

Planning Policy Advisory Panel Agenda

Date: Monday 9 January 2023

Time: 6.30 pm

Venue: Auditorium - Harrow Council Hub, Forward Drive,
Harrow

Membership (Quorum 3)

Chair: Councillor Marilyn Ashton

Conservative Councillors: Christopher Baxter
Stephen Greek (VC)
Zak Wagman

Labour Councillors: Asif Hussain
Nitin Parekh
David Perry

Conservative Reserve Members:

1. Salim Chowdhury
2. Anjana Patel
3. Paul Osborn
4. Norman Stevenson

Labour Reserve Members:

1. Graham Henson
2. Varsha Parmar
3. Krishna Suresh

Contact: Mwim Chellah, Senior Democratic and Electoral Services Officer
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Agenda publication date: Friday, 23 December 2022.

Agenda - Part I

1. **Attendance by Reserve Members**
To note the attendance at this meeting of any duly appointed Reserve Members.
2. **Declarations of Interest**
To receive declarations of disclosable pecuniary or non pecuniary interests, arising from business to be transacted at this meeting, from all Members present.
3. **Minutes** (Pages 5 - 8)
That the minutes of the meeting held on 30 November 2022 be taken as read and signed as a correct record.
4. **Public Questions**
To note any public questions received.

Questions will be asked in the order in which they were received. There will be a time limit of 15 minutes for the asking and answering of public questions.

[The deadline for receipt of public questions is 3.00 pm, 4 January 2023. Questions should be sent to publicquestions@harrow.gov.uk No person may submit more than one question].
5. **Petitions**
To receive petitions (if any) submitted by members of the public/Councillors.
6. **Deputations**
To receive deputations (if any).
7. **Draft Tall Buildings (Building Heights) Supplementary Planning Document (SPD)** (Pages 9 - 96)
8. **Neighbourhood Community Infrastructure Levy Review** (To Follow)
9. **Harrow Local Plan - Revised Local Development Scheme (LDS)** (Pages 97 - 146)
10. **Scoping Report - Residential Conversion Guidance & Residential Extension Guidance Chapters - Draft Small Site Design Code Supplementary Planning Document (SPD)** (Pages 147 - 162)
11. **Any Other Urgent Business**
Which cannot otherwise be dealt with.

Agenda - Part II - NIL

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[Note: The questions and answers will not be reproduced in the minutes.]



Planning Policy Advisory Panel

Minutes

30 November 2022

Present:

Chair: Councillor Marilyn Ashton

Councillors: Christopher Baxter
Stephen Greek
Asif Hussain
Nitin Parekh
David Perry
Zak Wagman

11. Attendance by Reserve Members

RESOLVED: To note there were none.

However, the Chair notified the Panel that Councillor Nitin Parekh had replaced Councillor Stephen Hickman as a full member of the Panel for the remainder of the 2022-2023 Municipal Year.

12. Declarations of Interest

RESOLVED: To note that the following declarations of interest were made:

Agenda Item 7 – Presentation on Greenmead Place, Redevelopment of Tesco, Station Road, Harrow

Councillor Zak Wagman declared a non-pecuniary interest in that he worked for a competitor of Tesco.

Agenda Item 8 - Outcomes of consideration of three areas for Conservation Area Status

Councillor Asif Hussain declared a non-pecuniary interest in that he lived in the area where one of the proposals was located.

13. Minutes

RESOLVED: That the minutes of the meeting held on 3 October 2022 be taken as read and signed as a correct record.

14. Public Questions

RESOLVED: That one question, followed by a supplemental question, was received and responded to.

15. Petitions

RESOLVED: To note that there were none.

16. Deputations

RESOLVED: To note that there were none.

Resolved Items

17. Presentation - Greenmead Place, Redevelopment of Tesco, Station Road, Harrow

Members received a presentation on Greenmead Place, Redevelopment of Tesco, Station Road, Harrow.

The proposed project would establish a new residential quarter that was described as an exciting and attractive place, with an authentic and comprehensive response to townscape and street scape. The proposals offered the benefit of a new Tesco store, with new residential, leisure and community facilities, as well as retail/workspace in the buildings.

In the discussion that ensued, Members raised the following concerns:

- the height of the proposal would be unsympathetic to the local vernacular. Similar concerns were also expressed in 2019 when the proposal was considered by the Major Developments Panel. The proposal at 15 storeys would be very tall and massing;
- the definition of family-sized units needed clarifying and whether 2-bed units were considered family-size; and
- the number of car parking spaces were inadequate for the size of the development. How would the car spaces be allocated? The reduction in car spaces would impact on the social aspect of the current development, where residents would park and attend other amenities in the area, as well as worshippers at the local mosque.

In response, the architects and developers responded that:

- one of the current buildings in the area stood at 11 storeys. The previous design had been altered in order to be sympathetic to the surroundings. Furthermore, the area was changing and taller buildings were becoming acceptable;

- two and three bed units were both considered as family-size accommodation. The number of these was 25, which was 4% of the total number of units; and
- car parking spaces would be prioritised for Blue Badge Holders, family units and the rest on a “first-come, first-serve” basis. There would not be any visitor car parking spaces, as the area was well served by public transport. Moreover, the Greater London Assembly guidance was to have car-free developments.

RESOLVED: That the presentation be noted.

18. Report - Outcomes of consideration of three areas for Conservation Area Status

Members received the report on the Outcomes of consideration of three areas for Conservation Area Status.

The report set out the outcomes of the assessment of the following three areas for potential designation as conservation areas:

- 1) Butler Avenue and surrounding roads in West Harrow;
- 2) West Drive Gardens, Bellfield Avenue and West Drive numbers 1- 41 (odd) and 2-36 (even) in Harrow Weald; and
- 3) Suffolk Road in North Harrow.

The Panel had considered the intention to assess these areas for potential designation at its meeting on 3 October 2022.

The subsequent assessments concluded that Butter Avenue (West Harrow) and Suffolk Road (North Harrow) did not meet the Harrow criteria for designation.

West Drive Gardens, Bellfield Avenue and West Drive numbers 1- 41 (odd) and 2-36 (even) (Harrow Weald) had marginally met the Harrow criteria for designation.

In the discussion that ensued, Members raised the following points:

- a query was raised with respect to how the areas had been identified and ensuring subsequent areas followed a similar / more formalised process;
- there was potentially scope for informal consultation with local history groups. Specifically for Butler Avenue, the West Harrow Community Forum should be contacted and if, as a result of this, there was a stronger case for designation, Officers should advise the Panel of this;
- for Butler Avenue, a wider area could be considered for any future Local Area of Special Character (LASC) assessment; and
- the background to the West Drive / Bellfield Avenue area was acknowledged. The observation made was that the 2015 consultation set the bar too high with respect to residents demonstrating how the area met the local criteria. Members acknowledged that the case for inclusion in a Conservation Area was marginal (as noted in the

assessment). However, on balance the area should proceed to consultation for potential inclusion in a Conservation Area. The suggested name was West Drive and Bellfield Avenue Conservation Area.

RESOLVED: That the Panel agreed the outcomes of the assessment (subject to discussions with West Harrow Community Forum in relation to Butler Avenue); and considered that the West Drive and Bellfield Avenue area should proceed to consultation for potential inclusion in a Conservation Area.

(Note: The meeting, having commenced at 6.30 pm, closed at 9.00 pm).

(Signed) Councillor Marilyn Ashton
Chair



**Report for: Planning Policy
Advisory Panel**

Date of Meeting:	9 th January 2023
Subject:	Draft Tall Buildings ('Building Heights') Supplementary Planning Document (SPD) – for consideration and recommendation to Cabinet for approval to consult
Key Decision:	No – advisory panel only
Responsible Officer:	Dipti Patel, Corporate Director Place Viv Evans, Chief Planning Officer
Portfolio Holder:	Cllr Marilyn Ashton Deputy Leader of the Council, Portfolio Holder for Planning & Regeneration
Exempt:	No
Decision subject to Call-in:	No
Wards affected:	All Wards
Enclosures:	Appendix 1 – Draft Tall Buildings ('Building Heights') SPD

Section 1 – Summary and Recommendations

This report provides a progress update to the drafting of a draft Tall Buildings ('Building Heights') Supplementary Planning Document ("SPD") (previously titled 'Tall Buildings SPD'). The report sets out the approach to the drafting of the specific guidance and consultation that has been undertaken to assist in the drafting of the SPD. The Panel is invited to make comments on the initial draft SPD, which is attached as Appendix 1.

Recommendations:

The Panel is requested to:

- A. Note and comment on the change to the title of the draft SPD
- B. Note the contents of the report and the initial draft SPD (Appendix 1)
- C. Note the proposed timetable headlines contained paragraph 2.5
- D. Provide comments / feedback in relation to the information set out in this report and associated draft SPD (Appendix 1) (to inform any

revisions prior to the draft being submitted to Cabinet for consideration and agreement to consult), and commend the draft SPD to Cabinet for approval to consult.

- E. Note the outline consultation arrangements should Cabinet agree to consult on the draft document.

Reason: (for recommendation)

To note the progress in drafting the SPD and to provide the opportunity for comment prior to the document being considered by Cabinet for consultation.

Section 2 – Report

1.0 Introduction

- 1.1 The Council has previously committed to prepare a Tall Buildings Supplementary Planning Document (SPD)¹, which will directly respond to meeting a stated priority of the Council to provide guidance on tall buildings in suburbia to maintain the character of the area while allowing for growth.
- 1.2 This report provides an update to the Planning Policy Advisory Panel (PPAP) report and presentation on the 3rd October 2022, which set out the rationale behind progressing a tall building SPD, the policy framework, evidence base, and the proposed themes, objectives, and principles that the tall building SPD would be progressed on.
- 1.3 This report introduces the draft SPD based on the approach within paragraph 1.2 above, agreed at the PPAP meeting of the 3rd October 2022. The draft SPD sets out the reasoning for the SPD, evidence base, how and when to use the guidance, status of document and the guidance text and images.
- 1.4 Since the PPAP meeting on 3rd October 2022, it is proposed to title the SPD the ‘Tall Buildings (‘Building Heights’) Supplementary Planning Document’, for the reasons set out in Section 4 below.
- 1.5 This SPD does not apply within the Harrow & Wealdstone Opportunity Area. Opportunity Areas are designated through the London Plan, and are noted as areas where growth is directed to and are subject to significant change. It is recognised that the Harrow & Wealdstone Opportunity Area represents where growth has been strategically directed to over the local plan period, and as such has already undergone significant change including many tall building developments. This SPD will only apply to the suburban context of Harrow, which is outside of the designated Harrow & Wealdstone Opportunity Area, where the development plan does not envision such significant change and development opportunities.

¹ See Cabinet meeting 24 May 2022, item 5
<https://modern.gov.harrow.gov.uk/documents/s176909/Cabinet%20Report%20-%20May%202022%20-%20Tall%20Buildings%20and%20Conversions%20-%20FINAL%20V2%20-%2020220517.pdf>

2.0 Timetable

- 2.1 In bringing forward the SPD, the following sets out the key timetable actions required to be undertaken (Dates may be subject to change):
- i. Draft SPD for Planning Policy Advisory Panel: 9th January 2023
 - ii. Further refinement of draft SPD to reflect PPAP and ongoing internal review – January/February 2023
 - iii. Cabinet Approval to Consult on draft SPD: February 2023
 - iv. Consultation Period: February – March/April 2023
 - v. Report back to Planning Policy Advisory Panel: April 2023
 - vi. Cabinet Approval to Adopt the SPD: May 2023
- 2.2 The draft SPD attached at Appendix 1 is the initial draft for consideration by the Panel; as a document it continues to evolve as the approach, terminology and content / images / diagrams are finalised. The document will be further reviewed for internal consistency with respect to terminology / diagrams and the like, as well as reducing any duplication.

3.0 Evidence Base

- 3.1 Following the agreement of the Planning Policy Advisory Panel to progress with a supplementary planning document to provide guidance on tall buildings, based on the themes, objectives, and principles presented previously to PPAP (3rd October 2022), officers have progressed with the drafting of the SPD based on these and the relevant evidence base.
- 3.2 The drafting of the SPD follows relevant good practice guidance, and the Harrow Characterisation and Tall Building study, which was completed by Allies & Morrisons LLP in August 2021. The study was split into two main workstreams, with a complete character assessment of the entire borough, and secondly a specific tall building guidance element.

Characterisation Study

- 3.3 The Characterisation Study in assessing the borough wide context makes it clear that within suburban Harrow (outside of town centres, neighbourhood parades, growth areas), the prevailing character is largely between 2 to 3 storeys. Building heights are greater in town centres, namely in Harrow & Wealdstone town centre that has seen recent mixed use and residential schemes over 10 storeys. Non-residential buildings such as institutions, big box retails, and industrial only make a small proportion of the building typologies across the borough.

Tall Buildings

- 3.4 Specific to tall buildings, the study identifies a methodology which enabled a context-based definition of tall buildings, consistent with Historic England Advice Note 4 and London Plan Policy D9: Tall Buildings. As noted above,

Policy D9 of the London Plan (2021) sets out that in defining tall buildings *'the height of which will vary between and within different parts of London but should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey'*. Notwithstanding this, the prevailing character of Harrow in terms of building heights is largely between 2 – 3 storeys, with building heights greater in town centres, namely in Harrow & Wealdstone town centres that has seen recent mixed use and residential schemes over 10 storeys.

- 3.5 Building on from the setting the prevailing pattern of development in any one location, the evidence base provides formulae (paragraph 5.4 below) which will assist in determining if a building that is less than 6 storeys / 18m in height) would be a contextually tall building within its location.
- 3.6 The above approach is considered to be consistent with the supporting text (to Policy D9 London Plan (2021)) within paragraph 3.9.3, which notes that *'tall buildings are generally those that are substantially taller than their surroundings and cause a significant change to the skyline'*. Buildings across much of Harrow are 2 to 3 storeys in height, and within that context a building twice the height would be substantially taller and make a significant change to the skyline.

4.0 Informal Consultation

- 4.1 Throughout the drafting of the SPD, officers have engaged informally with key external and internal stakeholders, to ensure that any key points would be able to be addressed at an early stage. The consultation undertaken to date has been informal, with formal, wider consultation undertaken once the drafting of the SPD has progressed to a point where it has been considered by Cabinet and agreed for formal consultation.

