

# **Planning Committee Supplemental Agenda**

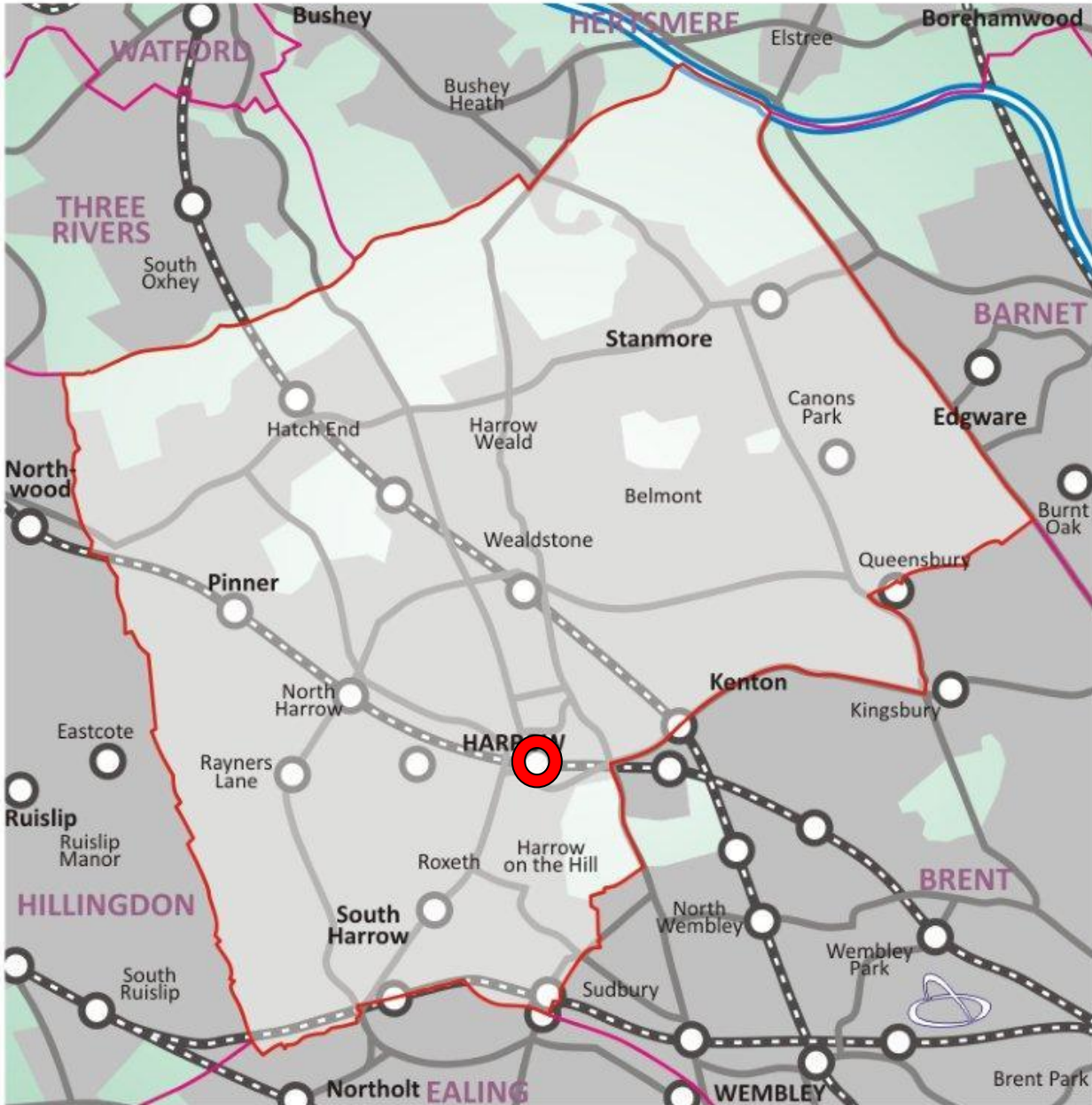
**Date:                      Wednesday 18 January 2023**

16. **Any Other Urgent Business** (Pages 1 - 19)  
Which cannot otherwise be dealt with.

