shopping frontage will be resisted.

**5.215** In considering proposals for the use of ground floor premises, the Council will have regard to the need to maintain a viable living environment within the centre and in particular any impact upon the amenities of neighbouring occupiers. Considerations will include but not be limited to hours of use, the impact of any external alterations or equipment (such as air conditioning extraction facilities), audibility of music or other amplified sound, disturbance from any outdoor seating or smoking areas, and the impact of any vehicular activity. Proposals that would be detrimental to the amenity of neighbouring occupiers, or that would lead to conditions prejudicial to highway safety, will be resisted.

**5.216** Uses not falling within the broad definition of A Class uses permitted by this Policy will be resisted, unless it can be demonstrated that the proposal would be directly related to shopping trips, would be of a scale compatible with the centre's hierarchy, and would support the retail function of the centre.

**5.217** The primary shopping area represents about 30% of the total area within both town centres. Whilst preserving a core of retail activity within the primary shopping area, there remain many opportunities for non-retail uses and diversification within secondary frontages and non-designated retail parades throughout the rest of the Heart of Harrow. These are addressed in Policy AAP 18 below.

**5.218** The provision for temporary use of vacant retail units within the Primary Shopping Area seeks to recognise fluctuations in retail unit vacancy rates within town centres and between primary and secondary frontages. The policy seeks to provide an appropriate approach to managing higher vacancy rates than typically experienced across a town centre whilst retaining the long-term integrity of the primary shopping area. High levels of long-term retail unit vacancy (i.e. more than a 10% vacancy rate within both primary and secondary frontages for a period longer than a year), especially within the primary shopping area of a centre, can project a negative or gloomy image and impact on market confidence. In preference to promoting a change of use to non A1 Class Use within the primary frontage, which is likely to be a departure from Part D of the Policy, an appropriate temporary use of such long-term vacant units enables occupation and time for the market, and demand, to recover. Within the primary frontage, the grant of temporary use should be limited to a period of two years, with discretion for a further two year period of extension of permission where vacancy levels across the town centre still remain above 10% at the time of applying for the extension. A longer period of initial temporary use may be considered where applicants can demonstrate that the proposal represents a significant level of investment in terms of remodeling and fit-out of the retail unit.

### **Policy AAP 18: Secondary Frontages, Neighbourhood Parades, and Non-Designated Retail Parades**

A. Proposals for ground floor uses within the secondary frontages of the Harrow town centre and Wealdstone district centre must comply with Policy 48 of the Development Management Policies DPD: Secondary and Designated Shopping Frontages.

B. Proposals for ground floor uses within the non-designated retail parades of Harrow town centre and Wealdstone district centre, and within the Station Road neighbourhood parade, must comply with Policy 49 of the Development Management Policies DPD: Other Town Centre frontages and Neighbourhood Parades

C. Proposals for temporary use of ground floor premises within secondary frontages and neighbourhood parades will be supported where:

- a. The vacancy rate within the secondary frontage or neighbourhood parades is in excess of 30%;
- b. The premises has been vacant and marketed for more than six months; and
- c. The proposed temporary use will not be detrimental to the amenity of neighbouring occupiers or highway safety.

### **Reasoned Justification**

**5.219** Secondary frontages provide opportunities for retailers that may not be viable within the more expensive primary frontages but which nevertheless add to the overall retail capacity and attractiveness of the centre. They also provide suitable locations for the full range of A Class uses, including takeaways, and any other use which is primarily for visiting members of the public, such as launderettes, taxi offices and amusement arcades, that are not appropriate within primary shopping frontages. The Harrow Policies Map identifies areas of secondary shopping frontage within Harrow town centre and Wealdstone district centre. Proposals for ground floor uses within these frontages will be assessed in accordance with Policy 43 of the Development Management Policies DPD.

**5.220** The Station Road neighbourhood parades and the non-designated shopping frontages of Harrow town centre and Wealdstone district centre provide opportunities for genuine diversification to become hubs for local business, services and the community, without undermining the core retail and other principal functions that are protected by the primary and secondary frontages. Potentially positive uses<sup>31</sup> of premises include medical and dental surgeries, veterinary surgeries, showrooms, solicitors' offices and community centres. Proposals for ground floor uses within these frontages will be assessed in accordance with Policy 44 of the Development Management Policies DPD.

**5.221** The approach to high levels of retail vacancies within secondary and neighbourhood parades follows that for primary frontages outlined in AAP Policy 17. However, given the higher portion of non-retail uses already provided for within the secondary frontage, greater flexibility is required in terms of a lower vacancy threshold and shorter periods of unit vacancy and active marketing. It is hoped that this approach will assist in stabilising retail decline in the secondary

frontage and prevent this from adversely impacting upon the vitality of the primary shopping frontage. Temporary permission should be granted for three to five years depending on the level of investment being expended to enable the temporary use.

#### **Town Centres and Neighbourhood Parades: Signposting to Policies in the Development Management Policies DPD**

**5.222** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

##### **- Policy 48: Secondary and Designated Shopping Frontages**

**5.223** Relevant to any proposal for the use of ground floor premises within the secondary shopping frontages of Harrow town centre and Wealdstone district centre.

##### **- Policy 49: Other Town Centre frontages and Neighbourhood Parades**

**5.224** Relevant to any proposal for the use of ground floor premises within the Station Road neighbourhood parade.

##### **- Policy 52: Evening Economy**

**5.225** Relevant to any proposals for uses that operate outside of normal working hours.

## Transport and Waste

#### **Policy AAP 19: Parking and Access within the Heart of Harrow**

A. All major development proposals should prioritise access by sustainable modes, with particular emphasis on the provision of safe and attractive walking routes to nearby facilities and to public transport.

B. Developments in appropriate locations in town centres and within Controlled Parking Zones, and where they are supported by a high level of public transport accessibility, are encouraged to be car-free. Proposals in such areas shall consider the following parking provision criteria to ensure no additional transport stress is placed on the public highway following development:

- a. To limit on-site car parking to spaces designated for disabled people and any operational or servicing needs;
- b. Contribute to the development and implementation of an area wide green travel plan for the Heart of Harrow as proposed by Policy AAP 20; and
- c. Exclude future occupiers of the development from being eligible for on-street parking permits (secured through a planning obligation).

C. The amount of car parking in residential development proposals should not exceed the maximum set out in Table 6.2 of the London Plan (2011), and the Interim Mayor's Housing SPG. The justification for the level of parking should be based on: a Transport Assessment; the Green Travel Plan for the Intensification Area (AAP Policy 20); whether there is a negative impact on overspill car parking on the public highway; and the availability of controlled parking zones.

D. Developments shall provide the minimum level of car parking provision, but consistent with that which is necessary for people with disabilities and servicing, as well as electric charging points, as set out in the London Plan Policy 6.13.

E. The provision of new parking, particularly underground car parks to support retail, leisure and office development commensurate to the size of the development will be supported for general public use in accordance with the Maximum Standards in the London Plan (Table 6.2).

F. Scooter and motorcycle parking, including appropriate provisions to reduce theft and tampering, shall be provided for within all new development;

G. The implementation of car club parking schemes will be supported, and spaces for car club vehicles will be sought on major development proposals;

H. Cycle parking and facilities must be provided in all development to achieve the standards set out in London Plan Table 6.3. This is in addition to any contribution to off site cycle parking to be provided across the Heart of Harrow. Cycle storage facilities must be secure, and designed into the development at the outset.

I. For major trip generating developments in Harrow and Wealdstone town centres where appropriate levels of parking may be difficult to provide, agreements or contributions to use / improve other nearby car parks and associated infrastructure may be acceptable.

J. Proposals that would be detrimental to the free flow of traffic and the safety of highway users will be refused, unless sufficient mitigation or an acceptable case based upon the achievement of significant area wide benefits can be demonstrated.

## Reasoned Justification

**5.226** Major development proposals within the Heart of Harrow offer the opportunity to provide better pedestrian and cycle connections through sites, creating a network of walkways that can provide a viable alternative to the use of the private car, especially to access local amenities. Providing safe and attractive routes that are easy to navigate and connect seamlessly with existing walkways should be prioritized within the overall scheme design. Where sites adjoin the existing cycle network, opportunities to extend the network and/or to create or link to other cycle routes through the site should also be prioritised. The level of car parking provided in new development must take into account the public transport accessibility level, and the Green Travel Plan for the area. This will help ensure that parking does not have a negative impact on the area by contributing to increased congestion. Parking facilities must be designed in accordance with the design guidance for each sub area where specified to ensure they contribute to the objectives for the Heart of Harrow to improve the public realm, and not to detract from the aim to improve public transport.

**5.227** A significant proportion of the trips to and from the AAP area are by foot or by public transport and car ownership is lower in this area than elsewhere in the Borough. The aim of the policy is to keep this trend for increased use of public transport and walking going, and so maximum standards, in line with the London Plan are necessary to help keep car use down. This will also help reduce congestion in this area.

**5.228** The amount of car parking provided should be informed by the preparation of a transport assessment which considers the needs of all transport users including those whose transport choices are more limited, including disabled people, elderly people and larger families. In new development the Council will require good levels of cycle parking and compliance with the Green Travel Plan, in accordance with the policies in the London Plan.

**5.229** Providing parking spaces for car club cars can be achieved by converting from the existing stock of parking spaces or creating specific spaces for this purpose. Alternatively, community parking spaces such as those in supermarkets and public car parks can be used for car clubs. Where new parking is to be provided, spaces should be set aside for the use of Car Clubs, in liaison with operators and the anticipated demand for such facilities.

**5.230** All major planning applications will be required to submit a detailed Transport Assessment to allow the development impact to be comprehensively assessed and adequately mitigated in terms of impact on the public realm. Highway safety and access related to the proposal sites will be a part of this consideration to ensure that the proposal does not prejudice existing safety and access conditions within the existing highway network. Where issues are identified and are demonstrated to be exacerbated by the development, a pre-emptive package of mitigation will be sought and funded by the developer.

**5.231** The Transport Assessment will consider:-

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- That all new road layouts/design within a site including, in access and safety terms, their relationship with the neighbouring highway network will be in accordance with Department for Transport approved best practice guidelines at the time of planning determination. Manual for Streets 1 (MfS 1) 2007 and its companion guide MfS 2 (2010) being the current referral documents.
- That all new road layouts/design within a site also conform to the London Cycle Design Standards.
- Ensuring that adequate highway capacity is in place to cater from additional car movements generated by a proposal.
- Minimising the number of access points into the site to reduce potential additional conflict between traffic and pedestrians on the highway network.
- The potential need for, and purpose of, a secondary access point will be explored through master planning and any planning application and associated transport assessments. Where possible, a new access would be accommodated from the 'lesser' trafficked road to promote safety.

#### **Policy AAP 20: Harrow & Wealdstone Green Travel Plan**

A. All Major development proposals will be required to contribute to the funding of the Green Travel Plan for the Heart of Harrow and to comply with its relevant provisions.

B. Major developments will be expected to produce a site specific travel plan stating how the development will meet the relevant area wide Green Travel Plan provisions.

#### **Reasoned Justification**

**5.232** 5.8.7 The green travel plan is intended to encourage residents and local business to live and operate in a more sustainable way across the whole of the Heart of Harrow. Having an area wide travel plan, containing a range of measures suitable to different types of development will enable a holistic approach to be taken to improving both public transport, and other more sustainable modes of travel such as car pool schemes. This should also make it simpler for developers and businesses, by negating the requirement for individual green travel plans to be drawn up, rather than requiring a simple plan stating how an individual development will contribute to and meet relevant provisions of the area wide plan. The travel plan contains a wide range of measures to help all developments contribute to a shift to sustainable forms of transport, helping achieve the Area Action Plan's objective for improved public transport and an increase in cycling and walking. The contribution of funding will help ensure that through an up to date travel plan, the area also achieves through reduced car use, and increased walking and cycling, the Mayor's aims to improve air quality, and improve Londoners Health and wellbeing.

**5.233** 5.8.8 Residential developments in areas of high PTAL (4-6), are expected to provide low or in some cases nil car parking provision (with the exception of disabled spaces and parking for servicing). This is due to the Council's and Mayor of London's aim to promote more sustainable forms of transport, and developments in areas of such excellent public transport access are therefore expected to help contribute to this modal shift. However, it is accepted that in some cases, residents of these developments may consider parking on public streets in the local area,

and so, where these streets are covered by a Council permit scheme, the developer may be required to enter into a Planning Obligation that will restrict residents from having a residents permit.

### **Policy AAP 21: Harrow Waste Management Site**

A. Harrow's waste management site in Forward Drive is identified as Opportunity site 9 in Chapter 6. The site includes the existing Civic Amenity facility, which is safeguarded for waste management uses, and the adjoining Council Depot site, which is proposed to be allocated for waste management through the emerging West London Waste Plan. Proposals for intensification of existing waste management activity, including any proposal for a new waste treatment facility on the Depot site will be supported where the proposal:

- a. Includes provision to relocate the existing depot functions to an alternative site in the Borough, or alternatively includes provision to consolidate, to the Council's satisfaction, the existing depot functions on the site;
- b. Demonstrates, through accordance with criteria d-i below, that the type of waste treatment facility proposed and its scale (i.e. the quantum of waste to be managed), is appropriate to this site context;
- c. Incorporates the redevelopment of the Civic Amenity facility;
- d. Through the proposed design, siting and layout, adequately addresses proximity issues in respect of the residential properties along the northern site boundary as well as visual intrusion on surrounding areas;
- e. Results in an overall improvement to the existing levels of amenity (noise, odour and dust emissions) experienced by neighbouring uses, especially the residential area to the north of the site, through enclosing any new facility, as well as the existing civic amenity facility;
- f. Includes appropriate measures to mitigate potential adverse impacts on other adjoining or neighbouring uses;
- g. Provides for adequate safeguards against land, water and air contamination;
- h. Demonstrates, to the Council's satisfaction, that traffic generated by the proposed waste management activity on the site will not adversely affect the existing capacity and safety of the local road network; and
- i. Provides for adequate circulation arrangements within the site for all activities.

B. Proposals for alternative use of this site that fails to provide sufficient capacity for waste management facilities or that fails to adequately address the above considerations will be refused.

#### Reasoned Justification

**5.234** The combined Civic Amenity and Depot sites have been identified in the emerging West London Waste Plan (2011) as a suitable location to continue to provide for the Borough's existing and future waste management needs, as part of a network of safeguarded and allocated sites across West London. The process of site identification through the Waste Plan incorporated a comprehensive and high-level consideration of constraints such as transport and amenity, which was the subject of public consultation in February 2011. Following the consultation the site was assessed in terms of its deliverability and was identified as being deliverable based on the fact that it is in the Council's single ownership, has no planning constraints, and includes an existing waste management facility. However, the Deliverability Assessment did raise concerns regarding the required relocation of current depot activities as well as the proximity of residential areas along the northern site boundary.

**5.235** This Policy therefore seeks to address in greater detail the potential site specific impacts of further intensification and development of the site for waste management purposes, recognising that part of the site (the area of the existing Civic Amenity facility) has been safeguarded for waste management, and the remainder of the site has been allocated, and is therefore considered suitable for, waste purposes in principle.

**5.236** The emerging West London Waste Plan is not intended to be technology specific, i.e. it does not prescribe what types of waste treatment facility would be best suited to a specific allocated waste management site. Rather it considers that this is a matter for the waste industry and waste operators to determine, having regard to the types and amount of waste that need to be managed within west London. The Council will therefore require the applicant to demonstrate, having regard to the technology available to treat the proposed waste stream, why the technology proposed is the most suitable, given the context of this site.

**5.237** 5.8.12 Given the Council's Depot functions will still be required over the life of the Plan, any proposal for a waste treatment facility on the site must include the provision to relocate the existing depot functions to an alternative and suitable site in the Borough. However, the Council does not currently own any other industrial sites within Harrow upon which to relocate the depot functions. Therefore, the applicant would need to secure suitable land and buildings to enable relocation. However, if relocation of the depot functions is not possible/feasible, then the Council will entertain a consolidation of the depot functions on the site where this can adequately satisfy the accommodation needs of both activities, and on the understanding that such an approach is likely to significantly reduce the land area available for waste management, and therefore further = influence the type and scale of waste facilities suitable to be provided on this site.

**5.238** The relationship with residential property in Cullington Close is self-evidently the most sensitive aspect of the site. However, there is also likely to be impacts at the interface with other neighbouring uses. Proposals should not prejudice the continuation of legitimate adjoining land uses. Therefore, in addition to the above considerations, proposals for the intensification or development of the site for waste management purposes will be required to undertake all reasonable measures to safeguard the amenity of neighbouring uses. Insofar as possible, and consistent with effective operational requirements, the design and siting of buildings, and the location of outdoor activities, should be determined so as to avoid direct impact and nuisance to residents and occupiers. Where direct impacts and nuisance cannot be avoided solely through careful design, siting and location, then mitigation measures must be provided. These might include acoustic fencing, landscaping or (as a Planning Obligation) the agreement of site management practices. To avoid cumulative impacts, and to address existing amenity impacts on most neighbouring

activities, the Council's preferred solution is that the provision of a new waste facility on the site would incorporate the redevelopment and enclosure of the existing Civic Amenity facility as part of the new facility.

**5.239** In respect of transport, a mini-roundabout has recently been constructed at the junction of Forward Drive with Masons Avenue/Christchurch Avenue (part of the Borough distributor road network). Where an increase in the number of trips to/from the site is likely as a result of a proposal, applicants will be expected to demonstrate as a minimum the potential impacts at this junction and (if necessary) any modifications that would be necessary to mitigate adverse consequences. For larger, more comprehensive intensification or development proposals on the site, a full transport impact assessment will be required to model the implications for the free flow and safety of traffic using the wider highway network.

**5.240** Within the site, design and layout should ensure adequate circulation for refuse and domestic vehicles. Given the constrained configuration of the site, the arrangements employed should ensure that free flow of traffic into and out of the site can be maintained, without detriment to adjoining users in Forward Drive and conditions on the surrounding network. The arrangements within the site should also ensure safety for staff and visitors to the site.

**5.241** The intensification and development of the site will provide the opportunity to introduce contemporary safeguards against the potential for land contamination and air pollution (odour, dust, gases, etc). The Council will expect these opportunity to be fully exploited.

**5.242** Proposals for the intensification or development of waste management activity on the site but which fail to adequately address these considerations will be refused.

## Community Infrastructure

### Community Infrastructure: Signposting to Policies in the Development Management Policies DPD

**5.243** 5.9.1 For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### - Policy 50: New Community and Education Facilities

**5.244** Relevant to any proposals for new community and education facilities.

#### - Policy 51: Retention of Existing Community and Education Facilities

**5.245** Relevant to any proposals involving the loss or redevelopment of community and education facilities.

#### - Policy 52: Enhancing Outdoor Sport

**5.246** Relevant to any proposals for capacity, quality or accessibility enhancements to outdoor sport facilities.

### Telecommunications

#### Telecommunications: Signposting to Policies in the Development Management Policies DPD

**5.247** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### - Policy 60: Telecommunications

**5.248** Relevant to any proposals for telecommunications development.

### Implementation, Resources and Monitoring

#### Policy AAP 22: Supporting Site Assembly within the Heart of Harrow

A. The Council will use compulsory purchase powers to assemble land for development within the Heart of Harrow where:

a. Landowners and developers can demonstrate that they have:

i. viable, deliverable and Area Action Plan compliant scheme; and

ii. made all reasonable attempts to acquire, or secure an option over, the land/building(s) needed, through negotiation;

b. Comprehensive redevelopment of the assembled site is in the public interest; and

c. The development proposed for the assembled site would contribute to the delivery of the Heart of Harrow's objectives.

B. Where compulsory purchase is necessary, applicants will be required to demonstrate how the associated costs impact upon development viability.

### Reasoned Justification

**5.249** 5.11.1 The Planning and Compulsory Purchase Act (2004) provides powers which enable local planning authorities to purchase land compulsorily and associated regulations give effect to the use of these powers. The statutory arrangements for the compulsory purchase are lengthy, and there are provisions for appeal and compensation. Consequently, compulsory purchase is a time consuming and expensive procedure.

**5.250** Compulsory purchase powers exist to support the development of land in the public interest. They are a tool of last resort and will be employed by the Council only when all other reasonable attempts to assemble sites through negotiation and agreement with the owners concerned have been exhausted. This will include cases where the current landowner cannot be traced, for whatever reason.

**5.251** A comprehensive approach to development will often be in the public interest within the Heart of Harrow. Whilst incremental schemes might be more easily delivered, the constraints posed by site boundaries, neighbouring development or uses and below-ground services all have potentially limiting consequences for scale, layout and viability. Across the Heart of Harrow as a whole such consequences could depress the efficient use of land, the proper planning of development (in terms of layout, design, use etc) and the ability of development to support the provision of community infrastructure.

**5.252** Whilst site assembly might in principle be in the public interest, the Council will also need to be satisfied that the development proposed upon the assembled site is an acceptable scheme that contributes to the delivery of the Intensification Area's objectives. These might include the delivery of retail development on the scale required within Harrow town centre, or the provision of development with strategic flood mitigation infrastructure within Wealdstone.

**5.253** The Council will expect all costs incurred in the use of its compulsory purchase powers to be borne by the developer. Prior to the instigation of compulsory purchase procedures, developers will be required to demonstrate the relationship between the costs of compulsory purchase and scheme viability. The Council will wish to be satisfied that viability is sufficiently robust as not to risk jeopardising the delivery of any of the public benefits that form the justification of pursuing compulsory purchase, and that adequate contingencies against unexpected increases in cost are in place. In the event that the Council is not satisfied, co-operation in the use of its powers will be withdrawn.

### **Implementation, Monitoring and Resources: Signposting to Policies in the Development Management Policies DPD**

**5.254** For the avoidance of doubt the following Policies of the Development Management Policies DPD will apply to relevant proposals within the Heart of Harrow:

#### **- Policy 61: Planning Obligations**

**5.255** Relevant to any proposal which fails to make satisfactory provisions through a Planning Obligation for site specific requirements made necessary by the development.

#### **- Policy 62: Enforcement**

**5.256** Relevant to any planning enforcement action taken by the Council within the Heart of Harrow.



# Sub Area and Site Specific Guidance

## Chapter 6

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

## Chapter 6 Sub Area and Site Specific Guidance

### Heart of Harrow sub areas

**6.1** The seven sub areas that make up the Heart of Harrow are described in paragraph 3.6. The following section establishes the contribution each sub area will make towards the delivery of the overall objectives and development strategy we have set out for the Heart of Harrow. It sets out the associated infrastructure in support of the area as a whole as well as transport, infrastructure and public realm enhancements specific to each sub-area that are needed to maintain or create a distinctive sense of place.

**6.2** Within each sub-area, sites with significant opportunities for development and change are proposed for allocation, including key sites that have an extant but unimplemented planning permission. Each site represents brownfield land that is suitable and available for redevelopment over the plan period, including sites key to achieving wider regeneration objectives or necessary to deliver infrastructure improvements. For each site, expectations are set out relating to land use, urban design, infrastructure and delivery. A leading use and supporting uses are specified to direct the nature of the acceptable mix of uses for the site. Where appropriate, these are accompanied by further guidance on options and dependencies, including site assembly and phasing. Indicative target capacity estimates for employment floorspace and residential unit numbers are provided for each sub area based on the Housing Capacity Study (2009), the Employment Land Review (2010) and the Retail Study (2009).

