

Queen's Park Community Council

Neighbourhood Plan 2020—2040



August 2021



Publica



The Queen's Park Neighbourhood Plan

Letter by Gill FitzHugh MBE Councillor and Champion of the Neighbourhood Plan

This Plan has been developed by Queen's Park Community Council (QPGC), the first and only Community Council in London.

This Plan of how we see Queen's Park being developed is the product of everything you have told us you would like in Queen's Park.

We had a shop on Harrow Road for a month in 2015; we asked you at our Summer Festivals (2014–2016) and in Queen's Park Voice; and in our e-newsletter. In 2017, we had a six-week long consultation, and have incorporated your feedback. We've had invaluable help from officers at Westminster City Council and professionals at Publica, Urban Vision and the Paddington Development Trust. We have had financial support from The Greater London Authority and from Locality that has enabled us to engage these professionals, who assisted with the research and drafting of the Plan.

This Neighbourhood Plan is the result of our consultations with you. It includes all the areas we would like developed and improved, all the policies we would like to have agreement on and all the projects we would like to implement.

This is a planning document. The policies within it will enable QPGC to achieve success in other areas of our work: everyone's shopping experience, the activities for children and young people such as the rapidly growing Queen's Park Gardens (QPG) Community and Sports Hub, the Sports Academy and our youth club, The Avenues, which now has a day time base for older people.

Gill FitzHugh MBE
Councillor and Champion of the Neighbourhood Plan

The Queen's Park Neighbourhood Plan

Contents

1. Introduction	5
Queen's Park Community Council vision	6
Why Queen's Park needs a neighbourhood plan	7
How the Neighbourhood Plan fits into the planning system	8
The Neighbourhood Plan Area	10
Local Planning Context	12
Policy objectives	16
2. Queen's Park Neighbourhood Plan Policies	19
Amenities	20
Environment and open space	22
Heritage, design quality and sustainability	24
Getting around and community safety	26
High streets, shops and workspaces	28
New residential opportunities	30
3. Projects	33
Queen's Park Neighbourhood Plan development projects	34
Annex 1: Evidence Base	41
Annex 2: Retail and Queen's Park High Street	87
Acknowledgements	98



Introduction

Queen's Park Community Council vision

A Queen's Park that we are proud of.

A neighbourhood that provides the best possible facilities and services for our residents of all ages and that is a safe and secure place to live.

We want a neighbourhood with an excellent natural environment, that cherishes its park, gardens, allotments and trees.

We want a neighbourhood that respects the work done in the past by our predecessors but now looks for the best design and plans for the future, supported by a community that works towards making this an area with net-zero carbon emissions.

Our community could be one of the most attractive in London. We have great advantages: the canal, our park, the layout of The Avenues. We can and will build on this heritage to make this a community of which we can be really proud.

Our vision is of a neighbourhood that has a strong sense of community, where we value the diversity of the people living there. A place where all people can live and work together, a place that makes the most of its assets.

Why Queen’s Park needs a neighbourhood plan

- 1.1 Queen’s Park is in the northwest corner of Westminster. It has boundaries with Brent in the north and north west, and with the Royal Borough of Kensington and Chelsea (RBKC) in the south. The border with RBKC is the Grand Union Canal.
- 1.2 Queen’s Park is largely residential, but has growing business and industrial areas on its boundaries. Around 14,000 people live there, but only 1000 work there.
- 1.3 It is divided into five character areas:
 - Queen’s Park Avenues Conservation Estate
 - Canal Terrace
 - The Mozart Estate and Queen’s Park Court
 - The late Victorian/Edwardian terraced houses to the east of Queen’s Park
 - The retail and business roads of Harrow Road and Kilburn Lane, both of which have roads with busy bus routes running through them
- 1.4 Queen’s Park has much to be proud of. QPCG’s consultation revealed that residents’ greatest pride was in good community relations. In one of the most diverse areas of London, they believed that people got on well with each other. Queen’s Park is very different to most of Westminster: it is poorer than many other neighbourhoods, with the same issues as other poor inner city areas.
- 1.5 Following on from similar declarations at both local and national level, a climate emergency was declared in Queen’s Park in February 2020. QPCG has pledged to become a carbon neutral council by 2022, and ward by 2040. As such all new developments, projects and policies should contribute towards this pledge.
- 1.6 The Neighbourhood Plan has provided an opportunity for in-depth consultation with local people, to fully understand their views on locally important issues, and ensure these are addressed through the planning process where possible.
- 1.7 It has also been important in establishing dialogues with officers at Westminster, and has enabled us to look at the neighbourhood’s issues in a positive and constructive way. This has been the case, for example, with issues of parking, parks, planning, conservation and heritage departments, as well as building links with several officers at the council.
- 1.8 Our consultation process resulted in very clear views of what people wanted. The process started in 2013 when there was strong opposition from the community to the redevelopment of Jubilee Sports Centre – a valued community asset in the centre of Queen’s Park. This development highlighted the need for greater community involvement at an early stage in the planning process.
- 1.9 The consultation process had outcomes that could be summarised under two headings:
 - 1. Improving the built and open space environment**
 - 1.10 A major concern for residents was the state of the Harrow Road. In March 2021 Westminster City Council appointed a consultant to work on the development of the Harrow Road place plan. A successful bid by the Council for funding from the GLA’s Good Growth Fund has been matched by WCC. It will result in major improvements to the Harrow Road. This covers three sections along the Harrow Road, one of which is in Queen’s Park.
 - 2. Improvements to relieve poverty and the impact of living in a deprived inner city area**
 - 1.11 In the Health and Wellbeing Index 2008, of the 625 wards in the Greater London Authority, Queen’s Park had the second worst score in London. The latest Health and Wellbeing Index puts Queen’s Park at 570, which suggests that improvements are being made.
 - 1.12 A neighbourhood plan can’t solve poverty, but it gives us the chance to tackle deeply embedded problems, about which the most often repeated phrases are “nothing will ever be done”, and “nothing will get better”. This is our chance to show that we can improve Harrow Road, and that we can extend amenities for local people.
 - 1.13 Most importantly it is long term. QPCG is committed to bringing about the changes that people want.

How the neighbourhood plan fits into the planning system

UK

National Government: National Planning Policy Framework (NPPF)

The framework acts as guidance for local planning authorities and decision-makers, both in drawing up plans and making decisions about planning applications

London

Mayor of London/ Greater London Authority: The London Plan

The London Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital

Borough

Westminster City Council: Westminster City Plan

The Westminster City Plan is the local plan for Westminster. It sets out the vision for the City of Westminster to 2040 and puts in place a policy framework to deliver that vision

Community

Queen's Park Community Council: Neighbourhood Plan (when adopted)

A neighbourhood plan is a community-led framework for guiding the future development, regeneration and conservation of an area. Once a neighbourhood plan is brought into legal force it forms part of the statutory Development Plan for the area

The Neighbourhood Plan

- 1.14 Neighbourhood plans should be prepared in conformity with national policy in the NPPF and strategic policy in the London Plan and the Westminster City Plan. Taken together, the London Plan, Westminster City Plan, and Queen's Park Neighbourhood Plan will form the Development Plan for the purposes of determining planning applications in the Queen's Park Neighbourhood Area.

Westminster City Plan (2019-2040)

- 1.15 The Westminster City Plan includes both strategic and more detailed policies to manage the city and deliver Westminster's future sustainable development.
- 1.16 The Westminster City Plan is the most important document for reference by QPGC, as the Queen's Park Neighbourhood Plan's policies must be compliant with the City Plan policies. In addition, many of QPGC's objectives may already be addressed by existing WCC policy. Only issues which are not covered should be the focus of new or additional policy.
- 1.17 Westminster City Council additionally publishes Supplementary Planning Documents (SPDs) on various issues.
- 1.18 The new London Plan was adopted in March 2021. The new Westminster City Plan has been through independent examination, found sound, and was formally adopted in April 2021.

See <https://www.westminster.gov.uk/planning-building-and-environmental-regulations/planning-policy> for all WCC policy documents.

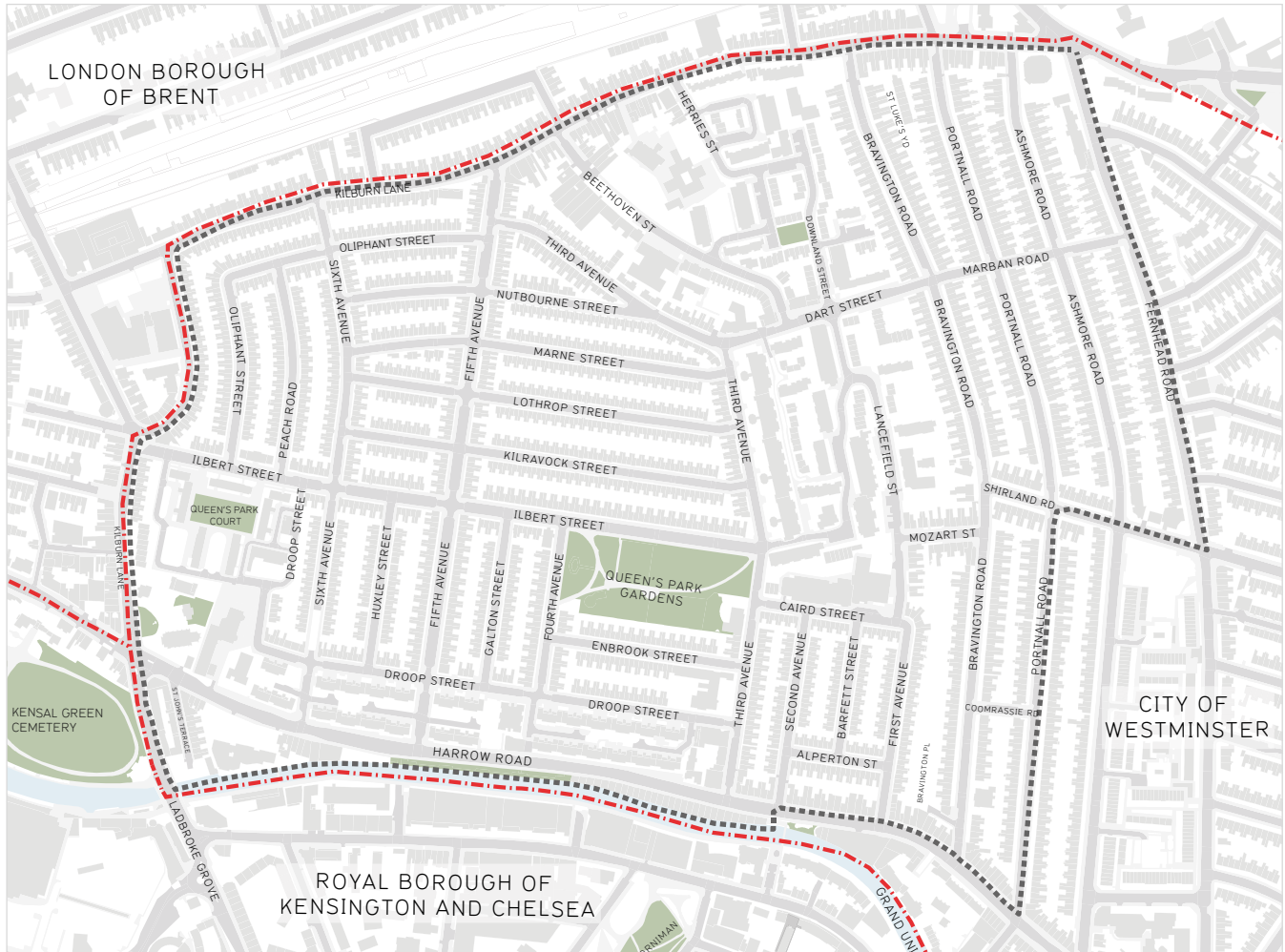
Community Infrastructure Levy (CIL)

- 1.19 The Community Infrastructure Levy (CIL) is a tariff upon development which local authorities can opt to charge in order to raise funds to contribute to the delivery of infrastructure needs, which arise as a result of new development in an area.
- 1.20 Westminster City Council has recently implemented a CIL which commenced on 1st May 2016. The Council has differentiated between various charging zones and will levy CIL on residential and commercial development (retail, offices, hotels, nightclubs and casinos). In the Queen's Park area, the charges amount to £200 per square metre for all qualifying residential development, and £50 per square metre for the relevant commercial development. A neighbourhood is entitled to 15% of the CIL receipts raised in their area, capped at £100 per dwelling
- 1.21 Unlike other parts of Westminster, where the funding is retained by the City Council and spent in consultation with the relevant community groups (including neighbourhood forums), in Queen's Park the neighbourhood portion of CIL is passed directly to the Queen's Park Community Council. Any CIL spending by the Community Council must be reported back to Westminster City Council.
- 1.22 An area that has a 'made' (adopted) neighbourhood plan will see their share of CIL receipts increase to 25% of the CIL revenue generated within that area, which will continue to be paid to the relevant local body (in this case the Community Council) within that area.
- 1.23 Westminster City Council published its CIL governance report in February 2017, which outlines the process for the 'neighbourhood portion' of CIL.

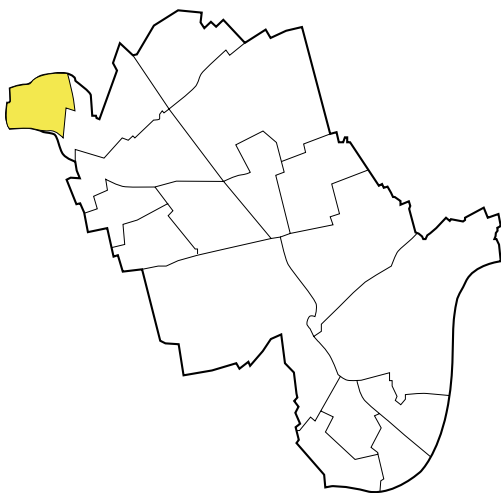
For WCC CIL charging schedule see http://transact.westminster.gov.uk/docstores/publications_store/planning/cil/westminster_cil_charging_schedule_2016.pdf

For WCC CIL governance report see <http://committees.westminster.gov.uk/documents/s21469/Cabinet-Report-CIL-%2020%20February%202017.pdf>

The Neighbourhood Plan area



- - - Borough boundary
- Queen's Park Community Council boundary



Westminster ward map, with the Queen's Park ward highlighted in yellow. The ward area is the same as the Queen's Park Community Council neighbourhood area

The Neighbourhood Plan area

1.24 One of Westminster's most demographically diverse areas, Queen's Park, is located in the north-west of the borough, at the border with Brent and Kensington and Chelsea. The Queen's Park Community Council's designated boundary, the area covered by the emerging Neighbourhood Plan, is the same as the Queen's Park ward.

1.25 The area is enclosed by Kilburn Lane to the north and west, the Harrow Road and the Grand Union Canal to the south, and Fernhead Road and Portnall Road to the east. Largely residential, it includes the Queen's Park Estate (the Victorian Gothic-revival development locally known as 'the Avenues'), the 1970s Mozart and Harrow Road Estates, as well as shops and local amenities, mostly along the area's two high streets: the Harrow Road and Kilburn Lane. Queen's Park Gardens is the only green space of significant size, and everywhere in the Neighbourhood Plan area is located within walking distance of this central park.

1.26 The area has over 13,300 residents in 5,100 homes, a population large enough to support basic neighbourhood facilities.

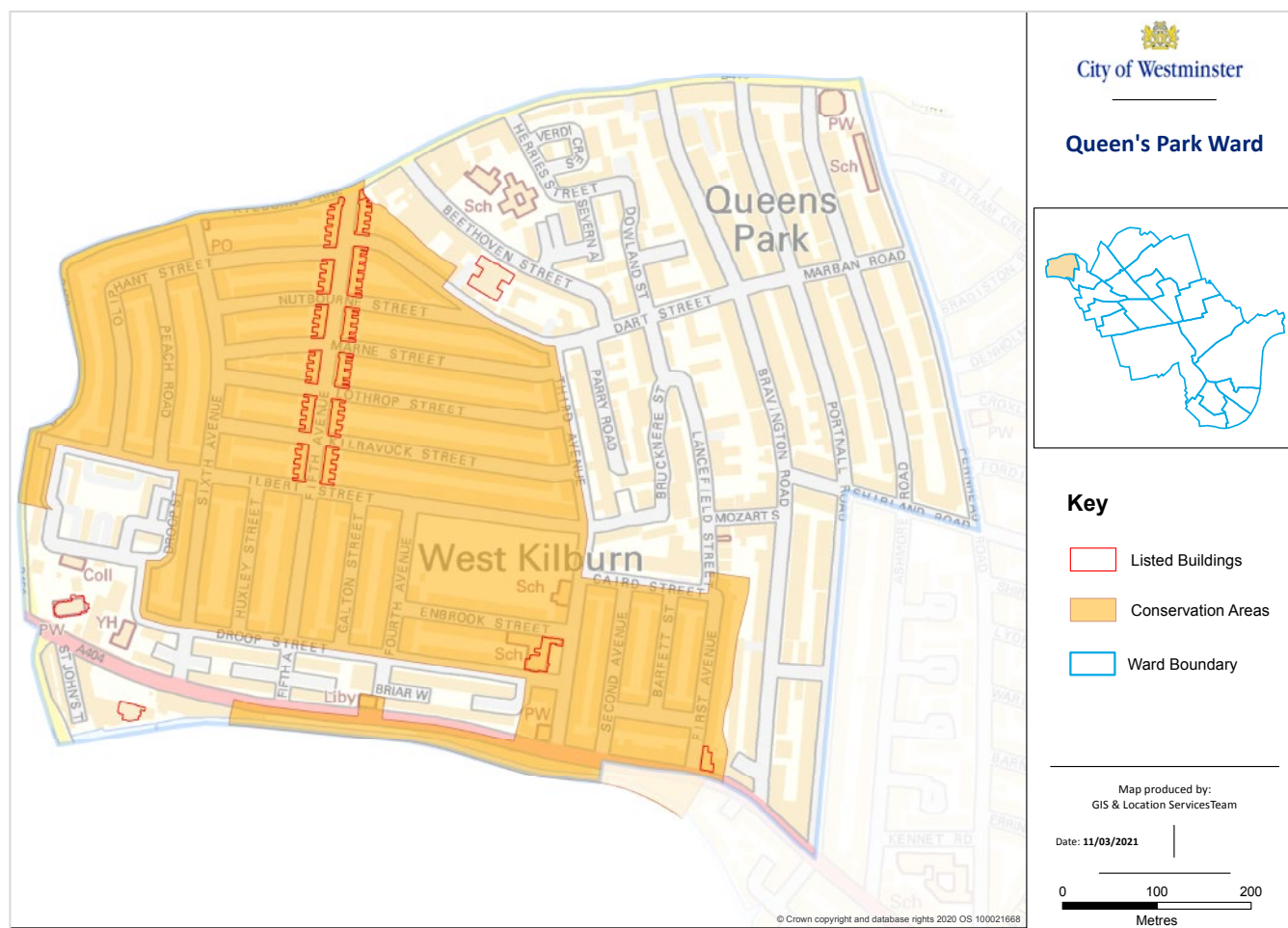
1.27 The Queen's Park Estate Conservation Area covers the original estate built in the late 1800's by the Artizans, Labourers and General Dwellings Company, and includes listed Grade 2 properties along Fifth

Avenue and the Droop Street School (Queen's Park Primary School). The school, the Queen's Park library on the Harrow Road and the old Queen's Park meeting hall on Harrow Road/First Avenue junction are landmark buildings, standing out in use and scale from the rest of the estate.

1.28 The canal is an important feature of the area however, the towpath, on the south side is in Kensington and Chelsea and the area doesn't connect much to the canal, except at the foot of the Half Penny Bridge where it meets the Harrow Road. At this point lies Canal Terrace, a striking three storey structure that overlooks the canal, but is in poor state of repair, with a number of blank frontages where shops once were.

1.29 The area faces a number of challenges, including the shortage of social, affordable and intermediate housing, and overcrowding of existing homes. Other challenges are associated with the loss of retail on the Harrow Road and Kilburn Lane but also on smaller residential streets – Mozart Street and Dart Street, which once acted as important community convenience hubs. Another challenge is the redevelopment of the site of the area's only sports and swimming centre, the Jubilee Centre, which has consent to be transformed into a primarily residential scheme, with the majority of sports facilities being provided in a new Moberly Centre, in neighbouring Brent.