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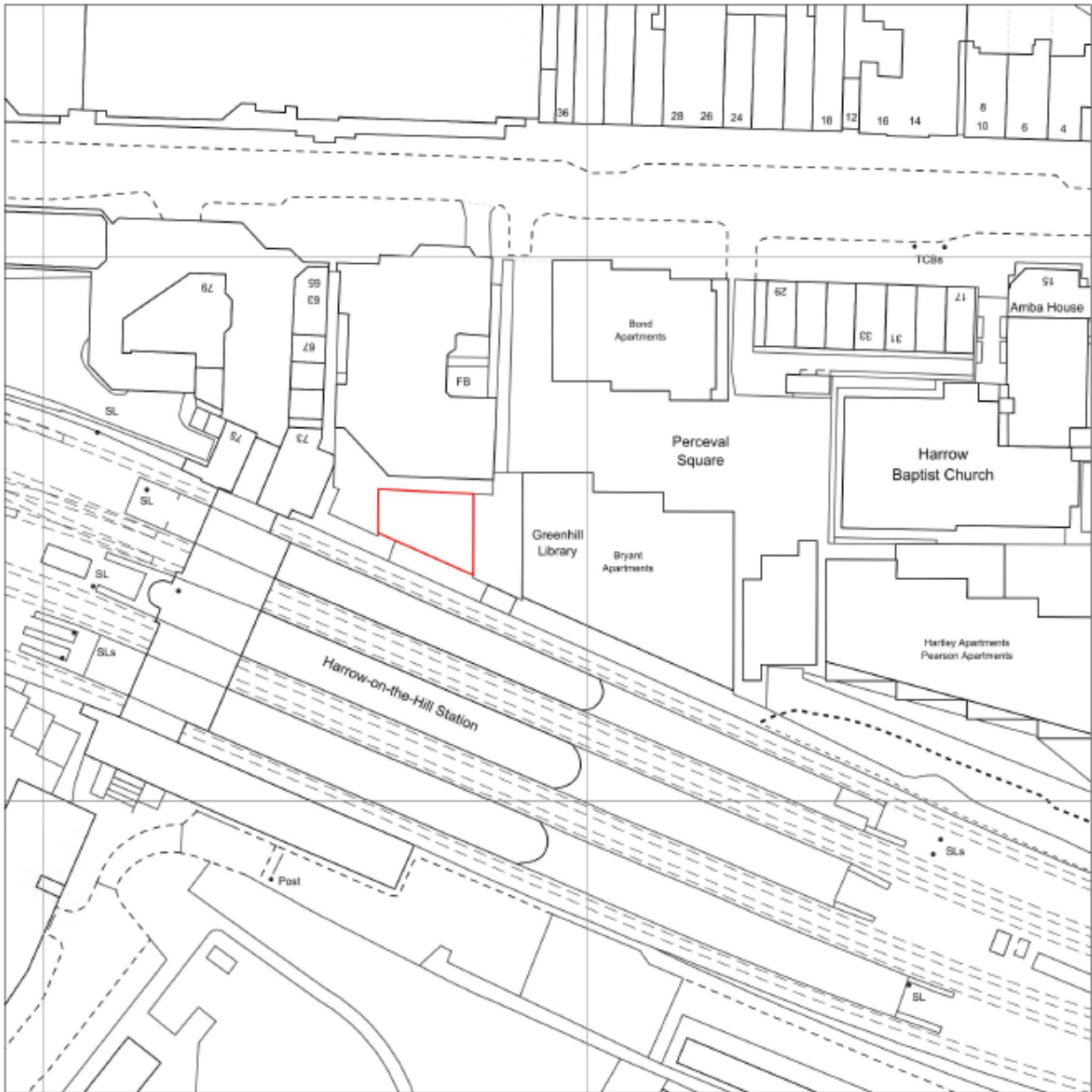
 = application site



**The Pavilion, Greenhill Library, Perceval Square, College Road, Harrow, HA1 1GX**

**P/3983/22**

# LOCATION PLAN



## LONDON BOROUGH OF HARROW

### PLANNING COMMITTEE

18<sup>th</sup> January 2023

**APPLICATION NUMBER:** P/3983/22  
**VALIDATION DATE:** 29/11/2022  
**LOCATION:** THE PAVILION, GREENHILL LIBRARY, PERCEVAL SQUARE, COLLEGE ROAD, HARROW  
**WARD:** GREENHILL  
**POSTCODE:** HA1 1GX  
**APPLICANT:** HARROW COUNCIL  
**AGENT:** -  
**CASE OFFICER:** FERGUS FREENEY  
**EXPIRY DATE:** 24/01/2023