### Sub-area: Wealdstone West

#### Key sites in this sub-area

1 Headstone Manor

2 Kodak

3 Teachers' Centre

4 Colart

Objectives for development of these and other sites that may come forward within this sub-area are set out below



### 6.3 The character of the sub-area

6.4 The Wealdstone West sub area is characterised by its past industrial heritage. The area is dominated by industrial estates, which line both sides of the mail line railway. To the east, these estates are confined to a narrow strip of varying quality small business units and materials yards,

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which then gives way to dense Victorian terraced housing enclosed by further industrial estates to the north (including the former Winsor and Newton (ColArt) site) and Wealdstone town centre to the south. The area to the west of the main line railway is occupied by a large industrial area that extends to and is enclosed by Headstone Drive and Harrow View. This large industrial area is dominated by the main Kodak facility buildings, which has been consolidated to the central portion of the site and is surrounded by vacant cleared land to the south and north. Beyond the main Kodak factory, the sub area extends to include the green spaces of Kodak playing fields (the Zoom Leisure site) and Headstone Manor, which provide a unique contrast to the rest of the sub area and are a relief to a fairly continuous suburban Metroland landscape.

#### **Target Outputs of the Sub Area:**

1,410 jobs

1,135 houses

Industrial decline, low demand and poor connections between key development sites such as Kodak with surrounding street, open space and Wealdstone town centre, present a real challenge for the spatial development of the sub area.

#### **Key sub area Objectives:**

Deliver a significant portion of the employment target set for the Heart of Harrow

Address the existing decline in industrial use in the borough through employment-led development

Support the regeneration of Wealdstone town centre through provision of land uses that complement but do not compete with main town centre uses.

Contribute to meeting the housing target and the requirement to provide a mix of housing within the Heart of Harrow through provision of high quality and contemporary family housing

#### **Urban realm improvements:**

Improvements to pedestrian and cyclist provision under railway line at eastern end of Headstone Drive to ensure good linkages between Wealdstone and future development of the Kodak site

Potential for a future pedestrian and cycle bridge/underpass across the railway line, linking the Kodak site on the western side and in Tudor Road to the east

Amendments to the alignment and traffic management systems along Harrow View to integrate the development planned for either side of this road (Zoom Leisure and Kodak sites) and smooth traffic flows as far as possible

Improve access arrangements to Headstone Manor and Harrow Museum environs; and enhance and improve facilities

Incorporation of high quality open green route through the Kodak site development providing key piece of local public realm and wider connections Creation of new pedestrian linkages between High Road and Whitefriars Avenue through Colart site. New high quality equipped play spaces in association with Colart and Kodak site re-development

### **Green grid projects;**

Green route through Kodak and Zoom sites

Seek to establish a new view point through the provision of public open space on the Kodak site

Enhanced connection to Headstone Manor from

Harrow View and removal of boundary between Zoom Leisure and Headstone recreation ground

Improvements to playing pitches and tennis courts at Headstone Manor Recreation Ground

Establishment of a new green space on Kodak frontage to Headstone Drive Improve public access to existing and new (reconfigured) open space to reduce identified accessibility deficiencies

### **Infrastructure;**

Incorporation of CHP into new Development

New 3 form entry Primary school on Kodak site

Delivery of site suitable for Free school to deliver Secondary school on Teachers Centre site

Expansion of existing health services provision

Cycle route along frontage of Kodak site

(Headstone Drive and Harrow View), plus new pedestrian/cycle crossing to Headstone Drive and new cycle linkage to Harrow metropolitan centre

New Public Art to public viewpoints on strategic sites

New community centre on Kodak site

Improved open green space and recreational spaces

**Site 1: Headstone Manor and environs**



**Key site objectives**

To restore and enhance the Headstone Manor complex to ensure it continues to contribute to the diversity of Harrow’s suburban fabric.

To raise the profile of the Headstone Manor complex as one of Wealdstone’s, Harrow’s and London’s most significant heritage assets through visual and physical access improvements,

Support the development of commercial and cultural opportunities that are sensitive to the Grade I listed Manor’s role as a financially sustainable destination for local and regional tourism.

Promote opportunities for flood attenuation, biodiversity and landscape management alongside physical restoration of the manor house and farm complex.

Improve the outdoor recreation facilities and public access to these

Secure the improved spatial relationship of the area with adjacent existing and future buildings, uses and spaces, including the unification of the open space between Headstone Manor and the adjacent Zoom Leisure site

**Leading land use**

D1 Non Residential Institutions

D2 Assembly and Leisure

**Supporting land use**

None

**Target outputs**

Homes (N/A)

Jobs (N/A)

### **Site description**

Sited within 25.03 ha of open green space featuring 14th Century Manor House (0.48 ha plot), surrounded by a moat, and ancillary buildings converted to museum and education purposes (0.49 ha plot). Site within Harrow Council ownership.

### **Site constraints/ dependencies**

Ancient Monument and Listed status of buildings lends protection and also potential limitation to changes to existing provision

Southern part of the site is functional floodplain (3B) and the site lies within the Headstone Critical Drainage Area (CDA). Local, natural and constructed water courses must be carefully considered with any proposals

Access arrangements currently very poor, giving poor impression and experience of site

Site's neighbouring residential uses must be carefully considered in line with any proposals for the site to avoid unnecessary disturbance to them

Poor quality water entering the Moat

### **Design Considerations**

Enhance and restore the existing historic buildings and spaces, and increase provision for capacity, interpretation and localised access

Headstone Manor needs to be more accessible and visible in relation to Wealdstone Town Centre. To do this, the severance of Harrow View and that of the surrounding landscape needs to be tackled and reshaped to the effect of enhancing access to the Manor. In particular, proposals for the development of the Zoom leisure site offer a significant opportunity to unify the open spaces between the two sites to help improve the proximity of historic and recreational assets to the centre of Wealdstone.

Improve visibility and accessibility of the Manor by creating a new pedestrian and cycle connection as part of any development of the Zoom leisure site. Consideration will need to be made to ensure such proposals do not impact on the security of the facility and its historic collections.

Improve vehicle, cycle and pedestrian arrangements enhancing appearance of streets including along approaches where possible.

Existing mature Poplar trees along eastern edge of site should be considered for retention and integration with changes, where this does not conflict with proposals to enhance visual and physical links to and from the site.

Improve appearance of yard and car breakers uses with improved boundary treatments, footway surfaces, and signage

Consider opportunities to enhance, de-culvert (if required) the ordinary watercourse that runs along the eastern boundary of the site

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### **Site specific Infrastructure**

Improved access arrangements, including street furniture, lighting, interpretation signage,

Improved café, toilet and meeting facilities

Play/street furniture

Allotments, sedimentation ponds and reed beds and pond dipping platform

Green Link / Headstone Link

On-site Wayfinding Signage

### **Delivery**

Lottery Heritage Fund – for the restoration of the Headstone Manor complex

Council Capital and s106

Phasing of delivery will depend on the success of bids

### **Site 2: Kodak and Zoom Leisure**

#### **Key site objectives**

To break the existing trend in industrial decline through employment-led regeneration providing diverse and modern employment space aimed at supporting and growing Harrow's SME, move-on and traditional industrial sectors

Integrate new employment offer with the existing

Waverley Industrial estate

Improved physical connections with Wealdstone town centre

Secure an open space link between Wealdstone town centre and Headstone Manor, including the creation of a physical and visual open space corridor from Harrow View through to the

Headstone Manor complex

Enabling residential development to create high quality mixed use and family housing

Provision for ancillary social and physical infrastructure required to support a new sustainable community

Overall increase in the provision of useable and functional open space across the two sites

Integration with the surrounding street pattern

#### **Leading land use**

B1 Business (enterprise hub), B2 General Industrial, B8 Storage and Distribution

**Supporting land use**

Enabling C3 Residential, C2 Residential Institutions, A1 Retail, A2 Financial and Professional Services, A3 Restaurants and Cafes, A4 Public Houses, A5 Hot Food Takeaways, D1 Non Residential Institutions, D2 Assembly and Leisure, Education, Sui Generis Uses – Student Housing and Energy Centre

**Target outputs**

1,230 jobs

985 homes

**Site description**

The site comprises two distinct areas, separated by Harrow View:

1. The Zoom Leisure facility (8.2 ha), including car parking and open space (playing fields) to the west of Harrow View. This portion of the site adjoins Headstone Manor to the west and residential to the north and south.
2. The Kodak site (15.9ha including the currently operational site extent) currently designated as a Strategic Industrial Location in the London Plan. Approximately 5ha at southern end of the site have been cleared and remediated. The main Kodak site is bounded to the east by the railway line, to the north by a fine grain residential area and to the west and south by busy roads. New residential development and law courts to south eastern and south western corners of site respectively and large scale industrial sheds form industrial estate along eastern edge of site.

**Site constraints/ dependencies**

The need to accommodate the existing Kodak operation on the site

Sufficient and robust evidence to justify both the consolidation of the SIL designation on the site and the reconfiguration of the Zoom Leisure open space across both sites

Potential land contamination issues

The historic setting of Headstone Manor and its status as key local landmark and historic asset

Poor connections and public transport accessibility

**Design considerations**

Development to be in accordance with an agreed overall design strategy for whole site that has regards to design considerations outlined below.

Provide an appropriate character of new buildings set within a larger green background which goes beyond the buildings, to strengthen the distinct character of Wealdstone as a town at the edge of the countryside.

Develop all site phases in a way that considers edges, routes, active frontages, and hard and soft landscape holistically. Tie site into surrounding street patterns by extending existing streets into the Kodak and Zoom sites and retaining their clear, linear geometry and character.

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Provide a generously dimensioned, contiguous, green public route that acts as a primary characteristic for the whole of the Kodak and Zoom site, holds a range of non-residential uses around its edges, and links together Headstone Manor, and Headstone Drive.

The character and appearance of the green route should be consistent with the character of the associated development plots and should be safeguarded from all inappropriate uses, including use for parking. Towards Headstone Manor the character of the green space should be informal.

Locate buildings of special character, height and use around the edges of the green route, with active frontages located to support safe, vibrant social activity. These would complement surrounding patterns of terraced streets; existing and new.

Consider provision of new interpretation and /or community uses designed to relate to Headstone Manor, and to strengthen presence and availability of Headstone Manor from Wealdstone Town Centre.

Gather employment and community uses at the south and east of the site, reinforcing a relationship with Wealdstone Town Centre and exploiting accessibility provided by Harrow and Wealdstone Mainline/Overground/Underground station.

Establish clear connections and continuity to Wealdstone Town Centre

Make a strong road frontage along Headstone Drive.

Avoid compartmentalizing the various uses and characters of the site. They should all be designed together, around a shared series of spaces and streets. Design entire area as a large neighbourhood of varying character and use, rather than a series of distinct neighbourhoods next to each other.

Design landscape as an integrated green and programmed public realm that is part of the overall urban design, rather than discrete landscaped centres or focal points. This design approach will help realise the character of Wealdstone as located at the edge of the countryside.

Need to ensure that existing retail parades on Harrow View and Headstone Drive are able to contribute to/benefit from development on Kodak/Zoom leisure site.

Consideration to be given to the industrial legacy of the site, and whether elements of that industrial past can somehow be reflected or incorporated within a new urban form, character and identity for the site.

Make positive relationship at railway edge taking into account the high levels of visibility from the train.

Traffic management on Harrow View and Headstone Drive to be carefully tuned to respond to site uses and required access arrangements

Consider and allow for provision of a future bridge/underpass providing pedestrian/cycle access across the railway corridor; subject to feasibility and viability

Provision for a new three form primary school ensuring safe pedestrian/pupil access to and from the school across the site and appropriate circulation for school run and pre-post school day activity

Create new vista to Headstone Manor from Harrow View

Locate housing densities and typologies to relate to greater areas of mixed use activity

Ensure that employment uses are phased throughout the development and designed as part of the overall place making.

Create continuity with surrounding environment using a restrained palette of streetscape designs and a coordinated material and furnishings palette

Ensure flexible building design to enable the creation of employment spaces that can accommodate a range of changing business needs

Improve vehicle, cycle and pedestrian arrangements throughout the entire area, and tie into surrounding streets, crossing points and green spaces.

The development should provide for managed use of car parking spaces across the site consistent with the objective of promoting and supporting modal shift across the Heart of Harrow.

Redevelopment on Zoom Leisure site should be considered carefully in terms of visual, spatial and physical relationship with Headstone Manor. In particular, careful scrutiny of building materials for development blocks closest to the Manor complex, and to the landscaping treatment of the open space, will therefore be required to maintain the setting of Headstone Manor.

Existing mature trees should be considered for retention and integration with proposals along Headstone Drive and Harrow View edges

Level changes along Harrow View edge from road to site need to be tackled to gain convenient and accessible connections and access from Kodak to Zoom Leisure site and from Harrow View into the Kodak site.

### **Site specific infrastructure**

Green, spine of open space, including small and pocket parks to serve Wealdstone, running through the site, creating bold green corridor linking Wealdstone to Headstone Manor

New roundabout access to Kodak and Zoom Leisure sites on Harrow View

Junction improvements at Headstone Drive/Harrow View

Improvement to the quality and number of playing pitches Headstone Manor recreation ground and at the Bannisters Sports Grounds

New cycle/pedestrian crossing of Headstone Drive

Appropriately designed, safe crossing to Harrow View to enable continuity in green link across Kodak and the Zoom Leisure sites

Enhanced cycle/pedestrian linkage to Wealdstone and improving the railway underpass

3 form entry primary school

Healthcare uses to serve new homes/employees on the development site.

Integrated bus information infrastructure to support mode shift

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Appropriate telecommunications technology to attract hi end knowledge based industry to the new “enterprise hub”

New CHP to service main building uses on the site in accordance with London Plan policy with potential for connection to a district energy network

Community uses, street furniture, art, lighting, special railwayside signage, wayfinding signage, ensuring these are designed to avoid cluttering the streetscape.

#### **Delivery**

The long likely timescale for redevelopment means that each phase of redevelopment must work in its own terms as well as for future phases.

This means that new development needs to be designed alongside, and in conjunction with, existing buildings, uses and spaces over time.

Delivery of employment floorspace to be tied to phasing of housing.

Delivery of high quality green link to be tied to phasing of housing.

Provision of new primary school needs to be tied to the first phase of housing to ensure both are available to be occupied at the same time

**Site 3: Teachers Centre**



**Key site objectives**

To integrate and make provision for a new secondary school on the site with appropriate frontage to Tudor Road

Reconfiguration of open space to provide a multifunctional asset for use by the new secondary school, the Whitefriars Community schools, and the wider community

**Leading land use**

Education – 6 form entry secondary school

Existing industrial uses

Building construction yard

**Supporting land use**

Open space and Recreation

**Target outputs**

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50 jobs

#### **Site description**

The current Teachers Centre site is 2.22 ha and includes Council education/training facility, Whitefriars Community School, open space and school playing field

The Opportunity Site boundary extends to include surrounding sites currently in industrial use, including the builder's yard on Cecil Road, and the Whitefriars Industrial Estate and Aerospace House on Tudor Road.

The total site area is 4.04 ha

#### **Site constraints/dependencies**

Existing modest street presence on Tudor Road otherwise land-locked by residential and industrial uses

Development of the site is likely to require construction on the existing open space prior to release of new open space following demolition of existing buildings

Reprovision of the current shared hall and gym, if these are not to be retained, having regard to the need for shared use of such facilities between the schools

Part of site designated as Open Space in Harrow UDP

#### **Design considerations**

Traffic congestion on local road network including the cumulative impact of existing schools in close proximity to the site and the need for wider solutions to be considered

Whether opportunities for enhanced design, access arrangements, layout of shared facilities, and reconfigured open space/playing field's warrants consideration to acquisition of some or all of the neighbouring industrial land

Need to secure provision for extended use by the community of school buildings outside school hours .

Need to accommodate shared facilities between the Whitefriars Community School and the new secondary school, including gymnasium, hall, playing fields, maintenance facilities, energy centre etc.

Need to address relationship with industrial units at Whitefriars Industrial Estate should these not be incorporated into the final development envelope

Use open space/playing fields to integrate neighbouring space to surrounding residential and industrial uses to minimise/avoid negative impacts of uses on each other

Provide pedestrian link across the site between Tudor Road and Whitefriars Avenue

New development should make provision for a good relationship with a future bridge/underpass providing pedestrian/cycle access across the railway line if deliverable

**Site specific Infrastructure**

Provision of new secondary school

On-site energy centre with scope to connect to wider district heating system

Car parking management measures to support mode shift and address concerns regarding car use at peak times

Accessible by bicycle and on foot from Whitefriars Avenue, Athelstone Road and Tudor Road.

**Delivery**

Council to work with community and education partners to support and bring forward a proposals for the site. Delivery is expected to be by way of Free School programme

**Site 4: ColArt**



**Key site objectives**

To create a distinct new mixed use development based around a refurbished Winsor and Newton office building and replace former industrial use with studio, enterprise and office use alongside contemporary, highly sustainable new homes arranged in a re-interpretation of metropolitan terraces

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To make provision to enable an extension of the Salvatorian College, subject to evidence of need and ability to purchase the land

#### **Leading land use**

B1 Business

B2 General Industrial

Creative industries

Education

#### **Supporting land use**

Enabling C3 Residential, D2 Assembly and Leisure, A3 Café and Restaurant

#### **Target outputs**

130 jobs

150 homes

#### **Site description**

2.4 ha, vacant, former manufacturing site. Occupies a largely land locked location bounded by residential uses to the west, south and east and Salvatorian College to the north. The site has a limited street frontage to Whitefriars Avenue and High Road, Harrow Weald.

#### **Site constraints/ dependencies**

Limited street frontages to the site at Whitefriars Avenue and Wealdstone High Street, with Orion House located to the south of the main entrance, and in separate private ownership, limiting opportunities to create a meaningful frontage to the High Street

Attractive Winsor and Newton building in Whitefriars Avenue

Site is part of industrial land bank for Harrow.

Close proximity to residential dwellings on Bruce Road and Ladysmith Road limits future suitability for general industrial use

'L' shaped site has access from Whitefriars Ave and High Road

Proximity to Salvatorian School limits range of uses on northern end of site

Portion of site fronting Wealdstone High Road is subject to flooding

#### **Design considerations**

Retain and re-use the Winsor and Newton office building and open up frontage to street to support/reinforce a strong local identity to Whitefriars Avenue

Cluster community uses and key public spaces in and around the Winsor and Newton building, including those adjacent to the site ownership boundary.

Consider retention of existing industrial units behind the existing Winsor and Newton building to provide for additional creative industries floorspace to meet jobs target or demand for such space.

Consider retention and conversion of existing industrial units on the northern portion of the site to provide for community uses (if not required for expansion of the College) to meet the jobs target

Provide highly visible frontage at High Road

Provide unfussy mixed use urban block to complement historic industrial character with active frontage in the north east corner of the site to address the High Road

Locate buildings to allow good sight lines and permeability across the site

Encourage pedestrian and cycle routes across the site tying it closely into the High Road via Bruce Road and Ladysmith Road

Provide an associated public realm and landscape treatment that supports the suburban terraced character of the associated buildings, and that offers generous opportunity for access and amenity. In particular, the landscape treatment and public realm measures should be closely engaged with the surrounding areas, and at all edges

Provide good pedestrian and cycle linkage across Whitefriars Avenue to achieve strong physical connection with Teachers' Centre site to the west

The layout of new housing should provide a contemporary sub-urban Metro-land character that can help redefine Wealdstone

Provide shared green spaces that highlight the wider spatial, green character of Wealdstone

### **Site specific Infrastructure**

Provision to enable expansion of Salvatorian College, subject to evidence of need

Conversion of existing industrial units to provide for new employment or community floorspace, enabled by new housing development

New studio/artist/incubation/creative industry space in Winsor and Newton Building, enabled by new housing development

New pedestrian/cycle connection between Whitefriars Avenue and High Road

On site play space

Connection to district CHP or on-site provision

### **Delivery**

Delivery of employment and/or community floorspace to be tied to phasing of housing.

### **Sub-area: Wealdstone Central**

#### **Key sites in this sub-area**

5 Wealdstone infills

6 Palmerston Road/George Gange Way

Objectives for development of these and other sites that may come forward within this sub-area are set out overleaf.



**The character of the sub-area**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

**6.5** Today the centre of Wealdstone forms a crossroads for the wider area; a local centre where Headstone Drive runs east-west across the High Street. Including local shops, restaurants and community uses such as the Wealdstone Centre and Holy Trinity Church, as well as Harrow and Wealdstone station, this popular but under performing local area is an important link between the large development opportunities in the west of Wealdstone and existing amenities to the east.

**6.6** Where Station Road turns into the raised George Gange Way and Palmerston Road, severance is created. Harrow and Wealdstone Station located to the south of the centre marks a further divide of the area caused by the railway corridor.

**6.7** In the High Street there is a decent streetscape and a building frontage which requires careful restoration and redevelopment. At the raised flyover, the buildings are less present, requiring a different urban response for change and intensification.

#### **The sub-area's contribution to delivering the Heart of Harrow**

**6.8** It is essential that new development in this area transcends site constraints and delivers improved presence, urban design and accessibility. Acting as a strong complement to Harrow's Metropolitan character, the low key and local nature of Wealdstone Central should be safe-guarded and improvements to pedestrian movement routes prioritised.

**6.9** The opportunity here is to consolidate and strengthen the role of the High Street, and to make new links to Headstone Drive eastwards and westwards. The centre needs to extend its influence westwards to reach beneath the railway underpass to access new employment opportunities, and eastwards towards the range of new housing, enhanced community facilities and parkland at the leisure centre.

**6.10** The High Street itself must become improved in its local offer, distinctiveness, mix of uses and sense of security whilst becoming better connected for pedestrians and cyclists to Wealdstone station.

#### **Target Outputs of the Sub Area:**

196 houses

192 jobs

#### **Key sub area Objectives:**

Manage and reduce flood risk

Improvements to public space south of Holy Trinity Church, enhancing the setting of the church, and highlighting/ encouraging east west linkages through Wealdstone

Improvements to public realm at Harrow and Wealdstone station to safely connect pedestrian and cyclists to the High Street and enhance arrival experience

Reconfiguration of roadspace (including potential removal of roundabout) to west of town centre and either side of railway underpass on Headstone Drive to improve pedestrian and cyclist provision and connectivity to Kodak site

Tackling the underpass itself, to improve environment, access and quality

Provision of legible London and route waymarking from High Street to Leisure Centre and Headstone Manor (via Kodak) including targeted improvements to crossing facilities

New waymarked cycle route between Headstone Manor and Leisure Centre crossing High street

Addressing existing advertising hoardings at Harrow and Wealdstone Station which obstruct/restrict views into the town centre High Street from Platforms

Green grid projects;

Refresh of Highway verge along Ellen Webb Drive to address “backs” to High Street

Infrastructure;

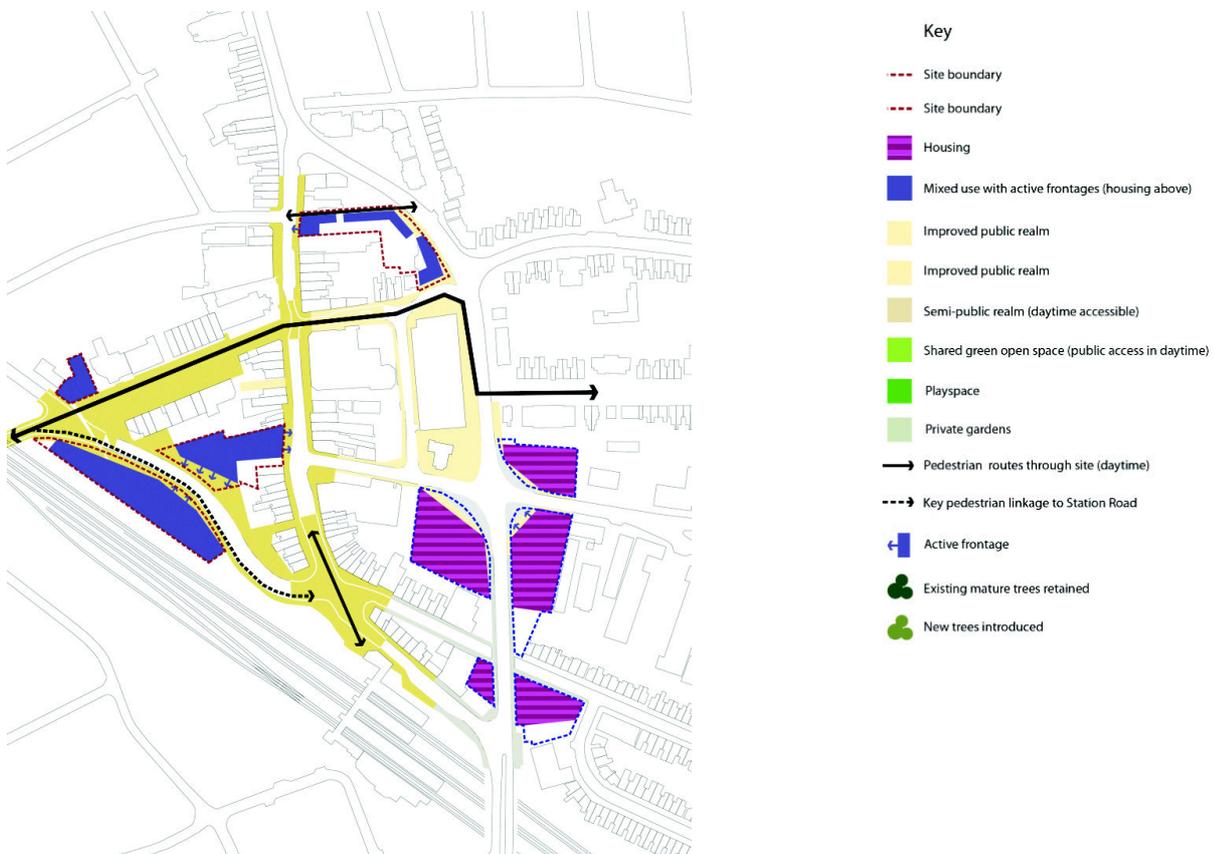
Incorporation of CHP into all major new development

New CCTV facilities for town centre

Town centre management

Flood mitigation measures and SUDS

**Site 5: Wealdstone infills**



**Key site objectives**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

Improve the image and urban shape of the area by providing new development at a series of infill sites that support the creation of new jobs and homes in the heart of Wealdstone which complement and expand the area's role as a gateway to the metropolitan heartland of London and a crossroads of the Heart of Harrow.