Local planning context



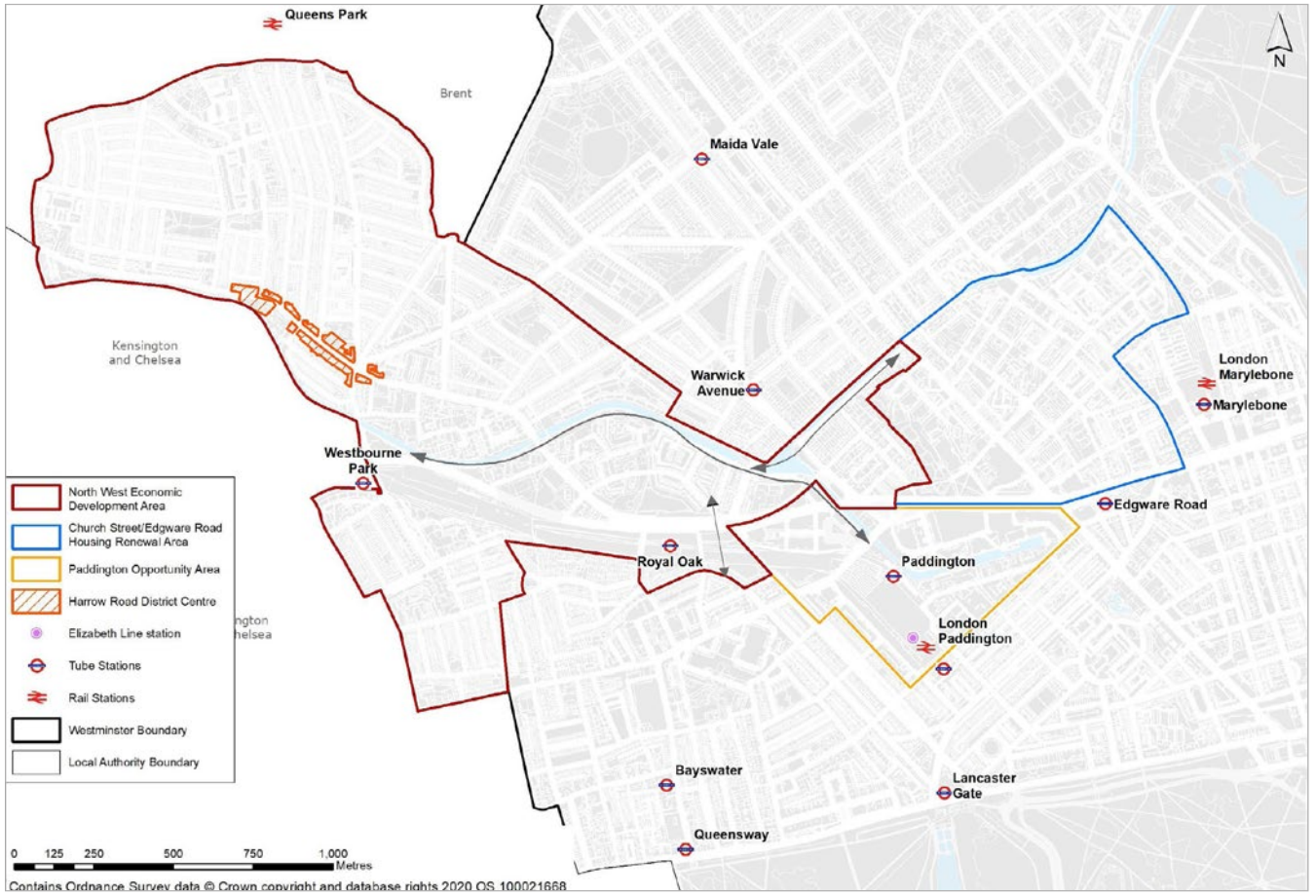
1.30 Queen's Park Estate was designated as a conservation area in 1978 and the area was extended in 1991 to include Canal Terrace, the Harrow Road Open Space and the Queen's Park Library.

1.31 Further planning controls were introduced in February 1993 when an Article 4 direction took effect requiring a planning application to be made where normally permitted development rights would apply. For further information on conservation in Queen's Park, see Appendix A, pp.54-55

1.32 Queen's Park falls within Westminster City Council's designated North-West Economic Development Area (NWEDA). The NWEDA was designated to address the needs of the principal area of economic renewal in the north-west of Westminster. Four of the wards within this area, Queen's Park, Harrow Road, Westbourne and Church Street suffer the greatest deprivation

within Westminster and the country. This designation is set out in the City Plan on pages 44-47.

1.33 Within the NWEDA, the Harrow Road has been identified as a District Centre, the location for the main shopping and town centre uses in the area.



Map of the NWEDA and District Centre area from the Westminster City Plan 2019-2040 (adopted 2021).

Acknowledgements

- 1.34 QPCG has worked with the following organisations in the preparation of this neighbourhood plan:
- 1.35 Maida Hill Neighbourhood Forum: the boundary between QPCG and Maida Hill Neighbourhood Plan Area divides Harrow Road main shopping area. Both neighbourhood forums are working together to resolve issues relating to the road with WGC and to agree policies for the road
- 1.36 Harrow Road Community Steering Group: QPCG is part of this group which covers all areas of planning development in the area between Ladbrooke Grove and Paddington
- 1.37 The Harrow Road Retailers Association: This was set up by QPCG. A local resident chairs the group and a QPCG Councillor is Secretary of the group. There are nearly 150 members. Some problems have been successfully dealt with and some are still under discussion such as the forecourts and shutters.
- 1.38 Kensal Consultation Group: QPCG has representation on this group which is advising on the development of Kilburn Lane and Chamberlayne Road. This is led by Transport for London. The Westminster/Brent boundary runs up the road from The Harrow Road to Chamberlayne Road
- 1.39 Kensal Triangle Residents Association (KTRA): QPCG has been working with KTRA on various issues but in particular the improvement of the Harrow Road/ Kilburn Lane/Ladbrooke Grove Crossing to include a pedestrian phase

Policy objectives

1.40 The following objectives set out how the neighbourhood should develop in the coming years. The objectives are grouped into six headings: Amenities; Environment and Open Space; Heritage, Design Quality and Sustainability; Getting Around and Community Safety; High Streets, Shops and Workspaces; and New Residential Opportunities. These headings have also been used to structure the policies (see Chapter 2).

Objectives	Policy headings
<p>1. Continue to improve and increase our existing community facilities, services, and built and natural assets for residents, workers and visitors of all ages. This includes our sports and leisure facilities.</p>	<p>Amenities: Policies 1 and 2</p>
<p>2. Continue to improve the local environment, including Queen’s Park Gardens, and other open spaces of local importance.</p> <ul style="list-style-type: none">• Protect parks, gardens and smaller green or open spaces, including edges and verges, from development• Seek an improvement in recreation/play spaces for all ages• Protect allotments and food growing spaces from development, seeking more community food growing spaces	<p>Environment and Open Space: Policies 3 and 4</p>
<p>3. Respect and safeguard our neighbourhood’s heritage and character and enhance its design quality whilst seeking appropriate ways to make the area more sustainable.</p> <ul style="list-style-type: none">• Protect historic buildings and the area’s conservation design quality• Preserve and/or enhance the character, appearance and settings of the conservation area and listed buildings through high quality design, materials and finishes• Support upgrades to the building fabric that contribute to energy saving and the achievement of net-zero emissions whilst demonstrating high design quality and integration with the existing heritage of the area• Enhance the special character of Queen’s Park through its public realm, buildings, trees and gardens• Embrace new design whilst respecting and preserving the character of the area.	<p>Heritage, Design Quality and Sustainability: Policy 5</p>

4. Establish a safer and more pleasant street network that prioritises walking and cycling for all groups and ages, and seeks to minimise air pollution.

- Encourage more people to cycle and walk, including supporting children’s safe cycling and walking to school
- Increase the ease of movement for cyclists at key locations
- Increase in the number and quality of cycle parking, including on street cycle parking and sheltered secure residential cycle storage

**Getting Around and
Community Safety:
Policies 6 and 7**

5. Work collaboratively towards achieving lively, well used and commercially resilient high streets that attract retailers, residents, workers and visitors from further afield.

- Seek to maintain and improve ground floor commercial space along Harrow Road, Kilburn Lane, Dart Street and Mozart Street to ensure a diverse mix of retail, office and community uses
- Seek improvements to the ground floor units of Canal Terrace including encouraging the development for restaurant, café, and office and workshop uses

**High Streets, Shops
and Workspaces:
Policy 8**

6. Continue developing a neighbourhood that welcomes a diverse mix of people and that is a great place to live, where there are new homes that meet local housing need, and ensure the existing housing stock is protected and enhanced.

- Protect the existing social rented stock
- Ensure that a proportion of new homes are affordable to people on low incomes, though the provision of new affordable rented housing and intermediate housing
- Resist the subdivision of family units
- Provide a range of homes that can meet different needs and can complement the existing housing offer

**New Residential
Opportunities:
Policy 9**

2

Queen's Park Neighbourhood Plan Policies

Amenities

- 2.1 Community amenities act as the focus of community activity and contribute towards community cohesion. Queen’s Park has a number of Victorian civic buildings that were built as part of the Avenues Estate, such as the library and St Jude’s Community Hall. Third Avenue has a number of amenities including: the Avenues Youth Project; the Beethoven Centre, the Queen’s Park Health Centre and the Queen’s Park Primary School. Other important local amenities include the neighbourhood’s two other primary schools (St Luke’s and Wilberforce), two churches (St John’s and St Luke’s), and a mosque.
- 2.2 During the consultation, many of the residents mentioned the value of these services and commented that it would be good if they reached more of the population. In particular, local arts facilities and the Queen’s Park Library were mentioned as amenities providing assets to the area.

Objectives

- 2.3 Continue to improve and increase our existing community facilities, services, and built and natural assets for residents, workers and visitors of all ages. This includes our sports and leisure facilities.

POLICY 1 **Amenities**

Development proposing the loss of community use will only be permitted where it can be demonstrated that there is no longer any demand for it, or any alternative community use.

Where it is identified that there is a continuing need for a community use, development proposals will be resisted unless applicants can demonstrate that there is adequate alternative provision easily accessible from the Neighbourhood Plan area which has the capacity to meet the needs of the community previously served by the lost use.

Development proposals for new community uses will be supported, including the provision of artists’ workspaces and play space areas.

Justification

- 2.4 A number of community facilities have been identified in the original research on Queen’s Park that provide key benefits to the local community. Annex 1 provides information on the location of amenities (Pages 48-29), amenity and social infrastructure (Pages 62-65) and local shops (Pages 80-81). Wherever possible, policy therefore seeks to protect existing community facilities. It is however recognised that recent changes to the Use Class Order 1 means that in some instances, the reformatting of existing space for alternative purposes may not always need planning permission. In cases where it is clear that there is still demand for the use of a community facility, proposals will be resisted unless it can be demonstrated that an alternative venue can accommodate the community use to a level that is at least the equivalent of the current service in its existing location. There is also an aspiration to provide opportunities for artists’ workspaces and areas for play to supplement existing community facilities. For the purposes of implementing this policy, uses listed in paragraph 17.1 of the Westminster City Plan are considered community uses.

Links to Strategic Policies

Westminster City Plan (2019–2040): Policies 5 ‘Spatial Development Priorities: North West Economic Development Area’, 17 ‘Community infrastructure and facilities’

London Plan 2021: Policy S1 ‘Developing London’s social infrastructure’ clauses F and G

1 – *The Town and Country Planning Act (Use Classes) (Amendment) (England) Regulations 2020 (No. 757)*

Amenities

POLICY 2

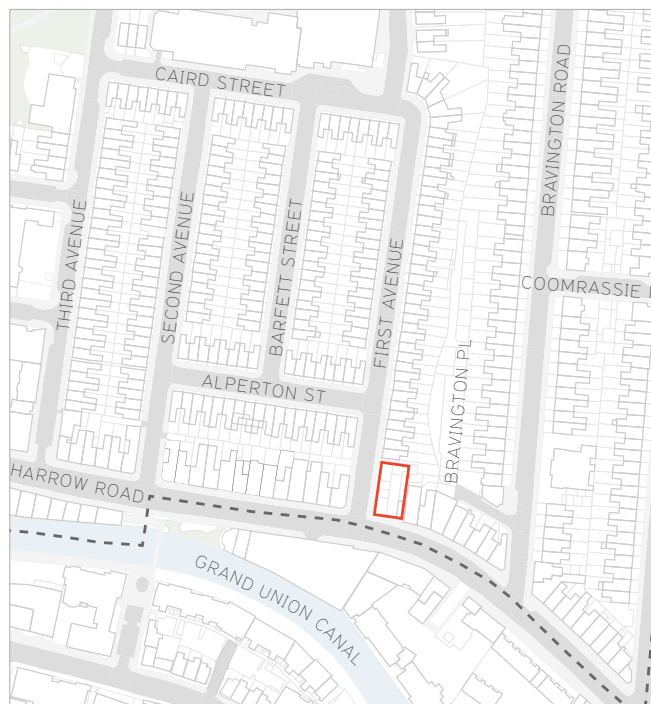
Queen's Park Hall

QPCG will support the use of Queen's Park Hall as a community hall for the local community.

Proposals for any development or change of use at Queen's Park Hall will need to demonstrate how they support the continued use of the building for the benefit of the local community.

Justification

- 2.5 Queen's Park Hall is a Grade II listed building that was built in 1882 with a covenant on it saying that it was always to be used as a Community Hall by the people of Queen's Park. It was originally to include shops and a coffee tavern. The hall, which was opened in 1884, was initially intended to be used as a working man's literary institute. It was for hiring out for concerts and entertainment. The hall was 'a centre for the civic life of the estate'. It was also used for Scouts and for a youth club.
- 2.6 The All Stars Boxing Club have occupied the building since the late 1970s. In 1994 the Hall was purchased by a private individual who sought to evict the Boxing Club. However following a court case the All Stars Boxing Club was given a 15-year lease from 14th December 2012, including the basement but excluding the retail units. The retail units have been vacant since 1994. The lease started following repairs to the building in Spring 2019. It now has 12 years to run.
- 2.7 Queen's Park Hall was originally listed as an Asset of Community Value in January 2016 and the listing was subsequently renewed in February 2021. This is valid for a period of 5 years. During this period the designation is a material planning consideration that can be taken into account in taking planning decisions.



Map showing location of Queen's Park Hall

Links to Strategic Policies

Westminster City Plan (2019-2040): Policy 17 'Community infrastructure and facilities'

London Plan 2021: Policy S1 'Developing London's social infrastructure' clauses F and G

Environment and open space

2.8 There are few green spaces within the QPCG Neighbourhood Plan area. The evidence base (see Annex 1, pages 66 – 69) notes that around 4.4% of the area is green space in contrast to a Westminster average of 22%. This 22% average reflects the fact that Westminster is responsible for the Royal Parks in the borough. However these parks are not within easy access for residents of Queen’s Park. In contrast, and reflecting the residential nature of the area, Queen’s Park has about 26% of land area in use as domestic gardens (compared to Westminster’s average of 8%). It is important to protect the green spaces within the Neighbourhood Plan area, and to recognise the role of domestic gardens in contributing to overall green space and providing potential wider benefits with respect to climate change and biodiversity.

2.9 Queen’s Park Gardens was identified as a highly valued space during the consultation, and residents also identified that there is opportunity to add to the existing trees, green spaces and planting elsewhere in the area. Background evidence collected for the Neighbourhood Plan also revealed a number of play areas that could be improved and potential spaces that could be transformed to include a play element, targeting children of different ages.

2.10 Queen’s Park has few opportunities for new green space provision. The edges of existing housing developments and streets, or some of the generous pavements in the area, could provide opportunities for further play spaces, tree planting or small community allotment or community food growing sites. There is an interest in the local community to encourage more greening and living street projects in the area.

Objectives

- 2.11 Continue to improve the local environment, including Queen’s Park Gardens, and other open spaces of local importance.
- To protect parks, gardens and smaller green or open spaces, including edges and verges, from development
 - To seek an improvement in recreation/play spaces for all ages
 - Protect allotments and food growing spaces from development, seeking more community food growing spaces

POLICY 3

Residential gardens

Development which requires planning permission and would result in the significant loss of private residential garden space will not be permitted.

Development in the curtilage of a residential property which requires planning permission should retain some outdoor garden space for use by occupiers where possible, should ensure sustainable drainage, and maintain or enhance biodiversity.

Justification

2.12 Gardens are an important characteristic in some parts of Queen’s Park and add to amenity value and biodiversity whilst also in the long term helping society adapt to the effects of climate change. They are therefore a resource to be protected for now and for the future. The Avenues area of Queen’s Park Estate is known for its characteristic terraced housing and in this area residents have access to both small front and back garden spaces, which are a resource to be protected for now and the future. The loss of garden spaces is therefore an issue of significant concern. Sustainable Drainage Systems (SuDS) can be integrated with developments to ensure there is no increase flood risk and drainage is maintained.

Links to strategic policies

Westminster City Plan (2019-2040): Policy 34 ‘Green infrastructure’

London Plan 2021: Policies G5 ‘Urban Greening’ and SI 13 ‘Sustainable drainage’

Environment and open space

POLICY 4

Community Food Growing

Proposals for new community growing spaces or an extension to existing sites including the provision of space for community food growing, will be supported.

Proposals that result in harm to or loss of community growing spaces will not normally be permitted unless:

- a) Replacement provision is made, of at least equivalent quality, where it would be located at reasonable convenience for the existing plot holders; and
- b) Where clear and significant social, economic and environmental community benefits could be derived from the proposal.

- Compromise the role and function of such space, through the introduction of excessive overshadowing.

2.16 QPCG is actively looking for new community growing opportunities. QPCG also manages an orchard in Queen's Park Gardens planted by local residents in pursuit of engaging more people in planting, picking and eating.

Links to strategic policies

Westminster City Plan (2019-2040): Policies 5 'Spatial Development Priorities: North West Economic Development Area', 34 'Green infrastructure'

London Plan: Policy G8 'Food Growing'

Justification

2.13 The evidence base notes the existing community growing projects based at Harrington Court and Leeve House.

- Harrington Road: There is a rectangular plot approximately 10m x 25m divided into 10 areas which are approximately 1m x 4m.
- The Mozart Garden Lancefield Court Healthy Living Garden, Leeve House, Lancefield St: This is an L shaped site divided into about 8 small plots

2.14 Community growing spaces are an important resource helping to promote residents' health and wellbeing; providing access to green space and improving knowledge and understanding of local food growing. This is particularly important in an area that has a number of health challenges, as identified in the evidence base.

2.15 This policy aims to encourage new community growing projects as well as protect existing sites for residents' long-term use and benefit. For the purposes of implementing the policy, the types of development that could cause unacceptable levels of harm to existing provision include development proposals that would:

- Impede public access to such space, thereby reducing their community benefit; or



Heritage, design quality and sustainability

2.17 The policies in this section of the Neighbourhood Plan seek to conserve and enhance the historic built environment of Queen's Park. It is an area with rich architecture including details which give character to individual buildings, streets and spaces. Achieving this aim will mean reflecting local character and historic interest while also encouraging innovative design to create sustainable buildings and spaces. Queen's Park Estate was designated as a conservation area in 1978 and the area was extended in 1991. The conservation area covers the original estate built in the late 1800s by the Artizans, Labourers and General Dwellings Company.

Objectives

2.18 **Respect and safeguard our neighbourhood's heritage and character and enhance its design quality whilst seeking appropriate ways to make the area more sustainable.**

- Protect historic buildings and the area's conservation and design quality
- Preserve and/or enhance the character, appearance and settings of the conservation area and listed buildings through high quality design, materials and finishes
- Support retrofitting that brings residential and business premises in line with the Passivhaus Standard and the achievement of net zero emissions whilst demonstrating high design quality and integration with the existing heritage of the area
- Enhance the special character of Queen's Park through its public realm, buildings, trees and gardens
- Embrace new design whilst respecting and preserving the character of the area

2.19 Queen's Park is made up of several character areas which are defined by the period in which they were built, their architecture and purpose. These include:

- Queen's Park Estate Conservation Area (1500 small cottages, including 53 grade 2 listed properties, built by The Artizans Labourers and General Dwelling Company between 1874-1881)

- Canal Terrace, a terrace of 29 houses located at 431-487 Harrow Road.
- The Mozart, Queen's Park Court and Avenues Gardens Estates built in Queen's Park after the second world war.
- The late Victorian/Edwardian terraced houses to the east of Queen's Park (Bravington, Portnall and Ashmore Roads)
- The retail and business roads of Harrow Road and Kilburn Lane

Further guidance on the unique character of these areas and how development should respond to it is set out in the following documents:

- The Queen's Park Estate Design Guide (1995)
- Queen's Park Estate Conservation Area Planning Information Guide (2017); and
- The Canal Terrace Conservation Design Guide (2020).

Additional guidance may be produced as required in agreement with Westminster City Council.

2.20 Proposals for new development or redevelopment should contribute towards the local distinctiveness of Queens Park

2.21 The design guide for each character area should ensure it is unified

POLICY 5

Design

Proposals for new developments must achieve an exemplary standard of sustainable and inclusive urban design and architecture that respects the character of distinct areas within the neighbourhood plan area.

Design which meets high standards of environmental performance to mitigate for, and address the climate emergency will be supported, subject to considerations with respect to the character of the area.

Heritage, design quality and sustainability

New or renovated shop frontages should complement the architectural design of the rest of the building where that building has historic or architectural merit. Signs for shop fronts should be well-designed at a suitable scale, and if illuminated, should be lit appropriately and discreetly.

Justification

- 2.22 Good design is required to ensure that heritage and local character are protected, in particular with regard to building scale, form, massing, setback and materials. Supporting high standards of environmental performance in any new proposals for development will assist in making efficient use of resources, and mitigating potential impacts with respect to the climate emergency. This requires a balance to be struck between what is introduced by way of new development whilst ensuring the character of the area is respected.
- 2.23 The area also has shops and other business premises, particularly in Harrow Road, that require careful attention to ensure the conservation and enhancement of building frontages.
- 2.24 Developers are encouraged to engage with stakeholders including Thames Water ahead of the submission of applications to discuss the infrastructure requirements for development, to help ensure that development is aligned with any necessary infrastructure upgrades required.

Links to strategic policies

London Plan 2021: Policies HC1 'Heritage Conservation and Growth', SI 2 'Minimising Greenhouse Gas Emissions', D1 'London's form, character and capacity for growth', D4 'Delivering Good Design'

Westminster City Plan (2019-2040): Policies 38 'Design principles', 39 'Westminster's heritage' and 40 'Townscape and architecture'

Getting around and community safety

- 2.25 The policies in this part of the Neighbourhood Plan seek to improve movement around the area for the whole community. Measures to promote walking and cycling will be supported along with measures to increase accessibility to local amenities. There is also an aspiration to seek to deliver creative solutions that add to traffic calming measures within the Neighbourhood Plan area in appropriate streets.
- 2.26 During the consultation, residents gave feedback that the area was in a good sustainable location with diverse and reliable transport links. Other positive feedback included the canal towpath (in the Royal Borough of Kensington and Chelsea), providing links to the wider area, and that the area is easy to walk around. However the consultation also included feedback on challenges the area faces such as concerns about road maintenance and a lack of cycle parking. Residents identified that the Ladbroke Grove/Harrow Road junction needs a safe pedestrian crossing.
- 2.27 The Mayor's Healthy Streets Agenda is pursued through these policies, as set out in Healthy Streets for London (2017). Other mayoral initiatives, like the STARS accreditation for local schools, and the use of London Cycling Design Guide will be encouraged.

Objectives

- 2.28 **Establish a safer and more pleasant street network that prioritises walking and cycling for all groups and ages, and seeks to minimise air pollution.**
- Encourage more people to cycle and walk, including supporting children's safe cycling and walking to school
 - Increase the ease of movement for cyclists at key locations
 - Increase in the number and quality of cycle parking, including on street cycle parking and sheltered secure residential cycle storage

POLICY 6

Improving the cycling environment

Major development proposals will be required to be supported by measures to improve road safety, air quality, and facilities for cyclists, subject to the published cycle standards set out by the London Plan. Proposals that:

- Provide cycle parking at key services and facilities
- Provide sheltered and secure cycle storage for residents

will be supported in principle.