### PROPOSAL

Change of use of Pavilion building from Library (Class F1) to Registrars Office (Sui Generis)

### RECOMMENDATION

The Planning Committee is asked to:

- 1) Agree the reason for approval as set out in this report
- 2) Grant planning permission subject to the conditions listed in Appendix 1 of this report:

### REASON FOR THE RECOMMENDATIONS

The proposal would provide an appropriate use within the town centre. Accordingly, weighing up the development plan policies and proposals, and other material considerations including comments received in response to notification and consultation as set out below, officers conclude that the proposed development is worthy of support.

### INFORMATION

This application is reported to Planning Committee due to the site being owned/an interest of the Council and being a change of use of more than 100sqm.

Statutory Return Type: Change Of Use  
Council Interest: None  
Net additional Floorspace: 0m<sup>2</sup>  
GLA Community  
Infrastructure Levy (CIL) N/A  
Contribution (provisional):  
Local CIL requirement: N/A

## **HUMAN RIGHTS ACT**

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.

## **EQUALITIES**

In determining this planning application, the Council has regard to its equalities obligations including its obligations under section 149 of the Equality Act 2010.

For the purposes of this application there are no adverse equalities issues.

## **S17 CRIME & DISORDER ACT**

It is considered that the proposed development would not adversely impact upon community safety issues or conflict with development plan policies in this regard.

## **1.0 SITE DESCRIPTION**

- 1.1 The application site is located on the large, redeveloped site of the former Post Office and Royal Mail sorting office complex which (allocated in the Area Action Plan as AAP Site 17). The site now contains a mixed-use development comprising high-rise apartment buildings, retail/commercial space and a library and public square. The pavilion building, subject to this application, is set to the rear of the overall site, and is ancillary to the main Greenhill Library.
- 1.2 The site is within the Harrow Town Centre (a Metropolitan Centre), but the pavilion building is located just outside of the primary shopping area and is not within any designated shopping frontages.
- 1.3 The site is within the Harrow & Wealdstone Opportunity Area, as designated in the Local Plan and the London Plan respectively
- 1.4 Proximity to Harrow-on-the-Hill Station (Metropolitan line and Chiltern Railways) and Harrow bus station (various local bus routes) give the site a public transport accessibility (PTAL) rating of 6b (Excellent)
- 1.5 The pavilion building abuts the railway line and to the that adjoining railway is Harrow College Lowlands Road campus (contains a grade II listed building) and Lowlands Recreation Ground (Metropolitan Open Land and within the Roxborough Park and The Grove Conservation Area)
- 1.6 A very small part of the front of the building and part of the square/access to the front, is located within Surface Water Flood Zone 3a and the site is within a critical drainage area.

## **2.0 PROPOSAL**

- 2.1 The application proposes the change of use from an ancillary part of the library (Class F1) to a Registrar's Office (Sui Generis) to meet the required functions of Harrow Council in this regard.
- 2.2 The floor area is approximately 204sqm. The proposal does not seek any external alterations to the building but there would be minor internal alterations.
- 2.3 The pavilion was designed to accommodate community uses or be hired out by the library with a capacity of up to 100 people. The general functions of the library are not located within the pavilion. The planning statement submitted with the application indicates that the maximum capacity of marriages/citizenship ceremonies and the like would be 50 guests (excluding staff).
- 2.4 Operating hours would be 9am to 6pm, Monday to Friday, and on Saturday mornings if required.