#### **Leading land use**

A1 – A4 Retail, C3 Residential, C1 Hotel

#### **Supporting land use**

B1 Office, education and training, Community

#### **Target outputs**

100 homes

95 jobs

#### **Site description**

Collection of small sites;

Part of car park alongside Harrow and Wealdstone station on Ellen Webb Drive

Derelict pub building on the west side of the High Street including rear of site extending as far as Ellen Webb Drive

Under used business use and vacant land on junction of Canning Road and George Gange Way

Derelict pub to north of High Street including front car parking area and rear of site extending as far as George Gange Way

#### **Site constraints/ dependencies**

Potential flood risk from Wealdstone Brook (most of the High Street is flood risk 3, extending to the rear of sites west of the High Street - flood risk assessment required to support development)

Tight town centre sites with some limitation on access arrangements and often close proximity to existing housing, which will impact upon scale and character of acceptable development proposals

Negotiations with station car park operator required to release land to alternative use, or reconfiguration of existing car parking to incorporate new ground floor use such as café or local retail uses.

Limited parking and access presents viability issues for early schemes.

Servicing of sites from secondary roads needs to be considered in context of traffic management requirements

Spatial arrangement of new buildings and their scale needs to reflect “high street zone” within town centre.

Non residential use of ground floor required to ensure active frontages. Existing employment/commercial sites must provide for new employment/commercial/tourism floorspace within any mixed use redevelopment.

### **Design considerations**

Improve image of Wealdstone town centre through selective redevelopment of underused gap and corner sites. Do this to turn the negative impression of the place into a specially shaped area of positive distinct local identity.

Improve the southern end of Wealdstone High Street by redeveloping derelict pub building as a positive High Street contributor. Consolidate retail offer to Wealdstone town centre and support new non retail, ground floor activity (Use classes A2, A3, A4, D1) in secondary frontages on town centre edges

Take into account social spaces, and community, festival, play and art projects that could benefit the vitality of the areas surrounding these sites. Open sites should be encouraged to be revitalised with 'meanwhile' uses in advance of development

Make sure that the Headstone Drive railway underpass is improved as a priority, in terms of pedestrian and cycle access, lighting, art, and other environmental improvements.

New development to contribute to improvement of public realm quality and legibility of streetscape and pedestrian and cycle route network through S106/CIL contributions.

Development must be resistant and resilient to flooding and opportunities sought to introduce SUDS and other flood mitigation measured on all new development

### **Site specific Infrastructure**

Sustainable Urban drainage and other flood mitigations measures required on all sites as part of on-site flood risk management in line with recommendations of the SFRA

Off-site contributions to strategic flood risk management benefiting the town centre as a whole.

Transport enhancements to smooth flow and improve air quality along High Street/ George Gange Way/Station Road

New signage for cycle/pedestrian connections to Headstone Manor and Leisure Centre, ensuring these are designed to avoid cluttering the streetscape

New public realm and street lighting at Harrow & Wealdstone station northern entrance

New lighting to Ellen Webb Drive railway bridge

Segregated Pedestrian/Cycle route under railway bridge between Kodak site and Harrow & Wealdstone Station; subject to detailed feasibility/design

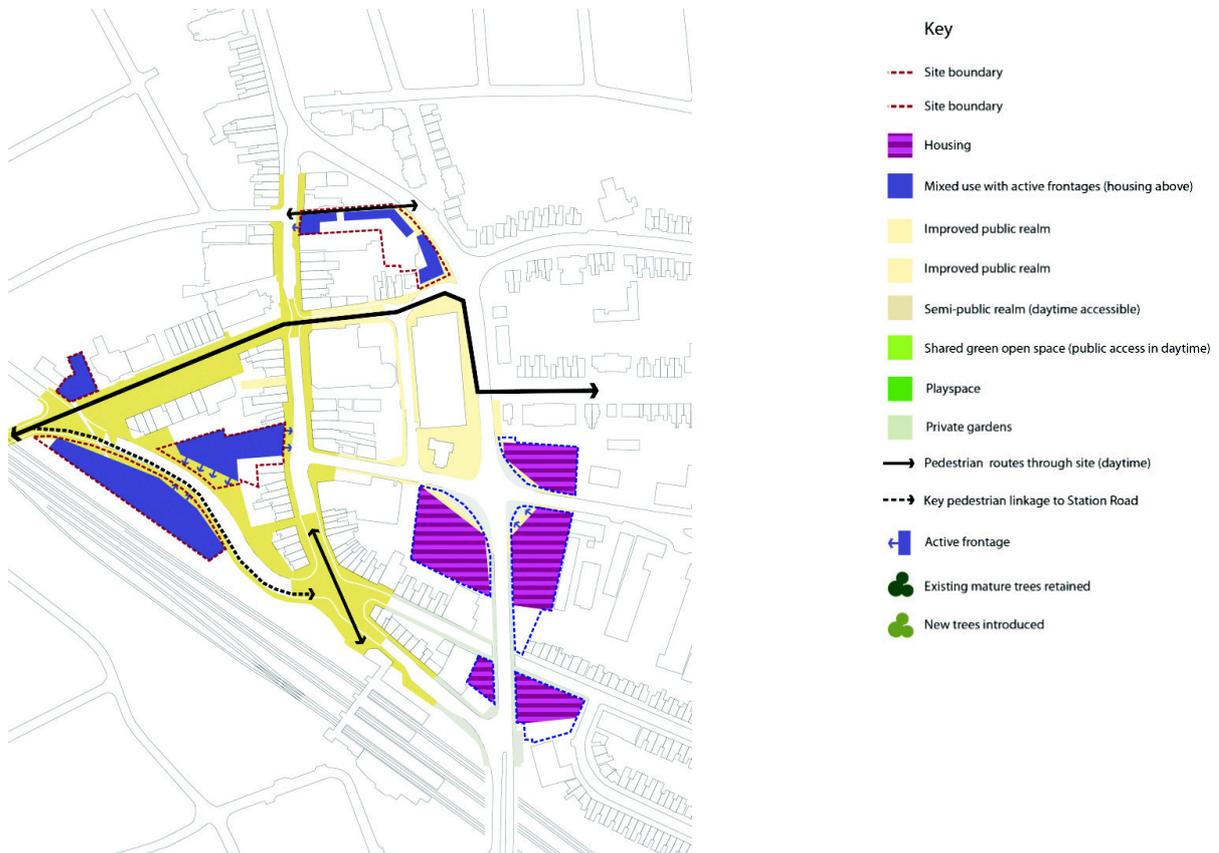
Reconfigured junction and crossing arrangements on Ellen Webb Drive

New public realm, including infrastructure to support local events (Water and Power) to Holy Trinity Square

### Delivery

Council to engage landowners and local agents in the active marketing of these sites

### Site 6: Palmerston Road/George Gange Way



### Key site objectives

Strengthen the spatial definition of this part of Wealdstone

Improve impression of Wealdstone for drivers along George Gange Way

Achieve this via the introduction of a cluster/family of buildings

### Leading land use

B1 Office, B2 Industrial, C3 Residential

### Supporting land use

Commercial, training/education student accommodation

### Target outputs

96 homes

97 jobs

### **Site description**

Multiple sites around Palmerston Road roundabout and bridge over Masons Avenue;

3 sites on north eastern, south eastern and south western corners of roundabout

2 sites, east and west of bridge, on corners of George Gange Way and Mason's Avenue.

### **Site constraints/dependencies**

Sites on the eastern side of George Gange Way and under the overpass currently allocated as local industrial and business use areas

All sites constrained by roads at edges. Mason's Avenue sites constrained by adjacent bridge structure and vehicular traffic using it.

Successful redevelopment of sites may require site assembly

Potential flood risk from culverted Wealdstone Brook which runs along George Gange Way – flood risk assessment required to support development and development will be required to be set back from the culvert by a minimum 5 metres to ensure the structural integrity of the culvert and future repair/upgrade works can be achieved

### **Design considerations**

Sites to complement one another in terms of scale and “enclosure” of this junction to improve orientation and provide a good point of transition into Wealdstone or south into Station Road.

Establish a visible collection of prominent high quality gateway buildings to Wealdstone that improve identity for this area

Maximum six storeys for main blocks – additional storeys requiring special justification based upon additional outcomes or architectural/ design considerations

Active, non residential uses to all ground floors – reflecting noise and air quality challenges

Locate taller buildings to relate to level changes at the Bridge

Redesign road junction and roundabout arrangements/removal to improve the shape and function of the public realm for the benefit of pedestrians and cyclists. Do this by avoiding designing boundaries to follow carriageway geometry, and focussing on providing positive and generous landscape and public realm interface at ground level, with flat straight facades and backs of footway. Consider removing the roundabout, or

remodelling this junction in other ways to substantially improve pedestrian and cyclist environment.

Development must be resistant and resilient to flooding and opportunities sought to introduce SUDS and other mitigation measures will be sought

### **Site specific infrastructure**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

De-clutter George Gange Way to remove railings

New cycle crossing facilities

Flood mitigation incorporated into all new development in line with recommendations of the SFRA

Off-site contributions to strategic flood risk management benefiting the town centre as a whole.

Public realm enhancement and new planting

No kerbside servicing on George Gange Way

#### **Delivery**

Council to engage landowners and local agents in the active marketing of these sites

#### **Sub-area: Wealdstone East**

##### **Key sites in this sub-area**

7 Harrow Leisure Centre

8 CA and Civic Amenity and Council Depot

Objectives for development of these and other sites that may come forward within this sub-area are set out overleaf.



**The character of the sub-area**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

**6.11** This area hosts the borough's leisure centre, Byron Park and a significant proportion of the borough's industrial land and uses as well as large residential areas. The western edge, along George Gange Way offers elevated views and is where Wealdstone becomes most visible to the thousands of drivers passing through every day.

#### **The sub-area's contribution to delivering the Heart of Harrow**

**6.12** This area forms an important role for Wealdstone in terms of employment, recreational, leisure and residential areas. The area is experienced as distant from the centre, but is a key constituent of the future spatial strategy for the wider area. In considering a new east-west spatial extent for Wealdstone, Wealdstone East will form a special eastern 'counterweight' to the western Kodak and Headstone Manor areas. When all uses are linked up then a vibrant local centre will become available to all users.

#### **Strategic Objectives:**

180 houses

125 jobs

New/refurbished Leisure centre complex

New/refurbished fit for purpose community hall (Byron Hall)

Urban realm improvements (including OLF related):

Improvements, including greening, to existing east west routes linking Harrow Leisure Centre to Wealdstone

Improvements including boundary treatments and signage where possible along railway edge to improve impression of area as seen from the train

Enhanced access to Belmont Trail and accessibility improvements Byron Park improvements, including new café

Retention and refurbishment of Skateboard Park

New Play equipment in Byron Park

Street trees in Peel Road

Infrastructure:

Flood mitigation in accordance with FRA

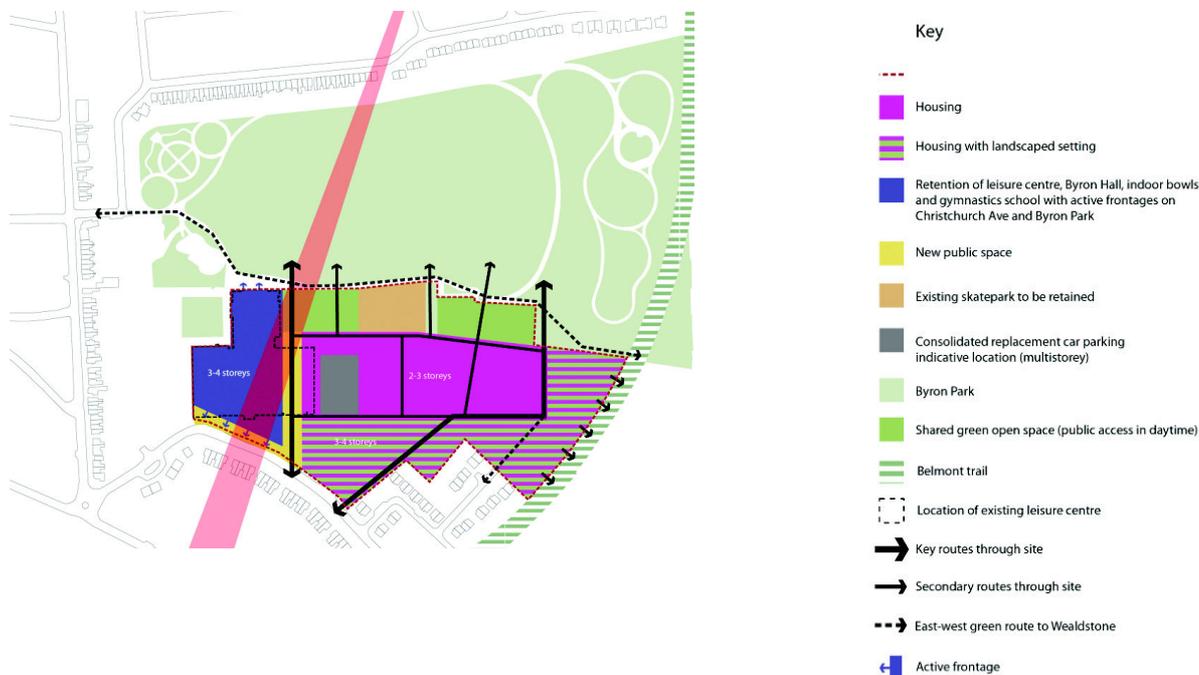
New cycle route connecting pedestrians/cyclists to leisure centre

Play facilities, associated lighting, street furniture and signage designed to ensure these do not result in a cluttering of the streetscape

Provision of a new waste treatment facility, incorporating and enclosing the Civic Amenity facility

To make efficient use of the Council Depot site to accommodate Council facilities and operational needs

**Site 7: Harrow Leisure Centre**



**Key site objectives**

Reprovision/refurbishment of leisure and recreation uses within modern facilities well integrated into local context

Achievement of strong spatial and use relationship between leisure centre uses/users and Byron Recreation Ground to the north

Incorporate housing provision onto site to generate funds for redevelopment

**Leading land use**

Reprovision/refurbishment of recreational uses and community facilities

**Supporting land use**

C3 Residential (houses and flats) and car parking

**Target outputs**

180 homes

25 jobs

**Site description**

4.98 Ha Council owned facilities.

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

Existing leisure centre and car park, gymnastics centre, indoor bowl, skate park and derelict former Driving Centre. The Bridge day centre adjoins the site entrance at Christchurch Avenue. Byron Park open green space lies directly to the north. The

Belmont Trail forms the south east boundary and suburban residential is located to the south across Christchurch Avenue.

#### **Site constraints/ dependencies**

Desire for continuity of provision of recreation services is a critical point to address.

Relationship of successful full function leisure use with new, noise sensitive residential uses needs to be considered

Limited access to the site from Christchurch Avenue

Safe cycle/pedestrian access across new development areas to be created to encourage access/promotion of Belmont trail/Harrow Green Grid

Sufficient car parking reprovision (likely to require multi storey) to be made within new development to serve the Leisure Centre

Potential to open up new view (LVMF compliant view) in conjunction with site development options

New development needs to engage with park edge more openly

Bowls club building and gym in long leasehold from Council and are important and well used community assets

Retention of skate park

#### **Design considerations**

Create a highly visible destination and community resource based around park and leisure centre; a partner to Headstone Manor at the west

Consolidate/refurbish/replace leisure centre facility and adjacent open space and position as primary leisure/sport destination in AAP area

Provide new range of housing types on vacant driving test centre and car park area to provide successful relationships between existing homes and new/improved sport/ leisure offer and the open space asset.

Design of new housing to relate to terraced streets urban grain and scale, and incorporate new street planting that delivers part of the new exemplar 21st century 'metroland' aspiration.

Investment in Byron Park to improve variety of recreational activities at edge of site and at green space

#### **Site specific infrastructure**

Make explicit, legible, and convenient connections between Leisure centre/Byron Park and the wider Green Grid network for pedestrians and cyclists

Improved connection to green space from Christchurch Avenue

New/enhanced leisure centre facilities

Secure cycle parking and cycle link to Wealdstone improved

Soft and hard landscape improvements, street furniture and signage, ensuring the latter is designed so as not to result in cluttering of the streetscape

Road crossing improvements on Christchurch Avenue to connect the Leisure Centre and Belmont Trail to Elmgrove School and Kenmore Rec.

New Park side café to promote greater use of Byron Park

Flood risk mitigation as per SFRA

New energy infrastructure for Leisure Centre aimed at reducing carbon emissions

SUDS for new housing developments/leisure centre

Enhanced pedestrian/cycle links to Wealdstone town centre/Harrow & Wealdstone station

Improvements/replacement for Byron Hall capable of supporting a range of large scale community events

Improved/enhanced car parking facilities for Leisure Centre/Byron Park

### **Delivery**

Council to market the site and engage delivery partners in the provision of new/ enhanced Leisure Centre facilities

Cost of reprovision/refurbishment to be met through borough-wide CIL

Commencement of new/enhanced leisure centre facilities and residential development not necessarily phased in tandem, however, commencement of residential development to trigger leisure centre improvements as corporate priority for delivery.

New car parking provision serving the site to be tied to phasing of residential development on the car park

#### Site 08: CA and Civic Amenity and Council Depot



#### Key site objectives

Improvement and intensification of the site's waste function and enclosure of the Civic Amenity facility to reflect new treatment directives

Consolidation and intensification of existing depot uses to make efficient use of space

Use redevelopment to improve the amenities of residents in Cullington Close

Improvement to site edges to improve impression of site from adjacent railway line

#### Leading land use

B2 Industrial Refuse, recycling and public sector related employment

B8 Storage and Distribution

#### Supporting land use

None

#### Target outputs

100 jobs

#### Site description

2.73 Ha of council owned waste recycling facilities and depot

#### Site constraints/ dependencies

Limited access from main road network

Existing depot functions need to be relocated or else retain and consolidated on site, limiting area for future waste facility use

Close proximity of neighbouring residential uses to the north

### **Design considerations**

New waste facility to incorporate the existing Civic Amenity facility and take this under cover

Improve image from railway lines and from surrounding residential neighbourhoods using lighting, boundary treatments, and soft and hard landscape treatments

Site specific infrastructure

Art, lighting, landscaping

Provision for energy centre and connection to wider district energy network

### **Delivery**

Council to work with the West London Waste Authority over requirements for a waste treatment facility on this site

Discuss proposals with existing tenants to understand future accommodation needs and whether these can be met on-site or at an alternative location within the borough

## **Sub-area: Station Road**

### **Key sites in this sub-area**

9 Civic Centre

10 Station Road opportunity area

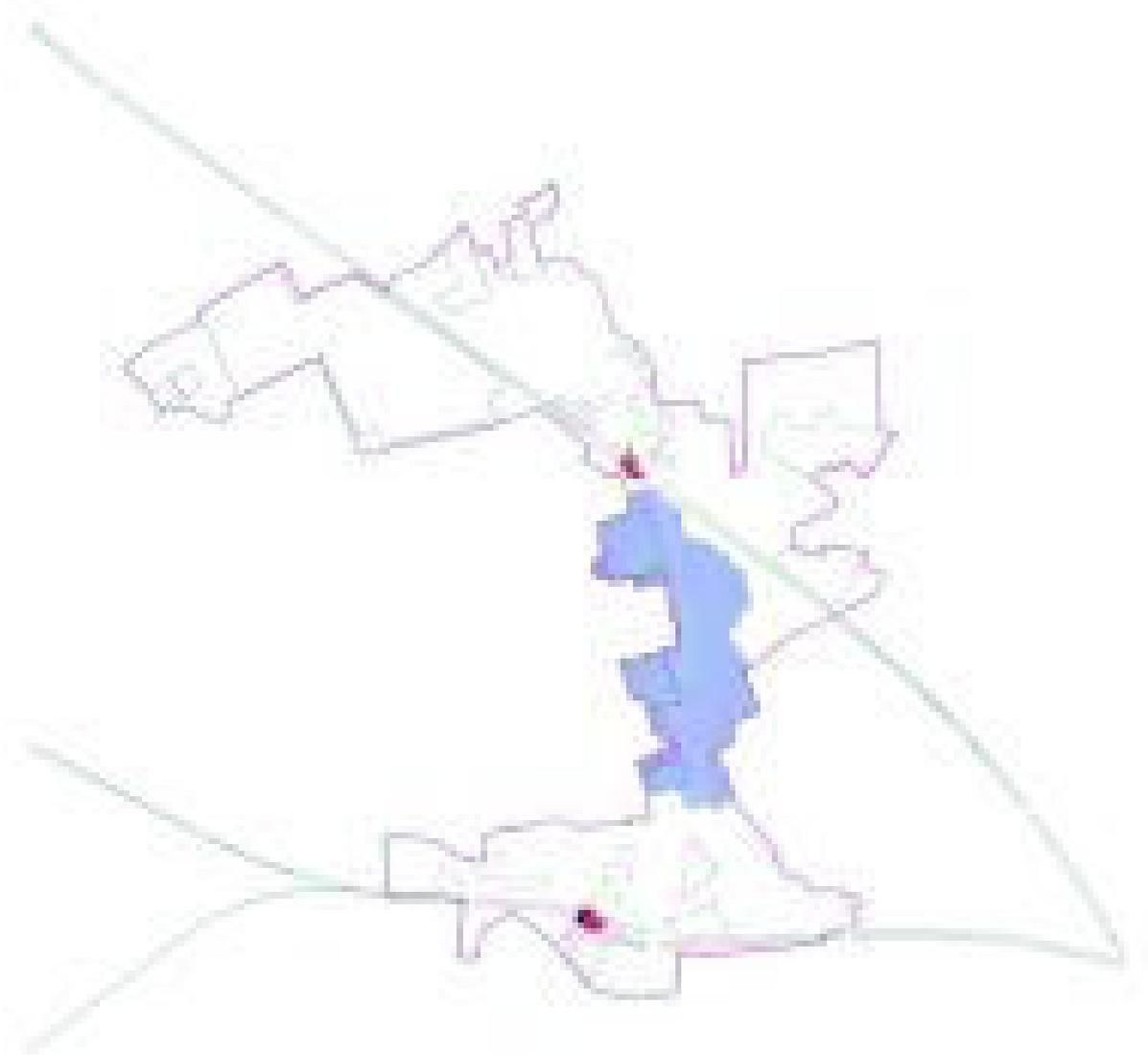
11 Tesco

12 Greenhill Way North\*

13 Greenhill Way Car Park

\* Denotes schemes with outstanding planning permission for redevelopment

Objectives for development of these and other sites that may come forward within this sub-area are set out below.