Justification

- 2.29 Lack of parking provision for cyclists was identified as an issue during the consultation. Policy 6 seeks to deliver the provision of improved cycle parking for both residents and visitors to local amenities.

Links to strategic policies

Westminster City Plan (2019-2040): Policy 25 'Walking and cycling'

London Plan 2021: Policy T5 'Cycling'



Getting around and community safety

POLICY 7

Safeguarding pedestrian access in Harrow Road

Development proposals where appropriate, will be required to be supported by measures that provide for improved pedestrian access. They should ensure, that as much as is practicable, the area is accessible and inclusive. The measures will need to demonstrate that:

- a) Sufficient pavement space is maintained for pedestrians; and
- b) Accessibility for disabled people and those with pushchairs is safeguarded.

Proposals that permit the use of the pavement in front of the shops up to a depth of 1m will be permitted provided that the remainder of the pavement will be accessible to all users.

Justification

- 2.30 The evidence base identifies that there are areas of potential street 'clutter' within the Neighbourhood Plan area. A particular issue occurs in Harrow Road where some retailers encroach on to the pavement with their shop goods. This introduces obstacles for pedestrians and reduces the accessibility of the shopping area. It is recognised that planning policy cannot directly deal with the matter of goods being displayed within the permitted 1m depth of pavements, but Policy 7 seeks to address the matter when new development proposals are brought forward. In due course, this will help improve the urban environment on Harrow Road, along with the wider area and improve conditions for pedestrians.
- 2.31 QPCG and The Harrow Road Retailers Association will also continue to work with Westminster City Council to ensure that existing shop forecourts can be retained and protected, without overflowing onto the pavement. Currently, unpaved areas outside shops are left to the responsibility of the retailers, and this lack of regulation is resulting in overspill, and subsequent 'clutter'.

Links to strategic policies

Westminster City Plan (2019-2040): Policies 25 'Walking and cycling', 43 'Public realm', 44 'Security measures in the public realm'

London Plan 2021: Policy T2 'Healthy Streets'



High streets, shops and workspaces

- 2.32 Harrow Road and Kilburn Lane form the main provision of shops and other businesses within the Neighbourhood Plan area. Harrow Road serves a District Centre function, as defined by Westminster's City Plan, whilst Kilburn Lane provides a Local Centre offer. Harrow Road has a contrasting collection of active and blank frontages. Retail and community uses animate the Portnall Road end of the road, whereas heading west, blank frontages along the Harrow Road Estate and along Canal Terrace result in a significant stretch of inactivity along the street.
- 2.33 Responses from residents during the consultation identified concerns about the high number of vacant units, the negative impact from the appearance of some shops and the detrimental impact of retail to residential conversions on the vitality of the high street. A study was also undertaken in 2015 with retailers on the Harrow Road. The purpose of the study was to identify retailers' priorities and aspirations relating both to their businesses and the wider retail area. The study identified the main challenges in the area as a lack of variety of shops, poorly maintained premises, a number of vacant units, and retail units being converted into residential use, which is allowed under the General Permitted Development Order.
- 2.34 At a meeting of owners, developers, councillors and estate agents on September 30th 2019 it was confirmed that the blank shop fronts were not empty but that they had been residential for years, many for 20 years.

Objectives

- 2.35 **Work collaboratively towards achieving lively, well used and commercially resilient high streets that attract retailers, residents, workers and visitors from further afield.**
- Seek to maintain and improve ground floor commercial space along Harrow Road, Kilburn Lane, Dart Street, Fifth Avenue shops and Mozart Street to ensure a diverse mix of retail, office and community uses
 - Seek improvements to the ground floor units of Canal Terrace including encouraging the development for community restaurant, café, and office and workshop uses



- Ensure that, in line with heritage objective 2.20, any conversions of shop units into office spaces retain the existing unit window, with minimal reduction of visual permeability

POLICY 8 **Commercial development**

Proposals for developments for new or enhanced retail and commercial uses within the shopping frontages in Harrow Road District Centre and Kilburn Lane Local Centre will be supported.

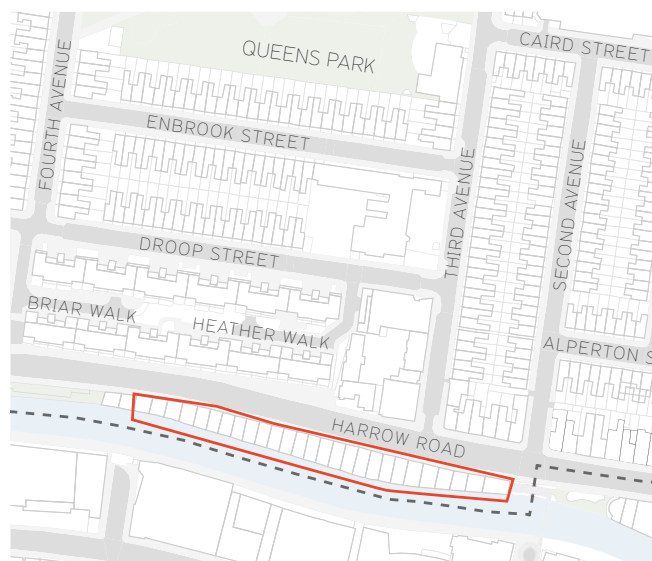
Development proposals for Canal Terrace that provide active frontages which improve the community, retail, commercial, and social offer whilst preserving design within the area will be supported. Proposals that support additional active uses will also be supported.

Justification

- 2.36 This policy supports the existing approach set out in Westminster's City Plan, seeking to encourage the maintenance and appropriate improvement of the Neighbourhood Plan's key retail and commercial centres. The Neighbourhood Plan extends the approach to Canal Terrace numbers 431-439 as these properties, which are up to Third Avenue, are deemed to be within the key retail and commercial centre of Queen's Park and are still in commercial use. Canal Terrace holds a lot of potential, particularly in terms of its proximity to the canal, the pedestrian bridge, and wider area connections. QPGC would support alternative use classes, including social community use, as these

High streets, shops and workspaces

could attract valuable footfall from the canal and retain the retail appearance of the parade (see Westminster City Plan, Policy 14). Canal Terrace has been identified as a particular area of concern to the local community where former retail/commercial premises have been converted to residential uses, leading to poor street frontages. A number of shop fronts between 441 and 487 have now been used as residential properties for over four years and are therefore entitled to remain as residential houses. New permitted development rights come into effect on 1 August 2021 which will enable the change of use from the new Class E (Commercial, Business and Service) to residential use (Class G3). However, protecting and supporting additional active frontages and uses in Queen's Park's key retail and commercial centres currently remains a key point of concern.



Links to strategic policies

Westminster City Plan (2019-2040): Policies 5 'Spatial Development Priorities: North West Economic Development Area', 14 'Town centres, high streets and the CAZ', 17 'Community infrastructure and facilities'

London Plan 2021: Policy SD6 'Town Centres and High Streets'

New residential opportunities

2.37 It is recognised that due to the built up nature of the Neighbourhood Plan area, obvious opportunities for new development will likely be limited. However, where new opportunities for redevelopment, infill and intensification of residential areas do emerge, they can make an important contribution to much needed new housing. A significant proportion of the area consists of rented housing (56% from a registered social provider; and 20% in private rented tenure). Recent reforms introduced by the Housing and Planning Act (2016) may potentially change the nature of the social rented stock, providing further opportunities for residents to exercise their ‘right to buy’ properties. An objective has been identified below to protect the existing social rented stock, which will require discussion between QPCG and representatives of the various housing associations that operate within the Neighbourhood Plan area.

2.38 The existing planning policy framework in Westminster’s City Plan provides the key policies that assist in meeting the objectives of this Neighbourhood Plan with respect to housing issues. The Neighbourhood Plan consequently focuses on a small number of potential opportunities for additional residential developments that will diversify the accommodation offer within the area.

Objectives

2.39 **Continue developing a neighbourhood that welcomes a diverse mix of people and that is a great place to live, where there are new homes that meet local housing need, and ensure the existing housing stock is protected and enhanced.**

- Protect the existing social rented stock
- Ensure that a proportion of new homes are affordable to people on low incomes, though the provision of new affordable rented housing and intermediate housing
- Resist the subdivision of family units
- Provide a range of homes that can meet different needs and can complement the existing housing offer



Harrow Road Open Space

POLICY 9

Residential development

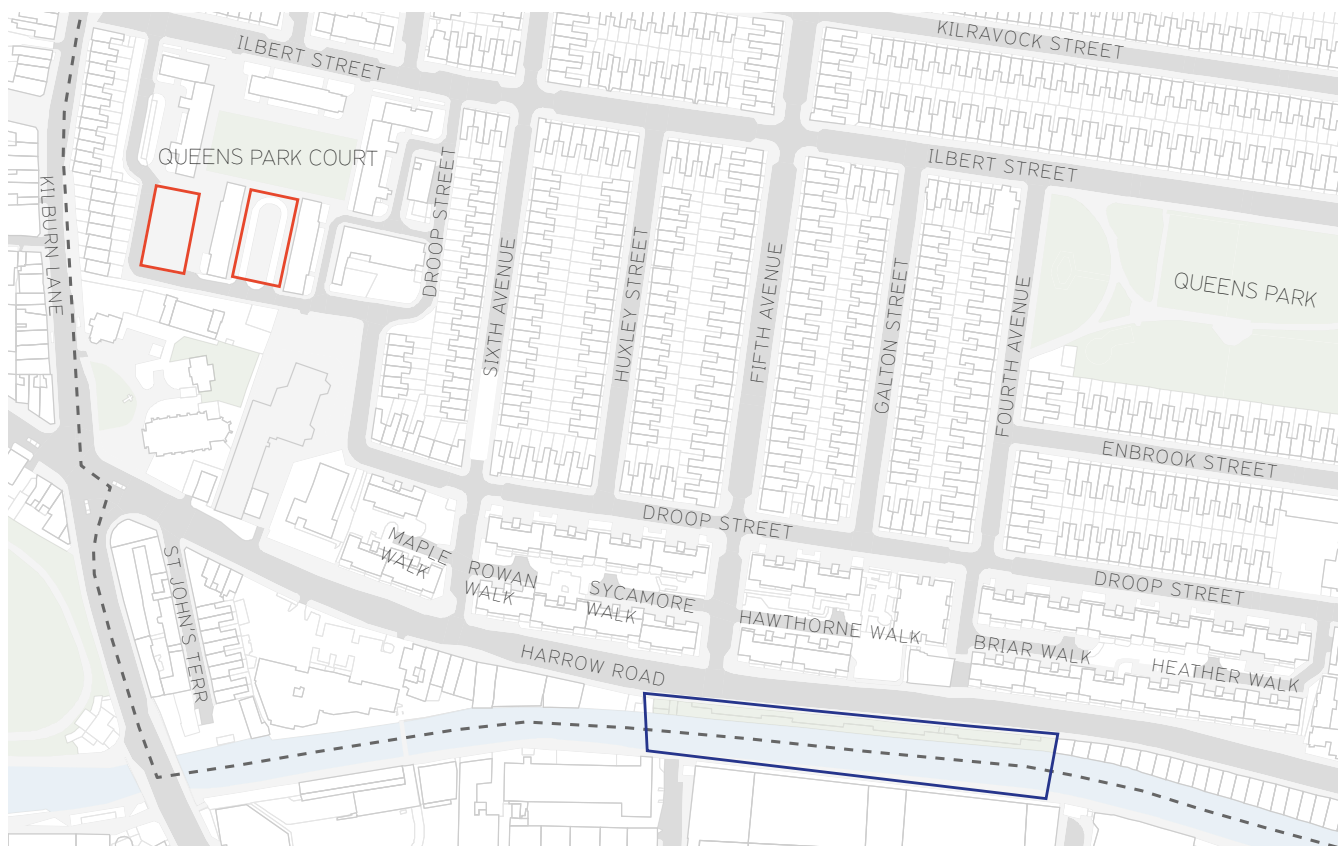
Proposals for the redevelopment, infill and intensification of residential uses that include provision for new affordable housing and intermediate housing will be supported, subject to the schemes:

- Being of high-quality design;
- Providing sufficient amenity space for inhabitants, including the provision of open space and play space; and
- Ensuring they are sympathetic to the character of the area where they are located.

Proposals for narrowboats to be permanently moored for residential use on the Grand Union Canal will be supported, subject to demonstrating:

- That there will not be an adverse impact on the amenity of neighbouring uses/ buildings

New residential opportunities



- Potential infill sites
- - - Potential mooring site

Justification

2.40 Support for this proposal on the Grand Union Canal is part of a wider aspiration to enhance the canal as a valuable asset to the area, providing a positive contribution to local character and transport links. Permanently moored boats for residential use increase residential provision in the area and also bring a positive contribution to the character of the canal by bringing it into further use. It is recognised that to enable this, additional moorings will need to be supported by adequate infrastructure provision. Discussions have taken place with The Canal and Rivers Trust since the inception of the project.

2.41 In 2016 QPCC identified space for infill development at Queen's Park Court and at the back of the British Telecom building in the Harrow Road. In October 2019, as part of their infill programme to better utilise land, WGC proposed replacing the car park and sheds with affordable housing. QPCC strongly supported this proposal. The front of the British Telecom building is the central base for telephone lines within a radius of two miles. There is unused

space at the back of the building. QPCC has also identified an unfinished end of Canal Terrace next to 487, which could be built on unused space for an infill house.

Links to strategic policies

Westminster City Plan (2019-2040): Policies 5 'Spatial Development Priorities: North West Economic Development Area', 8 'Housing delivery', 9 'Affordable housing', 10 'Housing for specific groups', 11 'Innovative housing delivery', 31 'Waterways and waterbodies'

London Plan 2021: Policies H1 'Increasing Housing Supply', H6 'Affordable Housing Tenure'



Projects

Queen's Park Neighbourhood Plan Development Projects

This section of the Queen's Park Neighbourhood Plan does not include planning policies which will be taken into account when planning applications are determined. However, following from the Plan's vision, objectives and policies, and from evidence of ongoing physical and economic change in the area, this section describes projects with potential to help deliver the Neighbourhood Plan's vision and objectives.

Councillors and staff have fundraising experience in capital projects and experience in developing projects. Each of the projects outlined will be assessed and the appropriate funders will be approached.

This might include the following:

- The Mayor's Fund
- Major donors
- Building companies working in Queen's Park
- City of Westminster
- Finance companies who work with funders interested in impact investing
- Trusts and foundations that work in the public sector
- Community Infrastructure Levy
- Section 106 funding

Discussions are ongoing for improvements to Queen's Park Hut.

QPCG will also use crowdfunding (via Spacehive) to support its fundraising initiatives. QPCG has access to very small amounts of money from its precept and if a project falls within the QPCG guidelines an application for funding will be made.

Delivery of Projects

There are several forms of financial support that can be sought to fund the projects suggested within the Queens Park Neighbourhood Plan. The Community Infrastructure Levy (CIL) is a charge on new developments of 100 square metres or more within an area. A certain amount of this is allocated to neighbourhood projects. Alternative sources of funding can be seen on page 34. QPGC will work alongside the Westminster City Council place shaping team in order to ensure that CIL funding is accessed and delivered in the most appropriate and effective way.

Development project 1: Amenities

Project 1.1

Refurbishment of maintenance hut and yard in Queen's Park Gardens.

3.1 The existing maintenance hut facilities and yard located at the Fourth Avenue entrance to the park offer the opportunity for a shared resident/park contractor facility, which could be achieved by relatively simple improvements that could include:

- development/refurbishment of the storage/maintenance buildings, fully taking into consideration an environmental remit;
- space for play projects, skills training and community groups;
- continued vehicular access to the park as required for maintenance needs and shared use of the hut;
- improvement to the yard space; and
- an agreed access toilet facility for staff and approved community groups.

Regular time slots will be booked in advance on a rota system and this will be overseen by Queen's Park Community Council staff. The community groups involved be responsible for leaving all facilities (including the toilets) clean and tidy. The scheme will be tested with initial groups in full consultation with Continental Management and WCC Parks staff. Annual allocation of budget for additional toilet paper, cleaning products etc. is being funded by the Queen's Park Community Council.

Project 1.2

The development of a new community space and sports hall on the Jubilee site

3.2 Planning permission was granted in 2014 and under the terms of the section 106 there is a need to provide a 772 sq m community centre and sports hall, with an operation and management plan secured by condition.



Maintenance hut as it is currently

Development project 2: Environment and open spaces

Project 2.1

- 3.3 To work with Westminster City Council to investigate upgrading a section of the multiuse ball court to have an all weather 3G or 4G pitch. The use of the court to remain free and fully accessible for local community use.

Project 2.2

- 3.4 To work with Westminster's PALS/Community Services and Parks Teams to improve our playground facilities so that they meet the needs of our local children and families. Seek to develop refurbishment and improvement projects.

Project 2.3

- 3.5 To work with Westminster City Council on opportunities for play streets in the area.

Project 2.4

- 3.6 To consider sites suitable for allotments and food growing projects as and when spaces are found and allocated.

Project 2.5

- 3.7 To continue the support of planting and replacement of damaged trees. QPCG is working with Westminster City Council and the Westminster Tree Trust to plant new trees throughout the area. QPCG will work with Westminster City Council to develop a clear and coherent tree planting plan for Harrow Road. In the longer term, there is a plan to plant more trees when the area of Queen's Park in Kilburn Lane is developed.

Project 2.6

- 3.8 QPCG's litter strategy will be developed and delivered in the future, working in conjunction with the services already provided by Westminster City Council's contractors.

Project 2.7

- 3.9 Public art is costly to insure so QPCG would like public art to be used to enhance the area primarily via functional items that are of practical nature: bridges (for instance over the canal); benches (a bench project in the park and potentially in other shared spaces that might be created in traffic calming schemes) and other street furniture; fences and entrance arches and gates that could emphasise the friendly nature and accessibility of Queen's Park Gardens. Within areas such as the Rose Garden or Children's Playground sound art pieces or play sculptures would be supported as they are far less expensive to insure. Murals in different types of media can easily be incorporated on playground walls or green areas, and would also be looked upon favourably. There are several positions throughout the ward that could benefit immediately from this type of project and potentially many more that might be created.

- 3.10 The relevant Westminster City policy for reference is the SPD Westminster Way Public Realm Strategy, adopted September 2011 (from p97).

Project 2.8

- 3.11 To work on projects to improve the air quality of Queen's Park

Project 2.9

- 3.12 To develop a Net Zero Action Plan for Queen's Park to ensure the ward reaches net-zero emissions by 2040, in line with Westminster-wide target

Development project 3: Heritage design

Project 3.1

- 3.13 To agree and produce a design guide for the shops in Harrow Road with Westminster Planning Department, in collaboration with Maida Hill Neighbourhood Forum, the WCC Harrow Road Place Shaping Team and the Harrow Road Community Steering Group.

Project 3.2

- 3.14 Review the Queen's Park Estate Conservation Area Planning Information Guide to ensure it is up to date.

Project 3.3

- 3.15 Review the Canal Terrace Design Guide and update as necessary.

Development project 4: Getting around and community safety

Project 4.1

- 3.16 QPCC supports the new 20mph speed limit that has been introduced across Westminster, making streets safer, healthier and cleaner for everyone.

Project 4.2

- 3.17 To support the adoption of bicycle access points, lanes and storage hangars in appropriate sites throughout Queen's Park.

Project 4.3

- 3.18 In the future, QPCC will develop their Community Safety Strategy which will inform any planning alterations needed to make Queen's Park a safer area.

Development project 5: High streets, shops and workshops

Project 5.1

- 3.19 To work with Westminster City Council and the Harrow Road Retailers Association to explore opportunities to improve the parking arrangements to meet businesses' needs, whilst ensuring this does not compromise objectives for a safe and attractive walking and cycling environment.

Annex 1

Neighbourhood Plan Evidence Base

The Queen's Park Evidence Base Appendix does not form part of the statutory neighbourhood plan but supports the plan. This evidence base contains the most relevant sections of the Queen's Park Neighbourhood Plan Background Document, which was prepared in 2015 by Publica, consultants who have assisted QPCG in the preparation of this Neighbourhood Plan. The Background Document consolidates the area surveys, findings from the community engagement process, and detailed studies, distilling these into emerging policy objectives and key themes.

The full background document is available to read on the QPCG website.



QPCG Summer Festival, an annual event held in early August

Portrait of the Neighbourhood Plan area

Unlike most of Westminster, in Queen's Park residents outnumber businesses. Around 13,300 people live in the Queen's Park ward today in 5,100 properties making up 5.7% of the total Westminster population.

According to the 2014 Queen's Park ward profile issued by Westminster City Council, compared to the Westminster average, Queen's Park has:

- A much higher proportion of socially rented properties (56%)
- A much lower proportion of home ownership (22%)
- A much higher proportion of households with at least one dependent child (32%)

The majority of residents have lived in this ward all their life or for over 20 years which is much higher than the Westminster average. In Queen's Park 74% of households have at least one measure of deprivation. The Index of Multiple Deprivation (2010) places 33% of the ward in the top 10% most deprived in England. In 2014, 33% of households in Queen's Park earned less than £20,000 a year. In May 2015, the workless rate in Queen's Park ward was 18.3% which is much higher than the Westminster average of 7.6%.

From 2011 Census data the top five industries in the area were:

- Wholesale and retail trade; repair of motor vehicles/ cycles
- Professional, scientific and technical activities • Accommodation and food service activities
- Human health and social work activities
- Education

The occupancy rate suggests that 20% of households are overcrowded in Queen's Park. Overcrowding seems to be more of a problem compared to Westminster as a whole, where the over occupancy rate is 12%.

There was a population growth of 4% in Queen's Park ward between 2013-2015.