External Consultation

Greater London Authority (London Plan Team)

- 4.2 The Greater London Authority (GLA) constitute a statutory consultee for new planning documents being produced by Local Planning Authorities. Harrow officers engaged informally with GLA officers on the 10th October 2022 to set out the proposed approach to progressing the SPD, as advised at the Planning Policy Advisory Panel on 3rd October 2022. GLA officers were able to provide feedback in relation to, among other things, the compliance of the proposed approach to the SPD with the London Plan (2021) and associated London Plan Guidance (LPG).
- 4.3 GLA officers were generally supportive of the approach proposed for the SPD, however their overriding concern was in relation to the potential conflict between buildings that may be considered perceptively tall within Harrow, and what would constitute a tall building as defined in Policy D9 (Tall buildings) of the London Plan (2021). The SPD intends to provide guidance for both tall and contextually tall buildings.

- 4.4 GLA officers recommended reviewing the proposed title of the SPD to assist in mitigating any confusion and potential conflict between the SPD and Policy D9 of the London Plan (2021).
- 4.5 In response to the potential conflict with the title of the SPD, it is proposed to rebrand the title to 'Harrow Tall Buildings ('Building Heights') SPD'. This would seek to address the GLA's concerns whilst retaining the words 'tall buildings' to reflect what the public recognise the document to be about. An alternative name could also be Harrow Building Heights (Tall and Contextually Tall Buildings) SPD. This alternative name has the benefit of clearly articulating that the draft SPD also covers 'contextually tall' buildings (i.e. those that are below the London Plan 6 storey / 18 meter definition but are tall in their context i.e. two storey Metroland).
- 4.6 With regard to the potential conflict between applying the SPD and the requirements as set out in Policy D9 of the London Plan (2021), officers have proposed a traffic light system with explanatory text to guide applicants how and when to use the SPD depending on the specific development proposal (i.e. whether the proposal represents a 'tall building' has specifically defined by the London Plan, or a 'contextually tall' building as identified by the building heights within the locality of the development, applying the formula in section 5 below.
- 4.7 Officers consider that the proposed changes should adequately address the concerns raised by the GLA, and maintain the outcomes originally sought by the SPD as the approach remains as set out in the report to the PPAP meeting on 3rd October 2022.

Metropolitan Police (MET) (Secure by Design)

- 4.8 The MET (Secure by Design) constitute a statutory consultee who will be consulted with in relation to the draft document. Informal consultation was undertaken to allow the drafting process for the SPD to be informed from an early stage of the Secure by Design issues that taller buildings / proposals where higher density is proposed present, whereby ensuring guidance can look to address such issues early in the drafting.
- 4.9 The feedback points raised from the MET are noted as the following;
- Separate staircase provided for fire escape only
 - Cycle storage facilities should be behind two lockable doors
 - Storage areas should not hold more than 70 cycles
 - Bin Storage
 - Postal Strategy
 - Ground floor use
 - Podium access
 - Roof access
- 4.10 The draft SPD has specific guidance on Secure by Design (SbD), which principally advises applicants that schemes must be designed with the SbD

principles being addressed throughout the design progression of a scheme. However, a number of the points raised are relevant to several objectives / principles within the draft guidance, and therefore officers have included these where appropriate within the document.

Harrow Design Review Panel (DRP)

- 4.11 Harrow's Design Review Panel is a panel of suitably qualified / experienced architects / development professionals that provide independent reviews of developments and emerging policy documents. The draft SPD was presented to a panel comprised of two architect / urban design experts with experience of tall buildings developments, SPD formulation and are also very familiar with the London Borough of Harrow and its character.
- 4.12 The DRP reviewed the draft SPD and provided several recommendations to officers which would assist in improving the quality and useability of the SPD, which will assist in its use in making decision / appeals. The following provides a summary of the points raised:
- a. The relationship between the draft SPD and the draft Small Sites Design Code SPD should be clarified. The draft Tall Buildings ('Building Heights') SPD should only provide guidance specific to buildings of height and not general design guidance as these should be set out in the borough wide design principles within the draft Small Sites Design Code SPD. Additional guidance may need to be included into the draft Small Sites Design Code SPD.
 - b. Setting out a Council Vision for tall buildings, height and sensitive densification across the borough. It should outline the general attitude and approach to height, and set out the benefits and disbenefits of height are for Harrow. This could also include a vision for how families can live comfortably and well in taller buildings.
 - c. The SPD should make best use of case studies and precedents, using those from across London as opposed to simply within the borough, so as to better illustrate guidance points and set high aspirations for future development.
 - d. A review of the document to ensure that terminology is consistent, and terms that are used are defensible when / if scrutinised by applicants.
 - e. Officers are advised to simplify design guidance theme headings and provide a clear definition for what these mean in the explanatory text.
 - f. Design guidance text should be condensed and made simpler. Certain guidance points are overly long and ill-defined and should be revised to provide succinct points which offer a clear steer to design teams using the SPD
 - g. The graphic design of the draft SPD feels over-designed in places and certain sections are difficult to read due to the large amount of information. It is advised to bring a graphic designer on board to provide a graphic template for the document.

- h. More guidance / greater emphasis on family living, in terms of appropriate locations for family sized homes, additional guidance on play space.
 - i. The feedback provided a number of comments in relation to amendments to specific guidance around use of terminology.
- 4.13 Officers will present the final draft SPD to the DRP prior to its formal consultation.

Internal consultation

- 4.14 Internal Harrow departments have been consulted in the process of drafting the guidance and images for the SPD, by reason of potential densities of such schemes having potential impacts / servicing requirements on several services provided by the Council. Specifically, the following were internal departments were consulted;
- o Development Management (x2)
 - o Highways Authority
 - o Waste Authority
 - o Drainage Authority
 - o Environmental Health
 - o Landscape / Biodiversity
- 4.15 The above service providers / departments have been all engaged in informal discussions throughout the drafting of the SPD, providing useful feedback in relation to the issues that their services face when dealing with tall buildings. The guidance has been drafted to take into consideration where appropriate comments received from the departments listed above. Officers will continue to consult these departments / service as the draft SPD develops, including any potential changes arising from the formal consultation process (if agreed to by Cabinet).

Formal Consultation

- 4.16 The paragraphs above outline the informal internal and external consultation that has informed the development of the draft SPD. The presentation of the draft SPD to the Panel (this report) and comments received will also inform the drafting of the document prior to it being presented to Cabinet for consideration and approval to formally consult on the draft SPD.
- 4.17 In undertaking formal consultation on the draft SPD, this will need to follow the statutory process for the preparation and adoption of SPDs, including consultation in accordance with the Harrow Statement of Community Involvement (SCI).
- 4.18 Details of the consultation are being developed and will be outlined in detail in the report to Cabinet, but in general terms is likely to involve:
- a. SPD published on Harrow online engagement portal, which will include a consultation questionnaire.

- b. Harrow Council website – Local Plan page
- c. Harrow Press notice
- d. Harrow Council social media
- e. Email to be sent to MyHarrow accounts
- f. Emails sent to consultees on the Local Plan database, who have indicated they are interested in Planning Policy consultations;
- g. Engagement sessions (potentially two), online and / or in-person (to be confirmed).

4.19 The consultation will be open for a minimum period of six weeks and will commence as soon as practicable following the approval by Cabinet. The outcome of the consultation, and any resulting amendments to the SPD, will be reported back to the Panel and Cabinet as part of the adoption process. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012, the Council must publish a consultation statement explaining how any issues raised in representations have been addressed in the SPD.

5.0 Draft Tall Buildings ('Building Heights') Supplementary Planning Document

5.1 Supplementary Planning Documents build upon and provide more detailed advice or guidance on policies in an adopted local plan. As they do not form part of the development plan, they cannot introduce new planning policies into the development plan. They are however a material consideration in decision-making. The SPD will provide further guidance principally to Policy DM1 (Achieving a High Standard of Delivery) of the Harrow Development Management Policies Local Plan (2013). It will also supplement any forthcoming tall building policy that will be brought forward through the local plan review.

5.2 The draft SPD has been progressed based on the relevant evidence base, and the themes / objectives / principles previously noted and agreed at the 3rd October Planning Policy Advisory Panel meeting. Building on this, officers have informally consulted with relevant external and internal stakeholders to assist in ensuring that as drafted the SPD would address the technical / operational requirements of those stakeholders.

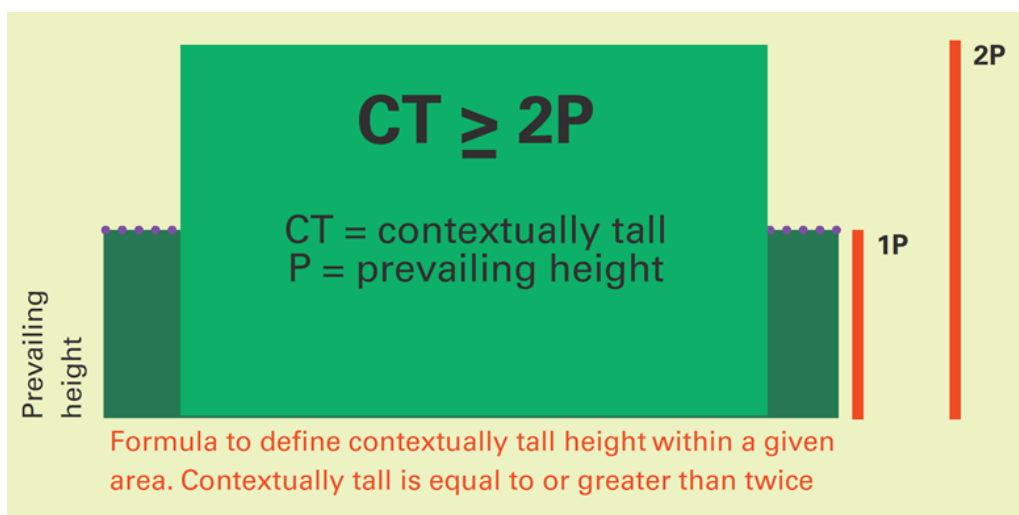
5.3 The draft SPD is proposed to be set out in the following format, which will give effect to paragraphs 5.4 – 5.14 set out in this report. The full contents are set out on Page 3 of the draft SPD.

- a. Introduction
- b. Understanding Harrow's existing character
- c. Deigning Tall and Contextually Tall Buildings
- d. Design principles and objectives
- e. Application process and requirements.

5.4 The draft SPD proposes to provide guidance to demonstrate how height should be considered across the suburban areas of Harrow. The draft SPD

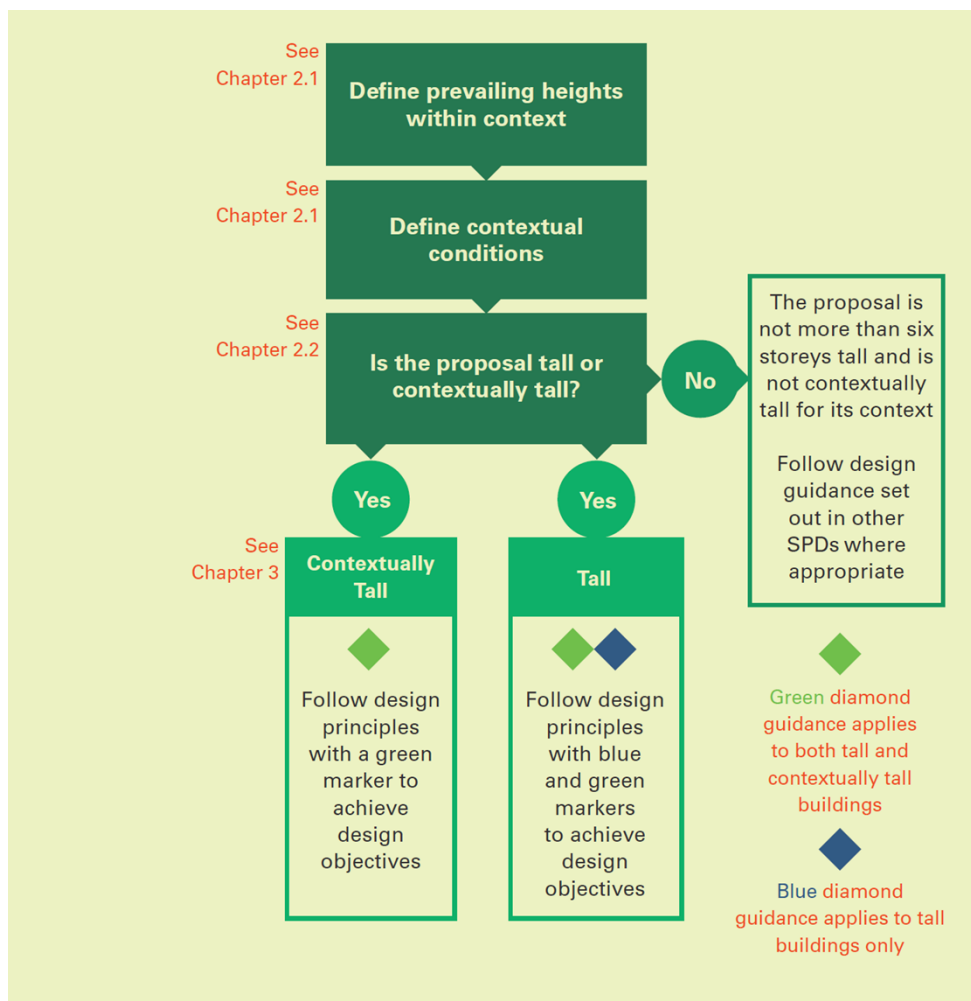
sets out how a context analysis will need to be undertaken to support applications, to demonstrate what the prevailing context is in any specific suburban location, specifically in relation to height. The SPD will only be relevant to developments within suburban Harrow, and not for developments that are proposed within the Harrow & Wealdstone Opportunity Area. The draft SPD provides images to demonstrate how this context analysis would be undertaken and provides guidance on the spatial element to this (i.e., how far from the application site should form part of the analysis).

- 5.5 Once an established context has been determined for an application site, applicants are then able to utilise the formula below to determine if the proposed development would be contextually tall within any specific location.



- 5.6 Buildings that exceed the tall building threshold as set out in Policy D9 (Tall buildings) of the London Plan (2021) (6 storeys / 18m) will not need to apply the formula (as they will by default be defined as ‘tall buildings’ as per the London Plan). Proposals within the Harrow & Wealdstone Opportunity Area do not need to apply the formula or follow the guidance in the SPD, rather shall follow the policies within the Harrow & Wealdstone Area Action Plan (2013) and development plan policies.
- 5.7 Proposals determined to be tall (London Plan definition) and/or contextually tall, as determined through the context analysis and application of the formulae, will need to then follow the guidance within the draft SPD. Buildings that exceed the London Plan definition must be considered against Policy D9 (Tall buildings) of the London Plan (2021) also.
- 5.8 It is acknowledged that tall buildings as defined by Policy D9 (Tall buildings), which exceed 6 storeys / 18m in height, have more potential to cause a greater number and greater degree of harm. For this reason, a greater level of design scrutiny should be applied to taller buildings, and conversely those that are not as high, would not be subject to the same level of scrutiny / guidance. However, this does not mean that a high standard of design should not be achieved by all developments.