#### The character of the sub-area

**6.13** The character of the area is dominated by the transport function, with Station Road being both a key transport route through the borough, as well as the primary pedestrian and bus corridor between the two town centre's and Harrow's two main transport hubs. Junctions along its length

create congestion and physical barriers to pedestrian flow and movement. The width of the road space varies along its length, as does the quality of the public realm, leading to a weak street character. Cycling is not enjoyable and very limited provision is made for cyclists in the corridor.

**6.14** There are a number of key civic and community uses located along Station Road, including the Council's Civic Centre, the Job Centre, the former Magistrates Court, the Harrow Central Mosque, and the Safari Cinema. In respect of other land uses, the western side of the road is dominated by a fairly continuous strip of small independent and specialist retail units, including a significant number of restaurants, at the ground level with wide footpaths in places and typically two to three storey residential use above. The eastern side of the road comprises a mix of office, community and residential buildings, with limited ground floor retail use. Most of the buildings are set back from the road by paved forecourts. Beyond Station Road, on either side of the corridor, the character quickly becomes metroland suburban housing.

### **The sub-area's contribution to delivering the Heart of Harrow**

**6.15** Whilst the road is congested, in fact it is one of the area's stronger assets, set alongside a string of local 'High Street' businesses (remarkably without chain stores) which provide a High Street use. Station Road will continue to function as a key transport link between Wealdstone and Harrow but with strategic interventions taken to soften the relationship between the road carriageway and the public and built realms and to reset the balance in favour of enhancing the pedestrian & cycling environment over the existing traffic dominated environment. This is to be achieved through promoting new High Street uses to establish on both sides of the road and by significantly enhancing the built form and urban realm. In particular, a consistent and continuous building line will be sought on the western side of the road through new development and shop front extensions. On the eastern side of the road proposals for mixed use redevelopment providing an active ground frontage will be supported, alongside improvements to existing forecourts to introduce planting and greenery. Station Road's role as a link between Wealdstone and Harrow will be supported with improved cycle and pedestrian access along its length.

**6.16** New community and retail development will provide 340 new jobs, while new residential development in the form of a range of medium density (3-6 storey) schemes will contribute 430 new homes.

**6.17** At certain intervals the Plan will promote the retention, refurbishment or redevelopment of the string of social and cultural landmarks, asserting the local identity and visual diversity of the place. This will work at all scales, from big to small buildings, including the Mosque and a refurbished Safari Cinema as a special highlight. This approach will provide landmarks of visual and built diversity, promoting Station Road as a spine of community uses with a unique local identity.

**6.18** The transformation of Station Road will be supported by public realm enhancements, including a more uniform, and where possible more generous, footpath width. Improvements will include removal of street furniture clutter and barriers, and the replacement of existing large inset parking bays with new on-street parking. These works will complement the delivery of the Harrow Green Grid through tree planting along the road's length, with new green fingers extending down Hindes and Elmgrove Roads that, with appropriate signage, will signal access to the main green open spaces serving this sub area.

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

**6.19** With regard to traffic movement along the corridor, improvements will be prioritised at the junctions of Station Road and Hindes Road, and of Station Road and Greenhill Way. These will include signalling changes to help smooth the flow of traffic, provision of bus priority measures, improved cycle facilities and more direct and generous pedestrian crossings.

#### **Target Outputs of the Sub Area:**

389 houses

378 jobs

Creation of new public space to serve the Civic Centre site development and enable activity from the Mosque to spill out into this area in preference to congregating at the corner of Rosslyn Crescent.

Upgrades to shop-fronts along Station Road, especially the northern area where residential buildings have been converted to other uses and impression of area has become increasingly confusing and haphazard

Adjustments to kerblines and junctions where possible to smooth traffic flow and ease congestion

Creation of high quality public spaces at specific locations (around existing and proposed 'special character' buildings) to improve setting of these existing buildings, and create coordinated series of spaces along the road's length. These improvements will also enhance access to surrounding areas and help users to orientate themselves and experience the place

Retain and enhance recognized desire lines to Harrow and Wealdstone station through the Civic Centre site Public realm enhancements to the southern side of Harrow and Wealdstone station, including the car park area

Widen the footway along Tesco's frontage and remove barriers at Hindes Road junction

Informal play and meeting uses

Improvements to footways along length of road to improve comfort and safety of pedestrians and encourage more users to shop and walk along its length

Remodel service roads and parking bays to create shared space/more generous footpaths

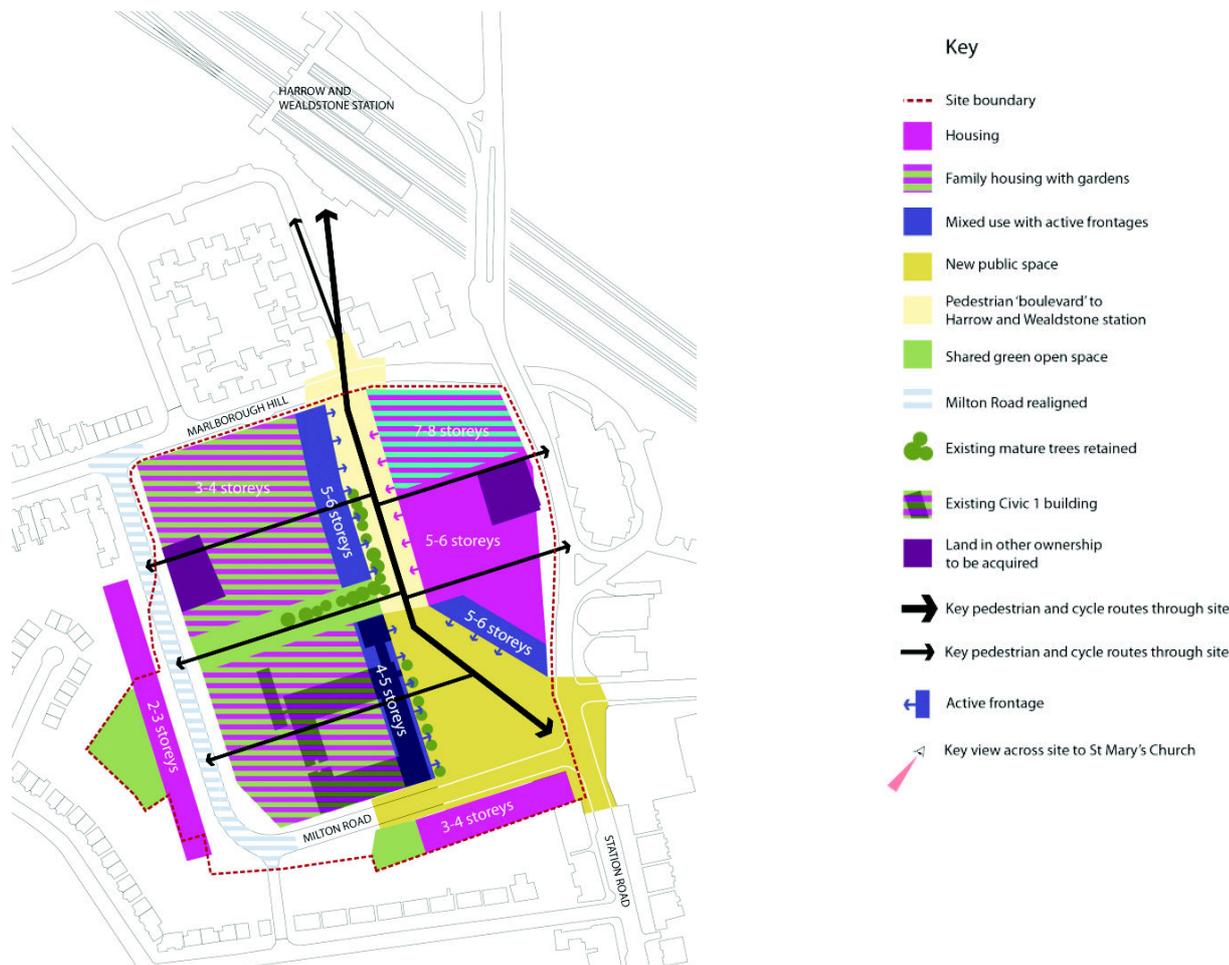
Green grid projects:

Tie in with Hindes Road/Elmgrove Road route

Infrastructure:

Incorporation of CHP into all major new development

**Site 9: Civic Centre**



**Key site objective**

Comprehensive site development capable of implementation in phases

New mixed use residential led development to deliver 'Heart of Metroland' aspirations at this important site. This means high quality design, repetition of urban and built form and a simple material palette for new buildings. It means designing buildings and the spaces between buildings together.

Provide a public realm 'highlight' at this location, reconfiguring spaces and frontage to engage with Station Road.

Provision of a mix of housing densities from flatted to family accommodation

Extension of High Street retail frontage into the site around a new square at junctions of Milton Road and Station Road, providing for the relocation and a more appropriate setting for the existing War Memorial

Establish clear line-of-sight route between the new public square and Harrow and Wealdstone station for pedestrians and cyclists.

Realign site roads to optimize site development plots

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

Facility to retain or relocate Civic Offices and associated Democratic Space and library

#### **Leading land use**

C3 Residential (capacity for a minimum of 300 units)

#### **Supporting land use**

D1 Non-Residential Institutions (community floorspace and Crèche)

A1-A3 Use Class Floorspace in small retail units

B1 Offices

C1 Hotels

#### **Target outputs**

250 homes

118 jobs

#### **Site description**

4.1ha site in public ownership comprising 24,000m<sup>2</sup> civic offices, central reference library, and surface car parking

#### **Site constraints/ dependencies**

Relocation of the Council office functions from the southern portion of the site

Relocation of the central Library into Harrow town centre

Acquire and assemble the land and buildings fronting Station Road and assess the impact of the loss of these community facilities, which may need to be re-provided

Strategic view from top of bridge back to Harrow Hill

Raised and lowered road infrastructure at the north east corner of the site requires special consideration to be successfully redeveloped

#### **Design considerations**

Plan redevelopment around a new generous and convenient pedestrian and cycle public green route that runs through the site, making an important link between the Station Road and Harrow and Wealdstone Station. Consider retention of the existing mature plane trees and creation of a line of sight between the new public square and the Station.

Active ground floor frontages to front the new pedestrian corridor on both sides, forming an extension of the Station Road high street

Design route to incorporate a public square at the corner of Station Road and Milton Road.

Provide building heights of 5-6 storeys fronting Station Road at the northern portion of the site responding to the rising bridge level. Non-active frontage is proposed fronting Station Road - careful consideration will be required of boundary treatments, including setbacks and soft landscaping, and may require upper floors to be stepped back.

Building heights of 3-4 storeys overlooking the new public square at the corner Station Road and Milton Road, stepping down to 2-3 storey buildings towards the western boundary of the site making provision for family housing with private and/or shared garden space

Mixed use development providing for ground floor retail and replacement community uses fronting the new public square

Support provision for mixed use active commercial ground floor frontage along the new pedestrian and cycle route through the site

Make site permeable including new street access layout

Improve streetscene environment along the remainder of Station Road

Any car parking at the south side of Milton Road to be reincorporated as part of the overall development.

Any phased development must be designed to anticipate and enable good relationships with future phases

### **Site specific infrastructure**

Public square and green route from Station Road to Harrow and Wealdstone station

Public Art and lighting

Pedestrian and cycle link

Replacement community facility

Shared open space

Streetscape and road crossing improvements

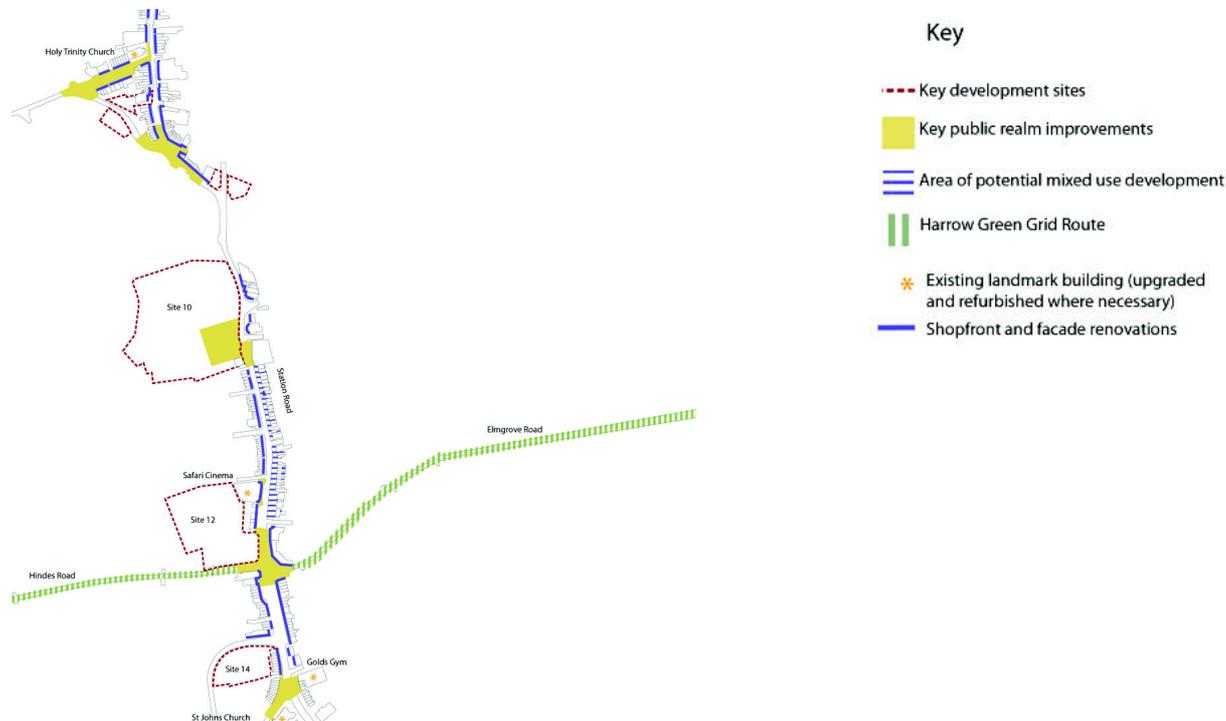
Energy centre and provision for connection to a district energy network

### **Delivery**

Likely to be undertaken over a minimum of two phases. The northern portion of the site may be made available prior to relocation of the main Civic building but will require outline permission for the whole site to ensure it is dealt with comprehensively.

Completion towards the end of the Plan period

### Site 10: High Road Opportunity Area



#### Key site objectives

Improve quality, continuity and presence of building frontages along Station Road.

Support intensification and higher densities

Improve existing frontages through redevelopment

Support public realm improvements in the locality

#### Leading land use

Retention of predominantly retail, cafe and community on ground floor

#### Supporting land use

Retention of predominantly residential units on upper floors

#### Site description

Mix of residential, retail and business uses and commercial uses in small scale buildings along the eastern site of Station Road

#### Site constraints/ dependencies

Multiple private ownerships will need to be carefully negotiated to achieve consents and agree cohesive approach

Neighbouring uses may impose constraints on future uses

Poor quality forecourts along whole length

### **Design considerations**

Carry out incremental re-provision of retail and mixed use High Street buildings

Promote site assembly and renewal/regeneration of street blocks where this secures improved public realm, new active ground floor frontages and upper floor residential accommodation

Carry out shopfront and façade renovation on a co-ordinated basis, in terms of design and implementation

Encourage additional floors on High Street buildings as an option; as part of a co-ordinated High Road roof tops programme

Height along road frontages up to 5 storeys with transition to 2 storeys where new development meets existing

Improve public realm and image of street through tree planting, new street furniture and lighting

### **Site specific infrastructure**

Enhancement to forecourts, incorporating these into the public realm

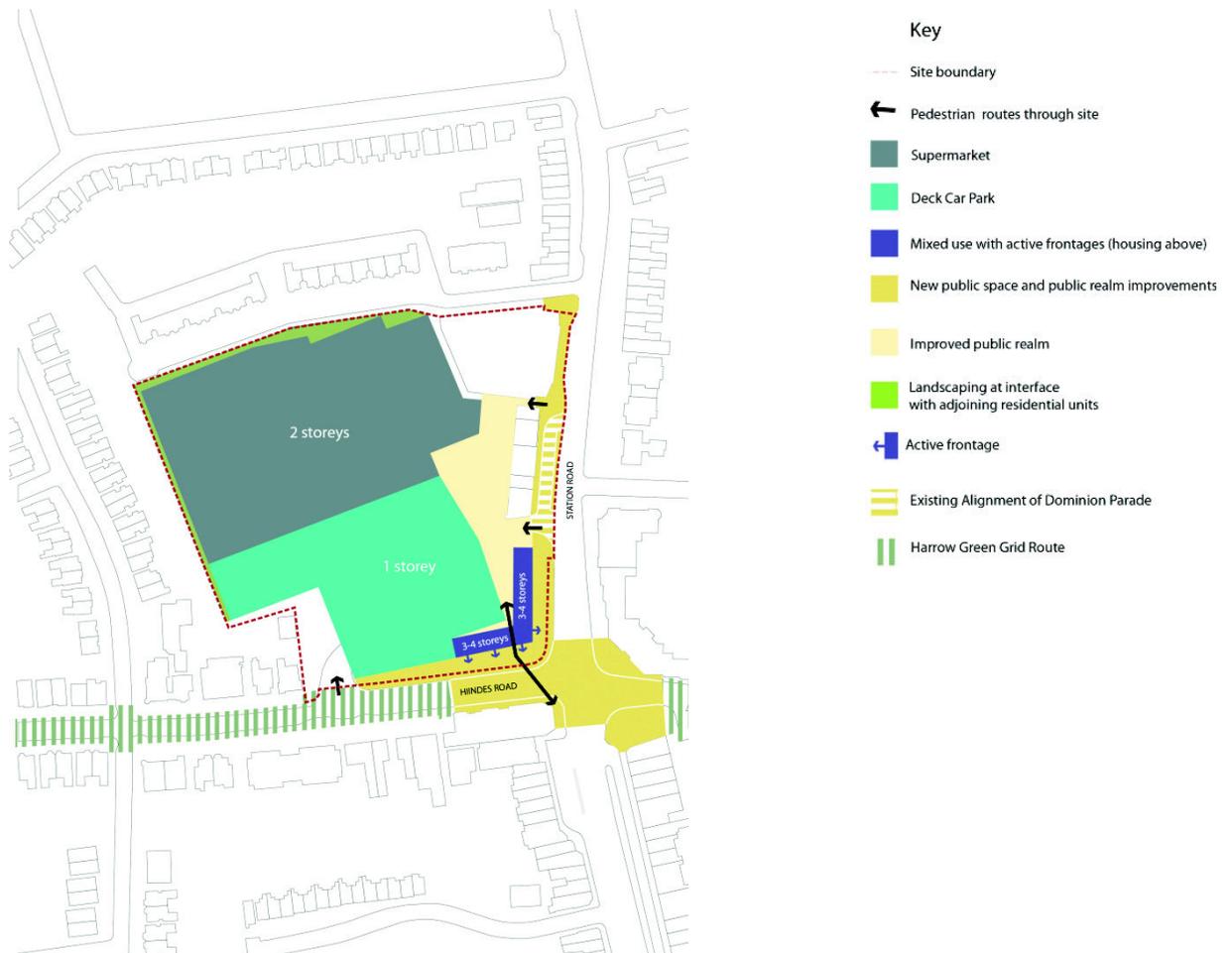
### **Delivery**

A coordinated but non-interventionist, long-term approach is required

Council will seek to engage landowners and encourage them to bring forward redevelopment proposals over the life of the AAP and beyond

Council to work with landowners to secure tenants in newly provided ground floor retail and commercial units

**Site 11: Tesco**



**Key site objectives**

Retail driven development of site to provide wider range of uses and to create an active frontage to Station Road

New mixed use frontage building to provide a positive street presence and life at this location in Station Road

Improved and more positive frontage to Hindes Road, including the widening of the footway at junction between Hindes Road and Station Road, and the greening of Hindes Road reflecting importance of the road within the Green Grid

Improved pedestrian access to the site and pedestrian links between the site and Harrow town centre, including use of the car park for linked trips

Improve the capacity and functioning of the Station Road, Hindes Road and Elmgrove Road junction

Enhanced landscape boundary treatment to existing houses adjoining the site

**Leading land use**

A1 Retail (net increase in convenience floorspace from 3,050m<sup>2</sup> to 3,700m<sup>2</sup> and 2,760m<sup>2</sup> of net additional comparison retail floorspace)

### **Supporting land use**

350m<sup>2</sup> of A1-A3 Use Class Floorspace

C3 Residential (capacity for a minimum of 14 residential units)

### **Target outputs**

14 homes

130 jobs

### **Site description**

2.10 Ha site in private single ownership at the junction of Hindes Road and Station Road comprising a single storey (3,050m<sup>2</sup> floorspace) supermarket and 386 surface car parking spaces. The Safari cinema adjoins the north east corner of the site and land to the north and east is mainly in residential use

### **Site constraints/ dependencies**

None

### **Design considerations**

Improved boundary treatment with neighbouring residential uses through planting and other appropriate screening

New mixed use development to extend along the Station Road site boundary and at the corner of the eastern Hindes Road site boundary providing ground floor retail units with maximum two storey residential above.

The existing roundabout on Hindes Road is space-hungry and provides poorly for pedestrians and cyclists along this important green grid corridor and cycling route. Redesign this junction into a more compact priority arrangement with raised table in order to slow vehicle speeds and provide more direct informal pedestrian crossing opportunities.

The existing service access from Station Road creates a significant disruption to pedestrian movement along the street, despite catering for a relatively small number of vehicle movements.

Remove the existing bell-mouth and replace with a continuous footway, with dropped kerb allowing vehicle cross over to the service access. This work should be accompanied by the conversion of the Dominion Parade service road to a tree-planted footway, with new inset bays along Station Road to replace lost parking/loading space.

Provide a large number of visible and easily accessible Sheffield type cycle parking stands at the store entrance and at other key access points, such as at the reworked Dominion Parade on Station Road.

Car parking areas should be screened to give a positive urban presence to the street where visible.

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

#### Streetscene:

Urban realm / public space on site: Provide a new pedestrian route that gives north south access to the store entrance directly from the junction between Hindes Road and Station Road to establish new pedestrian permeability from the south and east of Station Road junction into the site.

#### Urban realm / public space off site:

At the junction between Hindes Road and Station Road, widen footways, with new tree planting to support the strategic Harrow Green Grid East/West route. Make pedestrian crossings more direct and remove guardrails where possible to better align with northsouth and east-west walking desire lines along Station Road and Hindes Road.