According to the 2015 GLA ward profile, compared to the Westminster average, Queen's Park has:

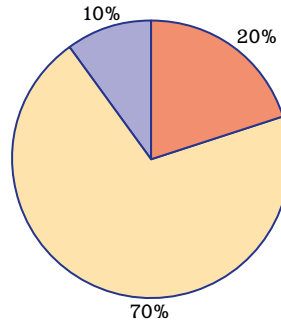
- A lower proportion of working age adults (68%)
- A higher proportion of under 16s (22%)

Demographics

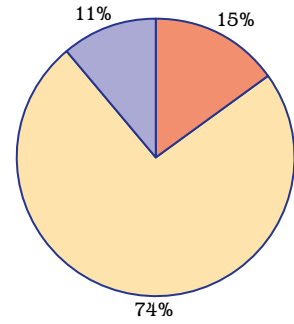
1. Age

- 0-15
- 16-64
- 65+

Queen's Park



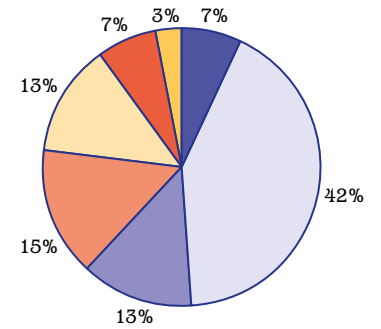
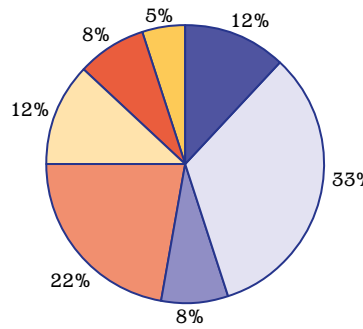
Westminster Average



Data for map 1 taken from the GLA Ward Profile for Queen's Park 2015.

2. Employment

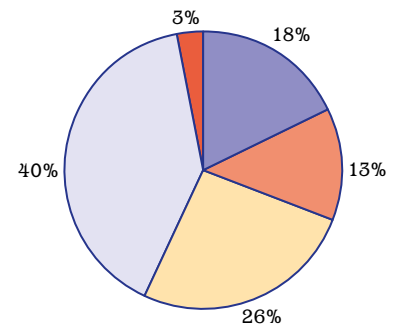
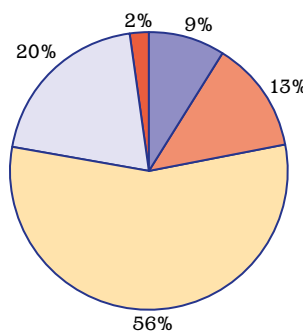
- Part-time
- Full-time
- Self-employed
- Unemployed*
- Student
- Retired
- Other



*(including long-term sick and looking after home)

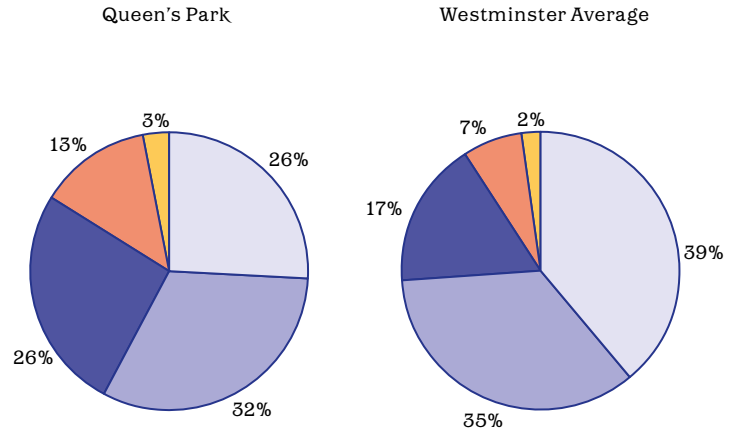
3. Tenure

- Owned outright
- Owned with mortgage
- Social rented
- Private rented
- Other



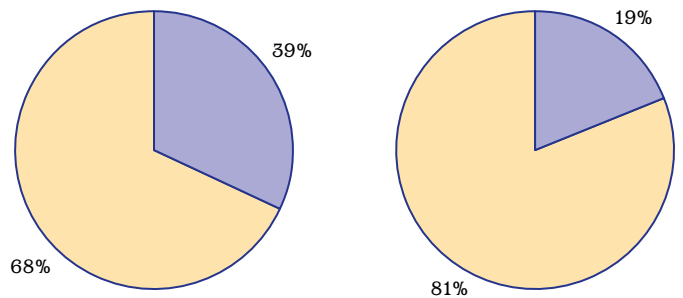
4. Deprivation

- Not deprived in any dimension
- Deprived in one dimension
- Deprived in two dimensions
- Deprived in three dimensions
- Deprived in four dimensions



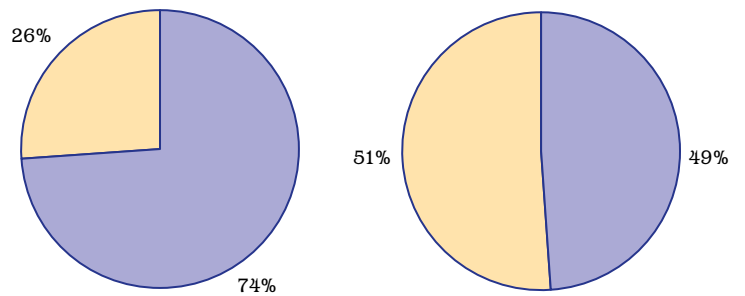
5. Households with dependent children

- Households with dependent children
- Households with no dependent children



6. Time spent living in ward

- More than 10 years
- Less than 10 years



Data for map 1 taken from the 2015 GLA ward profile. Data for maps 2, 3, 4, 5 and 6 taken from the Queen's Park Ward Profile, May 2014, Westminster City Council, based on data from the 2011 National Census.

History of development

One thousand years ago the Charter of Edward the Confessor described the land in the area of Queen's Park ward as forest, providing wood for the abbey of Westminster and acorns for its pigs.

By the mid-eighteenth century the forest had been replaced by pasture. The area was bounded on the south by the main thoroughfare of the Harrow Road and on the west and north by the 'dog leg' of Kilburn Lane.

In 1801 the Grand Junction Canal opened, cutting through the area parallel with the Harrow Road, so that the carriages of the rich were flanked by narrow boats bringing goods into the growing capital.

The Great Western Railway line followed, Paddington Station opened in 1838 and the housing of Kensal Town developed south of the canal. St John's Church on the Kilburn Lane was built in 1843–1844 and to the east of the ward, housing around Bravington Road, then known as St Peter's Park, had been built but between them was still open pasture.

In the 1870s the Artizans' Labourers' and General Dwellings Company built a 'workman's city' complete with a drainage system, to accommodate 16,000 people and to be named the Queen's Park Estate. As part of the plan for the area, four acres out of the 80 were designated in the centre as a garden and recreation ground, which became the Queen's Park Gardens.

The Estate was to include cooperative stores, a coal depot, a dairy farm, baths, washhouses and no public houses. Temperance principles were encouraged and substitutes for public houses included reading rooms

and the Queen's Park library, which was built in 1890, and a lecture hall, the Queen's Park Hall, which opened in 1884 with three shops and a coffee tavern included on the ground floor.

The canal has one pedestrian bridge within the demise of Queen's Park known colloquially as the Ha'penny Steps on account of the former toll levied for crossing. The bridge was rebuilt by Westminster City Council in 1990.

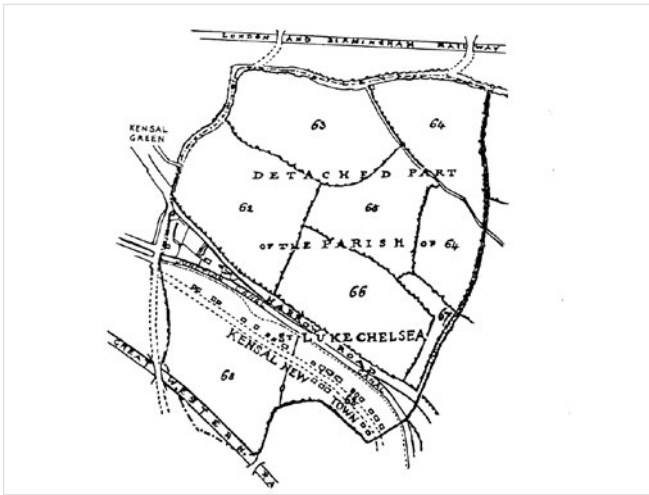
During the Second World War bomb damage to the west of the ward destroyed a large section of the Avenues Estate housing and in its place, Queen's Park Court was built in 1951.

In 1970, the redevelopment of Mozart and Herries Streets included the construction of 870 dwellings in 31 residential, red brick blocks, two to six storeys high, with the Magic Flute pub at its centre and the Jubilee Sports Centre on its southern edge.

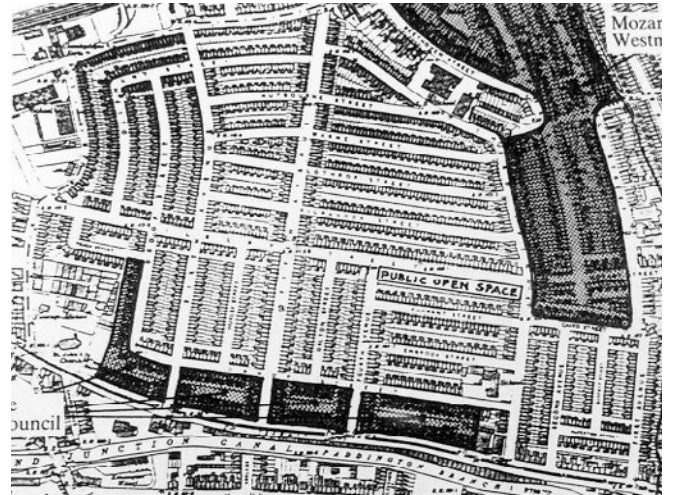
In 1978 the estate houses between Harrow Road and Droop Street were replaced by the Harrow Road Estate designed by Yorke, Rosenberg and Mardall.

The Mozart Estate suffered problems with rising damp, poor insulation and crime and the flats were very expensive to heat. Six years after the completion of the housing estate, Westminster commissioned an estate wide removal of the overhead walkways which linked the housing blocks due to problems with crime and vandalism.

A detailed historical account of the area can be found in *Artizans & Avenues – A History of the Queen's Park Estate* by Erica McDonald and David J Smith



Detached part of the parish of St Luke Chelsea, Chelsea Tithe award map, 1847



Map of Queen's Park with the Mozart and Harrow Road Estates, 1978



The Artizans' Labourers' and General Dwellings Company Limited original architectural drawing of the terrace façade on Fifth Avenue, 1885



A local shop on the corner of Third Avenue and Nutbourne Street, 1900s



Bakerloo and Watford Junction extension, to include a station at Queen's Park, 1914



The original layout of the Mozart Estate with the now removed bridges between housing blocks, 1977

Amenities

Queen's Park is a predominately residential neighbourhood. To the south of the area is the Harrow Road high street and the Grand Union canal. Within the neighbourhood area there are few green spaces, a number of play spaces and the Queen's Park Gardens and Jubilee Sports Centre, which are located at the centre of the area.

- High Streets
- Canal
- Green Spaces
- Play Areas
- Community Buildings
- Direction to Tube Station
- Queen's Park Community Council boundary

TABLE 1: LIST OF AMENITIES

All Stars Boxing Club	Queen's Park Hall 576 Harrow Road London W10 4NJ
Avenues Youth Centre	3-7 Third Avenue London W10 4RS
Beethoven Centre	576 Harrow Road London W10 4JL
Dorothy Gardner Centre	293 Shirland Road London W9 3JY
Harrow Road Jamme Mosque	Lancefield Street London W10 4NZ
Lancefield Nursery	Lancefield Street London W10 4PB
Katherine Bruce Community Nursery	Queen's Park Court London W10 4QA
Queen's Park Children's Centre	Bravington Road London W10 4QL
Queen's Park Court Community hall	Droop Street London W10 4QA
Queen's Park Health Centre	Dart Street London W10 4LD
Queen's Park Library	Harrow Road London W10 4NE
Queen's Park Primary School	Droop Street London W10 4DQ
Rainbow Family Centre	Bravington Road London W9 3EJ
St John's Church	Kilburn Lane London W10 4AA
St Jude's Community Hall	69 Ilbert Street London W10 4QH
St Lukes Primary School	Fernhead Road London W9 3EJ
St Luke's Church	Fernhead Road London W9 3EJ
St Marylebone Bridge School	13-23 Third Avenue London W10 4RS
Sunrise Pre School	Lancefield Street London W10 4PB
Kingdom Hall of Jehovah's Witnesses	Harrow Road London W10 4NJ
Wilberforce School	Beethoven Street London W10 4LB





Character areas



- ① The north, west and south edges of the area are defined by retail streets; Harrow Road and Kilburn Lane



- ② Along the Grand Union Canal there are pockets of commercial activity



- ③ Queen's Park Gardens provide leisure and sport amenities in the centre of the area



- ④ Queen's Park is predominantly comprised of residential streets





Character areas

The Queens Park Estate Conservation Area cottages

The design for The Avenues cottages is in the Avenues Planning Information Guide.

- The Queens Park Estate Conservation Area must balance the needs of the residents, the importance of high standards of environmental protection and the importance of conservation of the area
- New windows may be double glazed as long as they are in keeping with the heritage windows

Canal Terrace (part of the Queens Park Estate Conservation Area since 1991)

The design for Canal Terrace can be found in the Canal Terrace Planning Information Guide. Canal Terrace consists of 29 three-storey houses which were built in 1882 as part of the Avenues Conservation Estate. It is in need of renovation.

- The shopfronts should be retained. Any original features should be retained and (if possible) replaced
- Shop fronts should be uniform. Where possible, they should be double glazed timber framed shop fronts.
- Either recessed entrance doors or flush entrance to the side of the front access to all flats in a building are acceptable. Variation will be encouraged
- The woodwork should be painted in one of an agreed palette of colours as shown in the guide
- Pilasters and Corbels and the initials of the Artisans Labourers and General Dwelling Company (ALGDC) should be repaired or renovated and painted the same colour as shown in the design guide
- Further details which apply to the upper floors and rear of the building should follow the Design Guide.
- Proposals should enhance the setting of the surrounding area, having regard to the character of adjacent Harrow Road Open Space to the West, and The Halfpenny steps to the East open space or buildings.

The Edwardian Houses

A supplementary planning document, called a planning information guide, will be written and agreed with Westminster North Planning and Conservation and Heritage Department

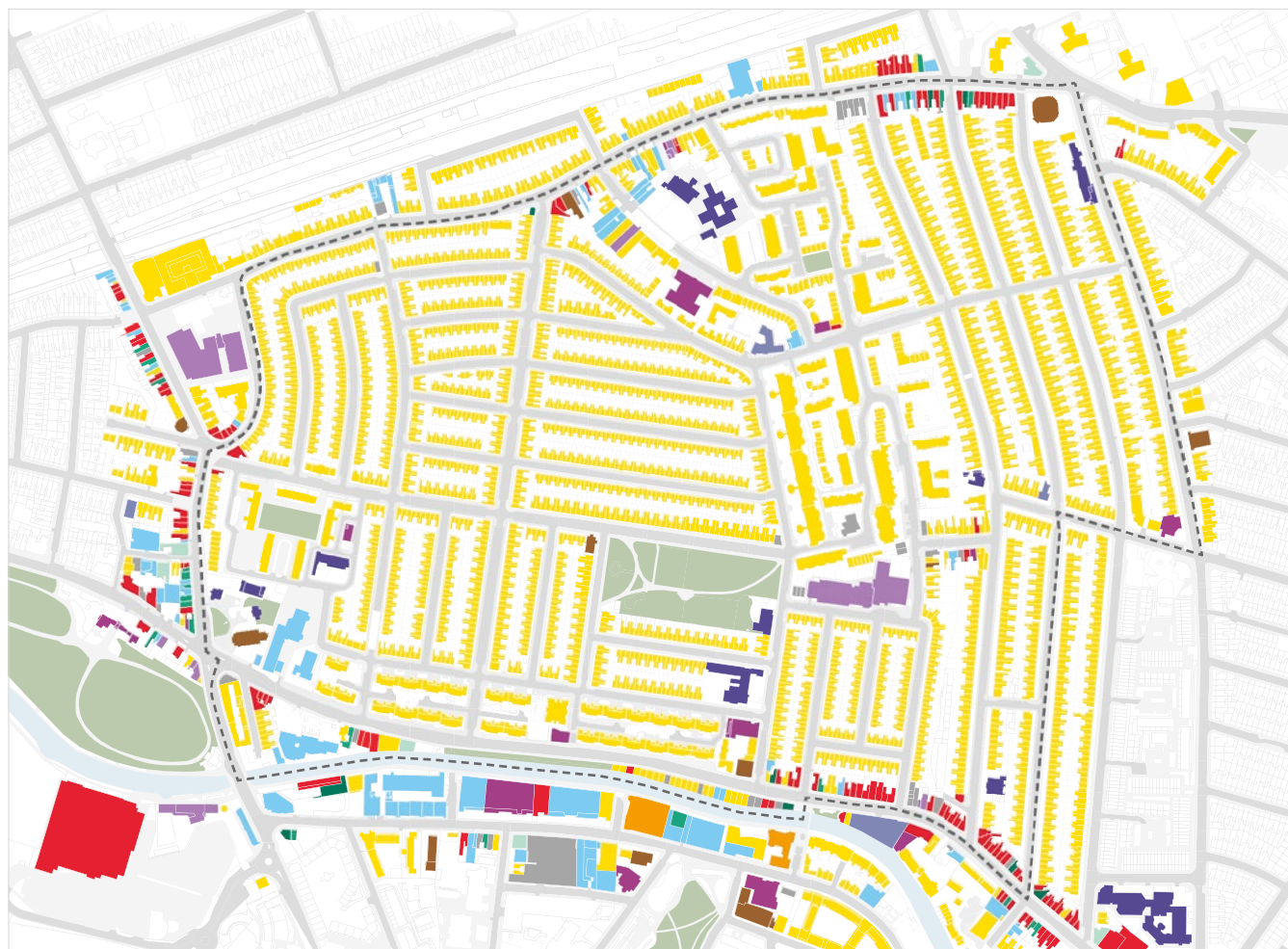
Harrow Road Place Plan

QPCG has been working with the Harrow Road Community Steering Group to develop The Harrow Road Place Plan.

The Mozart Estate

A supplementary planning document, called a planning information guide, will be written and agreed with Westminster North Planning and Conservation and Heritage Department. The ground floor land use survey was conducted by the Publica team and a number of Queen's Park residents.

Land use



Unlike other areas in Westminster, Queen's Park is predominantly residential with some local amenity uses. The edges of the neighbourhood area have more mixed uses along the Harrow Road and Kilburn Lane which provide important local retail and amenity.

The building height survey was conducted by the Publica team and a number of Queen's Park residents.

- Residential
- Student Accommodation
- Religious
- Retail
- Café/Takeaway
- Restaurant
- Bar/Pub/Club
- Commercial/Office
- Education
- Sport/Leisure
- Community
- Health/Medical
- Vacant
- Unknown
- Queen's Park Community Council boundary

Land use survey undertaken Nov 2014 – July 2015, by the Publica team and local resident volunteers. Land use has been mapped by on site observation for the purpose of understanding general patterns of use. It does not affect existing use class designations.

Land use



The majority of the inner streets are typically quiet and of residential use



Dart Street



A number of buildings in the area have amenity uses



St Luke's School on Fernhead Road

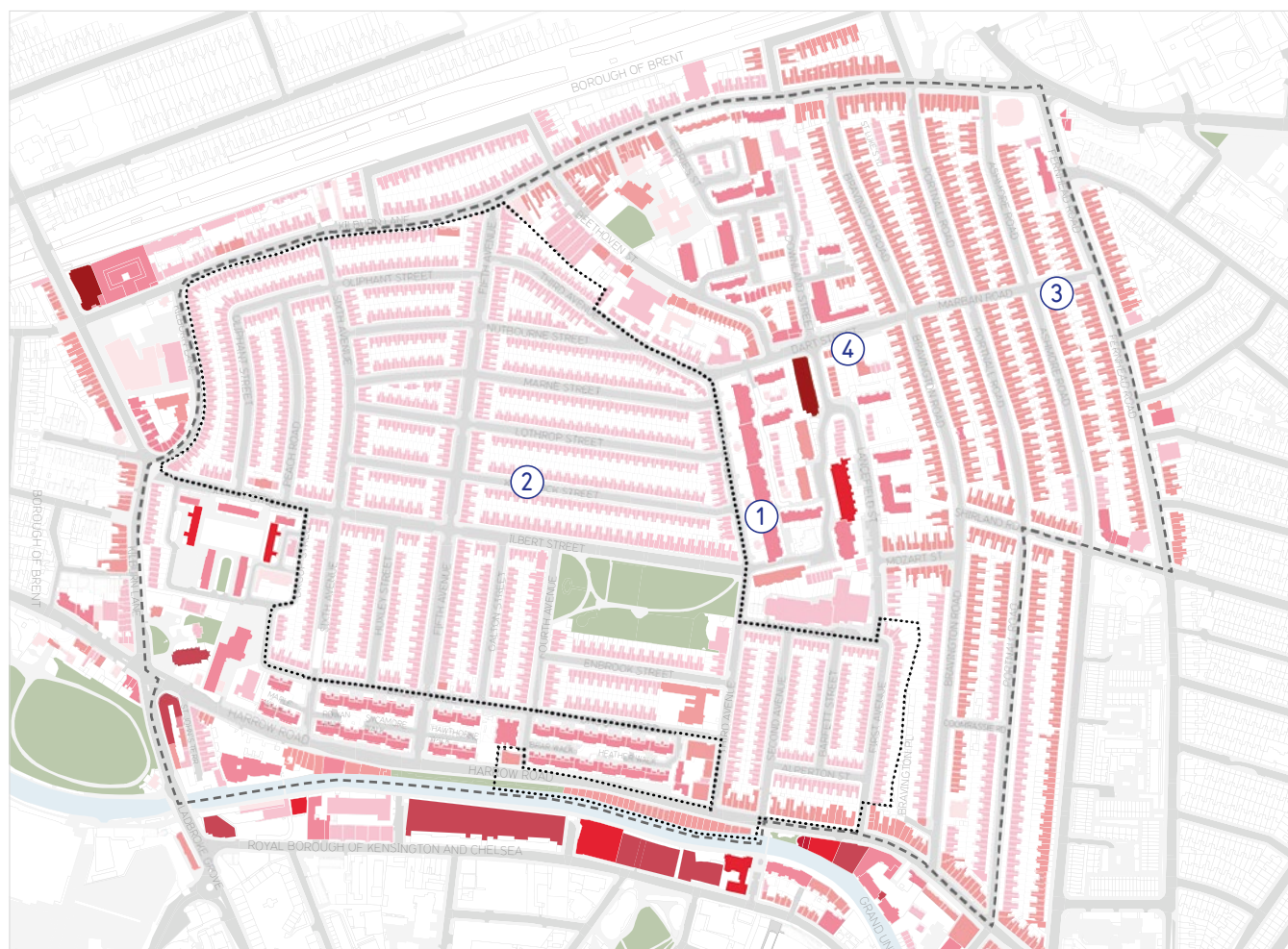


The high streets at the south, west and north edges of the area have more mixed uses



Kilburn Lane north

Building heights



The Avenues Estate to the west is formed of uniform two storey Victorian terraces. The east edge of the area is bound by three storey terraces and in the centre of the neighbourhood is the Mozart Estate, which is made up of a variety of housing block types ranging from individual bungalows to seven storey flats. The height generally rises towards the south of the area.