5.9 It is proposed to address this issue by introducing a traffic light system, that will provide specific guidance for either or both tall buildings (as per London Plan 2021, or as contextually tall). The traffic light system will direct applicants which of the design guidance is relevant to their specific scheme, which will be determined by its height. This process is set out in the diagram below (extracted from the draft SPD).



5.10 Once it is determined which guidance a scheme is required to be considered against, applicants will be expected to demonstrate in supporting information an assessment of their scheme against the relevant objectives, principles, and associated guidance. The guidance is contained with Chapter 3 of the draft SPD, which is attached as Appendix 1.

5.11 Chapter 3 follows the following three overarching themes:

- (a) Addressing Place
- (b) Delivering Quality
- (c) Creating Good Growth

5.12 The Addressing Place theme has the objectives (a) responding the character of suburban Metroland, (b) protect built and landscape heritage, and (c) locate height appropriately; these link building heights to location and context. Of particular note in the context in which the document has been prepared is

the guidance that 'Given the strong character across suburban Metroland, specifically in relation to heights being between 2-3 storeys, proposals that meet the London Plan (2021) tall building definition (6 storeys or 18 metres measured from ground to the floor level of the uppermost storey), would not be supported' (see Design Principle A2).

- 5.13 The themes of Delivering Quality and Creating Good Growth provide guidance in relation to design and outcomes ('good growth').

Conclusion

- 5.14 The draft SPD seeks to provide a context-based approach to delivering height across the suburbs of the borough, and to ensure that developments are of a high design quality specifically where they are taller than the surrounding buildings and pattern of development.

6.0 Implications of the Recommendations

Considerations

7.0 Resourcing

- 7.1 The project is being resourced internally by the Planning Policy Team, from the existing revenue budget. Significant input has been required from the Council's Principal Urban Design Officer (located within Development Management).
- 7.2 Were it decided to seek additional external drafting input (i.e. external graphic design or procurement of additional internal design software) as suggested by the Design Review Panel, or additional Counsel advice sought, this would require additional budget to be identified.

8.0 Ward Councillors' comments

- 8.1 Ward Councillor input will be sought during any formal consultation on the draft document.

9.0 Performance Issues

- 9.1 None: Report is for information purposes and comment only. Performance issues will be considered as part of any future Cabinet Report.

10.0 Environmental Implications

- 10.1 None: Report is for information purposes and comment only. Environmental implications will be considered as part of any future Cabinet Report.

11.0 Data Protection Implications

11.1 None: The report is prepared for information purposes and comment only for the Planning Policy Advisory Panel, which is noted as being a publicly accessible forum

12.0 Procurement Implications

12.1 There are no procurement implications arising from this report as it is limited to seeking comment and feedback on a draft SPD and to comment the document to Cabinet for approval to consult.

13.0 Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below. **N/A**

The following key risks should be considered when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
Non-compliance with regulatory requirements for the preparation of any guidance (i.e. scope of guidance, process.)	<ul style="list-style-type: none"> ▪ Scope of guidance will have regard to previous Counsel advice regarding this ▪ Consideration to be given to obtaining further Counsel advice on the draft document to confirm statutory compliance and to advise on the robustness and defensibility to draft ▪ Process (including formal consultation) managed to ensure it complies with regulatory requirements 	Green
Non-(general) conformity / consistency with Harrow development plan (i.e. London Plan, Harrow Local Plan)	<ul style="list-style-type: none"> ▪ Drafting to be undertaken in context of existing development plan. ▪ Opportunities to expedite ('twin-track') the development of relevant policy as part of Local Plan review to be considered in an effort to reduce any potential conflict with future Local Plan policy. 	Green

Risk Description	Mitigations	RAG Status
	<ul style="list-style-type: none"> ▪ Informal consultation has been undertaken with the Greater London Authority (GLA) to ensure compliance with the London Plan (2021) 	
<p>Broader Planning Policy / Urban Design work programs impacted upon should additional resources to undertake the work outlined in this report is not forthcoming</p>	<ul style="list-style-type: none"> ▪ Work programmes to be reprofiled to reflect available resources. This does not fully mitigate the risk as reputational damage may arise if other work (for example, that relating to planning applications) is delayed. 	Green

14.0 Legal Implications

- 14.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that, if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 14.2 The Town and Country Planning (Local Planning) (England) Regulations 2012 provide guidance on the preparation and adoption of supplementary planning documents.
- 14.3 Although the proposed draft SPD is not a development plan document it will, on adoption, be a material consideration in the determination of tall building development proposals within the London Borough of Harrow.
- 14.4 The Council is required by law to consult on the draft SPD and to consider all consultation responses received before adopting the SPD. As soon as reasonably practicable after adopting an SPD, the Council must (i) make available the SPD and an adoption statement and (ii) send a copy of the adoption statement to any person who asked to be notified of the adoption of the SPD.
- 14.5 By definition, supplementary planning documents cannot introduce new policies nor modify adopted policies and do not form a part of the development plan. Rather, their role is to supplement a 'parent' policy in a development plan document. The SPD supplements Policy DM1 (Achieving a High Standard of Development of the Harrow Development Management Policies Local Plan (2013)).

15.0 Financial Implications

- 15.1 The cost of preparing and implementing the guidance on tall buildings will be met from Planning Policy Team and Development Management (Urban

Design) resources. Any additional external costs (such as those identified in paragraph 7.2 above) would need to be met from within existing revenue budgets.

16.0 Equalities implications / Public Sector Equality Duty

16.1 The Equality Act 2010 outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to:

a) Eliminate discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010.

b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.

c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The broad purpose of this duty is to integrate considerations of equality into day to day business and keep them under review in decision making, the design policies and the delivery of services.

16.2 The relevant protected characteristics are age, race, disability, gender reassignment, pregnancy and maternity, religion or belief, sex and sexual orientation.

16.3 The SPD aims, among others, for an inclusive and safe development for all and therefore advances equality of opportunity for all and is not considered to adversely impact on persons within the protected characteristic.

16.4 In addition, the proposed SPD the subject of this report will provide guidance and supplement adopted policies within the Harrow Core Strategy and Development Management Policies in the Local Plan. A full equalities impact assessment was carried out at each formal stage in the preparation of the Core Strategy and Development Management Policies Local Plan..

17.0 Council Priorities

17.1 Putting residents first.

17.2 The progression of a Tall Buildings ('Building Heights') Supplementary Planning Document was a manifesto commitment by the new administration. This report sets out the drafting of a Tall Buildings ('Building Heights') SPD, which would reflect the priorities of the Council to put residents first. Notwithstanding the change to the title of the document, it reflects the commitment made by Cabinet at its May 2022 meeting.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man
Signed on behalf of the Chief Financial Officer

Date: 22 December 2022 – by email

Statutory Officer: Mrinalini Rajaratnam
Signed on behalf of the Monitoring Officer

Date: 22 December 2022 – by email

Chief Officer: Viv Evans
Signed off by the Chief Planning Officer

A handwritten signature in black ink that reads "V Evans". The signature is written in a cursive style with a large initial 'V' and a trailing comma.

Date: 21 December 2022

Mandatory Checks

Ward Councillors notified: No, as it impacts on all Wards. Cabinet consideration will be a Key Decision.

EqIA carried out: No: refer to paragraph 16 above

EqIA cleared by: N/A

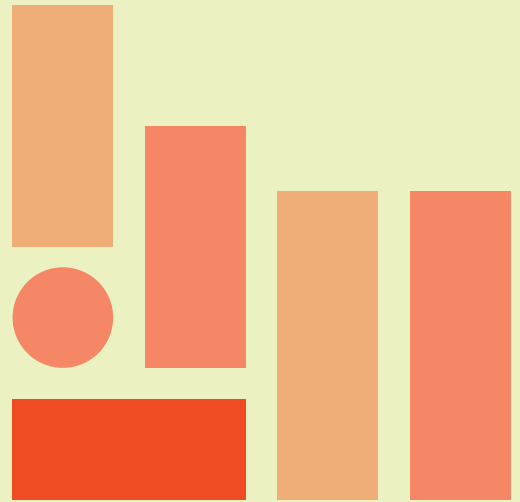
Section 4 - Contact Details and Background Papers

Contact: Callum Sayers, Principal Planning Policy Officer, 077 3159 1724, callum.sayers@harrow.gov.uk

Background Papers:

- [National Planning Policy Framework \(2021\)](#)
- [London Plan \(2021\)](#)
- [Harrow Local Plan](#)

**Appendix 1: Draft Tall Buildings ('Building Heights')
Supplementary Planning Document**



Tall Buildings (Building Heights)

Supplementary Planning Document

The following Tall Buildings (Building Heights) Supplementary Planning Document (SPD) is a draft document only and is for consideration by the Harrow Planning Policy Advisory Panel. The draft SPD is a live document and will continue to evolve as the approach, terminology, content and images are developed. This includes refining linkages with other relevant Supplementary Planning Documents and incorporating Design Review Panel advice.

Harrow Council
2023

**London Borough of Harrow
Tall Buildings (Building Heights)
Supplementary Planning Document**



This document provides guidance on the design, suitability and sensitivity of tall and contextually buildings within suburban areas of the London Borough of Harrow.

Researched and written by Krishan Nathaniel, Callum Sayers and Esma Duzgun.

The SPD draws upon the Harrow Characterisation and Tall Buildings Study prepared by Allies and Morrison Urban Practitioners.

Graphic Design by London Borough of Harrow.

Published X 202X

This is a draft version for consultation.

Some images in this document are placeholders awaiting new photography which will be incorporated ahead of adoption.

DRAFT

Contents

1 Introduction	
1.1 Background	P 5
1.2 Status	P 6
1.3 Policy context	P 7
1.4 How to use this document	P 11
2 Understanding Harrow's Existing Character	
2.1 The Council's vision for height	P 13
2.2 Defining context	P 14
2.3 Defining tall	P 17
2.4 Defining contextually tall	P 18
2.5 Worked examples	P 20
3 Design Objectives and Principles	
3.1 Overview of design guidance	P 24
3.2 Place	P 25
3.3 Respect the character of suburban Metroland	P 26
3.4 Protect built and landscape heritage	P 29
3.5 Locate height appropriately	P 33
3.6 Architecture	P 37
3.7 Liveable places	P 38
3.8 High quality external design	P 50
3.9 Sustainable and climate friendly design	P 56
3.10 Good Growth	P 60
3.11 Optimise land use	P 61
3.12 Provide new homes	P 62
3.13 Deliver economic growth	P 64
4 Application Process and Requirements	
4.1 The application process	P 67
4.2 The planning process	P 69

1.0

Introduction

DRAFT

Why is this Supplementary Planning Document being prepared?

- 1.1.1 This draft Supplementary Planning Document (SPD) sets out detailed guidance for planning applications proposing buildings which are tall or contextually tall within suburban locations within the London Borough of Harrow. In doing so, it provides further guidance to policies within the Harrow Local Plan for proposals for that are tall, or taller than the prevailing pattern of development in suburbia.
- 1.1.2 This SPD only applies to areas outside of the Harrow & Wealdstone Opportunity Area.
- 1.1.3 The Tall Buildings ('Building Heights') SPD will build on the Harrow Characterisation and Tall Building Study, which was completed in August 2021 by Allies & Morrison Urban Practitioners. This study is a twofold evidence base, by firstly

providing a contemporary character study of the entire borough. This assists by setting a baseline of character across the borough, from which a contextual analysis is able to be undertaken, which allows a definition of a tall building to be determined in different locations across Harrow. Specifically for the purposes of this SPD, the study provides a clear evidence base demonstrating the predominantly suburban character of Harrow. This SPD provides guidance in relation to building heights within that suburban context.

- 1.1.4 The Tall Buildings ('Building Heights') SPD also provides guidance so that proposals for tall or contextually tall buildings achieve a high quality of design.

What is the process for preparing the SPD?

- 1.1.5 This SPD has been prepared through a collaborative process and building upon previous relevant evidence base carried out within the borough. An initial scoping report, including a draft set of design objectives and principles, and how the SPD would address tall building applications within suburban Harrow, was considered by elected members at the Planning Policy Advisory Panel (PPAP) meeting in October 2022. Following that meeting, the drafting of the SPD was progressed following best practice guidance, which enabled a first draft to be presented to the PPAP in January 2023.

- 1.1.6 Consultation with internal departments (Development Management, Environmental Health, Waste & Recycling, Highways Authority, Landscape/Biodiversity, Heritage) was undertaken, to receive views from officers who would use the document as part of the decision taking process. As well as this, external stakeholders were engaged with such as the Metropolitan Police and Greater London Authority, with independent design advice sought from the borough's Design Review Panel.

- 1.1.7 Following feedback from the Planning Policy Advisory Panel, an amended draft was presented to Cabinet in XXX 2023 for approval to consult.

Formal Consultation

- 1.1.8 This paragraph will be added prior to draft consultation.

Participating in the development of the draft Building Heights SPD

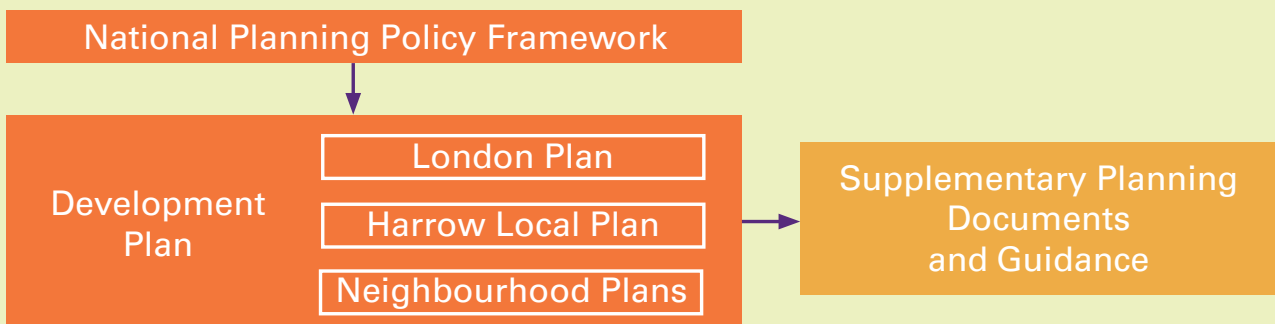
1.1.9 This paragraph will be added prior to draft consultation.