### 3.0 **RELEVANT PLANNING HISTORY**

3.1 A summary of the relevant planning application history is set out in the table below. There is extensive planning history at the site, and it is not considered necessary to include all applications, for brevity, only the main redevelopment application and any wholly relevant applications are included:

<b>Ref no.</b>	<b>Description</b>	<b>Status and date of decision</b>
P/0737/15	Redevelopment of the Former Harrow Post Office to Provide 318 Flats (Class C3), 862 Sq. Metres Floorspace for Retail (Class A1), Financial & Professional Services (Class A2), Restaurants and Cafes (Class A3), Pubs and Bars (Class A4), Hot Food Take-Aways (Class A5), Business (Class B1) and Non Residential Institutions (Class D1) Uses and 1,672 Sq. Metres Floorspace for Library (Class D1) Use in Buildings of Up to 20 Storeys (134.5 Metres AOD) in Height; 2,413 Sq. Metres Public Realm including New Public Square; Basement and Surface Servicing and Parking (Total 50 Car Spaces, 3 Motorcycle Spaces and 521 Cycle Spaces); Principal Vehicular Access from William Carey Way and Secondary Vehicular Access from College Road. Proposal also Includes Combined Heat & Power Plant; Hard and Soft Landscaping, Balconies and Roof Gardens; and Demolition of Former Post Office Buildings. (RESIDENT PERMIT RESTRICTED)	Granted 05/01/2016
P/1020/17	Details pursuant to Conditions 16 (Library Pavilion), 21 (Inclusive Access Strategy), 22 (Waste disposal) and 37 (Parking Provision Plan) of planning permission P/0737/15 dated 5.1.2016 for Redevelopment of the Former Harrow Post Office to Provide 318 Flats (Class C3), 862 Sq. Metres Floorspace for Retail (Class A1), Financial & Professional Services (Class A2), Restaurants and Cafes (Class A3), Pubs and Bars (Class A4), Hot Food Take-Aways (Class A5), Business (Class B1) and Non Residential Institutions (Class D1) Uses and 1,672 Sq. Metres Floorspace for Library (Class D1) Use in Buildings of Up to 20 Storeys (134.5 Metres AOD) in Height; 2,413 Sq. Metres Public Realm including New Public Square; Basement and Surface Servicing and Parking (Total 50 Car Spaces, 3 Motorcycle Spaces and 521 Cycle Spaces); Principal Vehicular Access from William Carey Way and Secondary Vehicular Access from College Road. Proposal also Includes Combined Heat & Power Plant; Hard and Soft Landscaping, Balconies and Roof Gardens; and Demolition of Former Post Office Buildings. (RESIDENT PERMIT RESTRICTED)	Approved 08/02/2018

### 4.0 **CONSULTATION**

4.1 A total of 96 consultation letters were sent to neighbouring properties regarding this application and a site notice was displayed.

4.2 The overall public consultation period expired on 26<sup>th</sup> December 2022.

4.3 No responses were received.

#### 4.4 **Statutory and Non-Statutory Consultation**

- 4.5 The following consultations have been undertaken, together with the responses received and officer comments:

<b>Consultee and Summary of Comments</b>
<u>Planning Policy</u> No objection in principle to the scheme.
<u>Highways</u> No comments received
<u>Waste Management</u> No comments received
<u>Drainage</u> No objection

## **5.0 POLICIES**

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:
- ‘If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.’
- 5.2 The Government has issued the National Planning Policy Framework [NPPF 2021] sets out the Government’s planning policies for England and how these should be applied and is a material consideration in the determination of this application.
- 5.3 In this instance, the Development Plan comprises The London Plan 2021 [LP] and the Local Development Framework [LDF]. The LDF comprises The Harrow Core Strategy 2012 [CS], Harrow and Wealdstone Area Action Plan 2013 [AAP], the Development Management Policies Local Plan 2013 [DMP], the Site Allocations Local Plan [SALP] 2013 and Harrow Local Area Map 2013 [LAP].
- 5.4 A full list of all the policies used in the consideration of this application is provided as informative 1.



## **6.0 ASSESSMENT**

6.1 The main issues are:

- Principle of the Development
- Character, Appearance and Design
- Residential Amenity
- Traffic, Parking, Impact to the Highway
- Secure by Design
- Fire Safety and Flood Risk/Drainage

### **6.2 Principle of Development**

6.2.1 The relevant policies are:

- The National Planning Policy Framework (2021)
- The London Plan (2021): SD6, SD7
- Local Area Action Plan: AAP1, AAP5, AAP17,
- Harrow Development Management Policies (2013): DM2, DM35, DM40, DM47
- Harrow's Core Strategy (2012): CS1

6.2.2 Policy SD6(J) of the London Plan states that the provision of social infrastructure should be enhanced, particularly where it is necessary to support identified need from town centre and residents, and facilities should be located in places that maximise footfall to surrounding town centre uses.