South of the canal, the 120m high Trellick Tower is a prominent landmark, visible from most streets in Queen's Park.

- 1 Storey
- 2 Storeys
- 3 Storeys
- 4 Storeys
- 5 Storeys
- 6 Storeys
- 7 Storeys
- 8+ Storeys
- The Avenues Estate boundary
- Queen's Park Community Council boundary

Building heights



① Semi-detached bungalows on Third Avenue on the edge of the Mozart Estate



② The Avenues Estate is a conservation area of Victorian, two-storey terraced workers cottages

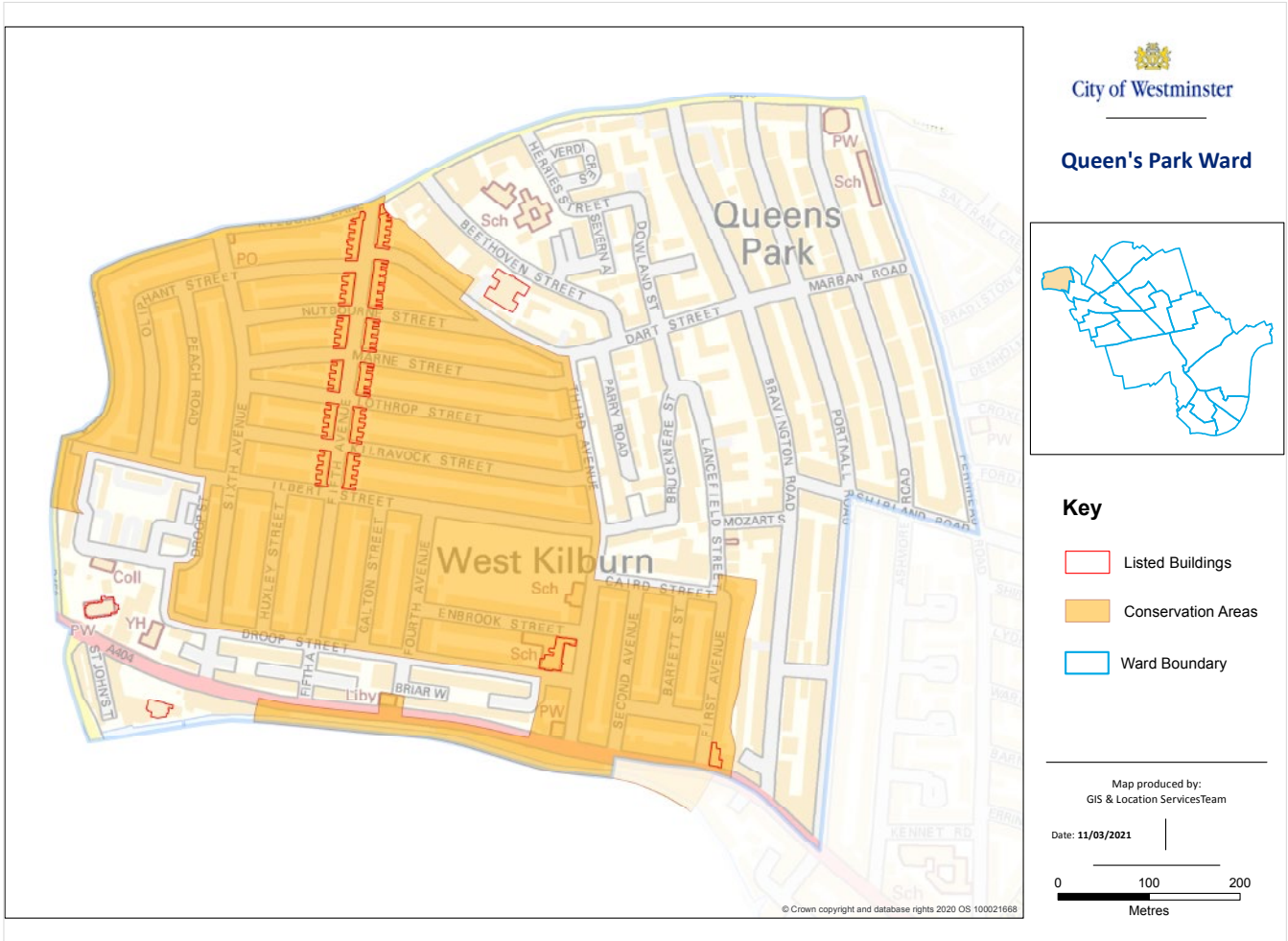


③ To the east of the ward, the Edwardian housing stock rises to three storeys



④ The Mozart Estate is made up of a variety of housing types with some housing blocks of up to seven storeys on Lancefield Street. Trelick Tower, in North Kensington is seen in the background
Source: Flickr, Author: Nico Hogg

Conservation and heritage



Conservation and heritage

Conservation areas are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990, primarily by local authorities, for their special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.

Queen's Park Estate was designated as a conservation area in 1978 and the area was extended in 1991 to include Canal Terrace, the Harrow Road Open Space and the Queen's Park Library.

Further planning controls were introduced in February 1993 when an Article 4 direction took effect requiring a planning application to be made where normally permitted development rights would apply. Westminster City Council also produced a Supplementary Planning Guidance report 'The Queen's Park Estate Design Guide' in 1995 to assist residents of the Queen's Park Estate who are proposing to repair, restore or alter their property.

The Queen's Park Estate conservation area is comprised of terraced houses of varying standard of preservation, originally designed by Robert Austin in the 1870s. The straight terraces of two-storey houses are relieved by a variety of architectural details.

Some houses have triangular gable porch hoods with twin openings to their doors, others have brick bays with two in Droop Street resembling towers and the long roof lines are relieved by occasional turrets, particularly along Fifth Avenue.

As well as the residential terraces of the Queen's Park estate many of the existing London Plane trees were planted as part of the original development around or after 1881 and these are therefore part of the original estate design. Gardens are small and street trees help to soften the uniformity and densely urban nature of the townscape. Trees have been uniformly pollarded so that their trunks are just slightly lower than eaves level of the surrounding houses.

Please refer to the Queen's Park Estate Conservation Area Audit, p18, 24, 25 and 30, SPG, Westminster City Council

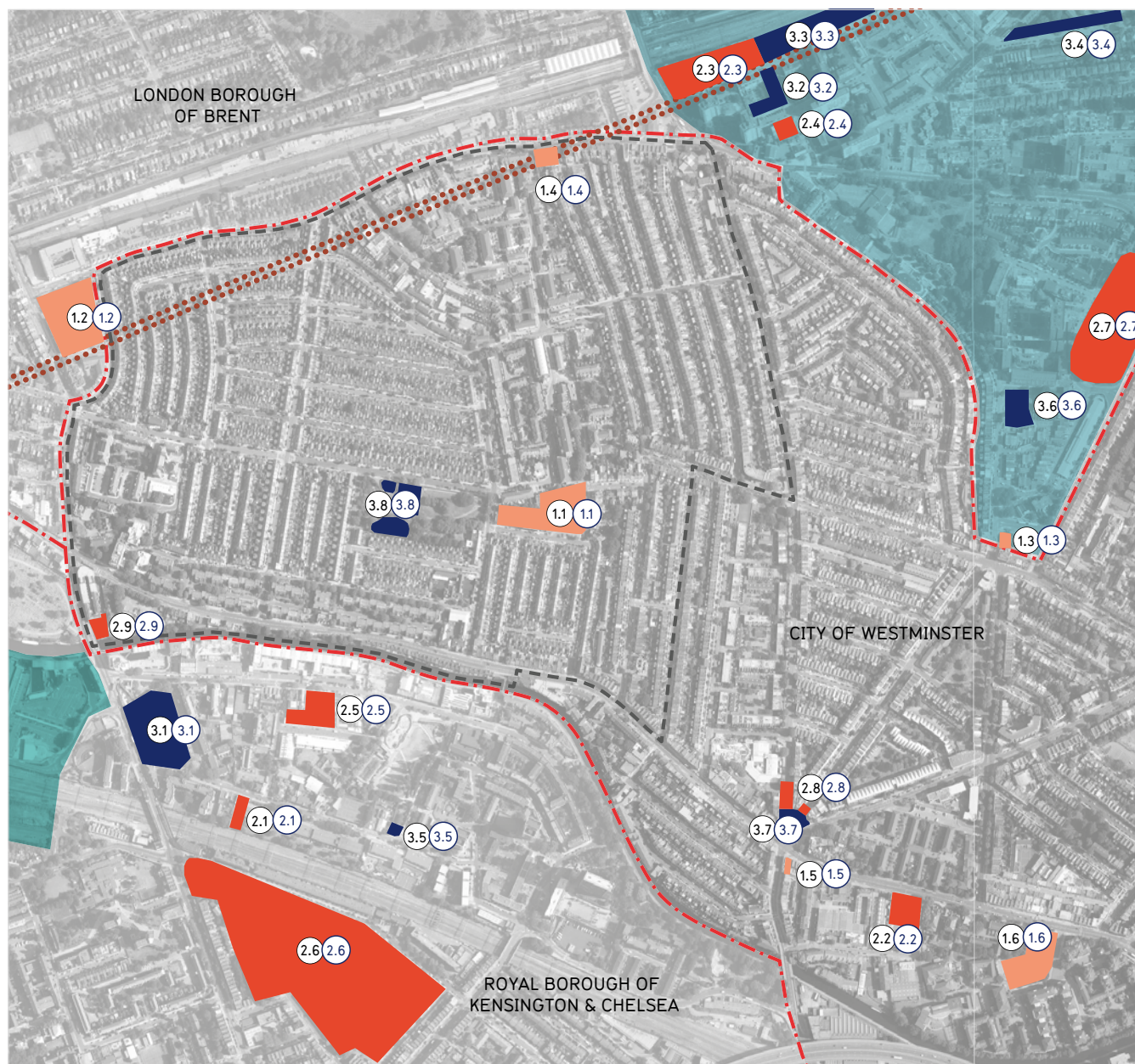


Grade II listed 67–170 Fifth Avenue. 1880. Terraced housing designed by Austin and Roland Plumbe. For Queen's Park Estate of the Artisans, Labourers and General Dwellings Company



Grade II listed Queen's Park Meeting Hall, 578–580 Harrow Road. 1883–1884. Architect, Rowland Plumbe for the Artisans, Labourers and General Dwellings Company. The hall was built as a centre for the social life of the Queen's Park Cottage Estate, for meetings, non-alcoholic refreshment, entertainment and education with shops below for the use and profit of the community as a whole

Development context



The Queen's Park area is a densely built residential neighbourhood without any significant sites for new development. However, the area is in close proximity to two Opportunity Areas for growth; South Kilburn to the north-east in Brent and Kensal Canalside to the west in Kensington and Chelsea.

Within the extents of the area, the most significant development is the cross-borough, joint application for the merging of the Jubilee and Moberly Sports Centres. The new Moberly Sports Centre, providing increased sports facilities, opened in June 2018 and building work has started on The Jubilee Sports Centre which will be a predominantly residential development with the provision of a three court sports hall and community room.

Development context

In Planning (Includes planning applications that have been approved or are currently being considered)

- ①.1 Jubilee Sports Centre
Demolition of existing sports centre to be replaced with residential units and a community sports use
- ①.2 Moberly Sports Centre
Consolidation of the existing Moberly and Jubilee sports centres with additional residential units
- ①.3 2–8 Malvern Road
Demolition of doctor's surgery and erection of residential units
- ①.4 302–310 Kilburn Lane
Change of use of ground floor units from retail to residential with additional residential units to the rear
- ①.5 Prince of Wales Public House
Demolition of rear part of building and replacement with residential building
- ①.6 291 Harrow Road
Redevelopment of the existing buildings to provide residential units, replacement ball games area and children's play area

Under Construction

- ②.1 77–79 Southern Row
Demolition of existing buildings and erection of commercial and residential units
- ②.2 325 Harrow Road
Refurbishment of the former police station to accommodate residential units and the addition of a new residential building to the rear
- ②.3 Queen's Park Place
Residential units and retail space at ground floor
- ②.4 Rupert Road
Residential units
- ②.5 253–259 Kensal Road
Demolition of existing buildings and erection of a mixed use development with flexible office, studio and workshop space and student accommodation
- ②.6 Wornington Estate
Demolition of existing buildings to provide residential units and non-residential floorspace
- ②.7 Bronte and Fielding House
Demolition of existing buildings and erection of new residential units
- ②.8 Extension to public realm upgrade at Maida Hill market
- ②.9 26–28 St. John's Terrace
Demolition of existing structures and erection of two new residential buildings

Recently Completed (2010–present)

- ③.1 The Ladbroke Grove
133 residential units
- ③.2 Rupert Road
64 residential units
- ③.3 Watling Place, Albert Road
153 residential units
- ③.4 Empire Mansions, Chichester Road
144 residential units
- ③.5 50 Bosworth Road
Change of use from public house with ancillary residential space to 8 residential units
- ③.6 Demolition of existing building and erection of 26 residential units
- ③.7 Public realm upgrade at Maida Hill market
- ③.8 Improved play and sports facilities in Queen's Park Gardens

Opportunity Areas

- South Kilburn growth area to accommodate 2,400 new homes by 2026
- Kensal Canalside opportunity area to provide 2,000 new jobs and 3,500 new homes

Proposed Infrastructure

- ⋯ Proposed below ground route of HS2 rail line
- Borough boundary
- QPCC Neighbourhood Plan area

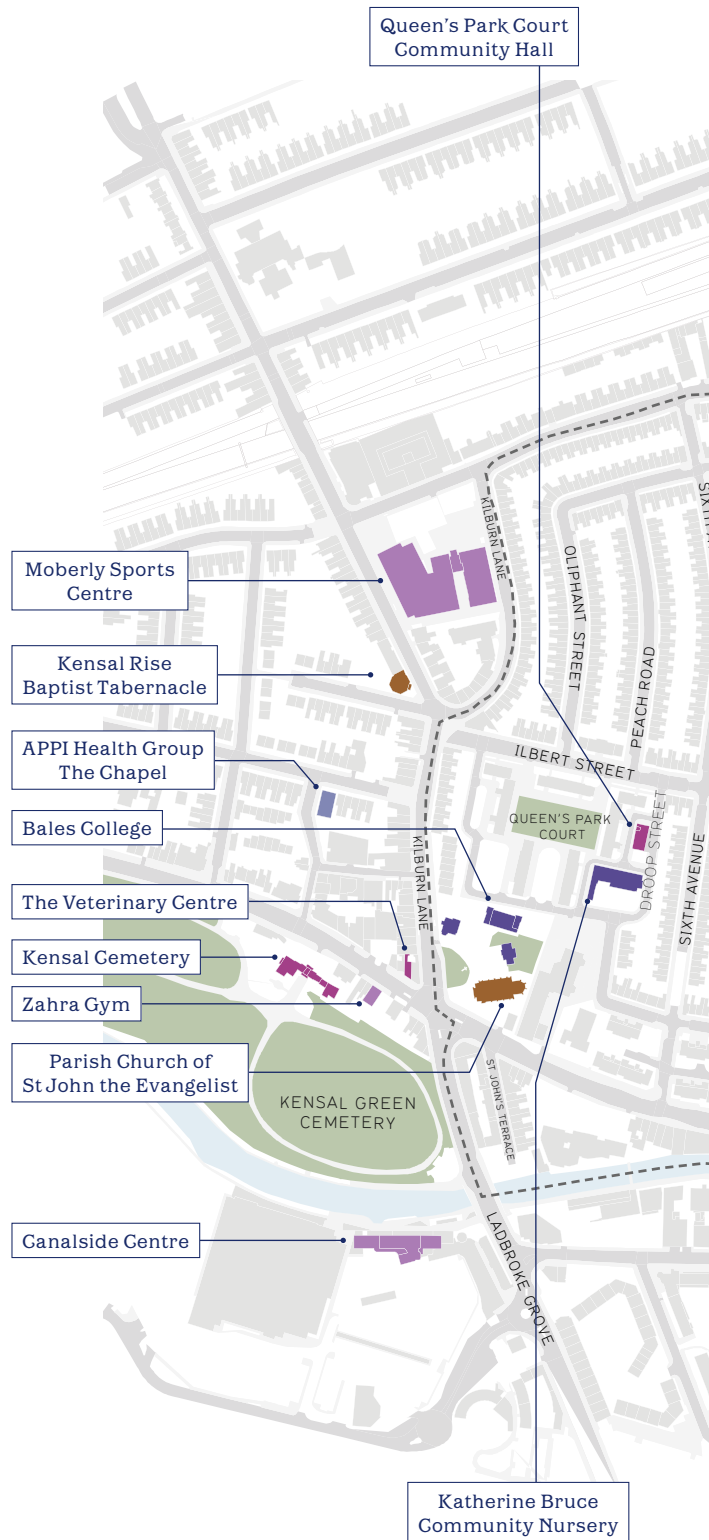
Information taken from Brent, Kensington and Chelsea and Westminster planning portals, as of July 2015

Amenity and social infrastructure

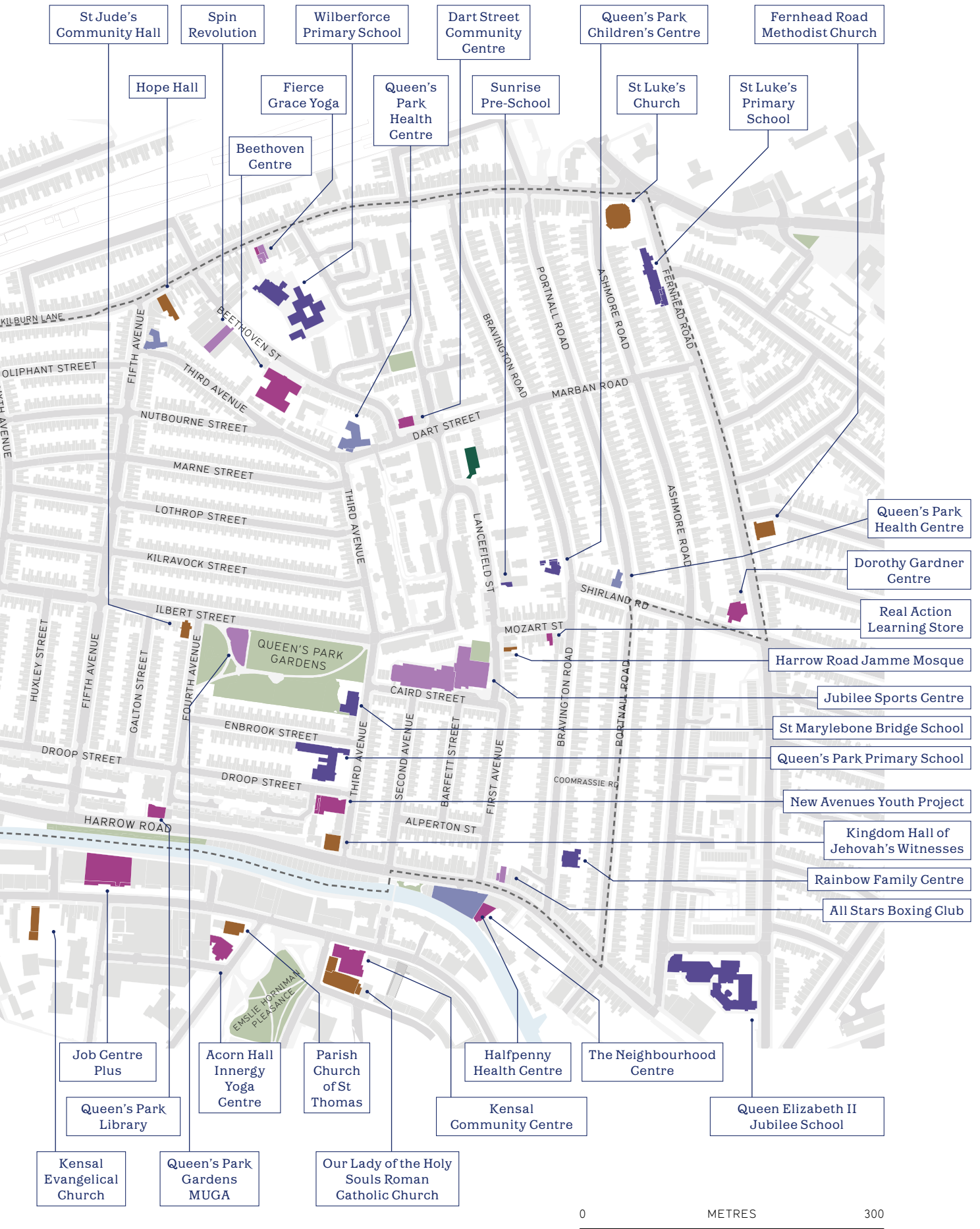
Queen's Park has a number of Victorian civic buildings that were built as part of the Avenues Estate such as the Library and St Jude's Community Hall.