#### Built form design:

Design new three/four storey street front buildings to bring continuity to, and extend the active face of the facade at Station Road. Make buildings simple and restrained in material palette to relate to street scene Provide active frontage along Station Road and part of Hindes Road

#### Site specific infrastructure

Enlarge, refurbish and renew footpath along Station Road and Hindes Road

Open space contribution for residential development

#### Delivery

Planning application received

Completion expected by 2013

#### Site 12: Greenhill Way car park north



#### Key site objectives

Provision of additional net residential accommodation and new hotel

Creation of a new route through the site to Greenhill Way

### **Leading land use**

C3 Residential (capacity for a minimum of 35 residential units)

C1 Hotel

### **Supporting land use**

None

### **Target outputs**

35 homes

30 jobs

### **Site description**

0.29 Ha site comprising surface car parking and four storey serviced office block

### **Site constraints/ dependencies**

Public right of way through the site – diversion underway

### **Design considerations**

Consented schemes for 37 unit residential development on the western portion of the site and a 101 bed hotel on the eastern portion of the site. The design of both these schemes has been carried out in advance of the area masterplan, and has not been considered as part of the Heart of Harrow.

### **Site specific infrastructure**

Pedestrian and cycle access through the site onto Greenhill Way

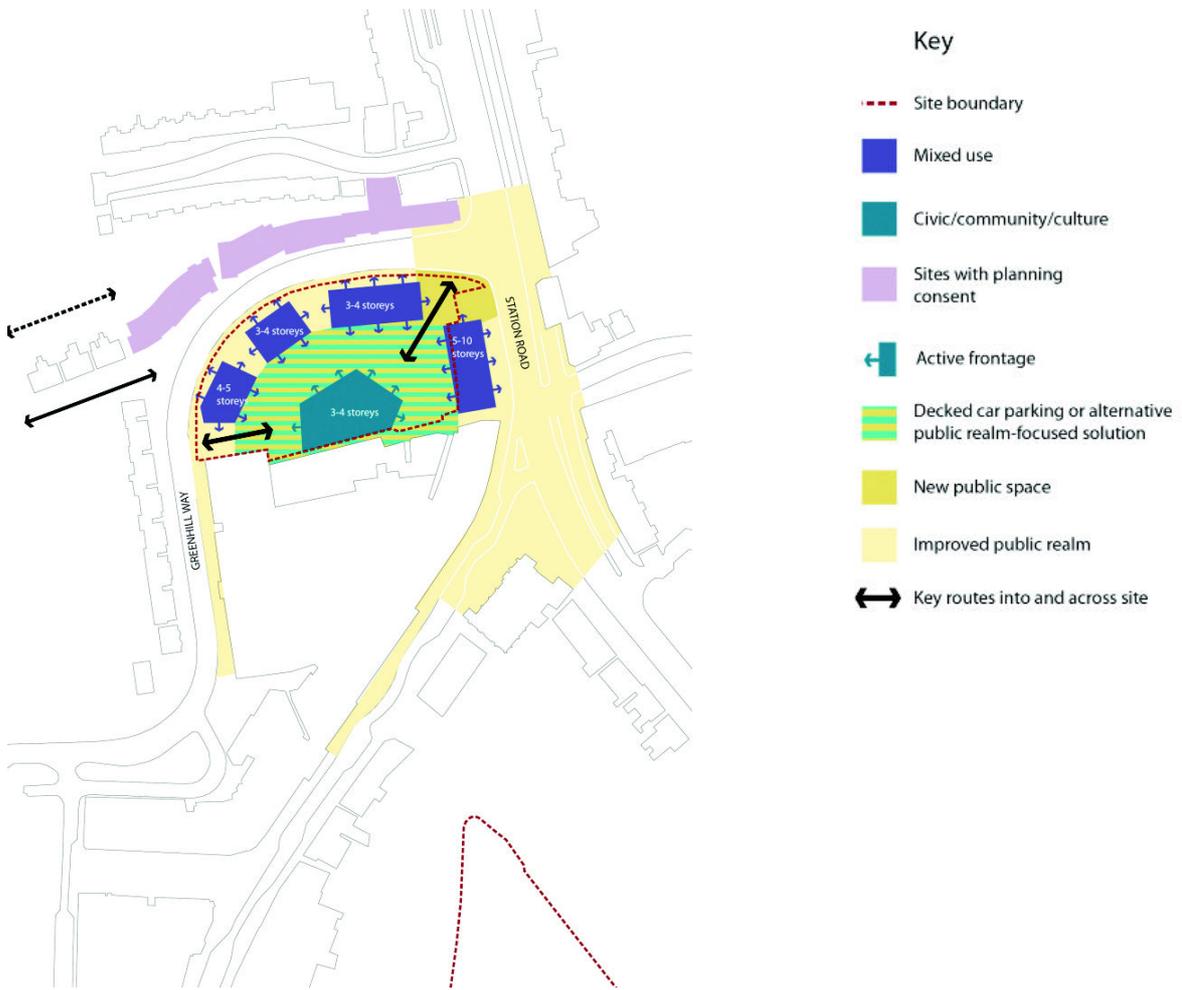
### **Delivery**

Planning application granted for the residential site to the west in March 2009

Completion expected by 2013

Planning application granted for the hotel development on the eastern part of the site in June 2010  
Completion expected by 2014

**Site 13: Greenhill Way car park**



**Key site objectives**

Metropolitan town centre site providing the opportunity to reconnect to the ‘High Street’ and Station Road as part of a phased major mixed use civic, commercial (office and retail), and residential development opportunity

Gateway function within the Heart of Harrow, with scope for new civic (democratic and office) facilities and spaces, new retail opportunities and improved pedestrian access to the site and pedestrian links between the site and Harrow town centre

Provision of active frontage along Station Road and Greenhill Way

Improve the functioning of the Station Road,  
Greenhill Way junction for pedestrians and vehicles

**Leading land use**

A1 – A3 Retail (net 2,880m<sup>2</sup>)

B1 Office

D2 Community and Leisure

### **Supporting land use**

C3 Residential

### **Target outputs**

90 homes

100 jobs

### **Site description**

1.2ha site at the junction of Greenhill Way and Station Road. In public ownership comprising 274 surface car parking spaces

### **Site constraints/ dependencies**

Comprehensive development, including the units fronting Station Road, would require significant land assembly

Poor sight lines may constrain location of new buildings and access arrangements

Reprovision of car parking spaces to serve the town centre

Need to reconfigure relationship with adjoining sites/uses

### **Design considerations**

Provide a new special character building to the High Road to give visibility and help orientation, and mark the north eastern “edge” of the Metropolitan Town Centre.

Provide permeability through the site for pedestrians and cyclists an enabling enhanced movement through from the surrounding residential area to the Town Centre.

Development needs to be designed to work both with and without a redevelopment of the existing Debenhams office and storage buildings.

Mend and improve the ‘High Street’ frontage and support improved pedestrian use of and permeability through the site.

Provision for public spaces within the site – for temporary uses, such as market or special events and enabling due aspect for retail, office and/or residential units fronting Greenhill Way

### **Site specific infrastructure**

Car parking reprovision (likely to be decked multi storey) to serve the town centre

Public realm and public space provision to enable events and markets

### **Delivery**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

Council to engage with owners of the retail units fronting Station Road about redevelopment opportunities as part of a comprehensive development of the whole site

Council to continue to discuss with Debenhams their future needs and potential for redevelopment of their site

Phasing of development is likely to be in the period 2016-2021

### **Sub-area: Harrow Town Centre West**

#### **Key sites in this sub-area**

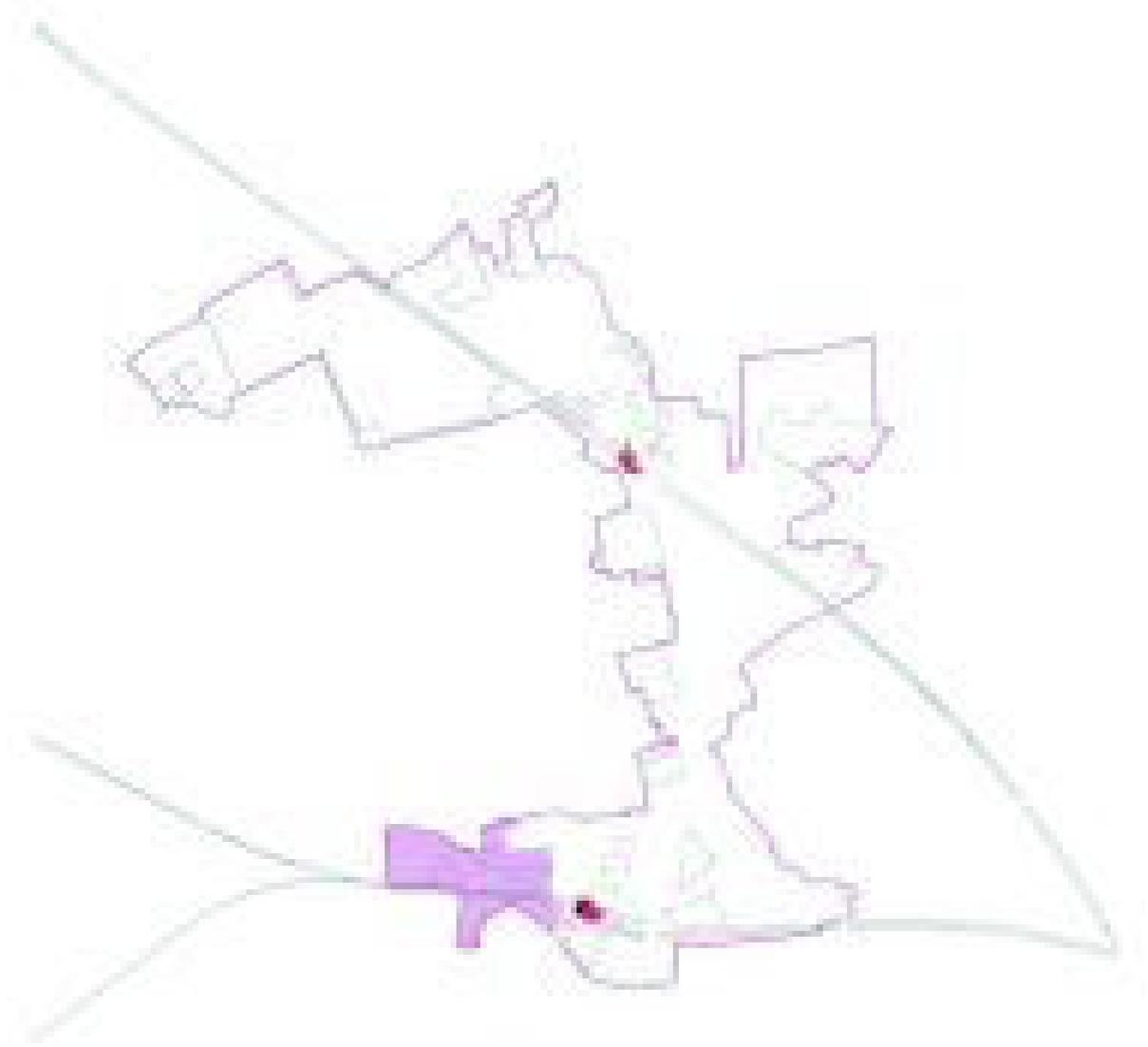
14 Neptune Point\*

15 Bradstowe House\*

16 College Road West

\* Denotes schemes currently under construction

Objectives for development of these and other sites that may come forward within this sub-area are set out overleaf.



**The character of the sub-area**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

**6.20** On the western edge of the Town Centre, this area spans the town centre and the residential areas further to the west. The area is dominated by a local ring road Greenhill Way, as well as the Kymberley Road car park access running behind large office building plots, which makes the area feel unattractive and inaccessible for pedestrians.

**6.21** This section of College Road is made up of poorly animated office frontages to the north, and by contrast, long views across the railway of St Mary's Church and the rising land of Harrow on the Hill to the South.

**6.22** This edge of the town centre is being made more visible by the large Bradstowe House and Neptune Point developments. Poor physical linkages adjacent to these developments between the residential neighbourhoods and the town centre (via existing subways) characterise the sense of dislocation from the rest of the town centre.

#### **The sub-area's contribution to delivering the Heart of Harrow**

**6.23** For many years this area of Harrow Town Centre has been undervalued as a town centre location, with unlet offices, underused car parking, and undeveloped sites. New development needs to reanimate this part of the Town Centre, assert architectural confidence and support a strengthening Metropolitan role for the centre. In addition, generous and legible physical links south to the green spaces that distinctly characterise Harrow will be provided beneath the roundabout at the Pinner Road junction and via opportunities to improve and enhance the entrance to Lowlands Road.

**6.24** The area south of the railway line, though currently not identified for imminent development should seek to establish a strong and direct relationship with the Town Centre should development sites come forward.

#### **Strategic Objectives:**

426 houses

610 jobs

Improvements to Pinner Road roundabout underpasses and at street level to encourage pedestrian and cyclists movement into Harrow Town Centre from the west

Improvements to pedestrian environment along

College Road to encourage pedestrian movement to the west when exiting Harrow-on-the-Hill

Station's northern exit

Treatment/replacement of timber wall along railway edge on College Road southern footway with more dynamic 'human' edge

Additional bus standing capacity in Kymberley Road

## Site 14: Neptune Point



### Key site objectives

Consented mixed residential/retail development currently nearing completion

Residential and employment numbers contribute to the Heart of Harrow housing and job targets

Provide a new active and vibrant western edge to the town centre

### Leading land use

C3 Residential & A1 Retail

### Supporting land use

A3 Restaurants and Cafes

Car parking

### Target outputs

146 homes

120 jobs

### Site description

146 flats provided via a number of tall blocks above 3,450sqm of retail supermarket (Morrisons)

Site is to the south west of Pinner Road junction and includes proposals to improve the pedestrian access to the site via the roundabout underpass

Site constraints/ dependencies

The design has been carried out in advance of the area masterplan, and has not been considered as part of the Area Action Plan.

#### **Design considerations**

Consider reviewing associated public realm and landscape design to help contribute positively to the wider environment, including improvements to the pedestrian use and environment of Pinner Bridge / Lowlands Road junction

#### **Site specific infrastructure**

Open space contribution for residential development

Off-site public realm improvements

Customer car parking

CHP to service main building uses on the site in accordance with London Plan policy

#### **Delivery**

Scheme is currently under construction and should be completed in 2012

#### **Site 15: Bradstowe House**



#### **Key site objectives**

Consented mixed residential/ retail development under construction (construction has stalled)

Residential and employment numbers contribute to the Heart of Harrow housing and job targets

#### **Leading land use**

C3 Residential

A1 / A3 Retail

D2 Leisure

B1 Office

### **Supporting land use**

A3 Restaurants and Cafes

Car parking

### **Target outputs**

140 homes

150 jobs

### **Site description**

Multi-storey development arranged in terraced blocks with finished height ranging from 2-10 storeys. Site is surrounded by busy roads on all sides.

### **Site constraints/ dependencies**

The design has been carried out in advance of the area masterplan, and has not been considered as part of the Area Action Plan.

Leisure is currently not viable within building design

Features identified local view from Harrow View and Harrow Recreational Ground

### **Design considerations**

Consider reviewing external appearance and public realm and landscape design to help contribute positively to the wider environment

Active ground floor frontage to Junction Road on route to Morrisons

Consider reviewing hard and soft landscape design and specification to strengthen relationship of this site with adjacent parts of the town centre, and through the underpass towards Harrow-on-the-Hill Station.

Potential ground floor retail as an 'annex' to St George

### **Site specific infrastructure**

Open space contribution for residential development

Crossing improvements between site and Kymberly Road

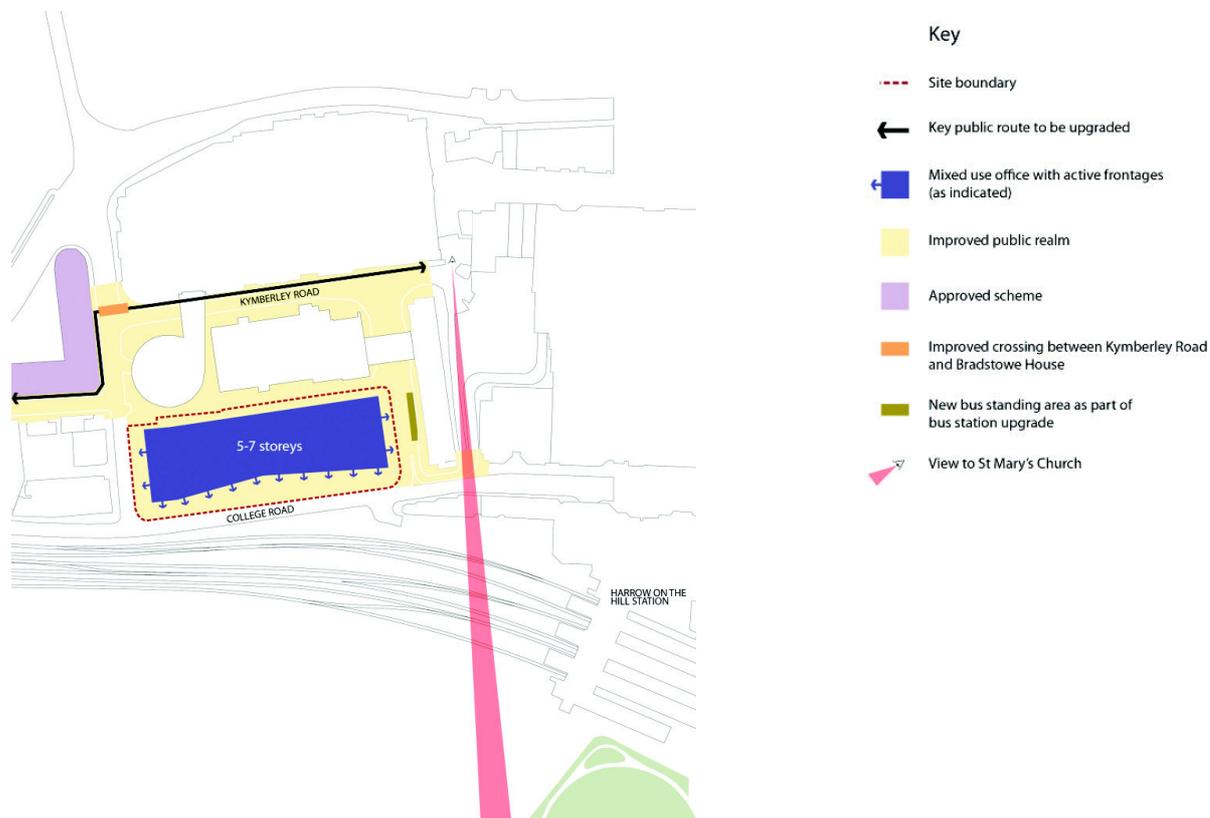
Customer car parking

### **Delivery**

Development commenced in 2007 but the scheme stalled due to the financial climate.

The Council is currently in discussion with the owner about securing the sale of the site to a new developer. Anticipated completion in 2013

### Site 16: College Road west



### Key site objectives

To raise the quality and image of this end of the town centre

Improve public access and public realm environment benefiting from existing southern aspect

Provide active frontage to ground floor and improvements to frontages, including landscaping

To strengthen the role of College Road as a public promenade that connects new and existing Harrow town centre building frontages together.

### Leading land use

6,000m<sup>2</sup> of B1 Office

2,000m<sup>2</sup> of A1-A3 Retail

### Supporting land use

C3 Residential

### Site description

0.52 Ha 3/4 storey offices on the northern side of College Road, to the west of Harrow-on-the-Hill Station

### **Target outputs**

140 homes

340 jobs

### **Site constraints/ dependencies**

Site is bounded to the north by vehicular infrastructure that lacks active frontage, although presents opportunities for good views at upper storeys to the north and south

### **Design considerations**

Retention, extension or redevelopment to provide buildings of consistent scale and contemporary design that aid in the renewal of the Metropolitan centre's office offer. This will contribute to a new character of high quality, metropolitan buildings to be achieved, which will help strengthen perception of the wider town centre as a place and destination.

Design the building to be visible, and create a positive urban presence, in respect of the College Road and the access via Kymberley Road to St Ann's.

Consider College Road as a priority for improvement

Provide improved streetscape and generous public realm at frontage of new development that engages with north south routes at sides of site

Take advantage of the spectacular views available to the south through provision for rooftop amenities/uses

Within identified view cones from Harrow View and Grove Open Space

### **Site specific infrastructure**

Improved frontages on College Road and Kymberley Road

Public Art and lighting

Pedestrian and cycle links

Streetscape and road crossing improvements

### **Delivery**

Council to engage owners and existing occupiers to better understand future aspirations and needs and will actively encourage owners to bring forward sites either individually or jointly.

Given that the site is in multiple ownership it seems unlikely that the whole site will come forward for comprehensive redevelopment under one planning application without the positive intervention of the Council, which itself would require significant community benefit to be demonstrated to justify such an approach.

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

Development is therefore likely to be owner/developer led, with individual or joint sites coming forward over this Plan period and possibly beyond. But as part of a comprehensive masterplan this site will depend on the implementation of much of the other proposals in the AAP for the town centre to provide the environment and market to make this viable.

#### **Sub-area: Harrow Town Centre**

##### **Key sites in this sub-area**

17 Havelock Place

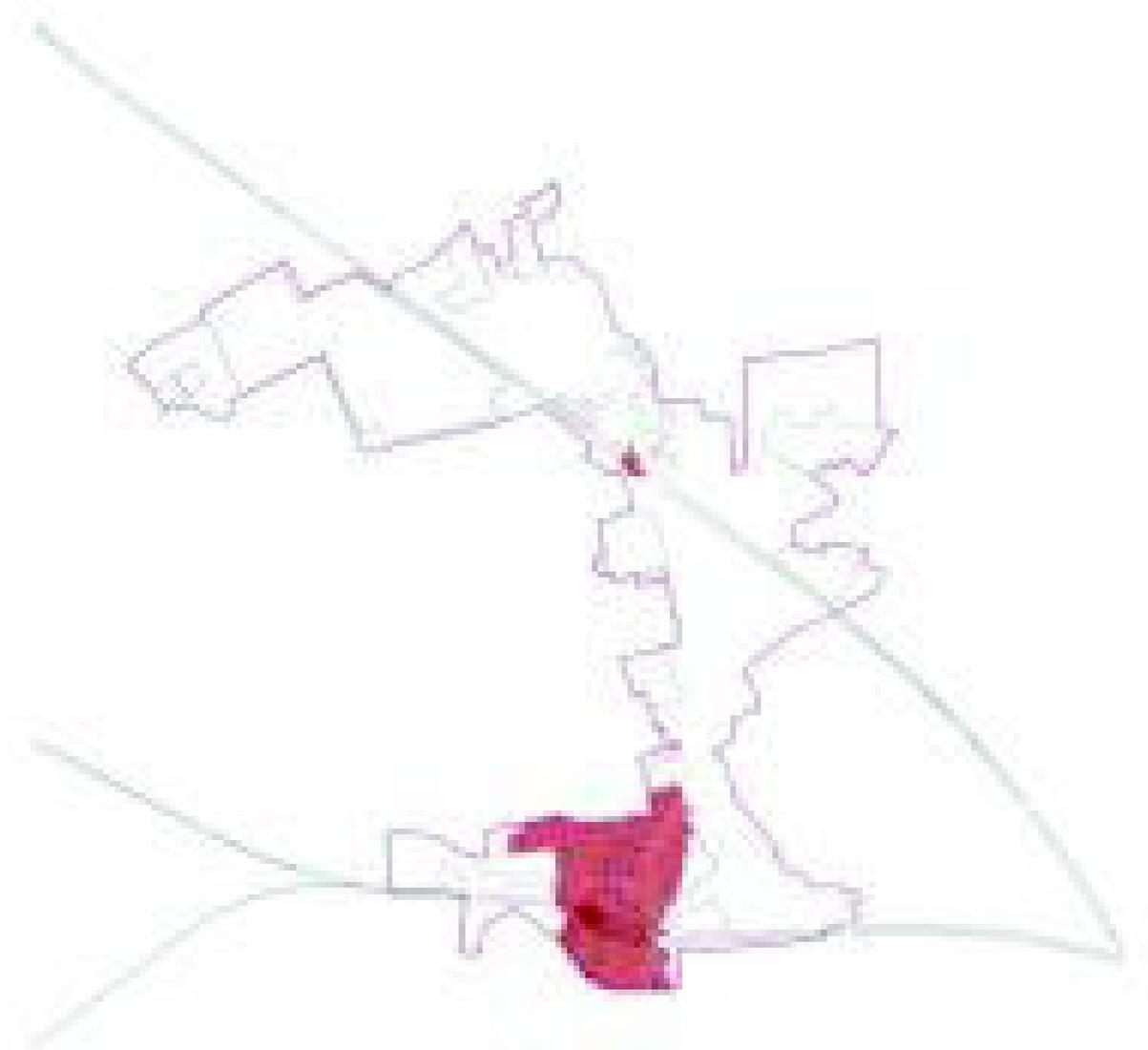
18 51 College Road

19 Harrow-on-the-Hill carpark west

20 Lowlands Recreation Ground

21 Harrow-on-the-Hill carpark east

Objectives for development of these and other sites that may come forward within this sub-area are set out overleaf.