Status

1.2

1.2.1 Once adopted the final Tall Buildings ('Building Heights') SPD will form a material consideration in determining applications for tall and contextually tall buildings within suburban Harrow. This means that in addition to satisfying the requirements of national, regional and local planning policies (as expressed in the borough's development plan - comprising the London Plan and Harrow

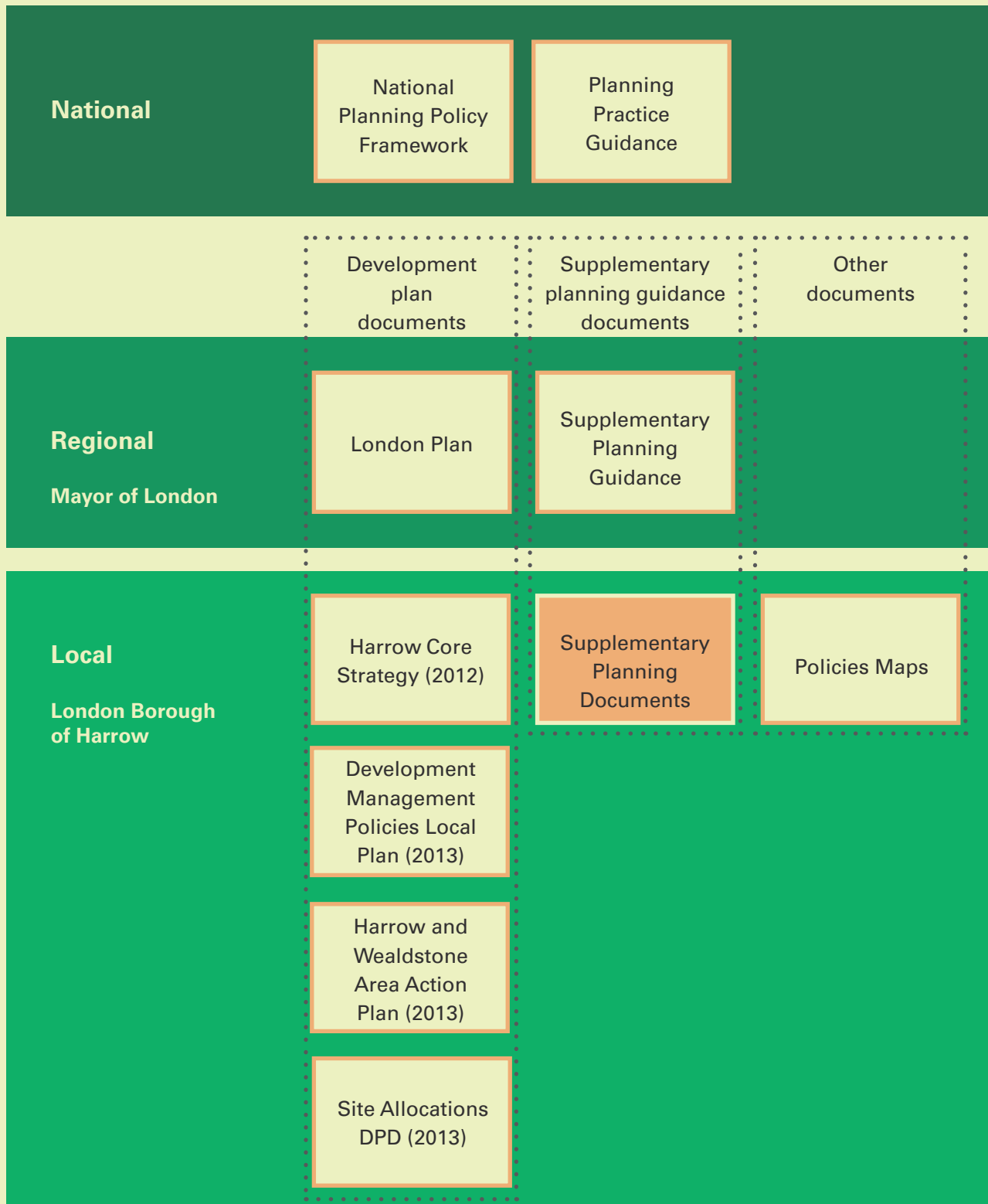
Local Plan), development proposals relating to the development of tall and contextually tall buildings will also need to demonstrate how the guidance in this SPD has been considered. The Council intends to further implement this guidance into a future Local Plan, giving it even greater weight as part of the borough's development plan



1.3.1 The production of the Harrow Tall Buildings ('Building Heights') SPD has been progressed in accordance with relevant legislation, guidance and policy, to ensure that it reflects

national, London-wide and borough policies as well as best practice guidance from other national bodies active in the built environment.

The planning policy hierarchy



National Planning Policy Framework (2021)

1.3.2 The National Planning Policy Framework (NPPF) does not provide specific national guidance on the development of tall buildings. However, paragraphs 119 and 124 of the NPPF state that “planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions”

1.3.3 Chapter 12 of the NPPF set out requirements in relation to achieving well-designed places, where paragraph 126 states “Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this”

1.3.4 A central theme of the NPPF 2021 is that good design is a key aspect of sustainable development, creating better places in which to live and work and make development acceptable to communities. In this context, Paragraph 124 of the NPPF states:

1.3.5 Planning policies and decisions should support development that makes efficient use of land, taking into account:

- A. the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- B. local market conditions and viability;
- C. the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- D. the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- E. the importance of securing well-designed, attractive and healthy places.”

London Plan (2021)

1.3.6 The London Plan is the spatial development plan for Greater London, and forms part of the development plan for the London Borough of Harrow. The most recent London Plan was published in March 2021. This introduced Policy D9 (Tall buildings) which provides a prescriptive policy on the approach to tall buildings across London.

1.3.7 All planning applications must be assessed against the development plan, which in London includes the London Plan (2021). Therefore applications must demonstrate compliance with the London Plan, along with Local Plan documents also.

1.3.8 Policy D9 of the London Plan (2021) sets out that tall buildings are based on local context, and that the definition of a tall building would

vary from place to place. To be considered a tall building in relation to Policy D9 of the London plan (2021), a building should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey. This purely relates to a definition of a tall building, not the suitability of a tall building in a particular location.

1.3.9 New development that is taller than its surrounding context, but does not meet the definition of a tall building as set out in Policy D9 (Tall buildings) of the London Plan (2021), will not automatically be considered as acceptable. The acceptability of a building taller than its surroundings, will be subject to consideration against guidance in this SPD, and also relevant policies within the development plan as a whole.

Harrow Local Plan

1.3.10 Within Harrow, the development plan is made up of the London Plan and the:

- A. Harrow Core Strategy (2012)
- B. Harrow Development Management Policies Local Plan (HDMPLP) (2013)
- C. Harrow & Wealdstone Area Action Plan (2013)
- D. Site allocations DPD (2013)
- E. Policies Maps

1.3.11 The Harrow & Wealdstone Area Action Plan (2013) provides detailed implementation policies, including tall buildings / building heights / site allocations. Development within the Harrow & Wealdstone Opportunity Area must respond to policies within the Harrow & Wealdstone Area Action Plan (2013).

1.3.12 This SPD does not apply within the Harrow & Wealdstone Opportunity Area. Opportunity Areas are designated through the London Plan, and are noted as areas where growth is directed to and are subject to significant change. It is recognised that the Harrow & Wealdstone Opportunity Area represents where growth has been strategically directed to over the local plan period, and as such has already undergone significant change including many tall building developments. This SPD will only apply to the suburban context of Harrow, which is outside of the designated Harrow & Wealdstone Opportunity Area, where the development plan does not envision such significant change and development opportunities.

1.3.13 Currently, the Harrow Development Management Policies Local Plan (2013) does not contain a specific policy in relation to tall buildings. By reason of this, there are no

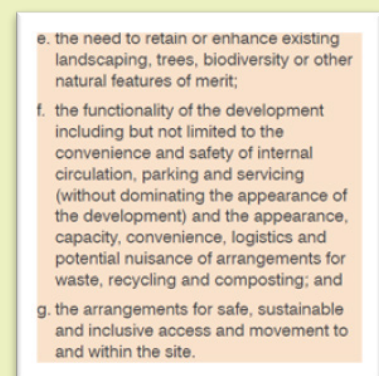
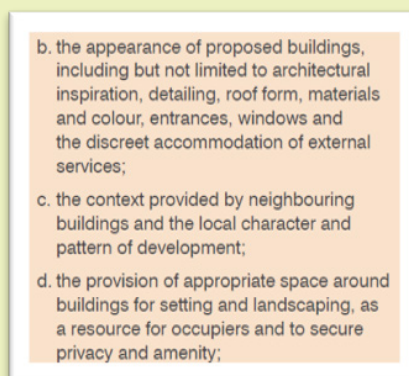
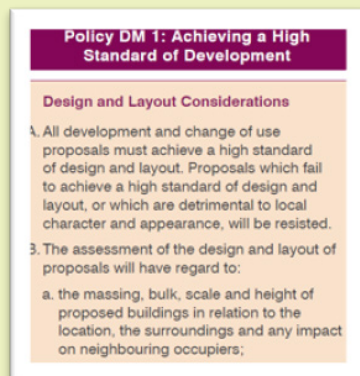
areas outside the Opportunity Area within the borough that are identified as being appropriate or inappropriate for tall building development.

1.3.14 Policy DM1 (Achieving a High Standard of Development) provides policy seeking to ensure that all developments must achieve a high standard of design and layout. Specifically in relation to height, Policy DM1 sets out that in assessing design and layout, applications must have a regard to massing, bulk and height in relation to the location in which it is situated. It goes on to provide direction to assess the context provided by neighbouring buildings and the local character and pattern of development. Full text of Policy DM1 (Achieving a High Standard of Development) is set out below as figure XX.

1.3.15 This SPD provides additional detail and design guidance in relation to DM1, specifically to assist applications address the assessment requirements for buildings that are proposed as tall or taller than their suburban surroundings. Tall or contextually taller building applications will need to consider all other relevant policies within the Development Plan.

1.3.16 This SPD provides guidance in relation to determining what would be defined as a contextually tall building in suburban locations, along with guidance to ensure a high quality development is delivered. There may also be other relevant SPDs subsequently adopted by the Council and the Council's website should be reviewed to identify these.

1.3.17 Guidance provided within this SPD will inform a tall buildings policy within the new local plan.



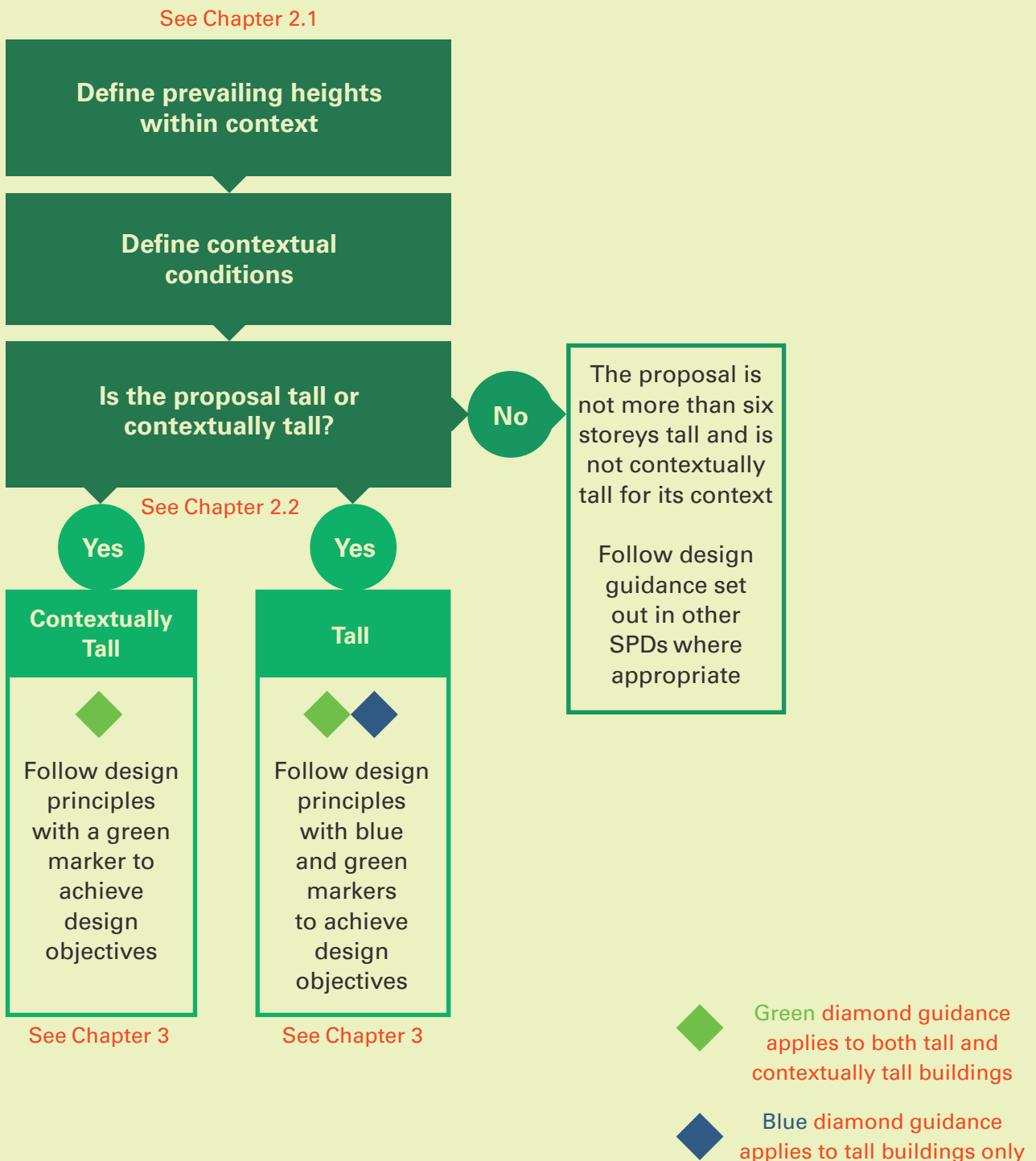
Harrow Garden Land Supplementary Planning Document (2013)

- 1.3.18 Applicants should have regard to the Garden Land SPD to ensure that there is no conflict with garden land development.