Third Avenue, which connects the Queen's Park Estate and the Mozart Estate, has a number of amenities including; the Avenues Youth Project, the Beethoven Centre, the Queen's Park Health Centre and Queen's Park Primary School.

For the past 30 years, there has been a legacy of good social infrastructure provision in the area to address the disadvantages that many of the residential population face. Many of the residents mentioned the value of these services and commented that it would be good if they could reach more of the local population.



- Education
- Sport/Leisure
- Community
- Health/Medical
- Religious
- Queen's Park Community Council boundary



Amenity and social infrastructure

The amenity and social infrastructure survey reveals a wide range of provision in the area however, in the GLA Well-being index (2012), which is based on a number of measures including health, economic security, safety, families, accessibility and community, Queen's Park is ranked 570 out of 625 London wards which means it falls in the bottom 10%, so has one of the worst well-being scores.

Sports

The most significant sport provision in the ward was the Jubilee Sports Centre, built at the same time as the Mozart Estate in 1977, the year of the Queen's Silver Jubilee. The Centre had a variety of facilities including; a swimming pool; sports hall; squash and badminton courts; gym; creche; sauna and steam rooms. Consent has been awarded to a planning application to consolidate the sports centre on the Moberly site in neighbouring Brent. The proposal for the current Jubilee Centre site is a residential development with some community space. The loss of this much loved facility will have a significant effect on the area, and QPCG opposed the scheme.

Aside from the Jubilee Centre, there are a number of other well-loved sports facilities in the ward including the All Stars Boxing Gym on the upper floors of the Community Hall on the Harrow Road. This club has been operating since the 1970s and has an international reputation.

The Queen's Park Gardens also has a Multi Use Games Area (MUGA) and outdoor gym facilities both of which are free to use.

Play spaces

There are five dedicated play spaces for children and three multifunctional spaces for young people within the Neighbourhood Plan area. Westminster policy has highlighted the east and west edges of Queen's Park ward as being deficient in play space. Going forward, it will be necessary to undertake a more detailed assessment of how much play space is required in the area to meet existing needs for each age group

Community gardening

In addition to the wildlife area in Queen's Park Gardens run by the Friends group, a number of community gardening and food growing projects have been established. These include the Harrington Court and Leeve House allotments which were initiated by the Friends of Queen's Park Gardens/QPCG and the Paddington Development Trust.

Pubs

The legacy of temperance principles is evident even today with very few public houses in the area. One public house within the ward, The Lancer on Mozart Street, closed in 2009 and the only existing public house in the Queen's Park neighbourhood area is

The Flora on the Harrow Road which is currently closed and will be refurbished.

Festivals

Each year the QPCC hosts a number of public events in the Queen's Park Gardens including the Summer Festival, the free firework display on Bonfire Night and the Winter Fair. These events are well attended and valued occasions for local residents.

Amenity and social infrastructure



The Jubilee Sports Centre was a much cherished sports facility in Queen's Park with a swimming pool, squash court, sports hall and gym. Source: Vivienne Lewis



The first floor of the old Queen's Park Community Hall is home to the All Stars Boxing Gym, a club with an international reputation on the Harrow Road



Lancefield Playground



The Flora Pub on the Harrow Road is the only public house in the Neighbourhood Plan area

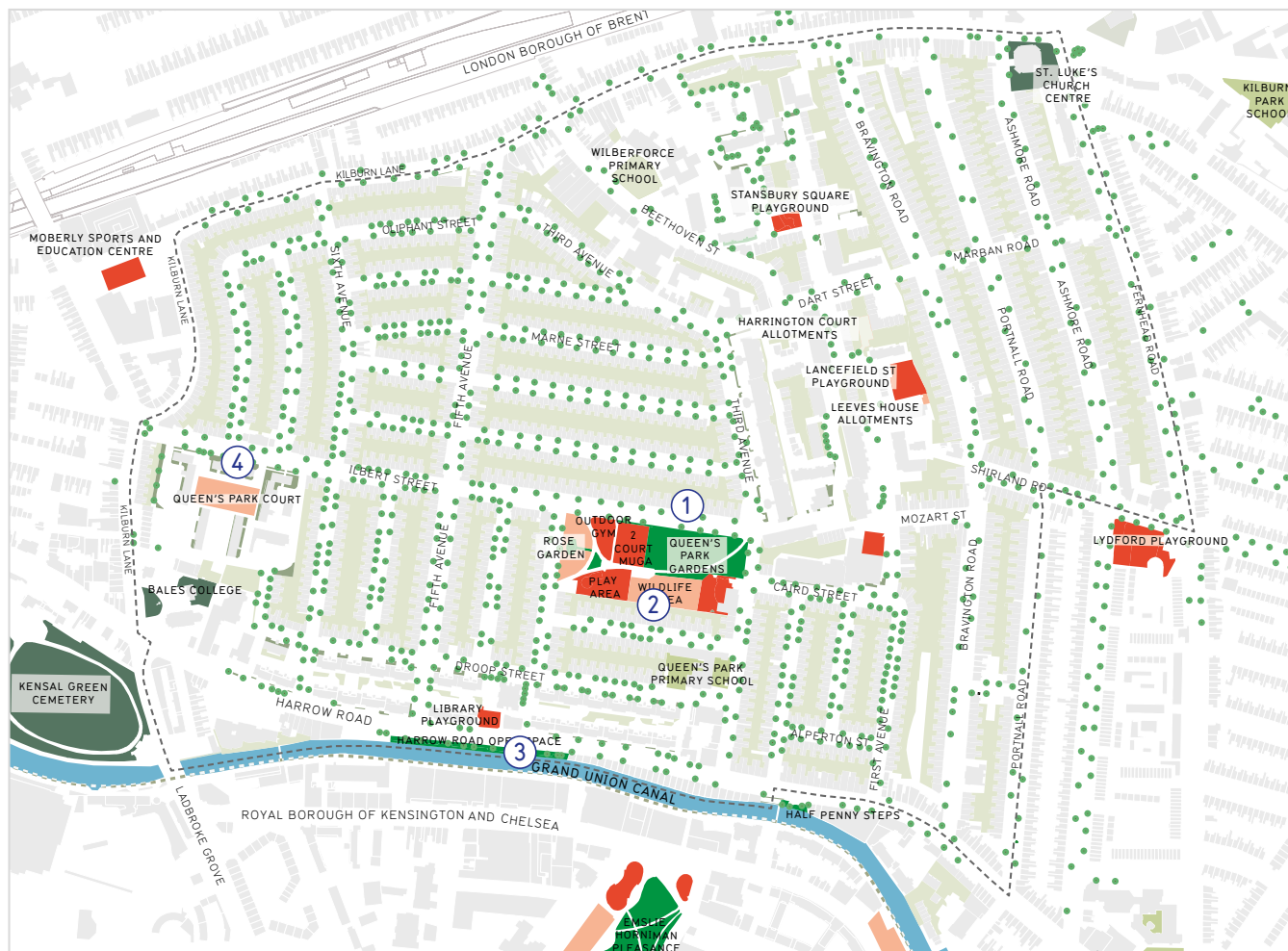


The Harrington and Leeve House allotments in the Mozart Estate are very small allotment projects run by the Friends of Queen's Park Gardens and the Paddington Development Trust respectively



The popular Summer Festival is held annually in Queen's Park Gardens on the first weekend in August

Public, open and green spaces



Queen's Park Gardens is the area's principal open space. There are few other green or open spaces in the area and access to nearby larger parks (Queen's Park in Brent and the Emslie Horniman Pleasance in Kensington and Chelsea) is difficult due to the severance of the railway line to the north and the canal to the south. The Harrow Road Open Space and the Half Penny Steps are the only canal side green spaces along the high street but much more could be made of them.

The 2014 Westminster Ward Profile suggests that only 4.4% of the area (not including streets) is open space compared to the Westminster average of 22%. Queen's Park does have a much higher land use percentage of domestic gardens (26% compared to the Westminster average of 8%) but 45% of homes are deficient in access to a local, small pocket park.

Friends of Queen's Park Gardens is a voluntary group who were instrumental in the restoration of the wildlife area. It is now used by schools and community groups, although general access must be arranged through Westminster Parks Department.

- Public parks and open spaces
- Play areas and outdoor sports facilities
- Churchyards or cemeteries
- School playgrounds
- Allotments or community gardens
- Green edges
- Private gardens
- Tree
- Queen's Park Community Council boundary

Public, open and green spaces



① Queen's Park Gardens has a variety of play and sports provision but many people mentioned the lack of a café and toilets



② Following consultation, this area, which was locked, was opened in August 2015



③ Harrow Road Open Space is located between the Grand Union Canal and the Harrow Road



④ Queen's Park Court Community Gardens has planted beds and play provision

A notable feature of the wide roads in the Queen's Park Estate are the trees. In 1882, London Plane trees were planted throughout the estate, most of which are still standing. These trees are pruned every year on the estate as a necessity to protect the closely built houses. In the spring/summer of 2017 a full review of the Rose Garden, hut and courtyard area took place.

QPCC has agreed an enhanced management agreement with WGC and is running a year's pilot project. Hammersmith Community Gardens Association have been appointed to provide additional management of designated areas, as well as to deliver community projects and educational materials for school children.

Public, open and green spaces

Edges and verges



Queen's Park has few opportunities for new green space provision. The edges of existing housing developments and streets, or some of the generous pavements in the area could provide opportunities for further play spaces, tree planting or small allotment sites. There is an interest from the local community to encourage more greening projects in the area, which could be accommodated in some of the edge spaces indicated in the adjacent map.

- Edges and verges
- Queen's Park Gardens and canalside spaces
- Residential Gardens
- Queen's Park Community Council boundary

Public, open and green spaces

Edges and verges



- ① The area has a number of spaces that could be improved through community gardening projects such as this overgrown area on Droop Street



- ② The Harrow Road Estate has a number of soft edges which could be further enhanced through planting



- ③ There are a wide beds on the edges of the Mozart Estate which could benefit from further planting



- ④ The wide pavement on Dart Street could accommodate a planted area and some benches

Routes and connections

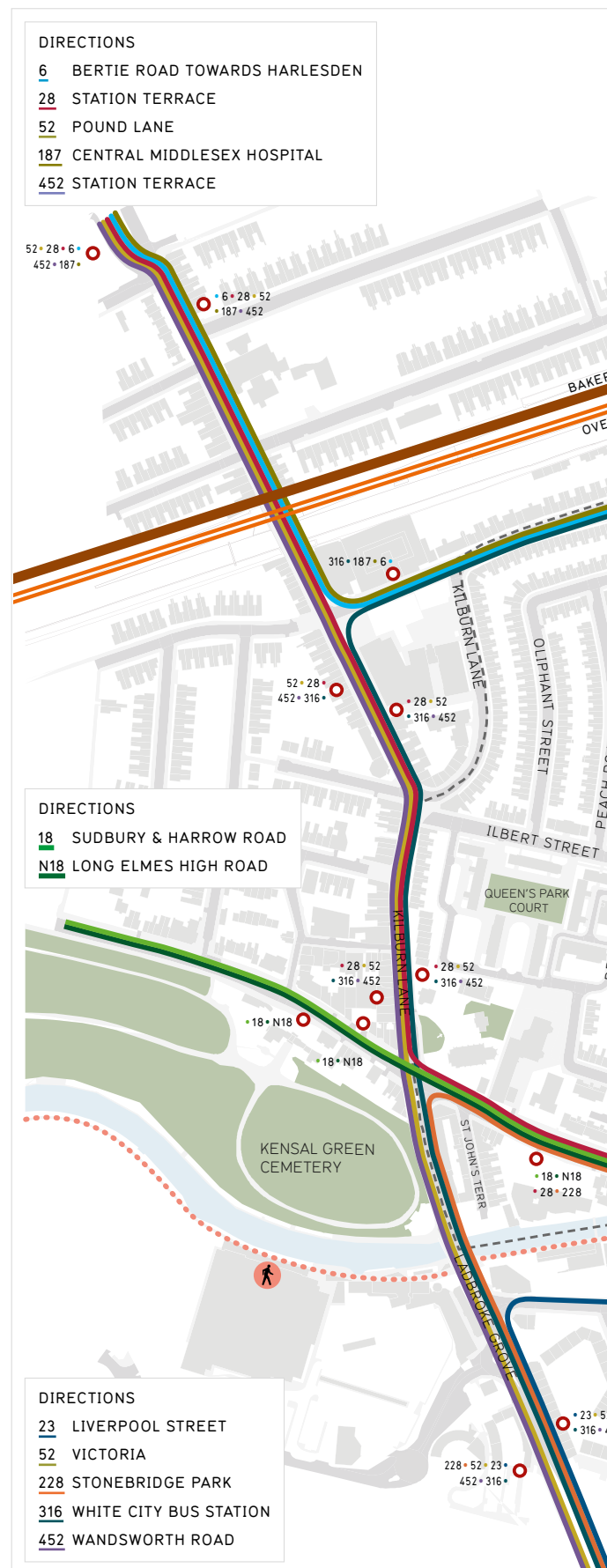
Public transport

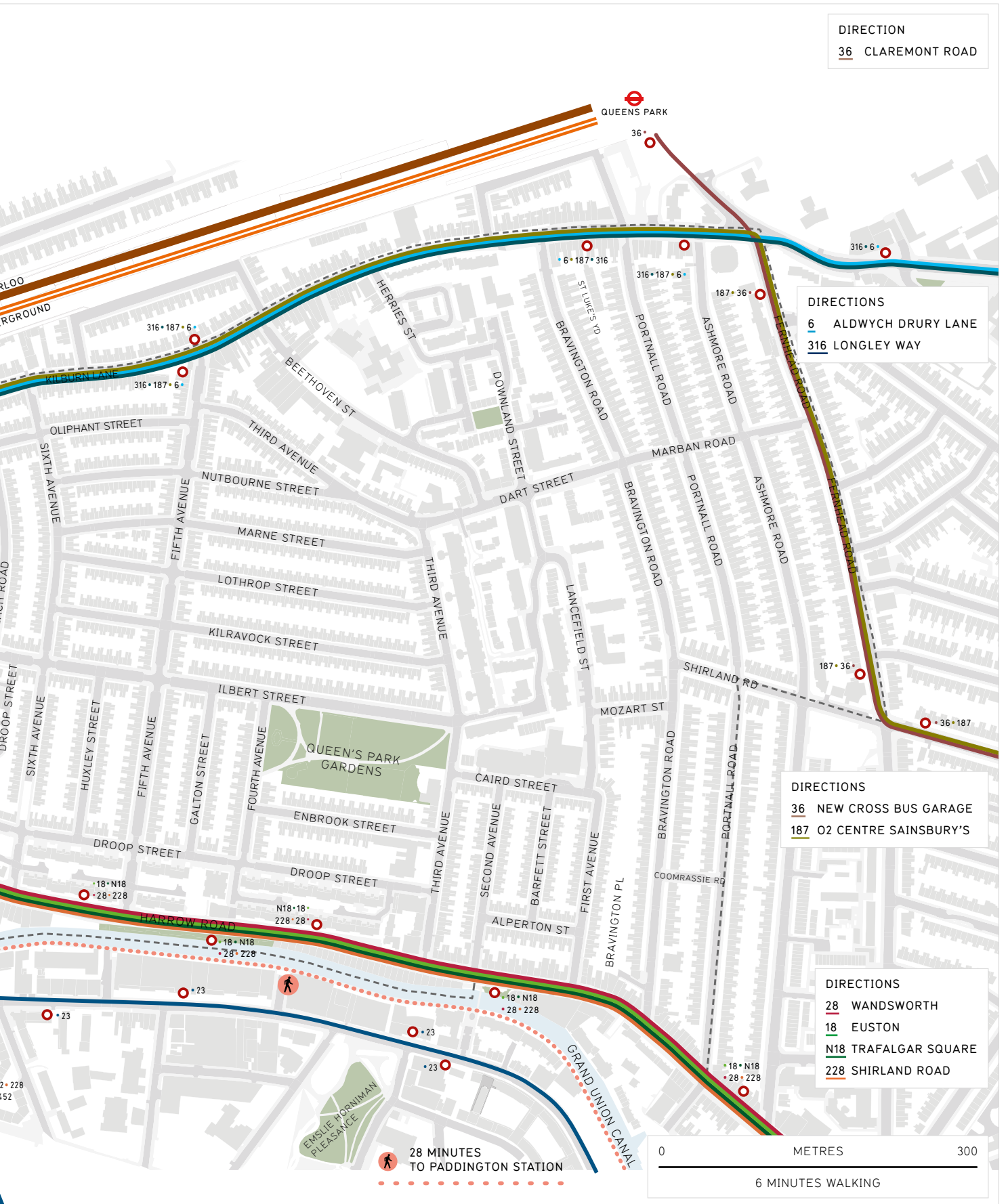
There are no rail or underground stations in the Neighbourhood Plan area but Westbourne Park and Queen's Park tube stations are each a 13 minute walk from Queen's Park Gardens. Transport for London (TfL) rates the area as having a better public transport accessibility score than the London average (5.0 and 3.8 respectively).

The Grand Union canal is a direct pedestrian route to Paddington Basin and it takes 28 minutes to walk there from the Half Penny Steps.

The area is well served by 11 bus routes which travel along the Harrow Road, Kilburn Lane and Fernhead Road. These streets, at the edges of the Neighbourhood Plan area have frequent bus stops.

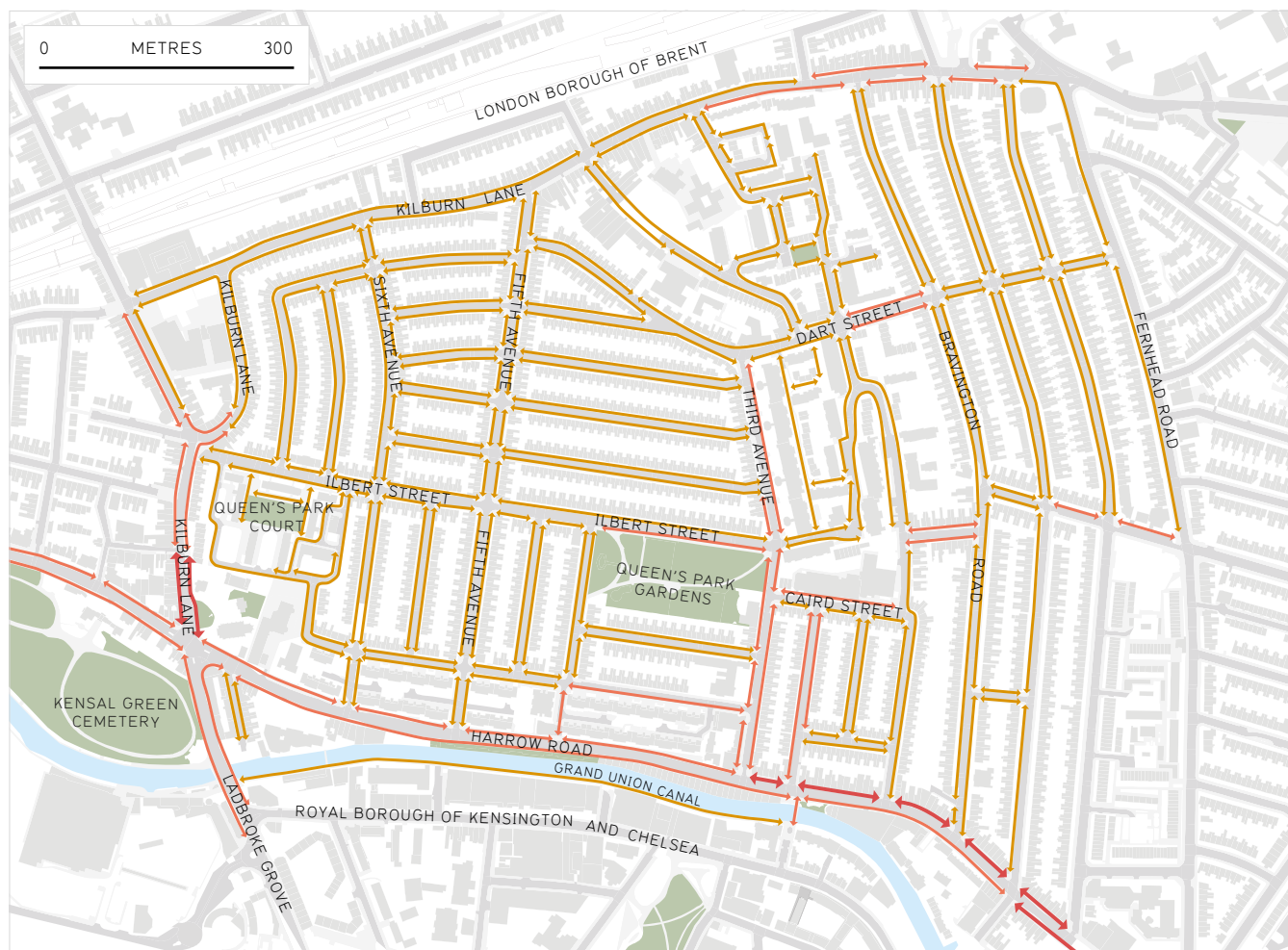
A lot of residents mentioned the convenient location of Queen's Park and the easy access to the West End as a positive attribute of the area.





Routes and connections

Pedestrian movement



By recording the usage of streets by observation of foot traffic within the survey area it is possible to begin to define the network of pedestrian connections. The diagram above shows Publica's observations of pedestrian intensity on all footways in the survey area.

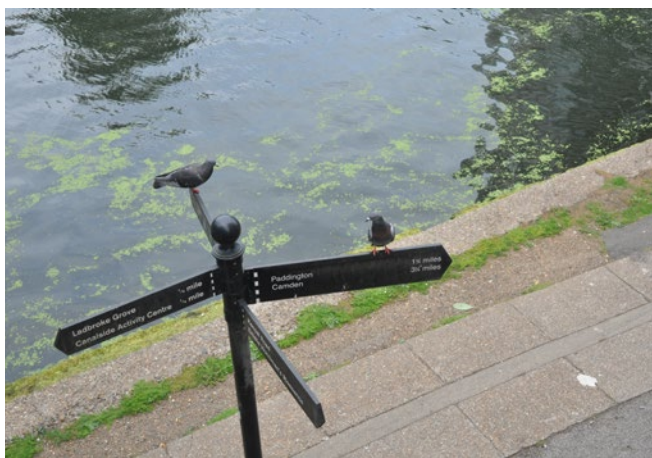
- ➔ Busy
- ➔ Quiet
- ➔ Very quiet

Each section of uninterrupted footway is given an arrow with a thickness relative to the level of pedestrian movement. This measure represents a perceived hierarchy of use from on-street surveys carried out concurrently across the area at set hours to produce a picture of pedestrian use patterns.