### The character of the sub-area

**6.25** Harrow town centre contains most of the Heart of Harrow's retail and office stock. The bus station and Harrow-on-the-Hill Station are centrally located, and provide an effective, if limited, access interchange. These facilities are the primary point of arrival by those travelling to Harrow

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

by public transport and offers the potential for significant enhancement to this important gateway to the Heart of Harrow, and Harrow on the Hill to the south. However, despite its world renowned name, and association with educational excellence, the arrival experience does not fulfil expectations for the place itself.

**6.26** In general, orientation and signage is poor, and there is little sense that the sub area is a unified central core to the town centre. The large shopping malls in the area are inward-looking, lacking engagement with the wider centre by creating barriers to comfortable pedestrian movement in the town centre. St Ann's shopping centre has an internal street running north south but this is closed in the evenings. Evening uses are too few to make a vibrant evening atmosphere and so such uses have been devolved to Station Road, aided in part by recent public realm improvements along Station Road and new bus routing.

**6.27** College Road is currently not fulfilling its potential as a vibrant quarter. It offers an underwhelming pedestrian environment and poor permeability.

**6.28** The large development site at 51 College Road currently obstructs access and views towards Harrow on the Hill, across the railway.

**6.29** The lack of a clear story for the future of Harrow town centre has undermined public and commercial confidence in the status and role of this important destination and transport centre in Harrow. Nevertheless, the centre does hold strong potential to make better use of its' existing assets and to benefit from new. Indeed developer interest is strong, highlighting both opportunities and market confidence in the town centre.

#### **The sub-area's contribution to delivering the Heart of Harrow**

**6.30** The station and associated sites provide and offer substantial development opportunities which need to be handled with confidence to result in an invigorated relationship between new and existing buildings and spaces.

**6.31** Harrow Town Centre will be revitalised as a town centre destination of choice, with an enhanced metropolitan role and where vibrant social and economic activity can thrive day and night. Market uses and informal play opportunities will strengthen the everyday life of the centre. By improving the mix of evening uses, improving the offer for business, community and retail communities, and by improving the physical and visual relationships around the edges of the Centre, the Town Centre will achieve the substantial potential it deserves.

**6.32** Strong connections to Lowlands Recreation Ground to the south of the railway should be made to incorporate it into the Town Centre. A more diverse offer, including civic and leisure uses, will be sought to complement existing uses and enhance the Town Centre character. A wider offer of restaurants will make it possible to 'eat your way around the world'.

#### **Strategic Objectives:**

445 houses

141 jobs

Improvements to southern road edge to improve pedestrian and cycle user experience

Better integration of Lowlands Recreation Ground with its context to increase use and contribution to Town Centre offer. Better physical relationship/ access of Lowlands with southern entrance of

Harrow-on-the-Hill Station. Improvements to railway edge to improve experience of arriving at and/or passing through Harrow Town Centre.

Improvements to College Road, building on success of Station Road improvements.

Improvements to pedestrian areas around the edges of St George’s mall

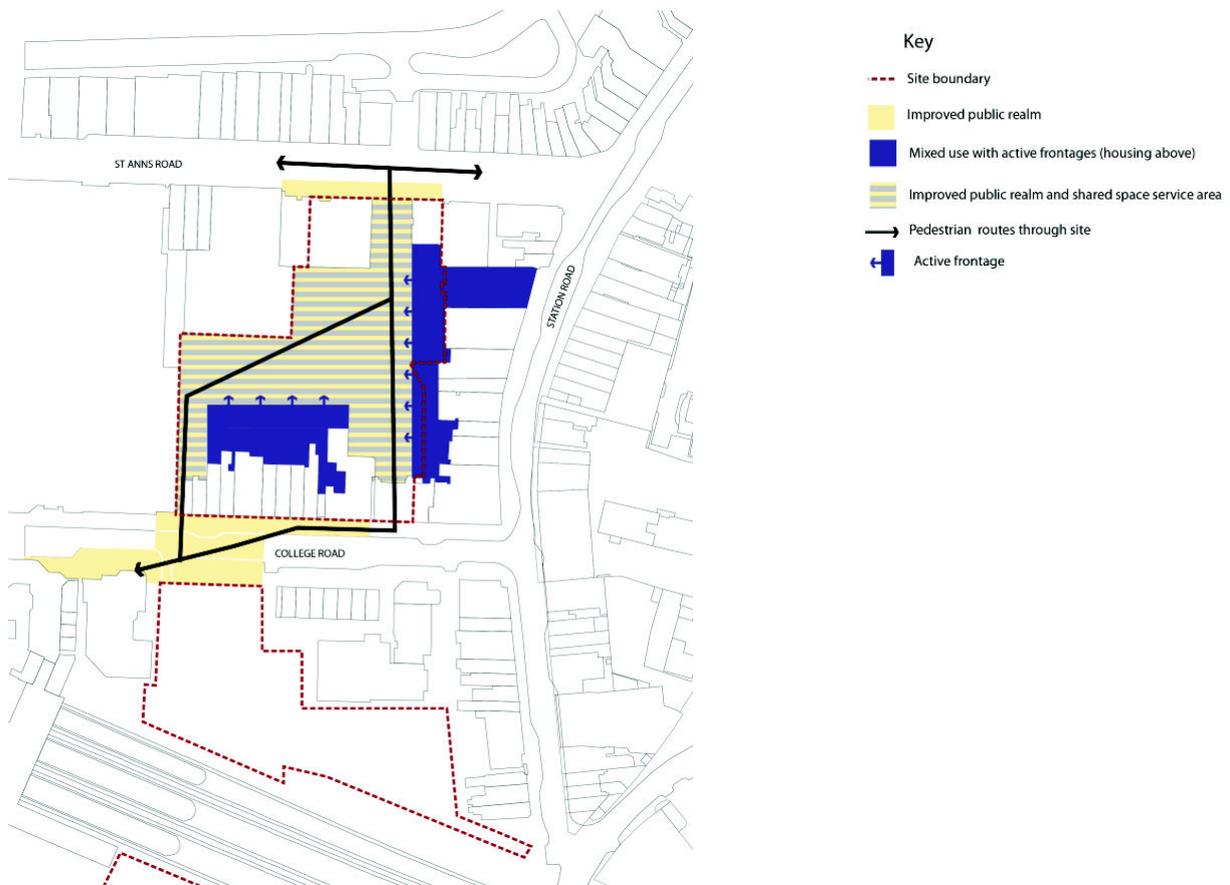
Improvements to St Anns Road including decluttering and making better provision for stalls, performance spaces and play opportunities for children

Pedestrian link between College Road and St Anns Road via Havelock Place

Shopfront improvements along College Road to improve impression of Town Centre

Creation of high quality public spaces, associated with new landmark development, inviting and making provision for living well in the town centre

**Site 17: Havelock Place**



**Key site objectives**

To re-connect the Metropolitan Town Centre from  
Station Road and St Anns’ Road

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

To enhance quality and diversity of key town centre leisure uses such as cafes and restaurants.

Provide a new pedestrian link and broaden the town centre offer with new active retail/town centre uses at the ground floor and opportunities for quality residential above

#### **Leading land use**

Dual public space providing pedestrian and servicing access from College Road and St Anns Road

#### **Supporting land use**

A1 Shops - independent retailers at edges of site supporting and encouraging use of the space

A3 Restaurants and Cafes

C3 Residential

B1 Office

#### **Site description**

0.57 Ha, backland site comprising service yards to the St Anns Centre and premises fronting Station Road and College Road, together with free standing fitness centre

Site constraints/ dependencies

Multiple ownership and poor visual quality

Rear service access to frontage properties would need to be reprovided

Creation of this link between the two roads is dependent on a long-term strategy for the redevelopment of sites fronting Station and College roads to provide for active retail/town centre uses at the ground floor fronting Havelock Place. Although a longer term strategy, the future of the town centre is dependant on improving the public realm network, access and visibility

Located within identified view cone from the Grove Open Space

#### **Design considerations**

Station Road units as well as other St Anns Road traders are serviced from this area and service arrangements would need to be reconfigured within this proposal

Consolidate and rationalise existing service areas

Explore opportunities to create a pedestrian link through from College Road to St Anns Road either by pushing through an existing retail unit or via full or partial redevelopment of a building on College Road

Establish new active retail frontages to Havelock Place. This may include through retail units or tandem units at ground floor.

Provide a new mixed street environment that responds to activity at building edges and provides for a pedestrian friendly shared space public realm.

**Site specific infrastructure**

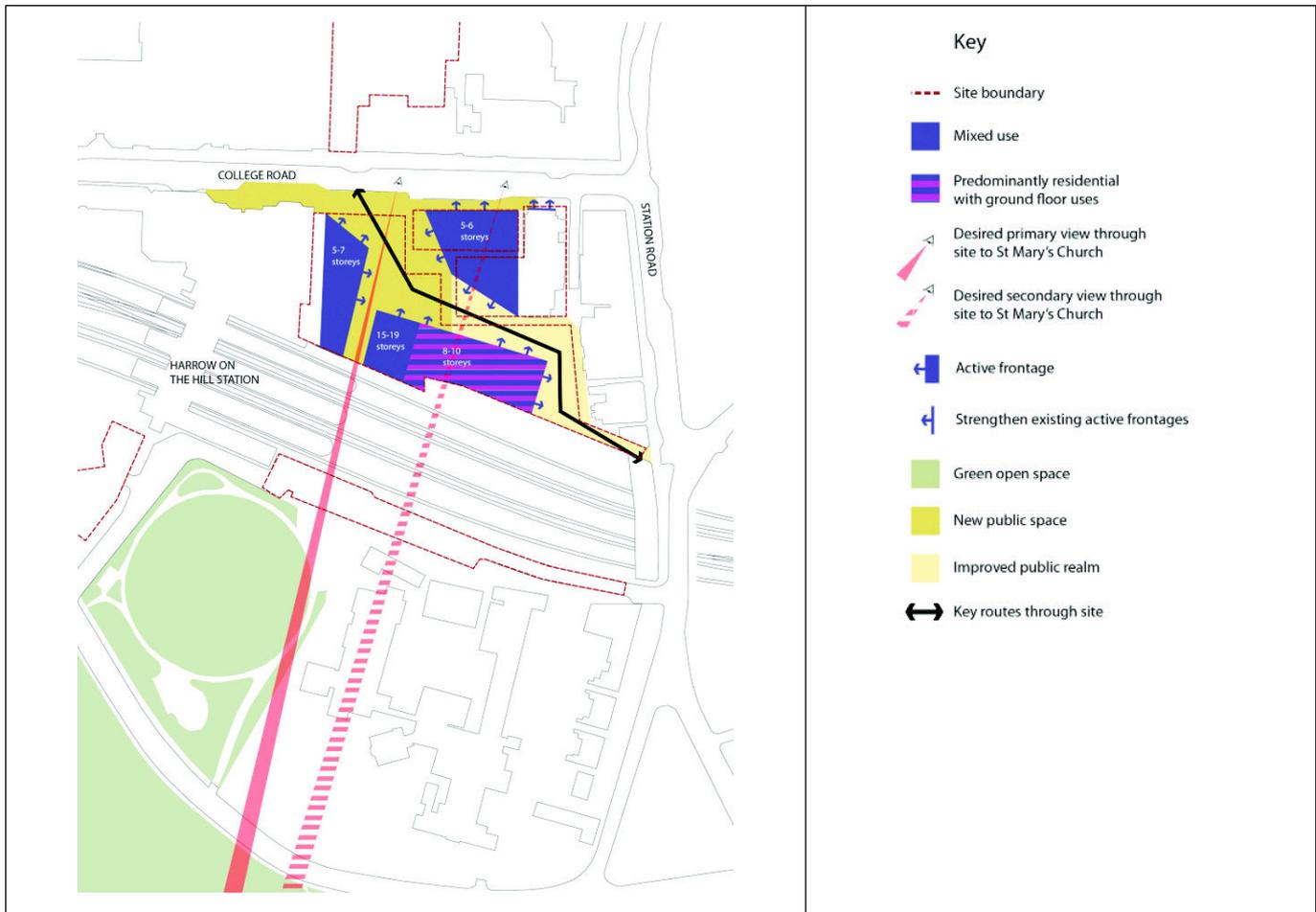
Contributions to public realm enhancement on Havelock Place, including public art, greening, and lighting

**Delivery**

Havelock Place represents one of the most challenging development sites within the Heart of Harrow but a key one to the realization of a continuous network of public spaces and alternative public circulation routes to the primary shopping core. A long-term approach to delivery is required. Access could be secured either through acquiring and pushing through one of the ground floor retail units on College Road or via partial or full redevelopment of one of the buildings fronting College Road, which may provide for a more meaningful entrance..

Phasing to be over the entire Plan period and even beyond. The Council could look at positive intervention once a number of individual sites on Havelock Place have been delivered.

**Site 18: 17 to 51 College Road**



**Key site objectives**

Revitalise a large partially derelict parcel of land at the gateway to the town centre

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

Turn this site into a vibrant, visible and accessible highlight of the Metropolitan town centre

Use the site to create a newly animated and well connected public realm

Re-establish Harrow town centre as a destination of choice and quality

Opportunity to increase visual and physical permeability at this site

Open up a new view(s) to St Mary's Church, from within the site, connecting the town centre with Harrow Hill

#### **Leading land use**

C3 Residential (flats)

A1 Shops

D1 Non Residential Institutions - Civic/community

#### **Supporting land use**

A2 Financial and Professional Services, A3 Restaurants and Cafes, A4 Public Houses

D2 Assembly and Leisure, Education,

B1 Office

C1 Hotel

#### **Target outputs**

400 homes

40 jobs

#### **Site description**

0.76 ha, vacant former post office and sorting office fronting College Road to the East of Harrow-on-the-Hill Station, extending back to the railway at the rear.

#### **Site constraints/ dependencies**

The site is in various ownerships and requires a site wide approach to provide an integrated, well laid out, comprehensive development whilst enabling each parcel to be developed separately overtime.

The site is impermeable, and offers limited opportunities for pedestrian and cycle access without substantial redesign of buildings

The site offers the opportunity to open up a new view(s) to St Mary's Church from within the site

Adjoining buildings provide a range of constraints in terms of limited active frontage and rights of light

Adjacent to busy railway

Within identified views from Grove Open Space and Harrow Playing Fields

### **Design considerations**

The principle of a tall building on this site, up to 19-storeys in height and projecting above Harrow Weald Ridge, has been accepted by the Secretary of State.

Exemplar design is required to ensure the development serves as a quality landmark for the town centre and makes a significant positive contribution to the Harrow skyline and is a highly visibility asset both within and across the Heart of Harrow

Opportunity to improve physical and visual permeability into, within and throughout the site, including the creation of new views to St Mary's Church must form part of the overall design concept for the site;

Improve character and use of College Road via carefully placed active ground floor uses along the College Road frontage.

Deliver legible, comfortable and attractive routes through and around the site that engage with the streets around, including College Road and Station Road.

The tall building element should be confidently expressed and distinct from other buildings on the site, which should be lower elements and significantly subordinate.

The connection of the tall building with the ground is important and should also engage with and provide a positive relationship with the new public realm, which should provide an active and quality setting for the tall building

Massing and overall form should relate to and engage with all parts of the site must address neighbouring properties and immediate context, and should also respond to aspirations and opportunities to create long range views where appropriate and be designed to create welcoming, viable and attractive public space(s).

It is important that the buildings strike a careful material and formal balance between being special and visible, whilst being inclusive of the surrounding buildings and spaces

Material treatments should be developed in response to context and as part of a coherent material strategy for the site that reinforces legibility, clarity and simplicity of form and complements the existing surrounding character.

Establish a new high quality public space on the site that engages with College Road's public realm and contributes to an improved overall experience of the town centre

Avoid blank facades at busy public routes and street fronts.

Provide civic/community uses within the site to enhance the Metropolitan status of Harrow town centre

Site specific infrastructure

Community facility – potential site for new Harrow Central Library

Public realm

Upper level amenity area

### Delivery

The former post office portion of the site was the subject of a planning appeal in 2010 which was dismissed on the basis of architectural quality.

Pre-application discussions between the Council and the developer are ongoing regarding a new proposal for the site which builds upon the previous scheme in the context of the AAP objectives and policies.

A planning application is anticipated in late 2012/early 2013 and assuming planning permission is granted in 2013, completion of the development on this portion of the site is expected in 2015/16

Site assembly may be required to enable a comprehensive and workable scheme for the remainder of the site

Development is therefore likely to come forward in at least two phases

### Site 19: Harrow-on-the-Hill car park west



**Key site objectives**

Turn site into a positive urban asset adjacent to

Lowlands Park

Provide active frontage to Station Approach and

Lowlands Park

Use residential uses to provide overlooking and provide positive enclosure to the Park and Station Approach.

**Leading land use**

C3 Residential (flats)

**Supporting land use**

A3 Café/restaurant at ground floor

B1 Office

**Target outputs**

45 homes

14 jobs

**Site description**

Multi-storey, concrete frame car park forming part of urban block. Vehicle entrance is across the footway, interrupting pedestrian movement across it. The use and architectural articulation is inappropriate in its location.

**Site constraints/ dependencies**

Public reliance on private transport and parking facilities

Access to be retained to LUL operational facilities to the north west

Adjoins Conservation Area and Metropolitan Open Land

**Design considerations**

Introduce active ground floor use to complement open green space opposite (Lowlands Recreation Ground) and pedestrian traffic to and from station

Provide residential uses to bring a street feel to Station Approach.

Design buildings as a simple terrace, between 3 and 5 storeys, in a simple palette of materials that relates directly to the new taller development at 51 College Road.

Heights should safeguard views from College Road

Retain all planned views to the South from the new development sites at the north side of the railway.

### Site specific infrastructure

Council to engage landowner in bringing forward a planning application for the site

### Delivery

The site has not been the subject of pre-application discussions to date. Phasing is likely to be towards the end of the Plan period, although any of the proposals to improve Lowlands Recreation Ground, develop the TfL surface car park, or modernize the Station might provide the catalyst necessary to bring forward development of this site.

### Site 20: Lowlands Recreation Ground



### Key site objectives

Establishing the south side of the railway as a highlight for Harrow

Increased use of and better access to this key town centre green space

Creation of outdoor performance space and complementary uses such as café and/or outdoor cinema screen to increase attractiveness of space as an urban park.

**Leading land use**

Recreation, open green space (Metropolitan Open Land)

**Supporting land use**

Outdoor performance space and cafe

**Site description**

Lowlands Recreation Ground, located directly to the south of the railway line and Harrow-on-the-Hill Station is a key component of the unique mix of uses Harrow's Town Centre is promoting to validate its Metropolitan Town Centre status, at the heart of Metroland.

**Site constraints/ dependencies**

Part of the Roxborough Park and the Grove Conservation Area

Allocated as Metropolitan Open Space

Poor access from Station exit

Existing road functions and car parking require careful integration in new designs to retain function without compromising intention for improved access and recreation

Existing trees, railings and street furniture require careful review

Managing good improvements in conjunction with different owners and borough departments

A need for integrated future management and maintenance of improvements

**Design considerations**

Improve the use, quality and experience of the space with improved entrances, routes across and connections with adjacent uses and spaces

Design spaces and amenities to support performance, play, visitor and café uses, and enhance public access and safety.

Remove railings from western edge to better integrate the open space into Station Approach environs

Provide better seating and lighting to encourage use of the space

Improve relationship with Harrow-on-the-Hill Station with improved access from station exit to the Recreation Ground and make visual and/or physical links from the platforms to the open space

Improve public realm on Station Approach and Lowlands Road to improve physical integration of Lowlands Recreation Ground into local environs and enable safe, comfortable pedestrian movement between spaces

**Site 21: Harrow-on-the-Hill car park east**



**Key site objectives**

Turn the negative appearance of the car park into a positive and active site facing Lowlands Recreation Ground, and supporting community, recreation and performance activities

Provide a more positive urban character at the southern side of the railway

**Leading land use**

D1/D2 Community/play facilities

**Supporting land use**

D1 Non Residential Institutions

Car park

**Target outputs**

87 jobs

**Site description**

0.29 Ha ground level car park abutting southern edge of railway line, adjacent to Lowlands Recreation Ground

### **Site constraints/ dependencies**

Adjoins Conservation Area and Metropolitan Open Land

Vehicle access arrangements including turning circles etc need to be achieved within physically constrained site

Building adjacent to railway line will have restrictions/implications

### **Design considerations**

Redesign existing car park linear strip as a covered area, able to accommodate social and community uses located at the first floor

Provide new landscaped façade to the car park that enables access to first floor deck, offers views across to Lowlands park, and supports the renewed leisure and performance based role for Lowlands Park.

Consider uses for play, sport, community and/or performance at this site

Design the site to relate positively to the proposed taller development at 51 College Road, without restricting any of the existing and proposed views to Harrow on the Hill from the North

Improve pedestrian and cycle access

Provide improved cycle parking facilities

### **Site specific infrastructure**

Cycle parking facilities

Car parking reprovision

### **Delivery**

Discussions underway with TfL who put the site forward during the Council's call for sites in both 2009 and 2010.

Further, more detailed engagement is required to understand TfL's disposals strategy.

## **Sub-area: Harrow Town Centre East**

### **Key sites in this sub-area**

22 Lyon Road

23 Gayton Road

Objectives for development of these and other sites that may come forward within this sub-area are set out overleaf.



**6.33** Set between the busy Metropolitan Town Centre and predominantly residential areas to the east of Sheepcote Road, Harrow Town Centre East plays an important role carefully negotiating the transition between the two areas. The triangle set within Station Road, Gayton Road and St John's Road is largely impermeable, and suffers from poor public spaces, lack of active frontages, and poor environmental quality.

**6.34** The range of building types, from 19th century to 1960's office buildings and more modern residential flats, indicates a varied urban character which is distinct and historically rich, although quality varies.

### **The sub-area's contribution to delivering the Heart of Harrow**

**6.35** There are two major development site opportunities within the sub area; Gayton Road and Lyon Road, both with key roles to play in supporting activities of the Town Centre. The sub area offers broader opportunities for development of sites such as the pub at the junction with Lyon Road and Gayton Road and a better engagement of the generous though underused environs is considered as part of the long term regeneration ambition. Incorporating this area of land into development plans for the Lyon and Gayton Road will enhance the status and potential for the place as a whole.

#### **Strategic Objectives:**

650 houses

210 jobs

#### **Urban realm improvements:**

Improvements to existing modest pedestrian link from Station Road to Lyon Road

New high quality public space to complement existing, newly created space at junction of Lyon Road and St John's Road

#### **Infrastructure:**

Community facility – health centre

**Site 22: Lyon Road**



**Key site objectives**

Positive contribution to the local residential area, in terms of quality and character

Making a new relationship between the Metropolitan Centre and this residential area directly via Station Road

Enhancement to the urban environment in terms of material presence, attractive streetscape, and good routes, access and permeability.