6.2.3 Policy AAP1 of the Harrow and Wealdstone Area Action Plan States that development within Harrow Town Centre will be required to strengthen its character and should a) contribute to meeting the needs of the town centre in respect of new and enhanced retail, office, leisure, community and residential uses, and e) should incorporate a mix of ground floor uses, including retail, leisure, cultural and community uses to increase the vitality of the Harrow town centre.

6.2.4 Policy DM35(A) of Harrow's Development Management Plan Policies states that new retail, leisure, and cultural development within town centres will be supported where the proposal is consistent in use and scale with the role and function of the centre, and the proposal is not odds with the borough's spatial strategy.

6.2.5 The Council's Policy Officer has stated that the library itself and associated facilities would not be compromised by the proposed partial change of use and would therefore remain in operation. The library is a community use and the proposed use of part of the building for the use as a Registrars office (Use Class Sui Generis) would, in terms of fact & degree, not amount to a change of use of the site. As such, this would remain an ancillary use to the library, and nonetheless still provide a function that does serve the community.

6.2.6 The existing building is designed as an ancillary community/function space to the main Greenhill Library and is therefore subject to Use Class F1 of the GPDO. The

proposed use as a Registrar's Office is designated as a Sui Generis Use Class. However, it would be run by Harrow Council and provide required functions for the community such as marriages and civil partnerships, citizenship ceremonies, naming ceremonies, birth/death registration and general enquiries from the public in relation to the services offered. As such, the function, despite its Sui Generis Use Class, is akin to a community use and would be similar to those anticipated under the Class F use class (Local Community and Learning).

6.2.7 It should be noted that the Council is required to provide statutory services such as marriages, birth/death registrations, citizenship ceremonies and the like. These are inherently community uses and will be services used by the local Harrow community. As such, the use is consistent with the requirements of the various policies outlined above.

6.2.8 Therefore, it is considered that the proposal would provide an appropriate town centre use and would comply with the local development framework and London Plan.

### **6.3 Character, Appearance and Design**

6.3.1 The relevant policies are:

- The National Planning Policy Framework (2021)
- The London Plan (2021): D1, D3
- Harrow Development Management Policies (2013): DM1, DM27
- Harrow's Core Strategy (2012): CS1

6.3.2 The proposal does not incorporate any external alterations and would therefore not harm the character and appearance of the area. Any future external alterations would require either planning permission and/or advertisement consent.

6.3.3 The proposal is therefore considered acceptable in terms of its impact on character and appearance of the area and complies with relevant development plan policies.

### **6.4 Residential Amenity**

6.4.1 The relevant policies are:

- The National Planning Policy Framework (2021): D3
- Harrow Development Management Policies (2013): DM1
- Harrow's Core Strategy (2012): CS1

#### *Impact of Development on Neighbouring Amenity*

6.4.2 As outlined above, whilst there is a technical change of use of the building, the material operation would not be inconsistent with the established Class F (Local Community and Learning) Use Class, in that the Registrar's Office provides

necessary and statutory services and functions to be used by the local Harrow Community.

- 6.4.3 The building was anticipated to have a capacity of around 100 users. The planning statement submitted with the application indicates that the maximum capacity would be for marriage ceremonies and would be around 50 users (excluding staff). As such, the anticipated capacity of the building will be less than the current approved use.
- 6.4.4 However, it is noted that there may be an intensification of the use with more services operating on a more regular basis. Notwithstanding, the site links into a public square which was always anticipated to hold local markets, small functions/entertainment, and the like. At present the square is rather underutilised with relatively low footfall. The use of the pavilion as a registrar's office, with more regular visitor use is likely to increase vitality, vibrancy, and function of the public square due to increased footfall. This is wholly in line with the various London Plan, Local Area Action Plan and Development Management Plan Policies which aim to increase the function, vitality, viability, and vibrancy of the town centre.
- 6.4.5 It is not considered that the proposed functions, such as marriage ceremonies and the like, will generate noise or disturbance which would cause material harm to the amenity of the residential apartments above. The operation of the registrar's office is for the technical and legal aspects of ceremonies to be completed, and generally the celebratory aspects (if any are had) will be held in other locations. As such, it is unlikely that any large crowds will congregate for extended periods of time, nor is it likely that any loud music or the like will occur.
- 6.4.6 Furthermore, it is indicated that operating hours will be standard office hours from 9am to 6pm Monday to Friday, with Saturday morning operation, as required. This will further act to limit any potential noise/disturbance to acceptable daytime hours. To ensure no undue amenity impact on neighbours, a condition of consent will be imposed to restrict the operating hours for public use and access to the times suggested within the planning statement.
- 6.4.7 It is therefore, considered that subject to conditions, the proposal would not significantly impinge upon neighbouring residential amenities and would comply with relevant development plan policies.