The area's streets are very quiet with very little pedestrian movement. At the edges, along Harrow Road and Kilburn lane, there is more pedestrian activity on account of the location of retail and transport uses. There are opportunities to improve pedestrian crossings across the Harrow Road, particularly at the junction with Ladbroke Grove/Kilburn Lane.

Routes and connections

Pedestrian movement



The Grand Union canal is an excellent connection to the wider area that is currently little used compared to other stretches of the London canal network



The busy Half Penny Steps crossing is the area's only pedestrian route across the canal which connects to the workspaces, parks and residential neighbourhoods of Kensal Road



The junction of Kilburn Lane and Salusbury Road is a busy pedestrian route to the Queen's Park tube station but it has no pedestrian crossings and fast moving traffic



The majority of streets in the area are very quiet with little pedestrian activity



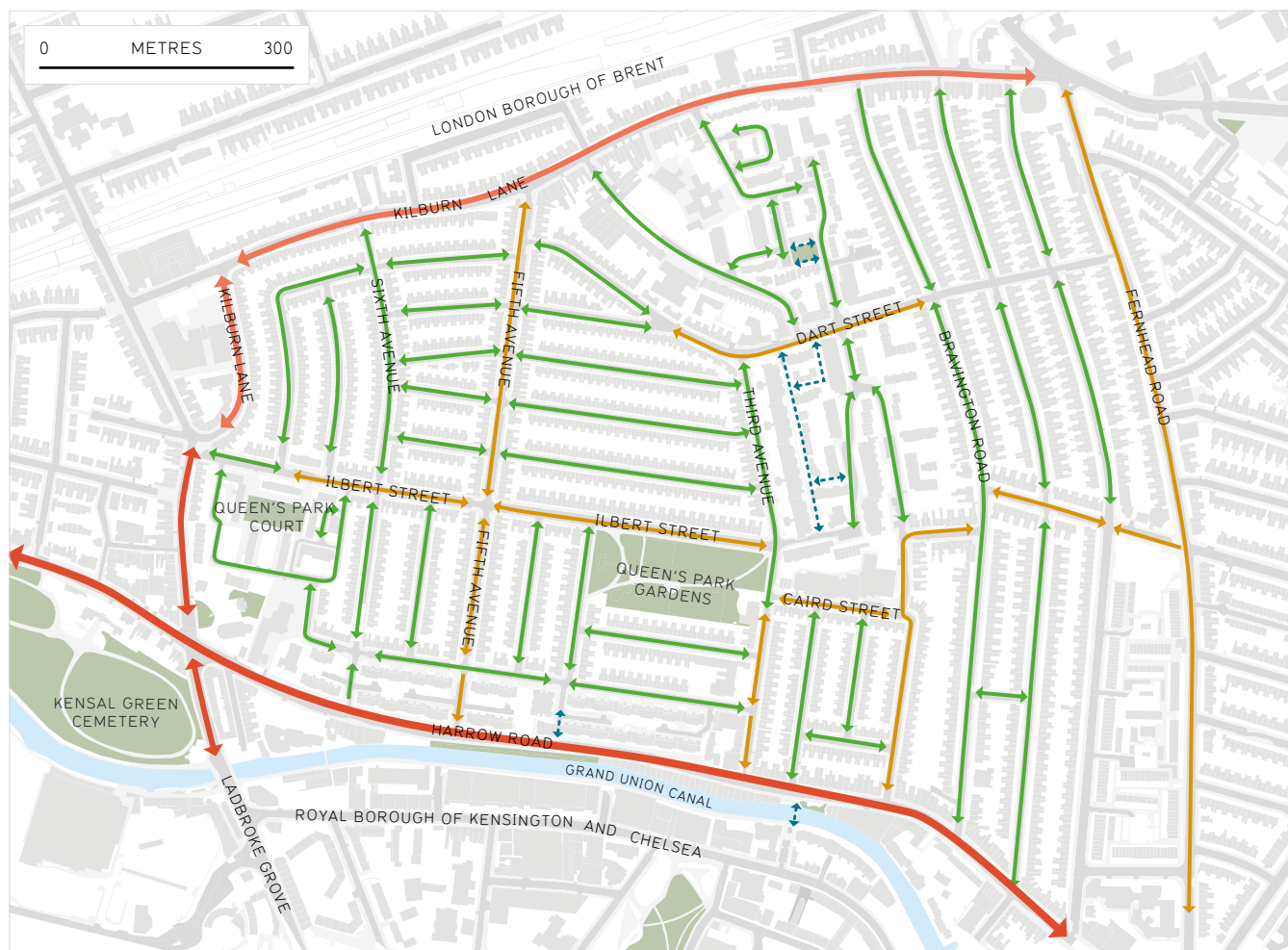
The junction of Harrow Road and Ladbroke Grove/Kilburn Lane bridges three boroughs; Westminster, Kensington & Chelsea and Brent. There are currently no pedestrian lights, which makes crossing this busy junction challenging for pedestrians



Many residents complain about the street clutter where it goes beyond the boundary permitted for use and obstructs pedestrian routes

Routes and connections

Traffic intensity



This diagram shows Publica’s observation of traffic intensity on all carriageways in the survey area.

Each street is given an arrow with a thickness relative to the perceived traffic intensity. The arrow heads denote the direction of traffic movement. This measure represents a hierarchy of use from on-street surveys carried out concurrently across the area at set hours to produce a picture of vehicular use patterns.

As with pedestrian movement, the most intense vehicular traffic occurs on the edges of the Neighbourhood Plan area. The majority of the residential streets in the Queen’s Park Estate are very quiet. They are so comparatively calm that they are often used for driving lessons. Some of the streets in the Mozart estate are parking access-only and both these locations could make good environments for occasional street play schemes.

There have been a number of complaints about disturbances along the Harrow Road from road traffic, including heavy goods vehicles, with reports of shaking the ground on Bravington Street.

- Very busy
- Busy
- Quiet
- Very quiet
- Pedestrian

Routes and connections

Traffic intensity



The Harrow Road is a busy arterial route which connects Harrow, Wembley and Willesden to Paddington



Some of the quiet streets, such as Parry Road in the Mozart Estate are vehicular access for residents only and potentially would make good locations for Play Streets schemes



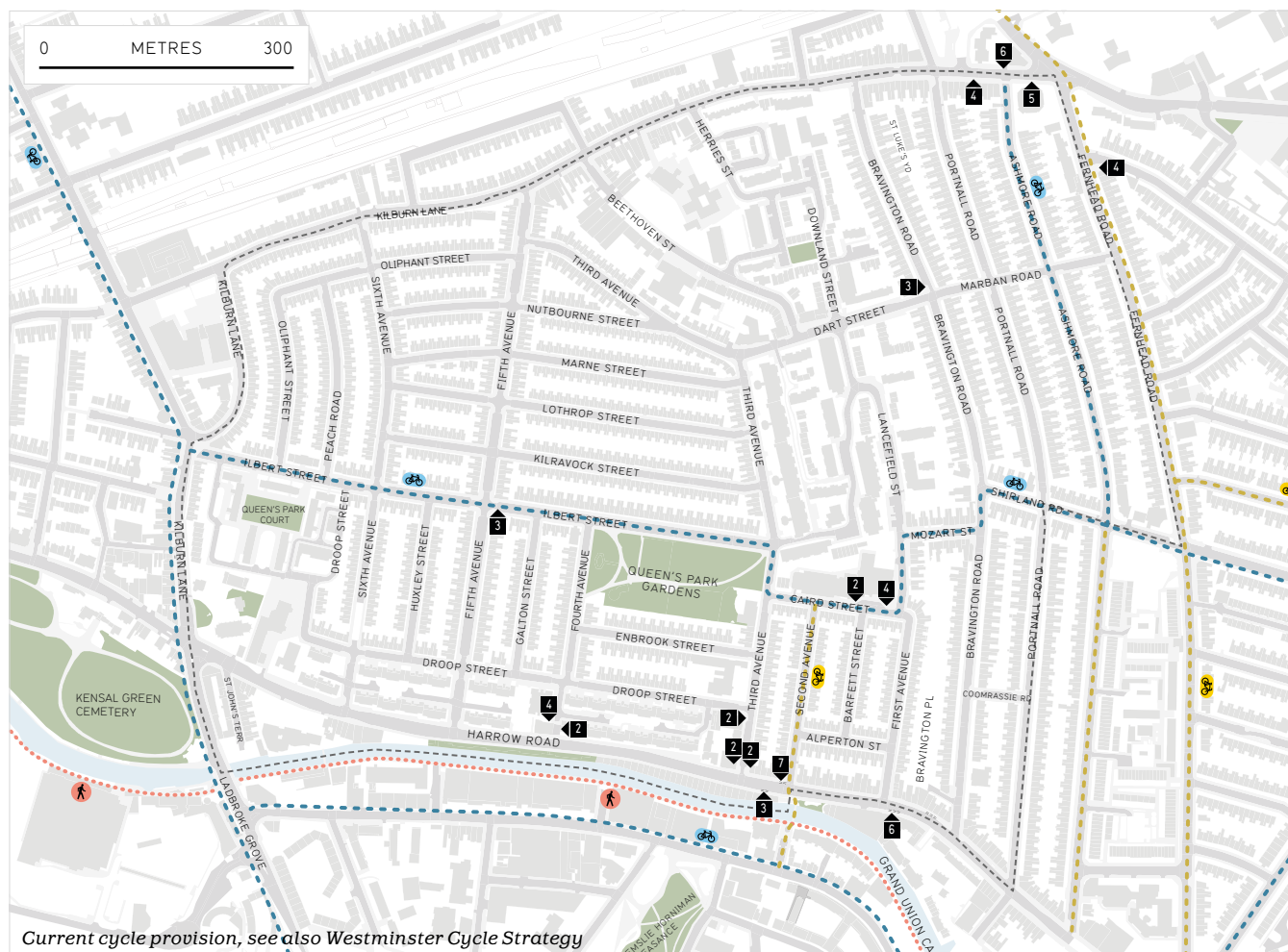
The busy traffic at the junction of Harrow Road and Ladbroke Grove/Kilburn Lane is difficult for pedestrians to cross and perceived by cyclists to be dangerous



The residential streets of the Avenues Estate are very quiet and as a result they are often used by driving instructors for driving lessons

Routes and connections






Cycling



In August 2015 Publica conducted a cycle experience survey by filming whilst cycling through the area and it was evident that the TfL designated cycle routes including an east-west route along Ilbert Street, Caird Street and Mozart Street and a north-south route along Ashmore Road, are obstructed in some instances with bins or car parking spaces: opening up these routes and providing clearly marked cycle lanes could encourage more cycling in the area.

According to the 2011 Census 6.1% of the Queen's Park ward population cycle to work which was considerably higher than the Westminster total average of 4.8% and the London total of 4%. This figure is likely to have since been exceeded reflecting cycling trends across London.

Residents expressed a need for an increased provision in cycle parking throughout the area; both cycle storage hangars in the Avenues and lockers in areas with high numbers of flats were suggested. A pilot scheme, whereby two cycle storage hangars are being trialled on Ilbert Street, is underway.

-  TfL Routes signed or marked for use by cyclists on a mixture of quiet or busier roads
-  Quieter roads that have been recommended by other cyclists
-  Amount and location of bike racks
-  Canal towpath
-  Queen's Park Community Council boundary

Routes and connections

Cycling



There are a lot of bicycle parking stands along the Harrow Road high street with a few others throughout the area on Ilbert Street, Caird Street and Kilburn Lane



The junction of Ilbert Street and Kilburn Lane has no vehicular or cycle through traffic despite its designation as a TfL cycle quiet route

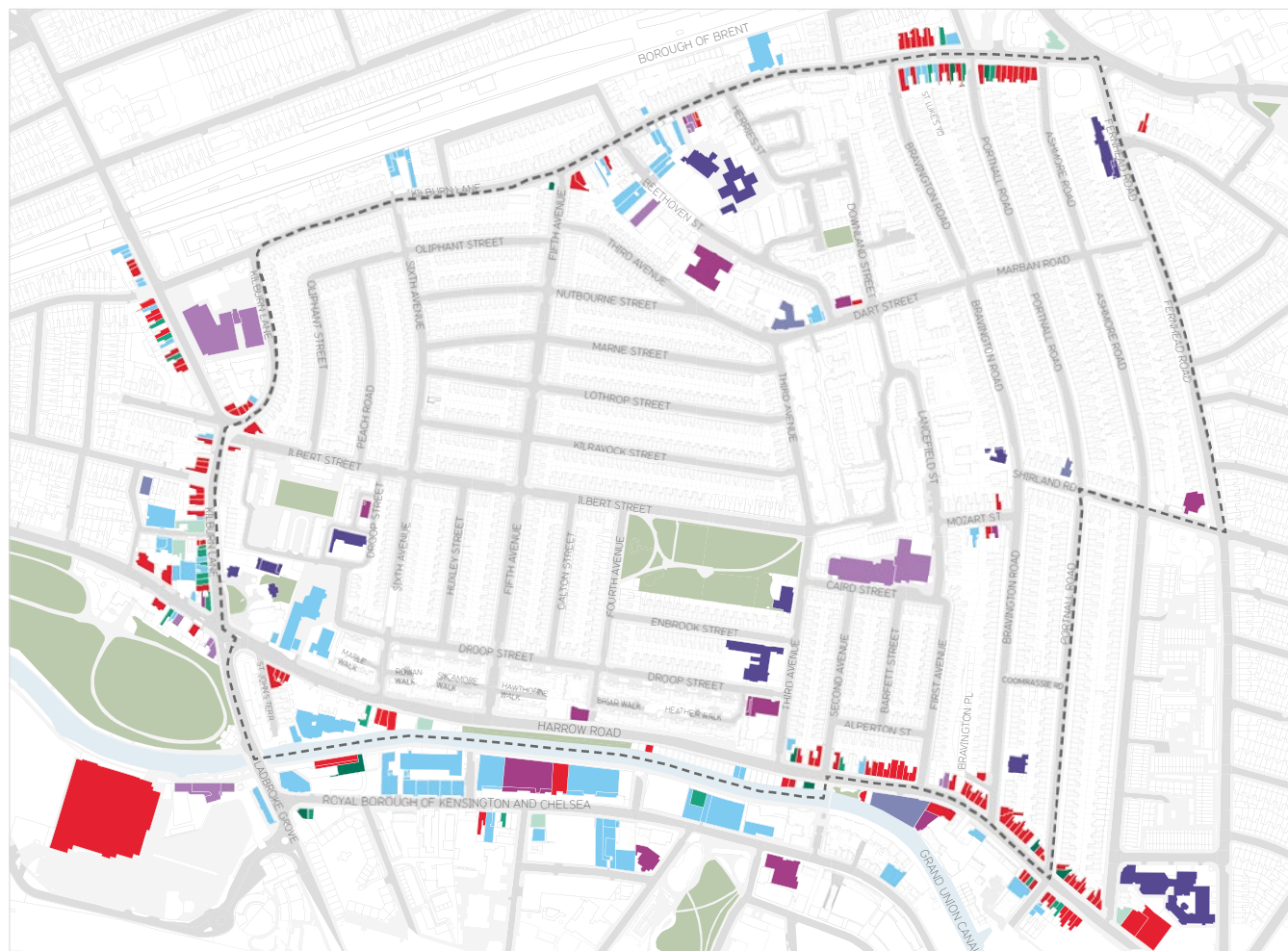


Some residents mentioned that cyclists were using the pavements which was obstructive for pedestrians and it was suggested that the addition of safe and dedicated cycle paths would help prevent cycling on the pavements



It takes 12 minutes to cycle to Paddington from the Half Penny Steps along the canal towpath

Employment Workspaces



The predominantly residential survey area has a concentration of employment uses on its perimeter on the Harrow Road and Kilburn Lane. A number of workspaces are located outside of the area, south of the canal in Kensington and Chelsea and on the west side of Kilburn Lane in Brent. Very few employment uses have been recorded in the centre of the area. The retail and community uses along the Harrow Road are an asset to the area and retaining and adding to this mix of uses is important to protect and enhance the vibrant and characterful high street. The 2014 Ward Profile shows that in 2012, there were 2,100 jobs in the area, this represents only 0.3% of all Westminster jobs. Many residents mentioned the need for more local training and employment opportunities in the area.

Queen's Park is located within the North Westminster Economic Development Area (NWEDA) and the Harrow Road district shopping centre is identified as an integral driver for economic renewal in the area. This has been encouraged through the establishment of the Maida Hill market, outside of the Neighbourhood Plan area, on the junction of Harrow Road and Elgin Avenue, which opens from Monday to Saturday.

- Retail
- Café/Takeaway
- Restaurant
- Bar/Pub/Club
- Commercial/Office
- Education
- Sport/Leisure
- Community
- Health/Medical
- Queen's Park Community Council boundary

Employment

Workspaces



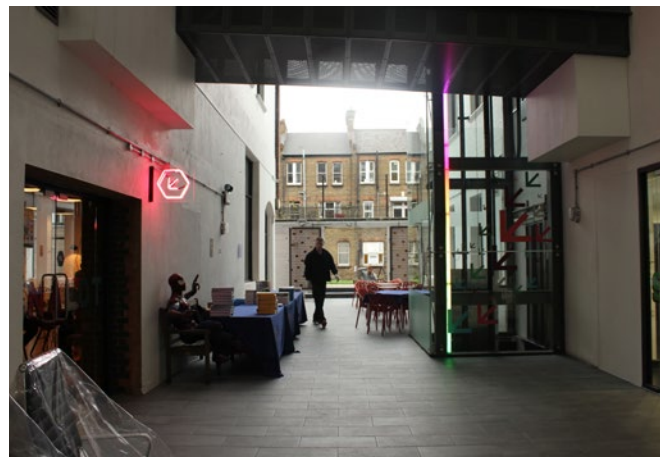
A number of creative businesses are located across the canal in Portobello Dock



Some residents suggested the addition of a second pedestrian bridge from the Harrow Road Open space at the end of Fifth Avenue to Adela Street



Maida Hill market at the junction of Harrow Road and Elgin Avenue



The Canalot Studios provide flexible workspace with a café on the south edge of the canal

This junction has also benefited from recent public realm improvements and the addition of Maida Hill Place, a social enterprise with event space available for hire for food production, film hire and meetings.

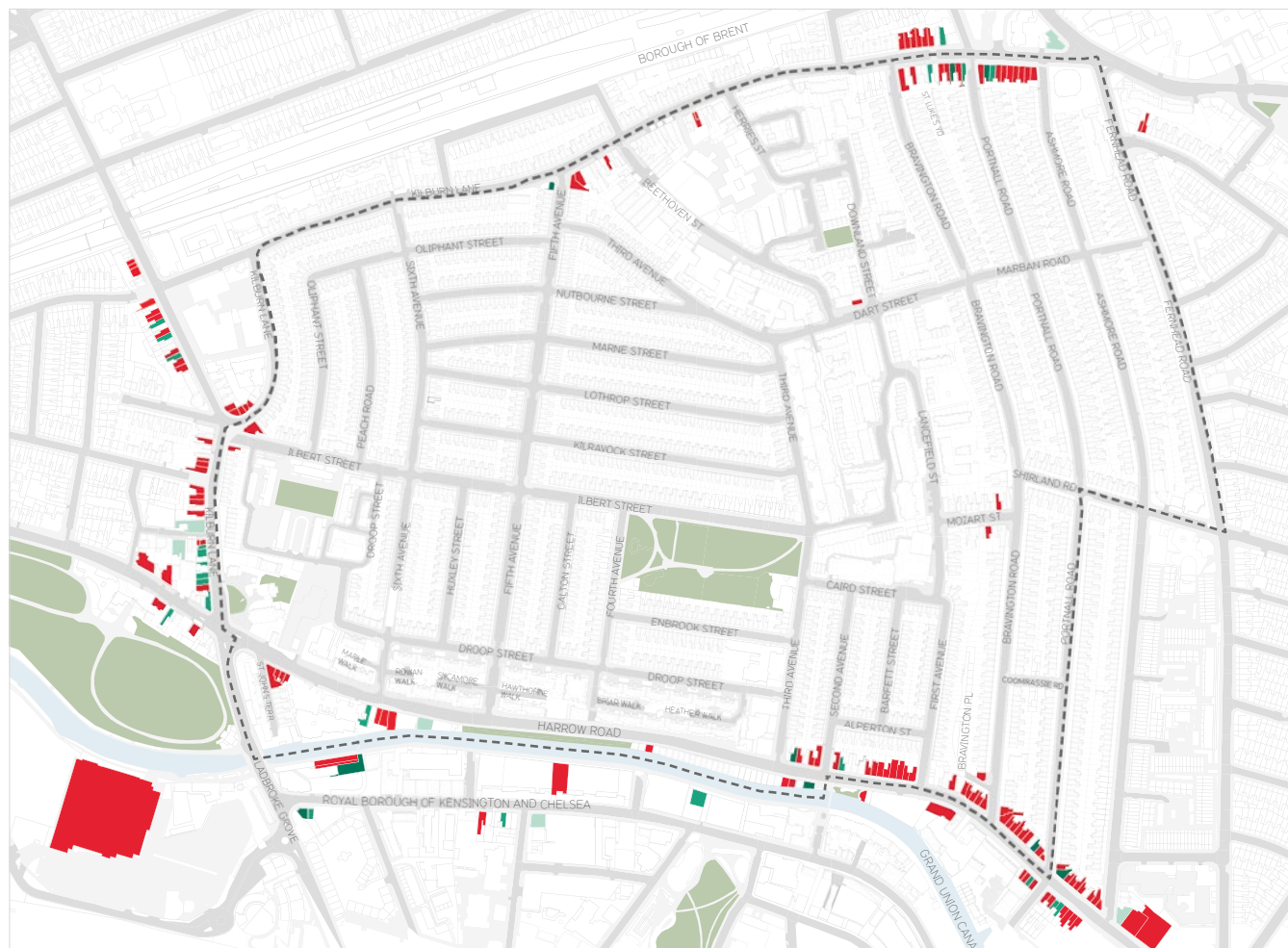
The recent QPCG pop-up shop 'On the Street' was a good example of a temporary use. This model of taking over vacant units with temporary uses could be a catalyst for improvement along the high street.