Delivery of high quality residential and community uses

**Leading land use**

B1 Office

C3 Residential (flats)

**Supporting land use**

Shops, cafe, community uses/health facility, public realm

**Target outputs**

300 homes

180 jobs

**Site description**

1.32 Ha, vacant former major office site fronting Lyon Road and St Johns Road, to the east of the town centre commercial core

**Site constraints/ dependencies**

Edge of centre site, with poor pedestrian links to Station Road and College Road

Significant change in levels from south to north and east to west

Mature trees (with TPO) on Lyon Road and St Johns Road frontage

Residential scaled environment adjacent to Metropolitan town centre requires careful handling of scale and massing of new buildings

Pedestrian and cycle visibility and accessibility is poor

Within identified views from Grove Open Space and Harrow Playing Fields

**Design considerations**

Provide a new integrated and generous public realm between Station Road and St Johns Road. It is important that the northernmost building relates directly to Station Road.

The northern building may be taller than others, to provide one of the 'special character' buildings along Station Road, and to benefit from large public realm opportunity adjacent.

Design buildings using simple palette of materials and simple forms to deliver a spatial concept of free standing buildings in green space, recalling the spatial effect of the 'villas' that were originally on this site.

Use predominantly brick to relate to the surrounding existing residential buildings.

Provide on-site informal amenity space for new residents, and substantially improved streetscape and public realm environment to Lyon Road.

Ensure that materials used for public realm improvements are consistent across different ownerships.

Protect and carefully incorporate into the new design, existing trees of high amenity value in St Johns Road and Lyon Road

Locate buildings to allow permeability through the site

Provide pedestrian connections to improve convenient and safe access to the town centre

### Site specific infrastructure

Public space and play facilities

Cycle parking, improved streets and routes around site edges

### Delivery

A planning application for the redevelopment of the whole site has recently been lodged.

Subject to grant of permission, the scheme is likely to be completed in 2013/14

### Site 23: Gayton Road



### Key site objectives

Positive contribution to the local residential area, in terms of quality and character

Making a new relationship between the Metropolitan Centre and this residential area

Enhancement to the urban environment in terms of material presence, attractive streetscape, and good routes, access and permeability

Delivery of high quality residential and community uses

### **Leading land use**

C3 Residential (houses and flats)

### **Supporting land use**

Community/Civic use

B1 Office

### **Target outputs**

350 homes

30 jobs

### **Site description**

1.20 ha former library, long stay public car park and single story block of 9 flats

### **Site constraints/ dependencies**

Complex site in terms of different urban characters from residential, to railway to High Street

Proximity of railway

Comprehensive redevelopment will require acquisition of the residential block

Retention of car park will limit development potential on the site. A town centre parking strategy is required to substantiate removal of the car parking

2 storey housing adjoins south east corner of the site

### **Design considerations**

Design this site to tie in with urban grain, routes, material and massing proposed at Lyon Road, and existing adjacent sites.

Create routes through site to tie in with adjacent roads.

Provide substantially improved public realm, green space and streetscape at Gayton Road and new routes within site

Create new view from Gayton Road through the site to Harrow on the Hill and St Mary's Church spire located to coincide with new public route.

Retain existing view through the site to Harrow on the Hill and St Mary's Church spire

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

At western end of site build to a height of 5-8 storeys to provide positive presence to this part of the site; and to enable visible and functional engagement with Metropolitan town centre

Design buildings in brick to accord with the local material context.

Provide an urban grain of housing that extends the street pattern into the site. At centre of site, use terraced housing pattern to a height of between 3-5 storeys, potentially rising in height to 6-7 storeys along the railway

Make provision for potential community/civic uses on the site; located at western end of site at the Station Road/Gayton Road junction

Design housing to be viewed and experienced at all sides. Provide a positive relationship with the railway in terms of views and plan.

#### **Site specific infrastructure**

Public open space

Community or Civic function use

#### **Delivery**

A planning applications has been approved for the site but not implemented. A revised planning application is waiting on the AAP to be advanced, to enable the Council to better understand the strategic contribution and role of this site in delivering the objectives for the Heart of Harrow.

Likely that the site will form part of a wider package of publicly owned land that may be used as a strategic enterprise to deliver the Heart of Harrow objectives.

Phasing for the scheme is likely to be in the period 2016 – 2021

#### **Outputs across the sub-areas**

##### **Quantums to be delivered in each sub-area**

[INSERT UPDATED TABLE REFLECTING CHANGES]

##### **Housing completion within the Heart of Harrow**

2009/10 – 2011/12

[INSERT UPDATED TABLE OF HOUSING COMPLETIONS]

# Delivery and Implementation **Chapter** **7**

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Chapter 7 Delivery and Implementation

#### Infrastructure delivery strategy

**7.1** The purpose of this section of the AAP is to demonstrate the practicality and deliverability of the infrastructure agenda for the Heart of Harrow.

**7.2** The infrastructure agenda developed for the Heart of Harrow includes movement, public realm, social infrastructure and energy components. Therefore focussing on components that benefit public use.

**7.3** In some cases specific infrastructure components are associated within individual sites. However, in many cases infrastructure and amenities are intended to serve the sub areas of Wealdstone, Station Road or Harrow Town Centre, or to join and serve the Heart of Harrow or the Borough as a whole. The focus is on components that are or will be in the public realm. Investments may be required to upgrade and strengthen existing infrastructure as well as provide new.

#### Key Projects

**7.4** The following key projects have been identified. These are central to the vision for the Heart of Harrow and play an important role in linking the three main sub areas. These are:

Public and open space link from Headstone Manor to Wealdstone

A pedestrian and cycle route (underpass or bridge) from Kodak site to heart of Wealdstone; subject to feasibility and viability

An upgraded street and pedestrian link from

Headstone Drive to Wealdstone Town Centre

Station Road refurbishment, including highways, bus and pedestrian realm improvements

Harrow Town Centre public and pedestrian realm transformation

An improved Harrow rail and tube station

An improved Harrow bus station and standing area

New schools

**7.5** An overall commitment to improving the pedestrian realm, delivering a range of new public open spaces and strengthening public transport and movement generally overlays the entire approach. The intention is to provide a strong setting and encouragement for new homes and jobs.

**7.6** The following table identifies a series of projects by movement, public realm, social infrastructure and energy domain. Their locational relationship to the sub areas of Wealdstone, Station Road and Harrow Town Centre has been identified. The wider catchment that is served by these investments is also identified. There are projects that benefit the Borough as a whole and the wider North West London context as well as supporting the Area's Vision.

**7.7** A broad 5 year phasing period for delivery is shown. Sources of funding for projects have also been identified. These will need to be confirmed as the AAP moves into its delivery phase.

### Costs and Funding

**7.8** A high level strategic analysis of costs has been carried out. Primary costs include the following:

Movement: highways, cycling, pedestrians, smart travel - £12M

Public realm: open space, pedestrian realm, streetscape, trees - £4.5M

Education and libraries - £20M

Health - £4M

Leisure - £15M

This is a total of approximately £55M.

**7.9** Public transport improvements have been assessed separately. Critically, this includes a significant improvement to Harrow-on-the-Hill Station, a project that has been identified as a strategic improvement to the public transport network of North West London.

**7.10** These amounts can also be placed in the context of more than £500M of private investment that can be expected as housing and commercial development is delivered in the Heart of Harrow

### Key Infrastructure Delivery Findings

**7.11** Given market values there is a demonstrable prospect of raising funding through private developer contributions as indicated by the Borough's existing planning evidence base. The following funding structure identifies broad potential contributions from a variety of sources.

**7.12** An initial potential development contributions estimate of £17.5 – £22.5m up to 2026 has been identified. This is based on the Borough's current CIL evidence base, which also takes account of the Mayoral CIL applied to development in Harrow. This will be primarily residential development based given relatively low commercial values. Any increased contribution for Affordable Housing will reduce this amount.

**7.13** It can also be expected that external funding will be made available as part of on going budgeting by Transport for London, Department of Health and Department for Education. A proposed requirement for £20 to £22M to 2026 has been identified.

**7.14** The London Borough of Harrow is also able to direct its own capital budgets to support infrastructure projects. Public-private joint venture mechanisms can also be considered to deliver leisure facilities. A potential local contribution of £6 - £8M from locally controlled budgets is considered.

### Key Findings

**7.15** The Heart of Harrow sits within a mature urban context with a well established physical and community infrastructure framework. The growth identified is not dependent on new transit lines or major new highways or other high cost items.

**7.16** Infrastructure delivery costs identified are considered to be proportionate to the scale of residential and commercial development identified. The AAP Issues and Options Report has documented a strategic and value context that provides a strong expectation of market led delivery across a range of sites. Previous planning applications and active site promotion by owners and developers are an indication of this market interest.

#### **Infrastructure schedule**

**7.17** [Amend and reinsert Table]

# Retail, Employment and Other Planning Designations **Chapter 8**

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Chapter 8 Retail, Employment and Other Planning Designations

**8.1** This chapter highlights proposed changes to retail and employment designations in the Intensification Area. All other existing retail and employment designations are proposed to remain, as shown on Harrow's Proposals Map. There are no changes proposed to any other planning designations in this area, such as Open Space, and so all existing designations in this area are also to remain, as shown on Harrow's Proposals Map.

#### Retail Designations

##### Secondary Frontages and Retail Flexibility

**8.2** There is an opportunity to reconsider the role and extent of retail frontages in the Heart of Harrow Opportunity Area. UK retailing is evolving in responses to a number of factors. These include:

- Increasing use of the internet to purchase a range of goods from convenience grocery categories and comparison clothing and household electronics and DIY materials;
- Online and downloadable content is also competing directly with book, CD and DVD sales;
- Large scale out of town centres continue to grow competition for grocery, clothing, electronics and DIY;
- A continuing decline in demand for pubs, as drinking and dining habits shift away from the traditional pub offer;
- A markedly slowed rate of growth in consumer retail spending overall in response to changing employment, housing and transport cost conditions.

**8.3** The result has been an increase in retail vacancies on tradition high streets and retail corridors.

**8.4** In response to these challenges the UK Department of Business, Innovation and Skills (BIS) commissioned "The Portas Review: An Independent Review into the Future of our High Streets" by retail marketing expert Mary Portas. This was published in December 2011 and made a number of recommendations for greater regulatory flexibility for retail uses. These included:

- Government should include high street deregulation as part of their ongoing work on freeing up red tape;
- Address the restrictive aspects of the 'Use Class' system to make it easier to change the uses of key properties on the high street;
- Support imaginative community use of empty properties through Community Right to Buy, Meanwhile Use and a new "Community Right to Try";
- Local authorities should use their new discretionary powers to give business rate concessions to new local businesses.

**8.5** The Heart of Harrow presents an opportunity to selectively apply these approaches. Greater flexibility in the regulation of secondary frontages would allow alternative or temporary uses where a long term and consistent retail frontage is no longer possible. The Council will investigate and welcome proposals for alternative uses where evidence of a lack of retail viability can be demonstrated. A range of alternative uses may be considered including:

A2: Financial and professional services;

A3: Restaurants and cafes;

B1: Offices;

C1: Hotels;

D1: Non-residential institutions;

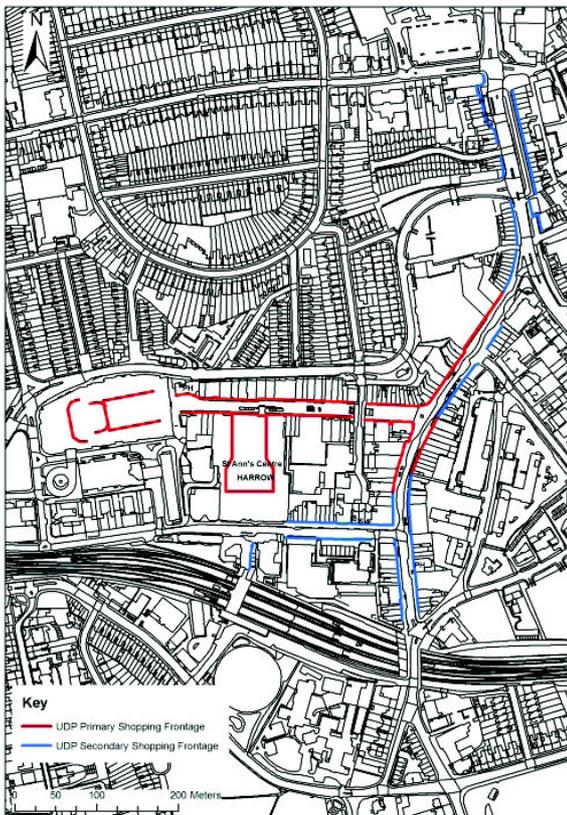
D2: Assemble and leisure, and

Sui generis uses.

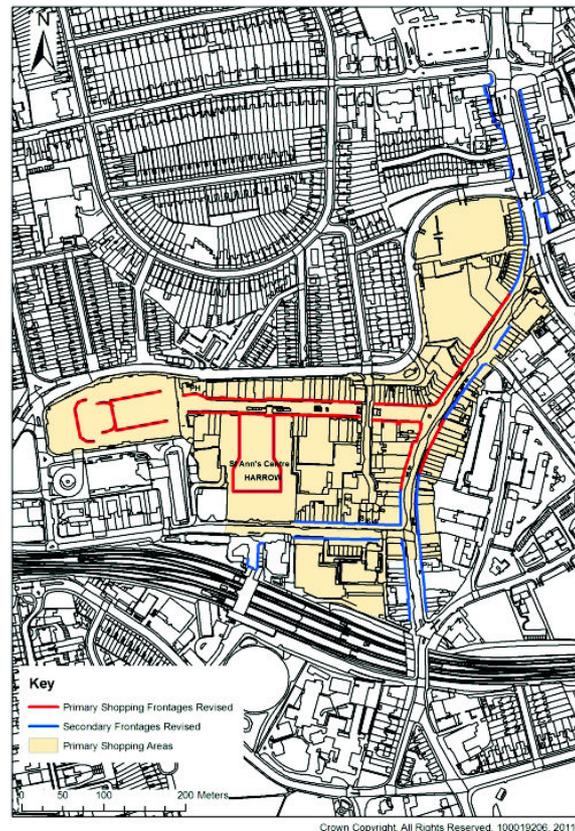
The Council will also welcome proposals for temporary uses as set out in Policies AAP 17 and 18.

### Harrow Metropolitan Centre

**8.6** The Council has revised the secondary frontage in Harrow Metropolitan Centre, to include 75 and 77 College Road to be designated as secondary shopping frontage. This addresses an omission in the Harrow UDP 2004. The Council has also designated a Primary Shopping Area for Harrow Metropolitan Centre in line with PPS4 requirements to identify the major comparison retail destinations in town centres. There are no proposed changes to the Primary Shopping Frontages.



**Picture 8.1 Existing Frontages in Harrow town centre**



**Picture 8.2 Revised Frontages and New Primary Shopping Area in Harrow Town Centre**

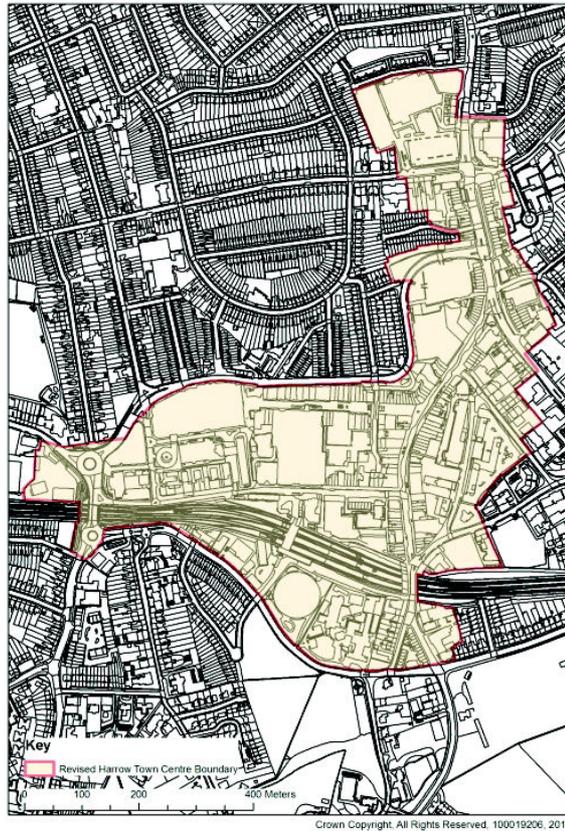
### Harrow Metropolitan Centre Boundary

**8.7** The Council propose to amend Harrow Metropolitan town centre boundary as follows:

- Extend to the south west to include the Neptune Point development, which will include a significant amount of comparison floorspace and so it is appropriate to be included in a town centre boundary.
- Remove the Gayton Road Car Park from the south east sub area to reflect the site allocation (chapter 6), which allocates the part of the site to be removed as residential.



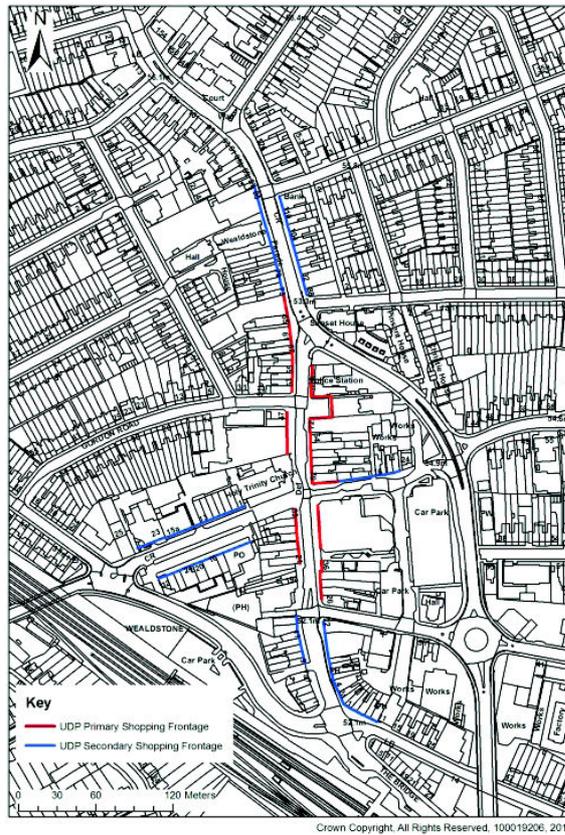
**Picture 8.3 Existing Harrow Metropolitan Town Centre Boundary**



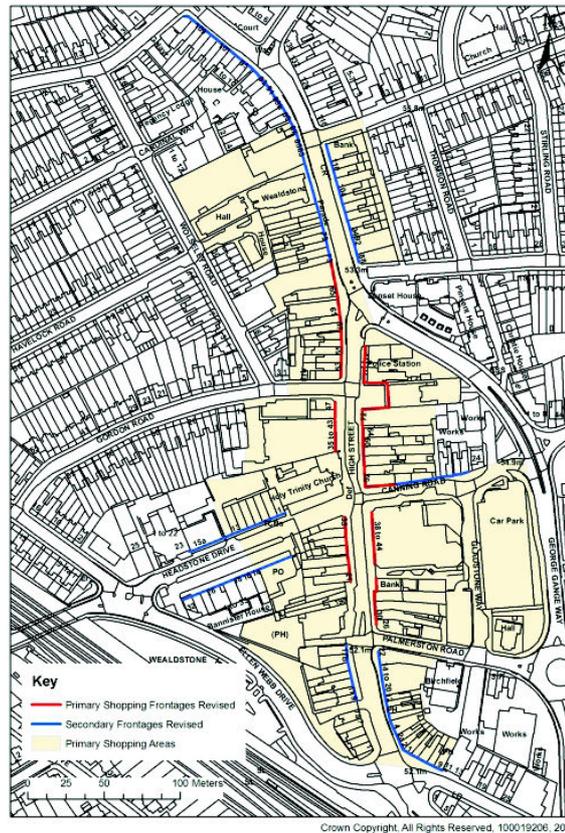
**Picture 8.4 Revised Harrow Metropolitan Centre Boundary**

### **Wealdstone District Centre Retail Designations**

**8.8** The Council has revised the secondary frontages in Wealdstone District Centre to include numbers 87 to 111b High Street to incorporate findings from the Harrow Retail Study 2009. The study found that this frontage contains independent and service retailers similar to those found in the existing Secondary Shopping Frontage within the Centre. The Council has also designated a Primary Shopping Area for Wealdstone District Centre in line with PPS4 requirements to identify the major comparison retail destinations in town centres. There are no proposed changes to the Primary Shopping Frontages or to the town centre boundary.



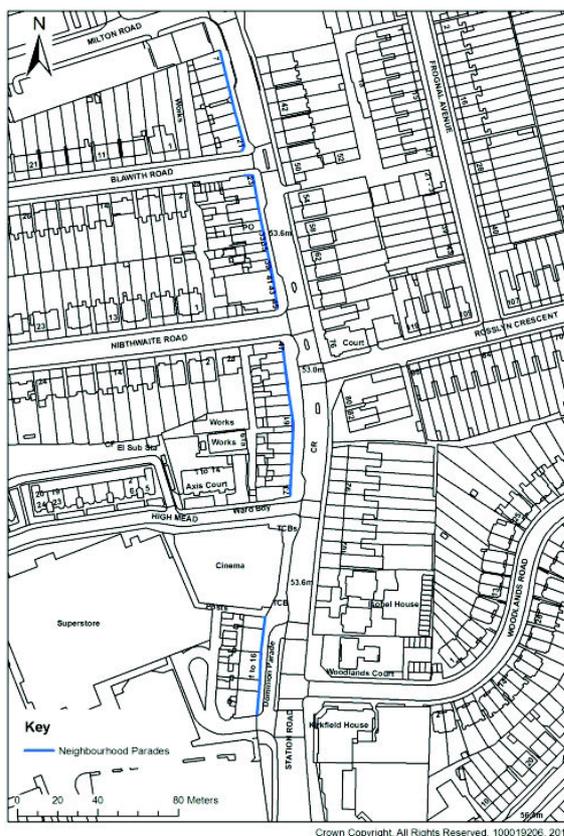
**Picture 8.5 Existing Frontages  
Wealdstone**



**Picture 8.6 Revised Frontages and New Primary Shopping Area in Wealdstone**

### New Neighbourhood Parades

**8.9** Harrow's Core Strategy recognises the role of neighbourhood parades as providing important locations for small scale and walk to shopping facilities, services and community uses. They supplement the role of district and local town centres and contribute both to the economy and the sustainability of Harrow's suburbs. Appendix B of the Core Strategy identifies the broad locations of the Borough's neighbourhood parades. The proposed allocations below show in detail the frontages comprising these neighbourhood parades (in the intensification area) to which detailed development management policies will apply. Neighbourhood parades outside the intensification area will be allocated in the Site Allocations DPD.



**Picture 8.7 Station Road Neighbourhood Parades**

### Employment Use Designations

**8.10** The Council propose to allocate the Former British Rail Goods Yard, Cecil Road, Wealdstone as a new Business Use Area. The site in Cecil Road was shown as proposal site 34 in the Harrow Unitary Development Plan (2004) for business use development. Development for business use has subsequently been completed and consequently the Harrow Core Strategy (2012) deletes this allocation from the proposals map. To safeguard its continued use for business purposes, this Area Action Plan now allocates the Goods Yard site as a business use area.