## **6.5 Traffic, Parking and Accessibility**

6.5.1 The relevant policies are:

- The National Planning Policy Framework (2019)
- The London Plan (2021): T4, T6
- Harrow Development Management Policies (2013): DM42
- Harrow's Core Strategy (2012): CS1

6.5.2 There is no increase in the size of the building and the intended capacity is lower than that which was anticipated by the approved development. As noted above,

although there is a technical change of use, the operation of the registrar's office is similar to the uses anticipated under Class F of the Use Classes Order (Local Community and Learning)

6.5.3 The site is within the Harrow Town Centre and immediate adjacent to Harrow on the Hill Tube and Railway Station, Harrow Bus Station and there are numerous large carparks in the town centre. There are also number cycle parking racks across the town centre. This is reflected by the 6b PTAL rating (excellent) and all likely modes and methods of transport to the site, for the intended use is available.

## **6.6 Secure by Design**

6.6.1 The relevant policies are:

- The National Planning Policy Framework (2019)
- The London Plan (2021): D11
- Harrow Development Management Policies (2013): DM2, DM4
- Harrow's Core Strategy (2012): CS1

6.6.2 The proposal does not seek any external alterations to the building and the secure by the design aspects of the parent development have already been considered.

6.6.3 Given the similarities of the intended use to that of the approved Class F use Class there is not considered to be any need to alter the existing SBD arrangements.

## **6.7 Fire Safety and Flood Risk/Drainage**

6.7.1 The relevant Policies are:

- National Planning Policy Framework (2021)
- The London Plan (2021): D12, SI13
- Harrow's Core Strategy (2012): CS1
- Harrow Development Management Policies (2013): DM10

### Fire Safety

6.7.2 Part A of Policy D12 of The London Plan (2021), requires the demonstration of suitably positioned and unobstructed space for fire appliances and evacuation assembly points, and that developments ensure robust strategies for evacuation are in place as well as confirmation of the fire-fighting water supply.

6.7.3 The applicant has not submitted a fire strategy or reasonable exception statement. However, as part of the approved parent application (P/0737/15), the report states that:

- 6.7.4 *A framework for a fire strategy is outlined at section 6.4 of the applicant's Design & Access Statement and involves consideration of: travel distances and escape capacity from each area of the development; compartmentation and fire resistance; smoke control measures; the installation of fire suppression systems; fire spread control; detection and alarm systems; access for firefighters; and ensuring the development is fitted with emergency power supplies, lighting & etc. Ultimately the fire strategy is a matter to be considered under the Building Regulations, but it demonstrates that consideration has been given in the design and conception of the development to this potential physical risk.*
- 6.7.5 Given that this is a recently completed development and would have been subject to building regulations within the past 5 years, that the existing/proposed uses are similar in nature and operation, and that there are no physical external alterations to the building (and only the provision of modest internal layout alterations which, in their own right do not require planning permission) it is considered unreasonable to require a fire strategy or reasonable exception statement in this instance.



Flooding

- 6.7.6 A small part of the front of the building is within Surface Water Flood Zone 3b and the whole site is within a critical drainage area. These aspects were considered as part of the overall redevelopment and any existing/approved mitigation measures will be maintained. The Council's drainage team have not objected to the change of use and no concern is raised in this regard.

**7.0 CONCLUSION AND REASONS FOR APPROVAL**

- 7.1 The proposed scheme would contribute to the community uses within the Harrow Town Centre and would provide necessary and statutory functions for the whole community within the borough of Harrow, within a highly accessible area. Subject to conditions the development would not significantly impinge upon the neighbouring residential amenities of adjoining occupiers.
- 7.2 For these reasons, weighing up the development plan policies and proposals, and other material considerations including comments received in response to notification and consultation as set out above, this application is recommended for grant.