As well as the retail activity on the Harrow Road, there is a cluster of creative industries located south of the canal on Kensal Road and the proximity of Queen's Park to this commercial activity is a potential asset both to the local residents and to the Harrow Road high street. Currently the canal creates a significant severance between the Harrow Road and Kensal Road with only one pedestrian link across at the Half Penny Steps.

A number of residents mentioned the advantages a new pedestrian bridge across the canal would bring. Connecting the end of Fifth Avenue to Adela Street would link Queen's Park to the commercial activity to the south and provide access for the workers along Kensal Road to the retail activity on the Harrow Road. This new link could encourage a vibrant lunch time economy in the area, with good public spaces to stop and sit at the Half Penny Steps and the Harrow Road Open Space.

Employment

Local shops



The most significant retail streets in the area are the Harrow Road and Kilburn Lane but Queen's Park also has a number of additional local shops. Mozart Street was once a busy local retail parade but now, since the closure of the local post office and pub, there is only a convenience store, a learning centre and a tailor. Some local residents mentioned the value of retaining the retail and community uses on Mozart Street and encouraging new public uses in the vacant post office and pub.

Other pockets of retail include Dart Street, the corner of Fernhead Road and Shirland Road and Kilburn Lane north, which connects Queen's Park to the well used Salisbury Road high street.

These local shops are an important provision for the residential community and they add to the life on the street.

- Retail
- Café/Takeaway
- Restaurant
- Bar/Pub/Club
- Queen's Park Community Council boundary

Employment

Local shops



The community centre and convenience store on Dart Street



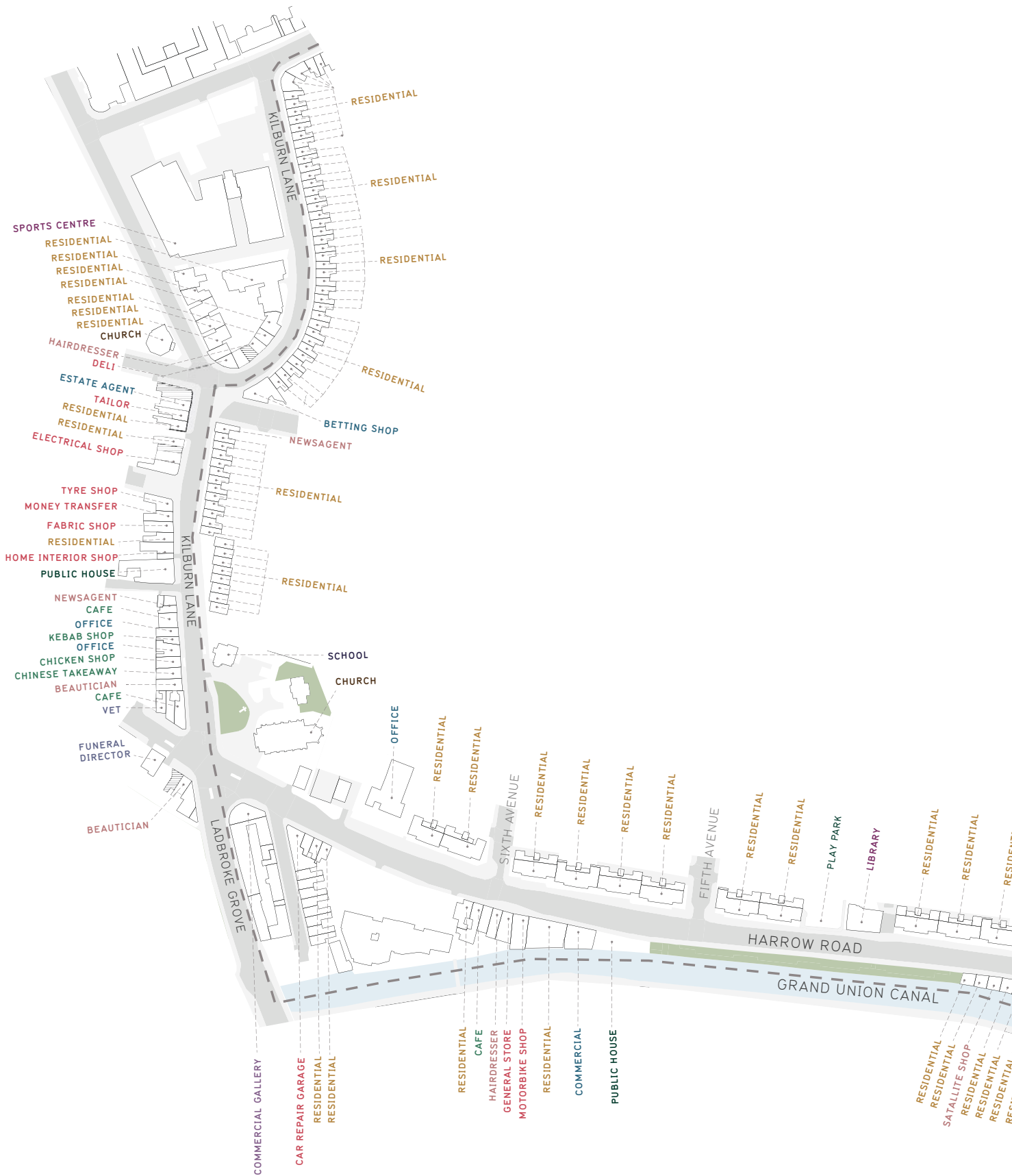
Kilburn Lane is a busy stretch of local shops near to Queen's Park station and Salisbury Road, a well used high street



There are a number of shops at the corner of Fernhead and Shirland Roads



Mozart Street was once a thriving parade of shops in the centre of the ward, there is now a only two independent retailers and a charity shop



Land use survey undertaken Nov 2014–July 2015, by the Publica team and local resident volunteers. Land use has been mapped by on site observation for the purpose of understanding general patterns of use. It does not affect existing WCG use class designations.

- ▨ Indicates apparently disused or vacant units
- Queen's Park Community Council boundary

Ground floor uses

The Harrow Road and Kilburn Lane (west and north) form the most vibrant retail centre in the Neighbourhood Plan area, however much of the retail activity is outside of the area boundary in Brent to the west and Harrow Road ward to the east. On the Harrow Road between Portnall Road and the Canal

Terrace there are only 28 shops in operation, 34 up to the Ladbroke Grove junction. A large section of the high street has residential use at grade (both purpose built and recent change of use) and there are some community uses, such as the two churches, the library and the children's playground.



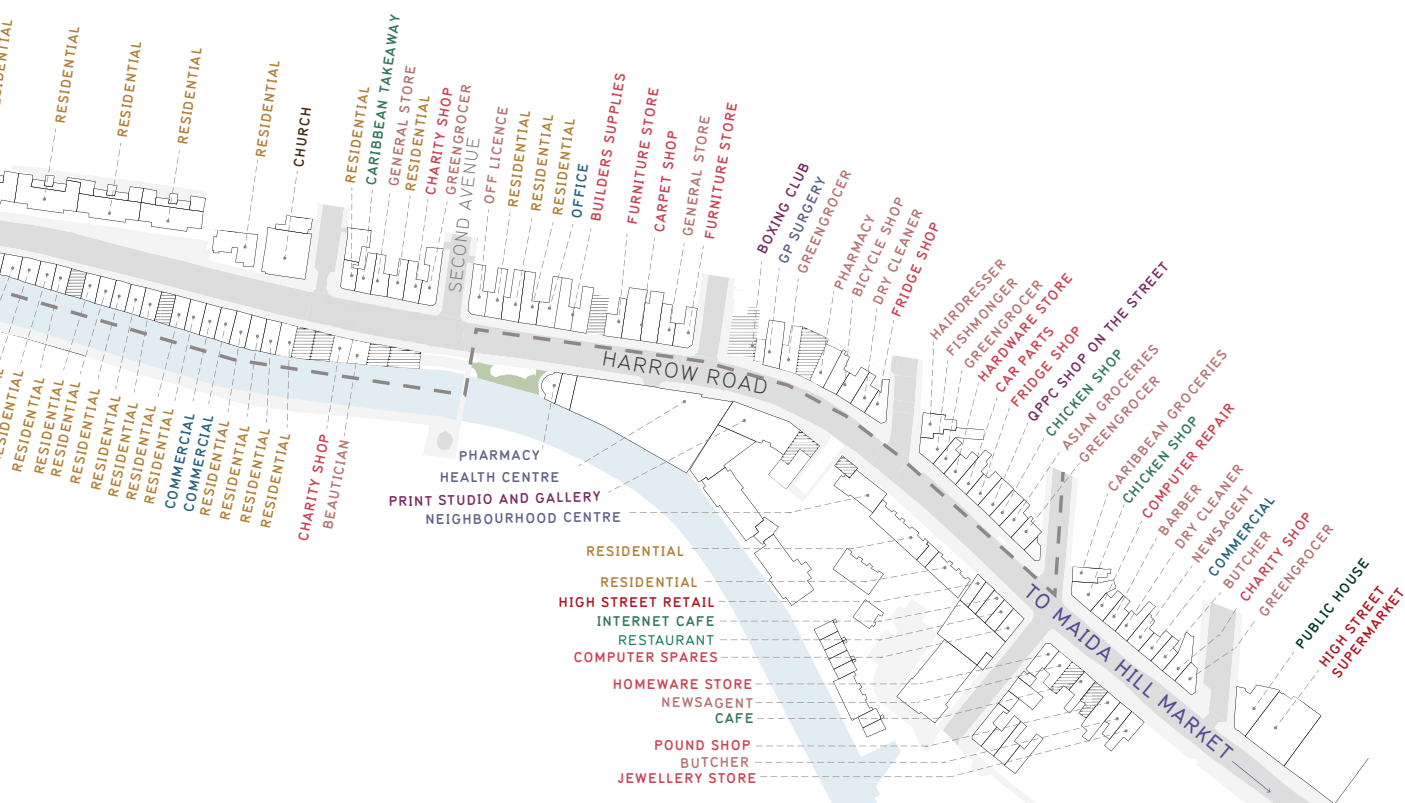
① Along Kilburn Lane the retail activity is concentrated on the west side of the street with a residential terrace opposite



② There are a large number of apparently vacant units on the Harrow Road high street



③ Residents mentioned the saturation of the same uses along the Harrow Road. The most common types are betting shops, takeaway fast food/chicken shops, fruit and vegetable shops and shops selling white goods.



Annex 2

Retail and Queen's Park High Street

This section looks specifically at the stretch of the Harrow Road within the Queen's Park Neighbourhood Plan area; it also includes the western section of Kilburn Lane. It brings together a survey of ground floor uses, frontages and public realm and a summary of the emerging findings from a retailers survey in order to get a better understanding of the Queen's Park high street.



- Survey Area
- Queen's Park Community Council boundary
- Westminster boundary

What works well



The display of goods for sale can make a positive contribution to the visual appearance of a shop and the street, and certain areas in the Harrow Road benefit from lively and colourful displays



Interesting views along the gentle curve on the Harrow Road with distinctive buildings on some of its junctions



The canal side Half Penny Steps and Harrow Road Open Space along the high street are a unique asset and more could be made of these spaces



The Maida Hill market provides activity at the busy end of the Harrow Road high street and more local traders could be encouraged to participate



The adjacency of the Harrow Road to the Grand Union canal is an unusual and characterful feature of the high street



Some of the streets that lead into the Harrow Road high street have active work spaces

Challenges



Some of the retail units use more of the pavement space than permitted to display their goods, causing obstruction to pedestrians



Much of the central section of the Harrow Road has residential use on the ground floor which presents a blank frontage on to the high street



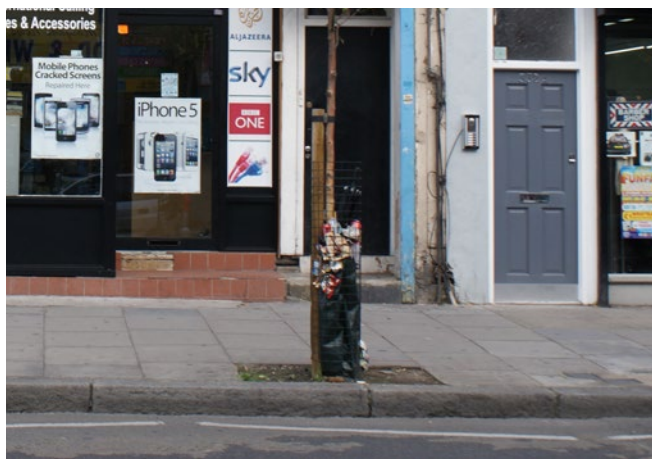
Many of the shops on Canal Terrace are now vacant or used for residential space, leaving blank frontages



The vacant units on the ground floor of the Queen's Park Community Hall could be vibrant shop fronts to serve the local community as originally intended



Litter from shops is often discarded in the street, cluttering the pavement and making pedestrian movement difficult



Some of the tree casing along the high street are filled with litter



Frontages

— Blank/closed frontage

E.g. Harrow Road Estate – A façade which has no relationship to the street, typically service areas and blocked retail façades with full-size, generic graphics

— Passive

E.g. Queen’s Park Library – A façade which contributes visual interest to the street offering either visual connections or a well-composed elevation

— Active

E.g. High street greengrocer – A permeable façade which engages with and adds to the life of the street, often through outside seating or signage, typically shop fronts and cafés/restaurants

Frontages and entrances

The Harrow Road has extreme contrasts of active and blank frontages from east to west. Retail and community uses animate the Portnall Road end of the high street whereas, heading west, the fortress like frontage of the Harrow Road Estate and the blank frontages along Canal Terrace result in a significant stretch of inactivity along the street.



① Blank frontages along Canal Terrace where there once was an active retail parade



② The elegant frontage of the recently refurbished library on Harrow Road



③ Active frontage: a small number of independent retailers on the Harrow Road, near Maida Hill Market have been improved with a recent Westminster grant for shopfront upgrades





- | | | |
|-----------------|------------------|----------------------------|
| ● Tree | ● Bin (moveable) | ○ Café table and chairs |
| ● Lamp post | ■ Bench | ■ Planter |
| ■ Traffic light | ● Bollard | ■ Retail space on pavement |
| Crossing | ▲ A-Board | |
| — Bicycle stand | ■ Telephone box | |
| ● Bin (fixed) | ↔ Ramp access | |
| | ⊖ Bus stop | |

Public realm

The east edge of the Queen's Park Neighbourhood Plan area can be cluttered; retail activity from the shops is not regulated, and takes over pavement space alongside trees, bus stops, street signage, shop A-boards, bins and lamp posts. This results in significant obstruction to pedestrians on the pavement.



The Westminster Tree Trust enabled the planting of 25 trees along the Harrow Road in Spring 2014

There are two spaces to stop and sit along the Harrow Road: The Half Penny Steps and the Harrow Road Open Space adjacent to the canal. The Halfpenny Steps is very busy due to the important link to the south of the Canal but the Harrow Road Open Space is very little used.



The elegant frontage of the recently refurbished library on Harrow Road



Harrow Road Retailers Study



Overview and process

Neighbourhood plans have to generally adhere to the local authority's strategic planning policies and the objective is that neighbourhood plans do not head in different directions from these. Neighbourhood plans must also have regard to the National Planning Policy Framework, contribute to the achievement of sustainable development, and not be incompatible with planning obligations.

In June 2015, Publica was commissioned to undertake a retailers perceptions' study of the Harrow Road area. The study was commissioned jointly by Westminster City Council (WCC) and the Queen's Park Community Council (QPCC). Its purpose was to build a more extensive picture of retailers' needs, priorities and aspirations relating to both their businesses and the wider retail centre, as well as the current issues and opportunities of owning or managing a premises located on the Harrow Road.

The study was commissioned to ensure that as a key stakeholder group, retailers voices were heard, and that their comments and feedback are embedded in how future plans for the Harrow Road area take shape. Its findings will be used to inform both councils' upcoming policy and plans for the area; the Queen's Park Community Council in the development of their local Neighbourhood Plan; and Westminster City Council in the creation of a future masterplan for the stretch of the

Harrow Road within the borough's demise (currently in early stage scoping).

The data used to develop the study was gathered through a series of one-to-one interviews undertaken in June and July 2015 with the owners and managers of shop premises located along the Harrow Road. The extent of the study area included parts of the Westminster wards of Queen's Park, Harrow Road and Westbourne, stretching from Third Avenue in the west, to Amberley Road in the east (see map on the right). The interview group was put together to ensure an even spread of businesses along this length and a balance of different retail types, reflective of the range of local shops and business. It included both long-standing premises and those newer to the Harrow Road area.

In order to best inform the future plans of both client groups, and to represent the predominantly independent retail character of the Harrow Road, it was agreed that interviews would be undertaken solely with independent businesses. The majority of participants were also owner-managers, working full-time, who were therefore able to provide significant on-the-ground knowledge about the area, as well as premises operations.

Participants were asked to contribute thoughts and insight into the function and operation of their premises; the impact and affect of the Harrow Road on their businesses and customer base; opinions on the area's current positives and negatives; perceived competition; and suggestions for future opportunities that might help improve sales.

Of the retailers interviewed, each had a particular knowledge and interest in the Harrow Road, its users and wider environs. As one would expect, opinions expressed were complex and varied, in some cases reflecting both organisational and personal views. A wealth of information was given by each respondent that was specific to individual circumstances and their particular business type or model. However, a number of consistent themes emerged as the interviews progressed, and it became evident that many of the issues raised were impacting on several retailers, their businesses and customers.

A summary of the key positives, negatives and future opportunities identified through the study is set out on the following two pages. A longer analysis of key findings can be found within the full Harrow Road Retailer Study report.

Harrow Road Retailers Study



The map above shows the extent of the area included within the study. The approximate location of each premises interviewed is shown with a cross.

The project sought to ensure an even spread of premises along the length of the Harrow Road between Third Avenue to the west and Amberley Road to the east

Dissemination and next steps

The outcomes of the Harrow Road Retailer Study were shared at a dedicated retailer workshop on the 23rd July 2015, to which all participants were invited, alongside all retailers located within the study area, both client councils, and members of the Maida Hill and Westbourne Area Forums. Findings were additionally presented to the Harrow Road Town Team group on the 30th July 2015.

The cross-dissemination of the report's findings with retailers, community bodies and other local neighbourhood forums has helped to galvanise energy and momentum around ideas for addressing the Harrow Road collectively, along its whole length within Westminster Borough.

The next steps have been the formation of a dedicated Harrow Road retailers and residents group (Harrow Road Retailers Association) as a platform to set priorities and influence future decision-making.

Harrow Road Retailers Study

Key findings

Summary of key positives

- The Harrow Road is a vibrant area and a mixed community
- Many retailers have a good rapport with long-standing local customers
- Retailers find it easy to reach from their place of residence
- The Harrow Road is a convenient location on a main thoroughfare in and out of central London
- The area has good public transport links
- The Harrow Road is relatively affordable compared to other retail locations in the wider vicinity
- The Harrow Road feels safer than it used to, particularly in the evening/at night
- Environmental improvements implemented by WCC over recent years are recognised and welcome
- The Harrow Road area has considerable future potential

“It’s a community...many people’s families stay in the area even when they grow up, so the children and grandchildren of my first customers come in now. There is a real sense of familiarity”

Summary of key negatives

- Shops that have thrived have done so despite, not because of their location
- There is not enough variety in the shops on the Harrow Road and it does not provide a full ‘high street’ offer
- Many parts of the Harrow Road look scruffy/shabby and some premises are poorly maintained by their owners
- There is considerable street drinking and antisocial behaviour still evident on the Harrow Road
- The current limited parking provision is a deterrent to those from neighbouring areas using the shops on the Harrow Road
- The area is poorly perceived by those who don’t already know it
- There are a number of empty shop units particularly in western and eastern sections of the Harrow Road
- Several former retail premises have been converted to residential use, to the detriment of the wider retail centre
- Concerns reported by retailers to the council are not handled by WCC officers with enough local knowledge. Additionally, the approach to enforcement of retail policies seems inconsistent
- The local customer catchment is perceived to have limited spending capacity

Harrow Road Retailers Study

Future opportunities

Over the course of the interviews study, several participants put forward ideas and suggestions for ways in which they felt the Harrow Road could be made better. Generally, it was suggested that the area has considerable room for improvement, and because of this, significant potential. However, it must be noted that several retailers also highlighted that positive change will not occur without support and investment.

- Improve the retail mix and variety of shops, encourage a few well-known retail brands to open on the Harrow Road
 - Encourage empty units to be taken, but with alternative retail uses (not currently present on the street) and discourage further residential conversion
 - Improve parking provision, particularly for short stays
 - Employ a dedicated town centre manager who understands the local area and can develop a long-term relationship with retailers
 - Develop the area as a business location, providing a new customer base for retailers as well as local employment
 - Light the area better at night-time so it feels safer after dark
 - Generally address issues of crime, antisocial behaviour and safety
- Improve connections between Harrow Road and the Royal Borough of Kensington and Chelsea and neighbourhoods south of the canal
 - Introduce/reactivate a retailers group to represent retailers views with the council and local community bodies
 - Make more of the canal – an asset that could differentiate the Harrow Road from other retail locations
 - Develop a vibrant high street that runs continuously from the west to the east of the study area and could draw people along the length of street, improving footfall and trade

“There’s not much interaction with the other retail businesses in the area and it definitely could be better, perhaps a retailers association or something like that would work?”

“The junction is a work in progress, it could be a real focal point to the area. I’m not sure about the bottom end, but at the top end, there’s a lot of potential. That’s the key location, you get a big employer, incentivise shops to open up in the closed premises to serve the office workers and then they’d be drawn down the whole road. Plus there’s the canal – you could link it all up, extend the whole shopping area”

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The OS map is used under licence (November 2014) from WGC to QPCG for purposes of the production of their Neighbourhood Plan.

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