Historic England-Tall Buildings Advice Note

- 1.3.19 Historic England's guidance on tall building's is set out in 'Advice Note 4'. This document reflects the importance of preserving the historic environment when planning for tall buildings. Historic England recommend that local planning authorities adopt a plan led approach to managing tall buildings.
- 1.3.20 Part 3 of the advice note relates to Local Plans and states: "In a successful plan-led system, the location and design of tall buildings will reflect the local vision for an area, and a positive, managed approach to development, rather than a reaction to speculative development applications."

1.4.1 This SPD provides guidance for assessing the context for applications where tall (as defined by the London Plan) or buildings that are taller than the prevailing suburban pattern of development (referred to as 'contextually tall') are proposed. It also provides guidance on defining a tall building in relation to that context, along with guidance to assist in achieving a high quality of development for such proposals.



2.0

Understanding Harrow's Existing Character

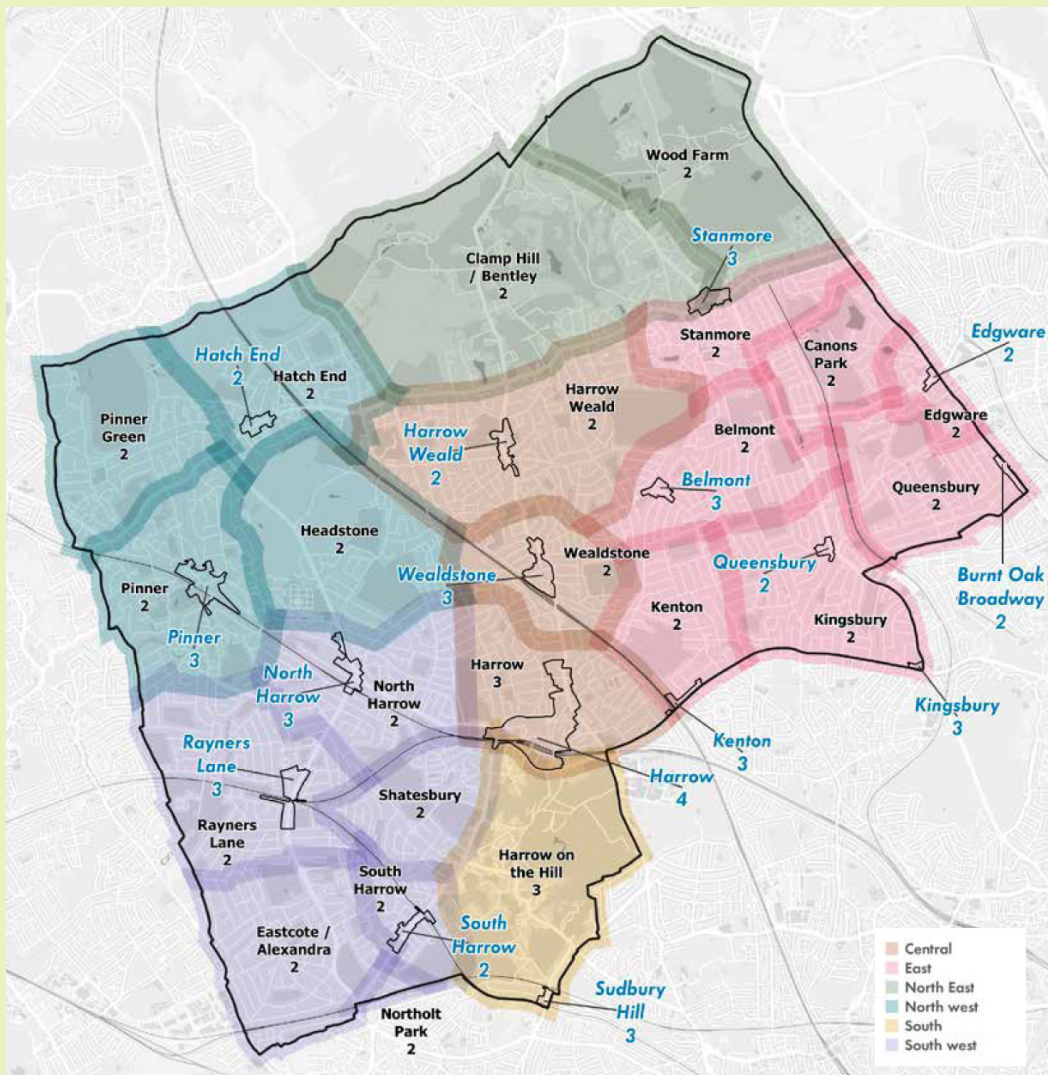
- 2.1.1 The Council recognises Harrow's place as an outer London borough, and is seeking to achieve sensitive densification of its suburban areas. This will result in more development on previously developed or underdeveloped land, or redevelopment of existing sites with additional appropriate density for the suburban context.
- 2.1.2 To achieve this aim in a sensitive manner, development must be highly responsive and respectful of prevailing heights to preserve the existing character of the borough's suburban areas. Specifically, development should have regard to areas of Harrow that have a suburban or village feel to them, and not have a detrimental impact on that character. Where height is to be brought forward, this will be done in the right location and be of the right quality.
- 2.1.3 Many of the benefits associated with tall buildings apply to higher density schemes of all types rather than tall buildings per se. Compact living can reduce energy consumption per household, give good access to shops and services and support these uses; and encourage active and public transport, reducing reliance on cars. Buildings with additional height may also assist in delivering community facilities and amenities that residents need, so Harrow becomes the place they want to spend their time and money, creating a thriving local economy and supporting local Harrow businesses.
- 2.1.4 However, these benefits can only be realised if the social infrastructure, commercial uses and public transport are in place to support a shift in behaviour. High density living without these surrounding characteristics can result in overcrowded, isolated and car dominated areas.
- 2.1.5 The focus for Harrow will be to provide a range of homes across the borough, with typologies that suit their context (both in terms of townscape and quality of life) and can integrate well with surroundings. Fundamentally, to meet housing need the focus will be on density rather than tall buildings. Tall buildings should be considered exceptional, both in their frequency and in their design.

Establishing existing heights in Harrow

2.2.1 This section provides guidance in determining what would constitute a contextually tall building within suburban locations. To determine what would be a contextually tall building, applications will need to consider a number of elements.

2.2.2 In term of the built character of suburban Harrow, and as displayed below in Figure 2, the majority of building stock is largely between 2 to 3 storeys.

2.2.3 Almost two-thirds of Harrow's housing stock dates from the inter-war period. Significant neighbourhoods of semi-detached and short terraces appeared rapidly as fields became homes, gardens, streets, parades and recreation grounds. This suburban housing typology continues to be one of the principal characteristics of Harrow's suburbs, particularly to the south east and south west of the borough. Figure 2 demonstrates how much of the borough is suburban, or nonetheless has height of 2 to 3 storeys.



The plan above illustrates the prevailing height for each neighbourhood (black text) and town centre (blue text). Prevailing heights are generally between 2- 3 storeys across the borough, with the exception of Harrow town centre which sit at 4 storeys. This is reflected in the summary table on the following pages.

Summary table of prevailing heights; context-based definitions of tall buildings; and the London Plan (2021) Policy D9 definition.

	Neighbourhood / Town Centre	Prevailing Height (storeys)	Contextually Tall (storeys)	Tall London Plan Policy D9 (storeys / metres)
North West	Pinner	2	> 4	6 / 18m
	Pinner Town Centre	3	> 6	6 / 18m
	Pinner Green	2	> 4	6 / 18m
	Hatch End	2	> 4	6 / 18m
	Hatch End Town Centre	2	> 4	6 / 18m
	Headstone	2	> 4	6 / 18m
	North Harrow	2	> 4	6 / 18m
South West	North Harrow Town Centre	3	> 6	6 / 18m
	Rayners Lane	2	> 4	6 / 18m
	Rayners Lane Town Centre	3	> 6	6 / 18m
	Eastcote/ Alexandra	2	> 4	6 / 18m
	Shaftesbury	2	> 4	6 / 18m
	South Harrow	2	> 4	6 / 18m
	South Harrow Town Centre	2	> 4	6 / 18m
NE	Northolt Park	2	> 4	6 / 18m
	Clamp Hill/ Bentley	2	> 4	6 / 18m
	Wood Farm	2	> 4	6 / 18m
Central	Harrow Weald	2	> 4	6 / 18m
	Harrow Weald Town Centre	2	> 4	6 / 18m
	Wealdstone	2	> 4	6 / 18m
	Wealdstone Town Centre	3	> 6	6 / 18m
	Harrow	3	> 6	6 / 18m
S	Harrow Town Centre	4	> 8	6 / 18m
	Harrow on the Hill	3	> 6	6 / 18m
	Sudbury Hill	3	> 6	6 / 18m
East	Stanmore	2	> 4	6 / 18m
	Stanmore Town Centre	3	> 6	6 / 18m
	Belmont	2	> 4	6 / 18m
	Belmont Town Centre	3	> 6	6 / 18m
	Canons Park	2	> 4	6 / 18m
	Edgware	2	> 4	6 / 18m
	Edgware Town Centre	2	> 4	6 / 18m
	Queensbury	2	> 4	6 / 18m
	Queensbury Town Centre	2	> 4	6 / 18m
	Burnt Oak Broadway	2	> 4	6 / 18m
	Kingsbury	2	> 4	6 / 18m
	Kingsbury Town Centre	3	> 6	6 / 18m
Kenton	2	> 4	6 / 18m	
Kenton Town Centre	3	> 6	6 / 18m	

Establishing context

2.2.4 The map of existing prevailing heights assists in providing a general understanding of prevailing heights across the borough. However, an assessment of context cannot be achieved by looking at this map alone, as prevailing height differs across the suburbs and at a more localised level.

2.2.5 As such any application must provide a detailed analysis of the context in which it is proposed. This will vary from place to place across the borough, and have a direct impact on what further height may be considered acceptable.

2.2.6 Applicants will need to provide a detailed assessment of the wider suburban area that a development is proposed within in order to determine what is 'contextually tall' is for a given suburban context. Following an assessment of prevailing height, applicants should also include the below contextual factors:

Outlier heights

Plot size

Distance between buildings

Built grain / pattern of development

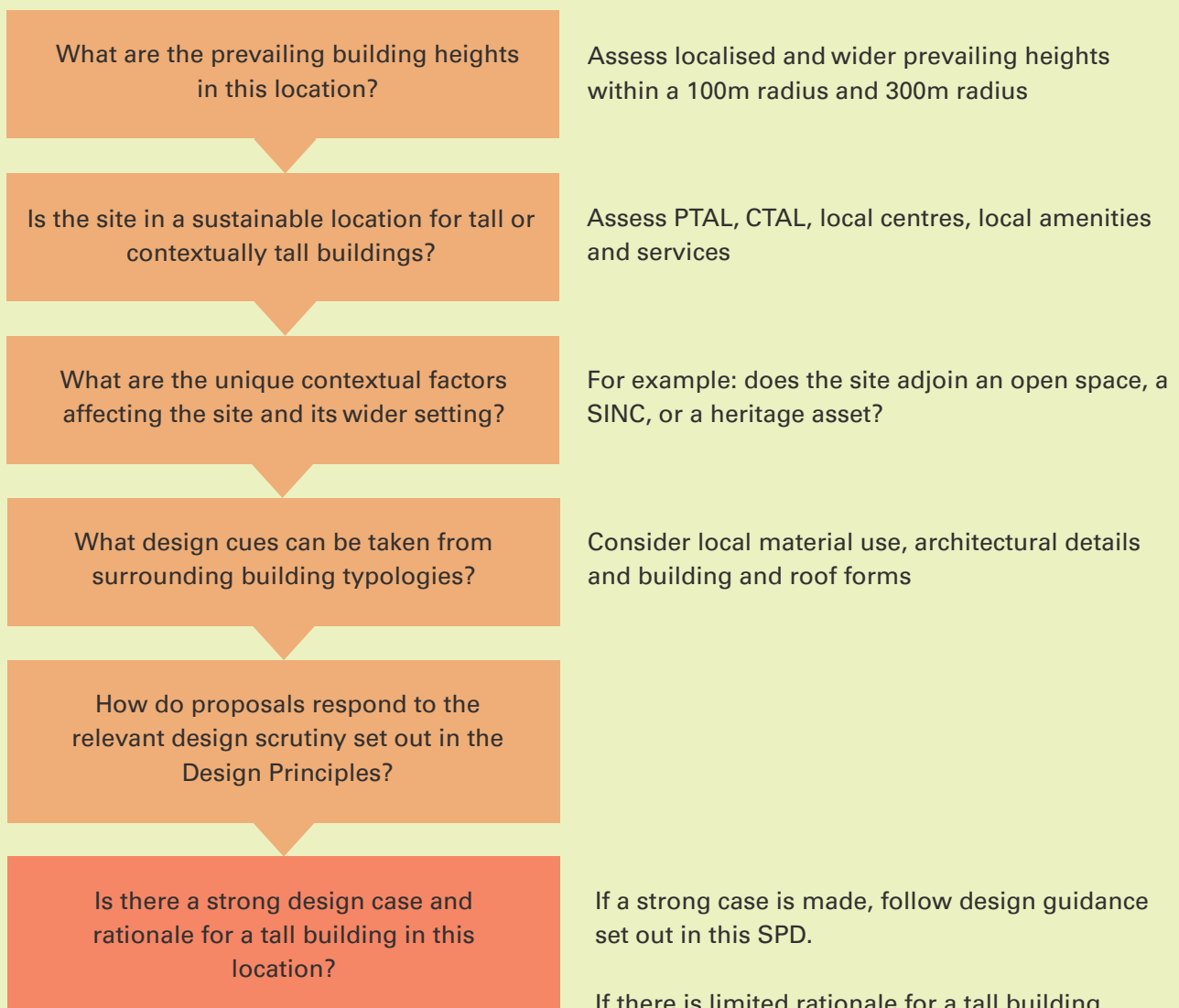
Building lines and setbacks

Road layout

Building use classes

Building typologies and architectural style

Making and assessing the case for a tall building



The London Plan definition of tall

2.3.1 The London Plan 2021 defines a tall building as being **not less than 6 storeys or 18 metres as measured from ground to the floor level of the uppermost storey**. Buildings which meet

this threshold will be required to follow design guidance as set out in Policy D9 of the London Plan.