Checked

 <p>Mehdi Rezaie Head of Development Management (Interim)</p> <p>11<sup>th</sup> January 2022</p>	 <p>Viv Evans Chief Planning Officer</p> <p>11<sup>th</sup> January 2022</p>
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## **APPENDIX 1: Conditions and Informatives**

### **Conditions**

#### 1 Timing

The development permitted shall be begun before the expiration of three years from the date of this permission.

REASON: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

#### 2 Approved Drawing and Documents

Unless otherwise agreed in writing by the local planning authority, the development shall be carried out, retained and completed in accordance with the following approved drawings and documents:

Site Location Plan Existing Ground Floor Plan; Proposed Floor Plan; Planning Statement

REASON: For the avoidance of doubt and in the interests of proper planning.

#### 3 Opening Hours

The use hereby permitted shall not open to members of the public outside of the following times: -

0900 to 1800 hours, Monday to Friday

0900 to 1300hours, Saturdays

REASON: To ensure the proper functioning of the commercial properties within the locality and protect the residential amenities of adjoining occupiers

## Informatives

### 1 Policies

The following policies and guidance are relevant to this decision:

National Planning Policy and Guidance:

National Planning Policy Framework (2021)

The London Plan (2021):

D1, D3, D11, D12, SD6, SD7, T4, T6, SI13

Harrow Core Strategy (2012): CS1

Harrow and Wealdstone Area Action Plan AAP1, AAP5, AAP17

Development Management Policies Local Plan (2013): DM1, DM2, DM4, DM10, DM27, DM35, DM36, DM40, DM41, DM42

### 2 Pre-application engagement

Statement under Article 35(2) of The Town and Country Planning (Development Management Procedures) (England) Order 2015. This decision has been taken in accordance with paragraphs 39-42 of The National Planning Policy Framework. Harrow Council has a pre-application advice service and actively encourages applicants to use this service. Please note this for future reference prior to submitting any future planning applications.

### 3 Considerate Contractor Code of Practice

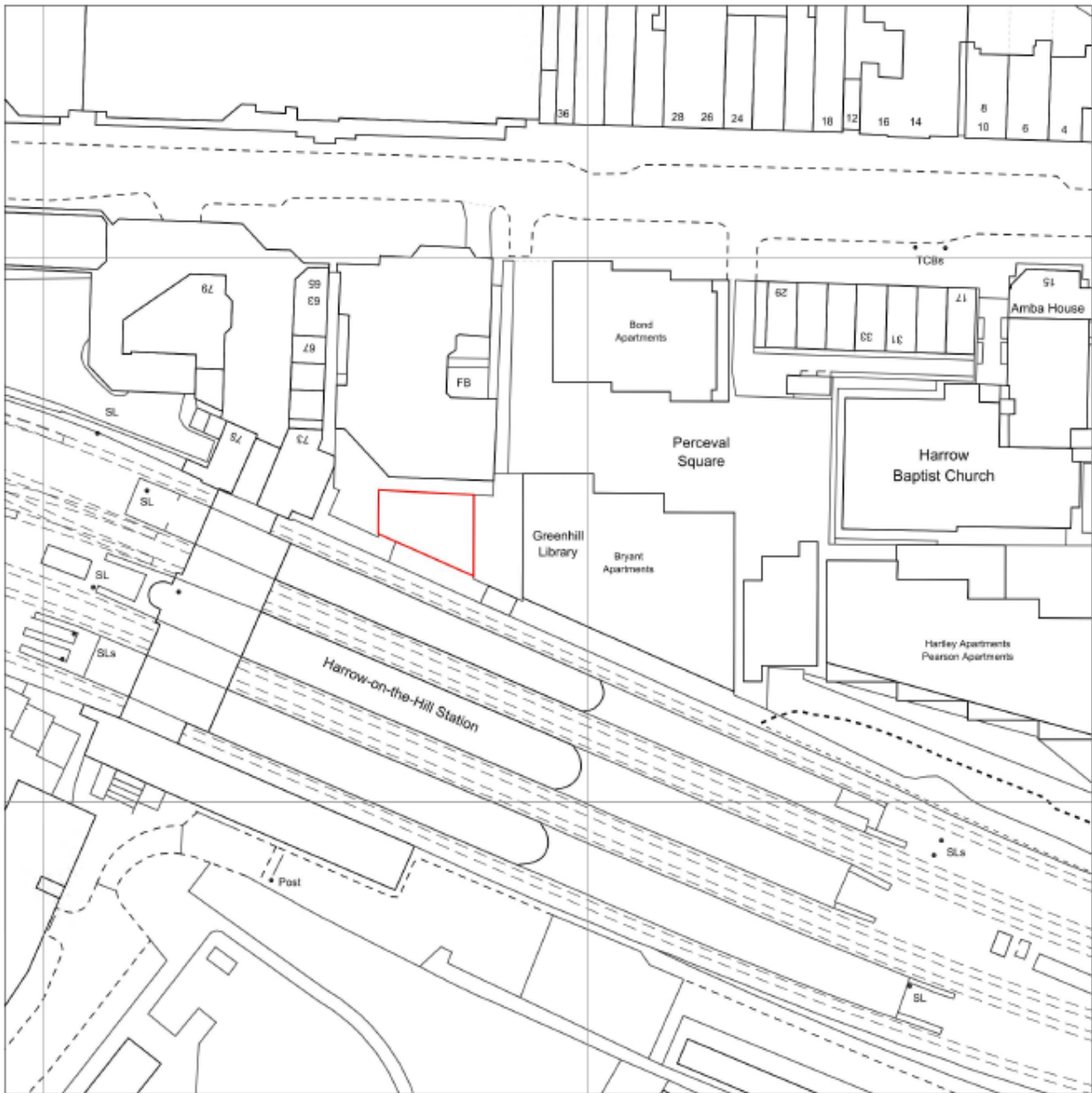
The applicant's attention is drawn to the requirements in the attached Considerate Contractor Code of Practice, in the interests of minimising any adverse effects arising from building operations, and in particular the limitations on hours of working.