**Picture 8.8 Former British Rail Goods Yard, Cecil Road, Wealdstone**



# Identified Sites Appendix A

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Appendix A Identified Sites

**Identified sites:**

- 01 Headstone Manor
- 02 Kodak and Zoom Leisure
- 03 Teachers' Training Centre
- 04 Colart
- 05 Wealdstone car park
- 06 Wealdstone infills
- 07 Palmserston Road/George Gange Way
- 08 Harrow Leisure Centre
- 09 CA and WLWLP (proposed intensification of existing uses)
- 10 Civic Centre site
- 11 Station Road opportunity areas
- 12 Tesco
- 13\* Greenhill Way North
- 14 Greenhill Way carpark
- 15\* Neptune Point
- 16\* Bradstowe House
- 17 College Road West
- 18 Havelock Place
- 19 51 College Road
- 20 Harrow on the Hill carpark west
- 21 Lowlands Recreation Ground
- 22 Harrow on the Hill carpark east
- 23 Lyon Road
- 24 Gayton Road

\* Denotes schemes currently under construction

# Glossary Appendix B

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Appendix B Glossary

#### **Affordable Housing**

Housing which is subsidised and available to people whose incomes mean that they are unable to otherwise meet their housing needs locally via the open housing market. Such housing is classified as either Social Rented Housing or Intermediate Housing which meet the criteria as set out in the London Plan. Affordable Housing would include homes that are rented, under shared ownership and key worker housing.

#### **Annual Monitoring Report (AMR)**

The Annual Monitoring Report assesses the progress and the effectiveness of the Council's LDF against indicators set by the Government and the Local Authority. In particular AMRs assess the LDF based on the effectiveness of the policies in achieving targets, intended consequences and whether sustainable development is being delivered, as well as whether the assumptions and objectives behind the policies are still relevant.

#### **Area Action Plan (AAP)**

A type of development plan document focused upon a specific location or an area subject to conservation or significant change (for example, major regeneration). In Harrow, this comprises an Area Action Plan for the Harrow & Wealdstone Intensification Area.

#### **Biodiversity**

The range and variety of life (including plants, animals and micro-organisms) as well as habitats, ecosystems and ecological processes.

#### **Biodiversity Action Plan (BAP)**

The Harrow Biodiversity Action Plan was adopted in 2008 and identifies habitats and species of importance to the Borough's biodiversity, as well as a programme of costed projects for the protection and/or enhancement of these habitats and species. Boulevard Broad street or promenade forming arterial thoroughfare in an urban setting.

#### **BREEAM**

This is an acronym of the Building Research Establishment Environmental Assessment Method. The method applies a series of standards which are designed to address the environmental impact of buildings and are updated in line with the national Building Regulations. Credits are awarded in relation to the following impacts: management, health & wellbeing, energy, transport, water, material & waste, land use & ecology, and pollution. A set of environmental weightings then enables the credits to be added together to produce a single overall score of pass, good, very good or excellent.

#### **Carbon Dioxide (CO<sub>2</sub>)**

Carbon dioxide is a chemical compound produced naturally by plants and animals, and emitted by the burning of fossil fuels. CO<sub>2</sub> is a 'greenhouse gas', meaning that it is one of the gases which has been found to trap heat within the Earth's atmosphere and a major contributor to climate change.

**Climate Change**

Climate change is any long-term significant change in the “average weather” that a given region experiences. Average weather may include average temperature, precipitation and wind patterns. Mainstream scientific consensus suggests a link between human activity and recent climate change.

**Code for Sustainable Homes**

This code is a Government accreditation system for measuring the sustainability of new housing development. Like the BREEAM standard it measures the environmental performance of new homes, but it also gives credit for ‘health and wellbeing’ measures such as daylight, sound insulation and lifetime homes, and for ‘good management’ such as considerate contractor measures and site security.

**Combined Heat and Power (CHP)**

CPH is the simultaneous generation of usable heat and power (usually electricity) in a single process that can be used within the local area.

**Community Facilities**

These include leisure and culture facilities (including arts, entertainment and indoor sport facilities but excluding outdoor sports assets), community offices and meeting places (including places of worship, libraries), facilities for children (from nursery provision to youth clubs), education (including adult education), social services, police and emergency services facilities, primary healthcare facilities (except for the use of premises attached to the residence of the consultant or practitioner), public toilets and facilities for cyclists.

**Community Infrastructure Levy**

The Community Infrastructure Levy is a new levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure that the council, local community and neighbourhoods want.

**Comparison Goods**

This term is used to describe the retailing of goods such as clothing, household goods, furniture, DIY, electricals etc. for which consumers usually ‘shop around’.

**Conservation Area**

An area of special architectural or historic interest, the character of which is desirable to preserve or enhance. Conservation Areas are usually designated by the Council although the Secretary of State can also designate them.

**Convenience Goods**

This term is used to describe the retailing of goods purchased on a regular basis, typically food, groceries, cleaning products etc.

**Core Output Indicator (COI)**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

This is a set of indicators included within the AMR devised and employed at national and regional level to develop consistency between datasets on issues of strategic importance such as housing, employment and the environment.

#### **Core Strategy**

The Harrow Core Strategy, adopted 2012, sets out the vision for the Borough in 2026, Harrow's spatial strategy for managing development needs in the Borough over fifteen years, and core policies for the Borough and all of its areas. All other development plan documents forming part of Harrow's Local Development Framework must give effect to the Core Strategy.

#### **Cultural Heritage**

Buildings and other structures considered to be of a special architectural or historic quality or interest. This includes, but may not be limited to, Listed Buildings and Conservation Areas.

#### **Deculverting**

A culvert is a conduit used to enclose a flowing body of water. During the development boom of the 1920/30s many of Harrow's brooks and streams were culverted. Deculverting is the process of re-opening culverted waterways.

#### **Demographic Projections**

These are projections of population change given as total figures but are also provided broken-down by age, sex and ethnicity. In London demographic projections are provided by the GLA's Data Management and Analysis Group. The 'round' refers to period in which the projections were made, so the '2008 Round' refers to the projections prepared in 2008.

#### **Density (dwellings)**

Measure used to describe the numbers of housing units within a given area, usually expressed in terms of the number of habitable rooms per hectare. The site area would include the total area within the defined site including roads within the site and also private garden space, car parking space, incidental open space and landscaping, and children's play areas where these are provided.

#### **Destination Parks**

A classification for parks in Harrow which serve the needs of residents over a wider area than just those who live in the immediate vicinity of the park. These are: Harrow Weald Common; Canons Park; Byron Recreation Ground; Pinner Memorial Park; Stanmore Country Park; Harrow Recreation Ground; West Harrow Recreation Ground; and Headstone Manor Recreation Ground.

#### **Development Plan Documents (DPDs)**

Documents that help to make up the Local Plan including the Core Strategy, Site Allocations, Area Action Plans and Development Management Policies.

#### **District Centre**

This is the term used for those town centres that are larger than local centres, serving a district-wide catchment, but have a more limited role and function than major or metropolitan centres. The London Plan defines district centres as those comprising between 10,000 and 50,000 square metres retail floorspace and providing mainly convenience shops and local services or specialist functions. Centres which provide a retail function for local communities together with a range of other services including financial services, restaurants and cafes. These centres also fulfil an important function as a focus for the local community they serve as well as a public transport node.

### **Economy**

The system of human activities related to the production, distribution, exchange, and consumption of goods and services. Harrow's economy is part of the wider London, United Kingdom and world economy.

### **Environment**

Includes the 'natural' environment (air water, land, plants and animals and all associated cycle and ecosystems) and the 'built' environment (buildings and other structures built by humans).

### **Greenspace Information for Greater London (GIGL)**

Is the biodiversity records resource for London.

### **Greater London Assembly**

The assembly is the body of elected members which scrutinises the activities of the Mayor of London and is a part of the governance of the Greater London Authority.

### **Greater London Authority (GLA)**

The regional tier of Government covering London. It is led by the Mayor of London and he is held to account by the London Assembly.

### **Green Belt**

An area subject to special control under a national designation. The purpose of Green Belts is to protect the countryside from further development.

There is a general presumption against development in the Green Belt.

### **Green Grid**

An interconnected, integrated network of green, open spaces that can include waterways, parks, footpaths, and other corridors to link open spaces.

### **Harrow Strategic Partnership (HSP)**

The Partnership brings together a group of people who represent the statutory, private, business, community and voluntary sectors in Harrow.

Community views and partners' data are used by the Partnership to shape and influence the Borough's priorities in the Sustainable Community Strategy.

#### **Hectare**

A hectare is a unit of measuring area, comprising 10,000m<sup>2</sup>

#### **Housing Needs Assessment**

This was an assessment carried out by Fordham Research on behalf of Harrow Council to provide an overview of the housing situation in the Borough.

#### **Hub and Spoke**

The hub and spoke model is a commonly used term to describe a larger, central node linked to smaller, satellite points. In service provision, this would mean a high level or central service unit supported by smaller, localised service units.

#### **Intermediate Housing**

Defined by the London Plan as sub-market housing which is above target rents, but is substantially below open market levels. This category can include shared ownership and other sub-market rent provision as well as key worker housing.

#### **Intensification Area**

A London Plan designation, Intensification Areas are typically built-up areas with good existing or potential public transport accessibility which can support redevelopment at higher densities. They have significant capacity for new jobs and homes (but at a level below that which can be achieved in the sister designation 'opportunity areas'). The London Plan identifies Harrow & Wealdstone as an intensification area to provide at least 1,500 new homes and with an indicative employment capacity of 2,000 jobs.

#### **Key Stakeholders**

A person or organisation with a legitimate interest in various aspects of the planning process in Harrow.

#### **Lifetime Homes**

A Lifetime Home is a dwelling that conforms to standards (the Lifetime Homes Standards) which make it accessible to disabled people and flexible enough to be adapted for the needs of occupiers throughout a life cycle.

#### **Listed Building**

A building that is of national, architectural or historic importance. The Secretary of State (Department of Media, Culture and Sport) is responsible for the Statutory List of Buildings of Architectural or Historic Interest. Any building they deem to be of national historic and architectural value can be added to this list, and therefore becomes a listed building.

#### **Local Centre**

This is the term used for those town centres that are serving only a local catchment, providing mainly convenience shops and walk-to services.

**Local Development Documents (LDD)**

Individual planning documents comprising of Development Plan Documents and Supplementary Planning Documents.

**Local Plan**

The portfolio of planning documents that makes up the Development Plan for a Local Authority.

**Local Development Scheme (LDS)**

The Council's time-scaled programme for the preparation of Local Development Documents that must be agreed with the Greater London Authority and reviewed every year.

**Local Implementation Plan 2 (LIP2)**

This is a statutory document which sets out how the Council together with its partners will deliver integrated transport improvements over the next five years.

**Local Indicator**

This is a set of indicators included within the AMR devised and employed locally on issues of local importance such as housing, employment and the environment.

**London Plan**

The London Plan provides a vision and strategic guidance on planning matters for the whole of London. The document is prepared by the Mayor of London.

**Major Centre**

This is the term used for those town centres that are larger than local and district centres, serving a borough-wide catchment, but have a more modest role and function than metropolitan centres. The London Plan defines major centres as those comprising over 50,000 square metres retail floorspace, with a high proportion of comparison shops, and where a mix of other town centre uses may also be present.

**Metropolitan Centre**

This is the term used for a small number of centres throughout London which fall below the international centres of Knightsbridge and the West End. The London Plan defines metropolitan centres as those which have multi-borough catchments and comprise around 100,000 square metres retail floorspace, with good accessibility and a mix of other town centre uses including employment and leisure.

**Mixed Use Development**

A development that contains two or more uses e.g. residential, employment, leisure, and community uses.

**Neighbourhood Parades**

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

This is the term used for small parades of shops outside of designated town centres which serve the immediate neighbourhoods in which they are located, providing convenience shops and other commercial uses.

#### **Planning Obligations (sometimes known as Section 106 Agreements)**

These are legal obligations through which developers undertake to fulfil planning requirements that cannot otherwise be dealt with as a condition of planning permission or through the CIL. Typically they are site specific and include the transfer of homes to Registered Social Landlords (RSLs) to be provided as affordable housing.

#### **Post HUDP Indicator**

This is a set of indicators included within the AMR devised following the adoption of the Harrow Unitary Development Plan (HUDP) 2004 to measure its effectiveness.

#### **Previously Developed Land**

Previously developed land, often referred to as brownfield land, is: 'Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure'. The definition expressly excludes amongst other things: private gardens, land occupied by agricultural or forestry buildings; and land in built-up areas such as parks, recreation grounds and allotments which, although may feature paths, pavilions and other buildings, has not previously been developed. There is no presumption that land that is previously developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed.

#### **Proposals Map**

A map that forms an integral part of the LDF and which identifies sites/areas to which particular policies apply.

#### **Public Transport Accessibility Level (PTAL)**

The extent and ease of access, by public transport, from one place to another. Usually given a rating from 1 to 6, the PTAL is calculated taking into account the distance from any given point to the nearest public transport stops and the frequency of the service from those stops. On the scale, 6 is close to public transport and 1 is further away.

#### **Registered Social Landlords (RSLs)**

These are Housing Associations, supported by the Homes and Communities Agency to provide affordable housing.

#### **Regulation 19**

This refers to the relevant regulation of the Town and Country Planning (Local Development) (England) Regulations 2004, as amended which requires public consultation on development plan documents before submission with regards to their soundness.

#### **Section 106 Contributions**

See 'Planning Obligations'

### **Sites of Importance for Nature Conservation (SINC)**

These are sites of biodiversity significance, identified and kept under review by Greenspace Information for Greater London (GIGL). Sites are classified in the following order of importance:

Sites of Metropolitan Importance; Sites of Borough Importance (Grade I); Sites of Borough Importance (Grade II); and Sites of Local Importance.

### **Sites of Special Scientific Interest (SSSI)**

An area that Natural England designates for its special nature conservation interest, which can include land or water containing plants, animals, geological features or land forms of special interest and which therefore must be protected, Sites are protected under the provisions of the Wildlife and Countryside Act 1981 (as amended).

### **Social Rented Housing**

Defined by the London Plan as housing provided to rent by the Local Authority or Registered Social Landlords. Rents are substantially below open market levels and are no higher than target rents set by the government for housing association and local authority rents at a level that are genuinely affordable by local people whose incomes mean that they are unable to otherwise meet their housing needs.

### **Spatial Development Strategy**

Provides a vision and strategic guidance on planning matters for the whole of London. The document is prepared by the Mayor of London and is generally referred to as the "London Plan".

### **Statement of Community Involvement (SCI)**

A statement prepared by the Local Authority for consultation on planning documents as a whole (as well as on planning applications). This explains how information is to be made available, who is to be consulted and how and when consultation is to take place.

### **Strategic Housing Land Availability Assessment (SHLAA)**

The requirement for SHLAAs is set out in Planning Policy Statement 3 Housing (2006); their role is to identify sites with housing potential, including potential capacity, and to assess when they are likely to be developed. In London the SHLAA has been carried out at regional level, by the Mayor of London, with input from each borough. The Mayor of London's 2009 SHLAA and Housing Capacity Study was published October 2009.

### **Supplementary Planning Document (SPDs)**

SPDs expand upon or add detail to policies within Development Plan Documents. They do not introduce new policies and must be consistent with local, regional and national policies. They can take the form of design guides or area development briefs.

### **Sustainability Appraisal (SA)**

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An assessment prepared by the Local Authority that considers the social, environmental and economic effects of a plan or policy and incorporates the requirements of the SEA Directive (European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment”).

### **Sustainable Community Strategy**

The Sustainable Community Strategy shows how the organisations making up the Harrow Strategic Partnership will try to shape the effects of global, national, regional and local trends and events to work towards successful outcomes for Harrow. Sustainable Development/Design Development that meets the needs of the present generations without compromising the ability of future generations to meet their own needs. Sustainable design refers to building techniques and associated measures that can help to achieve sustainable development. Tenure Describes the type of ownership of a property eg. privately rented, affordable, owner occupier etc.

### **Town Centre**

Places within the borough with shopping, services and leisure functions. In Harrow there is one Metropolitan Centre as well as District and Local Centres.

### **Transport for London (TfL)**

Transport for London is the executive body of the Mayor of London responsible for implementing the Mayor’s Transport Strategy for London and managing transport services across the Capital for which the Mayor has responsibility.

### **Unitary Development Plan (UDP)**

The UDP is a land use plan which is to be superseded by the LDF. It provides the statutory planning framework for the local planning authority setting out the objectives, policies and proposals for the use of land and buildings in the borough.

### **Use Classes Order (UCO)**

The UCO is shorthand for the Town and Country Planning (Use Classes) Order 1987, as amended.

The purpose of the order is to classify different types of land use to enable uses to allow controls to be effectively applied and to enable certain changes of use to take place without the need for planning permission. ‘A’ uses are those appropriate to town centres comprising A1 (Retail), A2 (Financial and Professional Services), A3 (Cafés and Restaurants), A4 Drinking Establishments, A5 (Hot Food Takeaways).’

B’ uses are those that apply to employment comprising B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution). ‘C’ uses are residential in character: C1 (Hotels), C2 (Residential Institutions) and C3 (Dwellings). ‘D’ uses comprise D1 (Non-Residential Institutions) and D2 (Assembly & Leisure).

### **Waste Management Strategy (2009)**

The Council’s strategy for managing the Borough’s waste.

### **West London Sub-Region**

One of the sub-regions established by the London Plan. The West London Sub-Region comprises the seven boroughs of Hammersmith and Fulham, Brent, Ealing, Harrow, Hillingdon, Hounslow and Kensington and Chelsea. It has a population of 1.6 million and provides over 900,000 jobs.

**Wheelchair Homes**

A Wheelchair Home is a dwelling that conforms to standards (the Wheelchair Homes Standards) which make it suitable for independent occupation by a wheelchair user.



# Making Representations **Appendix C**

Harrow and Wealdstone Area Action Plan Pre-Submission DPD

### Appendix C Making Representations

#### 1. Introduction

1.1 The development plan document (DPD) is published in order for representations to be made prior to submission. The representations will be considered alongside the published DPD when submitted, which will be examined by a Planning Inspector. The Planning and Compulsory Purchase Act 2004 (as amended)<sup>0</sup>

<sup>0</sup> (the 2004 Act) states that the purpose of the examination is to consider whether the DPD complies with the legal requirements and is 'sound'.

#### 2. Legal Compliance

2.1 The Inspector will first check that the DPD meets the legal requirements under s20(5)(a) of the 2004 Act before moving on to test for soundness.

You should consider the following before making a representation on legal compliance:

- The DPD in question should be within the current Local Development Scheme (LDS) and the key stages should have been followed. The LDS is effectively a programme of work prepared by the LPA, setting out the Local Development Documents it proposes to produce over a 3 year period. It will set out the key stages in the production of any DPDs which the LPA propose to bring forward for independent examination. If the DPD is not in the current LDS it should not have been published for representations. The LDS should be on the LPA's website and available at their main offices.
- The process of community involvement for the DPD in question should be in general accordance with the LPA's Statement of Community Involvement (where one exists). The Statement of Community Involvement (SCI) is a document which sets out a LPA's strategy for involving the community in the preparation and revision of Local Development Documents (including DPDs) and the consideration of planning applications.
- The DPD should comply with the Town and County Planning (Local Development) (England Regulations) 2004 (as amended)<sup>0</sup>
- On publication, the LPA must publish the documents prescribed in the regulations, and make them available at their principal offices and their website. The LPA must also place local advertisements and notify the DPD bodies (as set out in the regulations) and any persons who have requested to be notified.

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View the 2004 Act at: [http://www.opsi.gov.uk/acts/acts2004/ukpga\\_20040005\\_en\\_1](http://www.opsi.gov.uk/acts/acts2004/ukpga_20040005_en_1)

View the amending 2008 Act at:

[http://www.opsi.gov.uk/acts/acts2008/pdf/ukpga\\_20080029\\_en.pdf](http://www.opsi.gov.uk/acts/acts2008/pdf/ukpga_20080029_en.pdf)

View the 2009 amending Regulations at:

[http://www.opsi.gov.uk/si/si2009/pdf/uksi\\_20090401\\_en.pdf](http://www.opsi.gov.uk/si/si2009/pdf/uksi_20090401_en.pdf).

- The LPA is required to provide a Sustainability Appraisal Report when they publish a DPD. This should identify the process by which the Sustainability Appraisal has been carried out, and the baseline information used to inform the process and the outcomes of that process. Sustainability Appraisal is a tool for appraising policies to ensure they reflect social, environmental, and economic factors.
- The DPD should have regard to national policy and conform generally to the Regional Spatial Strategy (RSS). The RSS sets out the region's policies in relation to the development and use of land and forms part of the development plan for LPAs. In London it is called the Spatial Development Strategy.
- The DPD must have regard to any Sustainable Community Strategy (SCS) for its area (i.e. county and district). The SCS is usually prepared by the Local Strategic Partnership which is representative of a range of interests in the LPA's area. The SCS is subject to consultation but not to an independent examination.

### 3. Soundness

3.1 Soundness is explained fully in the National Planning Policy Framework at chapter 182. The Inspector has to be satisfied that the DPD has been positively prepared and is justified, effective and consistent with national policy. To be sound a DPD should be:

#### Positively Prepared

– the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;

#### Justified

This means that the DPD should be founded on a robust and credible evidence base involving:

- Evidence of participation of the local community and others having a stake in the area
- Research/fact finding: the choices made in the plan are backed up by facts

The DPD should also provide the most appropriate strategy when considered against reasonable alternatives. These alternatives should be realistic and subject to sustainability appraisal. The DPD should show how the policies and proposals help to ensure that the social, environmental, economic and resource use objectives of sustainability will be achieved.

#### Effective

This means the DPD should be deliverable, embracing:

- Sound infrastructure delivery planning
- Having no regulatory or national planning barriers to delivery
- Delivery partners who are signed up to it
- Coherence with the strategies of neighbouring authorities

### Harrow and Wealdstone Area Action Plan Pre-Submission DPD

The DPD should also be flexible and able to be monitored.

The DPD should indicate who is to be responsible for making sure that the policies and proposals happen and when they will happen. The plan should be flexible to deal with changing circumstances, which may involve minor changes to respond to the outcome of the monitoring process or more significant changes to respond to problems such as lack of funding for major infrastructure proposals. Although it is important that policies are flexible, the DPD should make clear that major changes may require a formal review including public consultation.

Any measures which the LPA has included to make sure that targets are met should be clearly linked to an Annual Monitoring Report. This report must be produced each year by all local authorities and will show whether the DPD needs amendment.

#### **Consistent with national policy**

The DPD should be consistent with national policy. Where there is a departure, LPAs must provide clear and convincing reasoning to justify their approach. Conversely, you may feel the LPA should include a policy or policies which would depart from national or regional policy to some degree in order to meet a clearly identified and fully justified local need, but they have not done so. In this instance it will be important for you to say in your representations what the local circumstances are that justify a different policy approach to that in national or regional policy and support your assertion with evidence.

3.2 If you think the content of a DPD is not sound because it does not include a policy where it should do, you should go through the following steps before making representations:

- Is the issue with which you are concerned already covered specifically by any national planning policy or in the Regional Spatial Strategy (or the Spatial Development Strategy in London)? If so it does not need to be included.
- Is what you are concerned with covered by any other policies in the DPD on which you are seeking to make representations or in any other DPD in the LPA's Local Plan . There is no need for repetition between documents in the Local Plan.
- If the policy is not covered elsewhere, in what way is the DPD unsound without the policy?
- If the DPD is unsound without the policy, what should the policy say?

#### **4. General advice**

4.1 If you wish to make a representation seeking a change to a DPD or part of a DPD you should make clear in what way the DPD or part of the DPD is not sound having regard to the legal compliance check and three tests set out above. You should try to support your representation by evidence showing why the DPD should be changed. It will be helpful if you also say precisely how you think the DPD should be changed. Representations should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested change, as there will not normally be a subsequent opportunity to make further submissions based on the original representation made at publication. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

4.2 Where there are groups who share a common view on how they wish to see a DPD changed, it would be very helpful for that group to send a single representation which represents the view, rather than for a large number of individuals to send in separate representations which repeat the same points. In such cases the group should indicate how many people it is representing and how the representation has been authorised.

4.3 Further detailed guidance on the preparation, publication and examination of DPDs is provided in The CLG Plan Making Manual <sup>0</sup>.