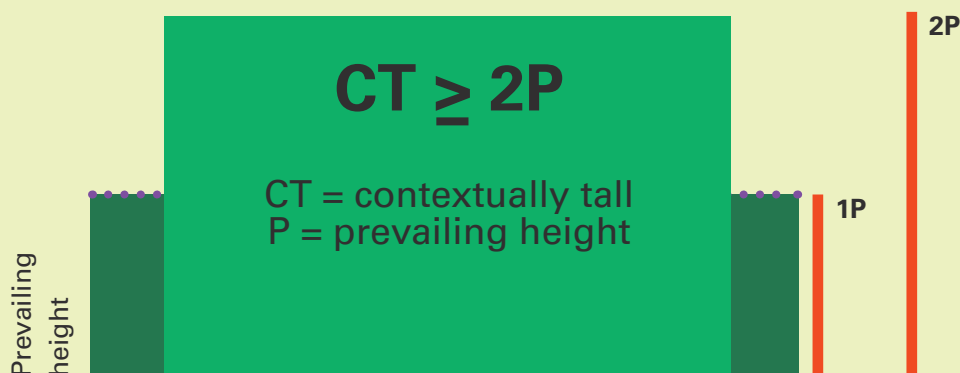


The minimum height of a tall building as defined by the London Plan

LB Harrow's definition of contextually tall

2.4.1 Following an assessment of the suburban context as detailed above, the following formula assists in providing a definition as to whether a proposed building would be a 'contextually tall building' within a suburban location.

2.4.2 The formula below defines a contextually tall building as being **equal to or greater than twice that of the prevailing height of an area.** This definition is separate to the London Plan 2021 definition of a 'tall building'.



Formula to define contextually tall height within a given area. Contextually tall is equal to or greater than twice the prevailing height

What does a contextually tall building look like?

2.4.3 A contextually tall building is taller than the prevailing heights of its local context and has the potential to cause a significant visual impact on the skyline.



Proposed building is 1x prevailing height (P)

A proposed building height which matches that of its prevailing context presents the least impact on an area and more easily visually integrates with its immediate and wider contexts.



Proposed building is 1.5x prevailing height (P)

A proposed building height which is one and half times that of its prevailing context presents a moderate impact to its immediate and wider visual setting, with the character of an area likely to be affected.



Proposed building is 2x prevailing height (P)

A proposed building height of two times that of the prevailing height (**contextually tall**) will have a significant impact on its wider setting and a potentially detrimental impact on the character of an area.

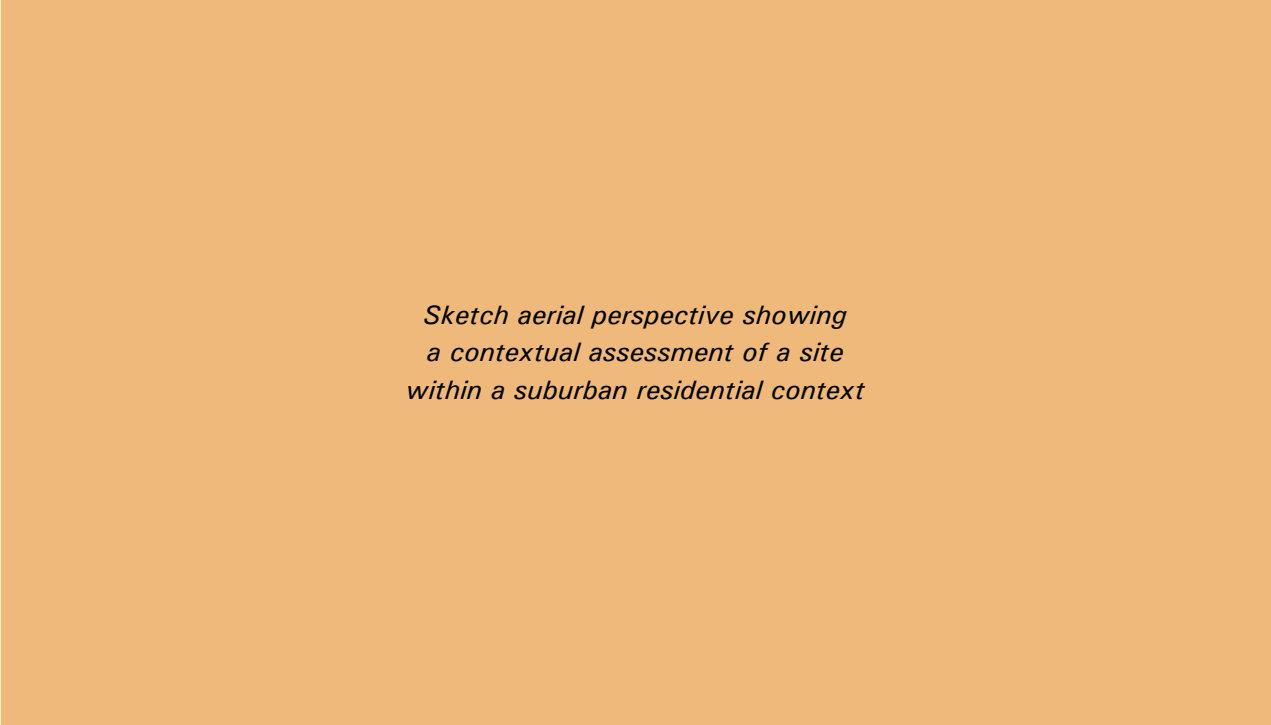
Upward extensions under permitted development

- 2.4.4 In certain circumstances, upwards extensions of buildings may be possible under permitted development rights (see The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended or replaced) ('GPDO').
- 2.4.5 The methodology for a context-based definition of a tall building is intrinsically dependent on prevailing heights. It is noted the propensity for single and two storey upward extensions under permitted development may well gradually increase the prevailing height, though this should not have a dramatic impact due to the interquartile range eliminating the impact of outliers; and the fact neighbourhoods and town centres comprise multiple different typologies, many of which are unlikely to qualify for these new permitted development rights.
- 2.4.6 Where upwards extensions are proposed under permitted development, these must have regard to the guidance within this SPD to the extent covered by the criteria set out the GPDO
- 2.4.7 For example, recent planning appeals have concluded that whether the external appearance of a dwelling is acceptable is inherently linked to how it would be seen in relation to neighbouring buildings and the wider street-scene or landscape. Therefore, the impact of a development on the character and appearance of an area is a material consideration, and the guidance contained within this SPD will assist proposals coming forward under the GPDO.

2.5.1 The following are a selection of worked examples of varying suburban contexts to assist applicants in understanding the expectations of the Local Planning Authority in relation to determining the context of a locality.

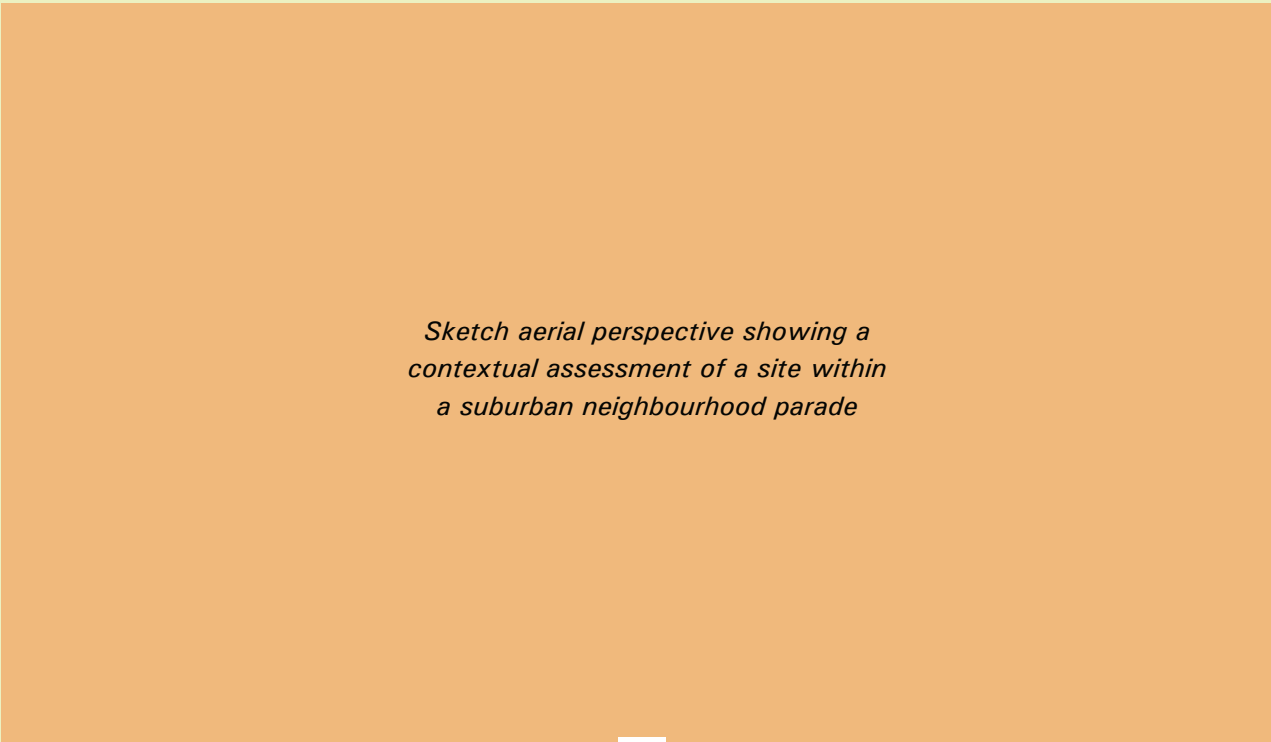
Doing so provides a baseline for how proposed additional height is likely to be considered and what would constitute a contextually tall building.

Example 1: Suburban Residential Context



Sketch aerial perspective showing a contextual assessment of a site within a suburban residential context

Example 2: Suburban Neighbourhood Parade

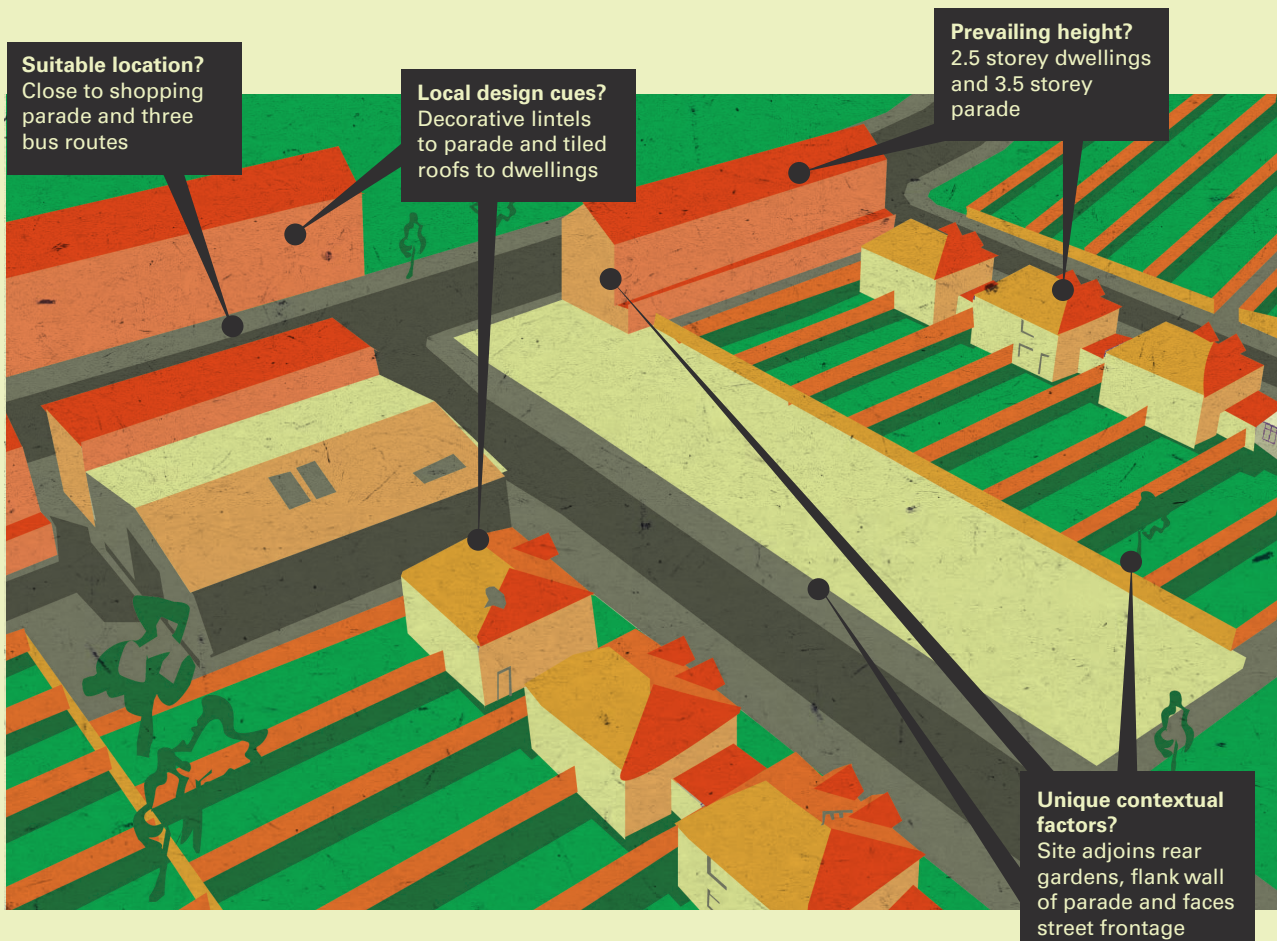


Sketch aerial perspective showing a contextual assessment of a site within a suburban neighbourhood parade

Example 3: Suburban District / Local Centre

Sketch aerial perspective showing a contextual assessment of a site within a suburban district / local centre

Example 4: Suburban Mixed character



Summary

2.5.2 The guidance within this chapter provides assistance in determining what is a tall or contextually tall building in relation to its suburban context. It does not provide any presumption in favour or against a scheme at