### 4 Compliance with Planning Conditions

**IMPORTANT:** Compliance with Planning Conditions Requiring Submission and Approval of Details Before Development Commences - You will be in breach of planning permission if you start development without complying with a condition requiring you to do something before you start. For example, that a scheme or details of the development must first be approved by the Local Planning Authority. Carrying out works in breach of such a condition will not satisfy the requirement to commence the development within the time permitted. - Beginning development in breach of a planning condition will invalidate your planning permission.

- If you require confirmation as to whether the works you have carried out are acceptable, then you should apply to the Local Planning Authority for a certificate of lawfulness.

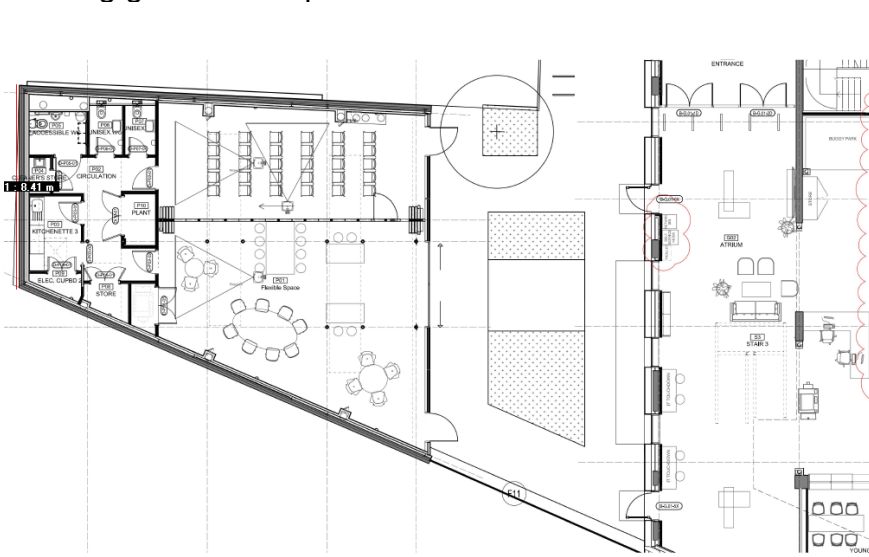
## APPENDIX 2: SITE PLAN





# APPENDIX 3: PLANS AND ELEVATIONS

Existing ground floor plan



Combined Existing and

Proposed Ground Floor Plans



**APPENDIX 4**





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20 College Road  
Greater London  
England

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