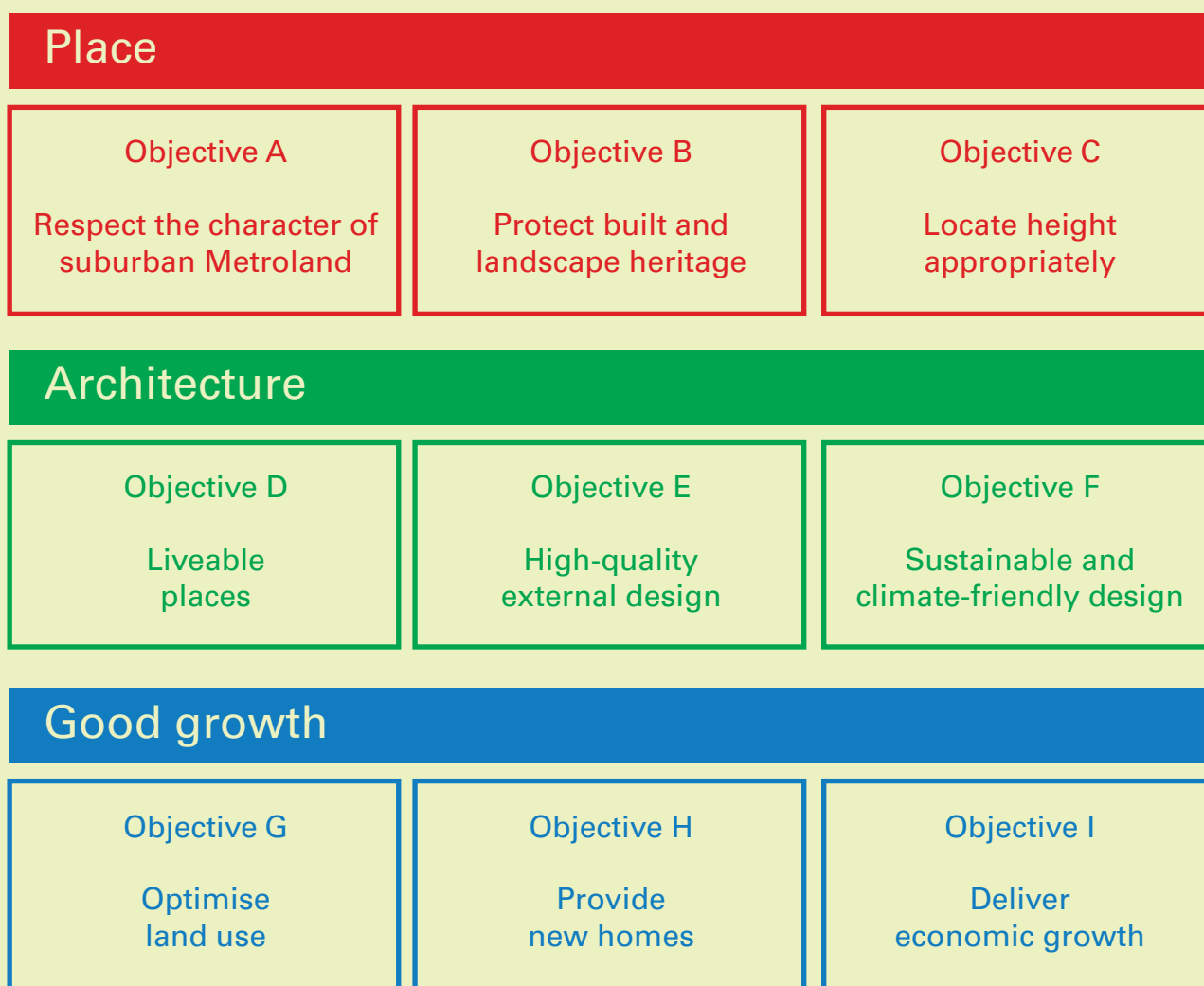
this stage. The remainder of the guidance set out within the SPD (and development plan) must be followed before a determination is able to be made on the acceptability (or not) of a proposal.

3.0

Design Objectives and Principles

3.1.1 Successful tall and contextually tall building development in suburbia must follow the design guidance detailed in Chapter 3 of this Building Heights ('Tall Buildings') SPD. Guidance consists of three overarching themes: **Place, Architecture and Good Growth**. Within these

three themes are 9 objectives (A-I), under which are a range of design principles ensuring that good design is delivered. These principles explain how Applicants should approach the design of tall and contextually tall buildings.



- 3.2.1 Place is the interconnected web of buildings, public and private spaces, natural features, activities and uses, and routes which make up an area and define its character. These characteristics combine with one another to create a uniqueness and identity for an area.
- 3.2.2 Features which make up a place can include historic buildings, the openness of a nearby park, the regular rythm of a suburban street or a tree-lined avenue.
- 3.2.3 An understanding of place is essential in ensuring that new development responds appropriately to its suburban location and that the unique qualities of areas are preserved to strenghten a sense of place.

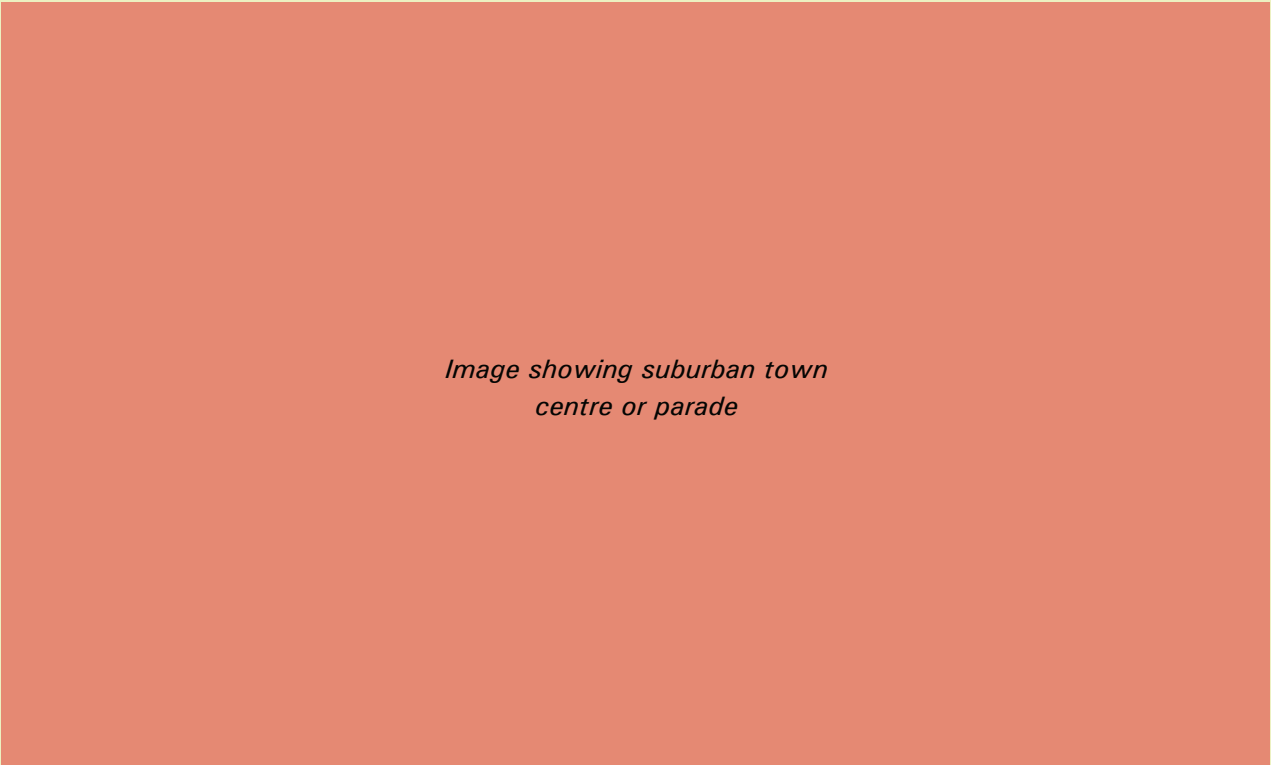


Image showing suburban town centre or parade

Image caption

- 3.3.1 Much of Harrow is made up of suburban areas created through the expansion of the Metropolitan Line in the early 20th century, giving rise to this part of West London's character: Metroland. Metroland is characterised by low-density suburban interwar housing with large gardens and building heights of two to three storeys for dwellings. Housing is often interspersed with interwar shopping parades and district centres which are typically three to four storeys in height.
- 3.3.2 New development that does not respect the pattern of existing development can have a negative impact on the character of suburban areas, eroding a sense of place.
- 3.3.3 Chapter 2.1 shows how a comprehensive context analysis must be undertaken when proposing development in Harrow. 'Development proposals within suburban areas which are taller than the prevailing height will need to be supported by a robust context analysis
- 3.3.4 In developing proposals that respect the character of suburban areas, applications will need to consider impacts on garden land, a prominent feature of the suburbs of Harrow. Many forms of development on garden land in Harrow are resisted through the Harrow Core Strategy (2012), and with further guidance set out in the Harrow Garden Land Supplementary Planning Document (2013). Proposals will be required to comply with the guidance in these documents.
- 3.3.5 In almost all instances, proposals that meet the definition of a tall building within Policy D9 of the London Plan (2021) (6 storeys or 18 metres measured from ground to the floor level of the uppermost storey), will not respect the character of Harrow's suburban areas. Such proposals will not be supported.



Image caption



Development relates to the existing pattern of suburban development

- 3.3.6 Applications for contextually tall buildings in suburban locations must demonstrate an understanding of their surrounding context. Proposals must ensure they respect the suburban pattern and characteristics of areas outside the Opportunity Area, as those which do not have the potential to cause harm. Proposals which cause excessive harm are unlikely to be supported.
- 3.3.7 Proposals for contextually tall buildings must be supported by a robust context analysis which identifies the qualities of the existing

pattern of development: such as built grain, scale, building lines and the proportions of streets and frontages.

- 3.3.8 All proposals must respond to these contextual attributes and demonstrate how any proposed building footprint, height and massing would be appropriate to an area.
- 3.3.9 Applicants must also ensure that proposals align with design principles within the Garden Land SPD and any other relevant SPD .

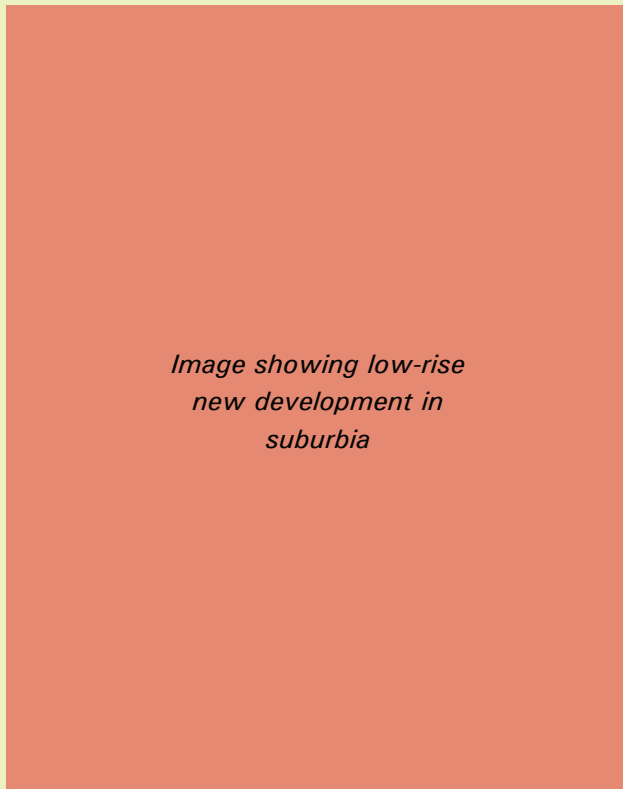


Image showing low-rise new development in suburbia



Image showing low-rise new development in suburbia

Image caption



Increased height is proportional to local prevailing heights

- 3.3.10 Building heights which are contextually tall have the potential to cause harm to the character of suburban areas when there is a significant difference between proposed and prevailing heights.
- 3.3.11 Proposed height must respond contextually to existing (and consented) prevailing height across suburbia. What level of height is contextually appropriate will depend on an assessment of prevailing heights and the character and built grain of an area. For example, an area with a mixed character and varying building heights may be able to accommodate greater height than other areas.
- 3.3.12 Increased height can be achieved sensitively through a gradual increase in height over

prevailing heights. For larger sites in suburban areas, a series of incremental increases in height can create a less-disruptive transition between a low-density context and a higher-density development.

- 3.3.13 Massing at site edges and boundaries should respond to neighbouring heights. Increased height at site edges, specifically in suburban locations, can create poor neighbourly relations and cause harm to neighbouring amenity.
- 3.3.14 Where buildings meet the definition of a tall building as set out in Policy D9A of the London Plan (2021), applicants must demonstrate compliance with the considerations set out within Policy D9C of the London Plan (2021).

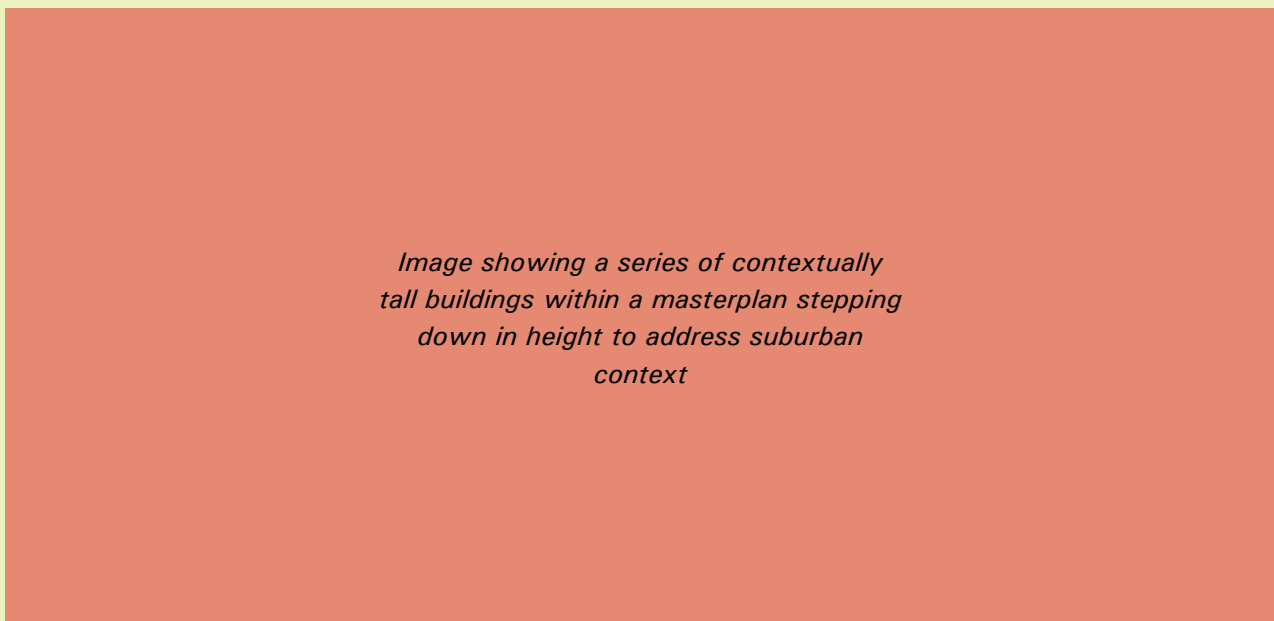


Image showing a series of contextually tall buildings within a masterplan stepping down in height to address suburban context

Image caption

- 3.4.1 Much of Harrow's built heritage can be found in clusters around its medieval town centres such as Pinner and Harrow on the Hill and its stations such as Rayners Lane and Stanmore. Conservation Areas help protect notable areas of 19th and 20th century architecture and Statutory Listed Buildings highlight a range of period buildings including Modernist and Art Deco stations, libraries and cinemas.
- 3.4.2 Landscape and townscape also contribute to the borough's spacious character, with mature parkland and woodland shaping a strong sense of place in areas like Canons Park and Hatch End and protected views to and from St Mary's Church, Harrow on the Hill in the south of the borough.




Image showing heritage landscape or park in Harrow




Image showing a Conservation Area in Harrow

Image caption

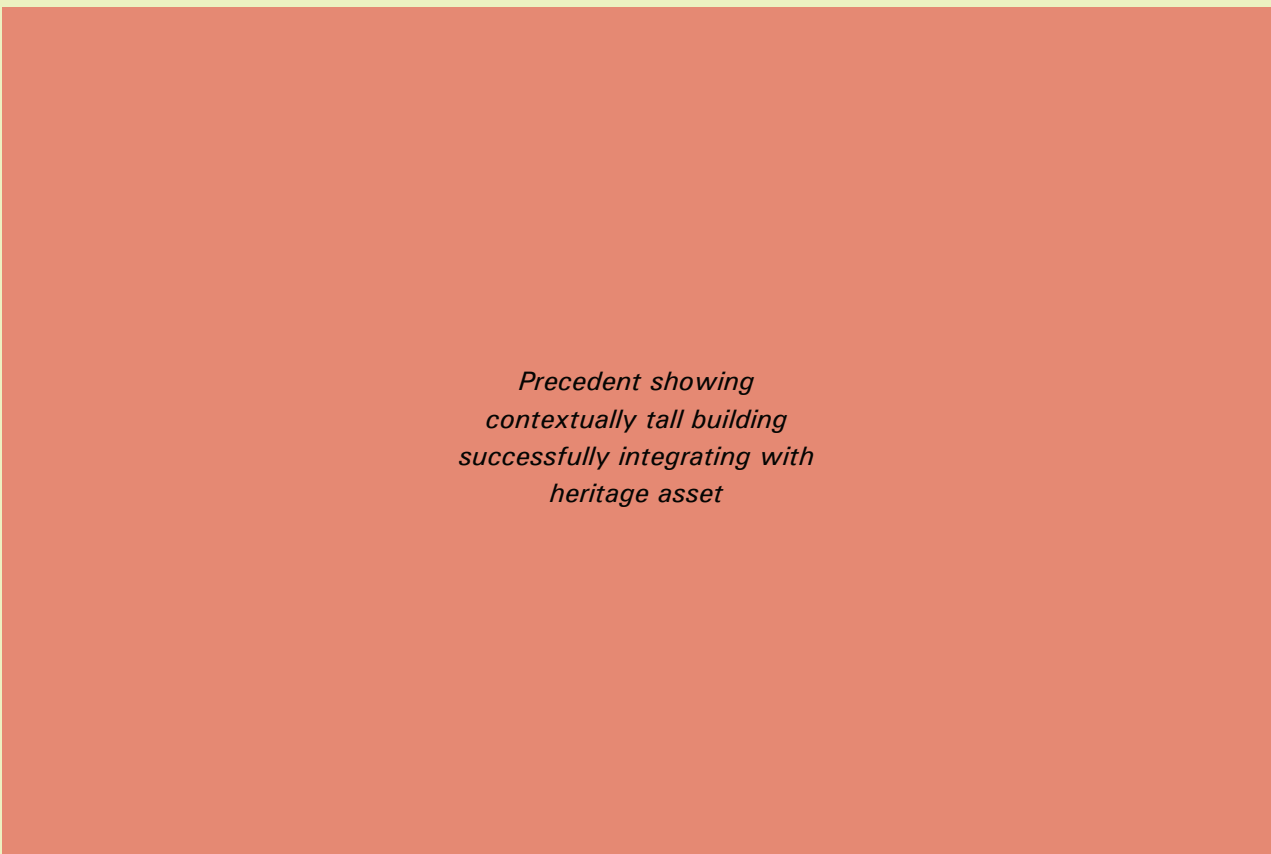


Development responds sensitively to heritage assets

3.4.3 Tall or contextually tall buildings can cause harm to heritage assets and their settings when inappropriately designed. All developments within the setting of a heritage asset must demonstrate consideration against the relevant Conservation Areas SPDs and Management Appraisals. This includes:

- **Conservation Areas**
- **Local Areas of Special Character**
- **Nationally Listed Buildings**
- **Locally Listed Buildings**
- **Scheduled Ancient Monuments**
- **Historic Parks and Gardens**

3.4.4 When tall and contextually tall buildings are located in close proximity to heritage assets, a highly sensitive approach to height, building form and material use must be followed to ensure any new development complements heritage assets and does not detract from their heritage value.



Precedent showing contextually tall building successfully integrating with heritage asset

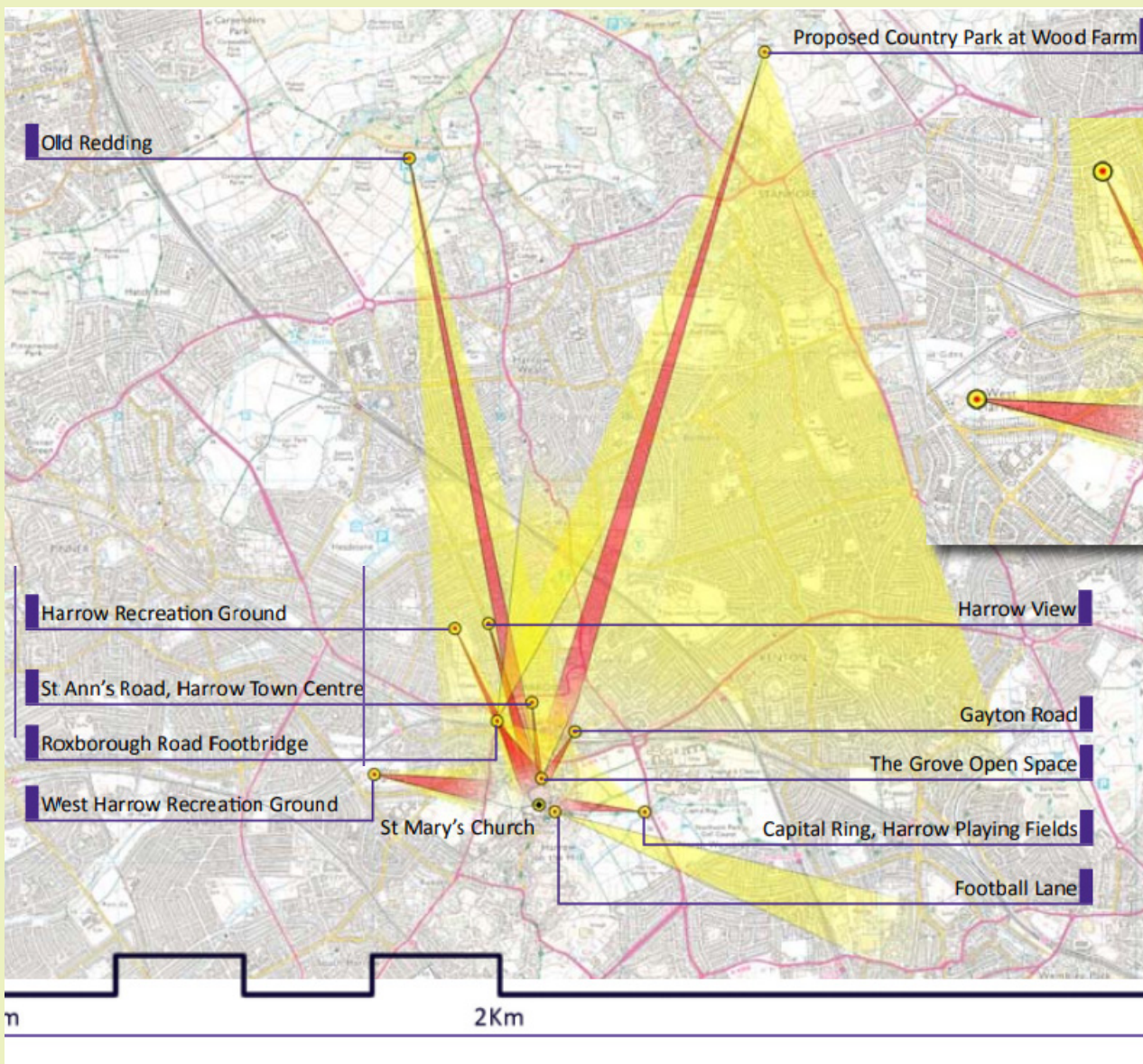
Image caption



Development responds sensitively to protected views

3.4.5 Viewing corridors and associated policy seek to protect views of St Mary’s Church, Harrow on the Hill. Applications must address policy requirements and guidance in Policy DM3 (Protected Views and Vistas). Height envelopes apply to developments within viewing corridors, it does not expressly prohibit height, subject to consideration against the remainder of the development plan.

3.4.6 Proposals that are located within the landmark viewing corridor (shown in red in the Harrow policy maps), should not exceed specified height thresholds. In the event that they do exceed the height thresholds, the development must demonstrate exemplary architecture and enhance the view. Development in the wider setting (shown in yellow in the Harrow policy maps) should form an attractive development.



Harrow’s protected views centre on St. Mary’s, Harrow-on-the-Hill which the metropolitan centre sitting to the north of this important heritage site.



Development preserves Harrow's historic landscapes and open space

- 3.4.7 Harrow has a verdant character with a rich network of open spaces, reflecting its location at the upper reaches of the London basin. There is a general rise in levels in from south to north, with a number of notable topographical features across the borough.
- 3.4.8 Buildings located adjacent to publicly accessible open space (regardless of its

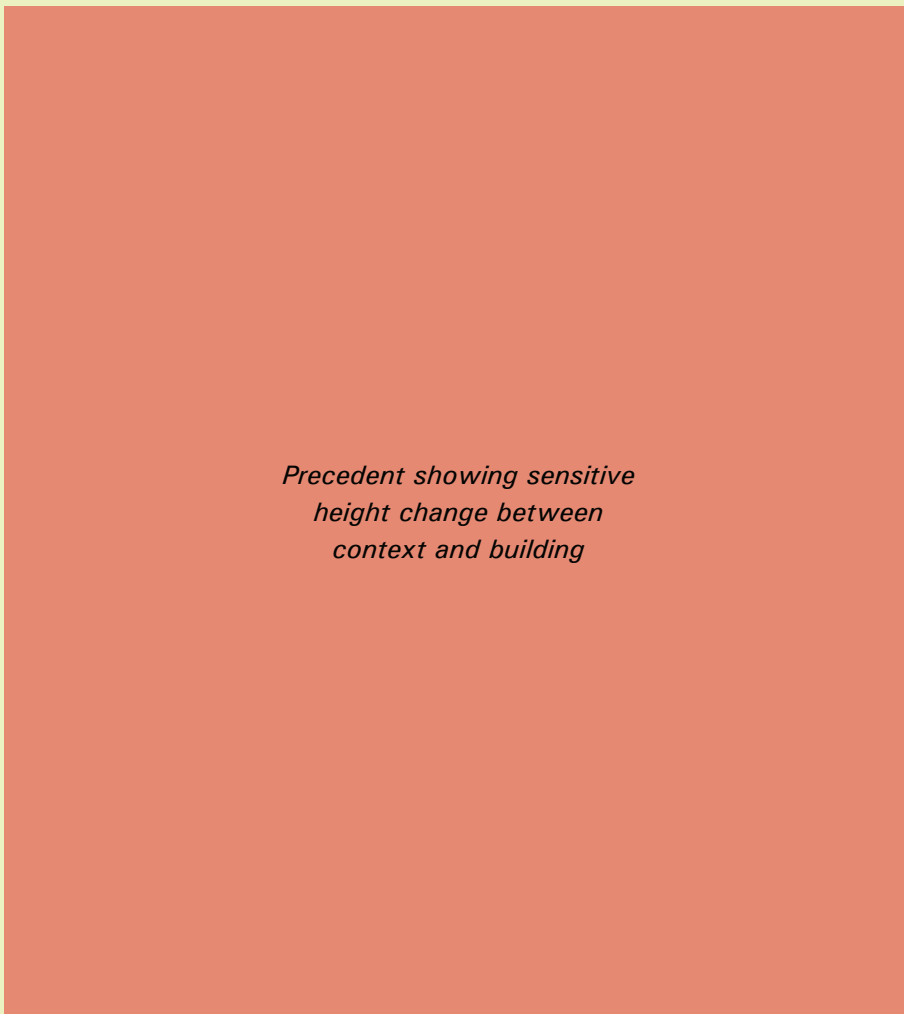
designation) can have a detrimental impact on the quality and use of that space by local people.

- 3.4.9 As such, new development should not impede local street or parkland views and vistas, and should protect the open quality and amenity of parks, the Green Belt, Metropolitan Open Land and other Public Open Spaces.



Canons Park is a Grade II listed park and garden in the north-west of the borough. A sense of verdant openness is vital to the richness which this space provides to local residents for recreation, wellbeing leisure uses. Development should not impede or compromise the open quality and amenity of such spaces.

- 3.5.1 Tall and contextually tall buildings should be sited in appropriate locations. Appropriateness relates to the sustainability and suitability of a location. Inappropriately located tall and contextually tall buildings can cause harm to built character and to the people who live, work in or visit an area.
- 3.5.2 Applicants must consider the following factors when assessing the appropriateness of a tall or contextually tall building.



Precedent showing sensitive height change between context and building

Image Caption



Sustainable locations

3.5.3 Tall and contextually tall buildings should principally be located close to social, commercial and transport infrastructure (such as shops, public spaces and public transport links). Concentrating development in such locations makes best use of existing service and infrastructure networks and reduces pressures on other areas. Elements of sustainable locations include a proximity to:

- **Town or local centres**
- **Public open space**
- **Bicycle routes**
- **Public transport routes**
- **Railway stations**
- **Movement corridors**

3.5.4 Much of the suburban context within Harrow is not in proximity to the above elements and therefore tall and contextually tall buildings are unlikely to be considered appropriate within suburban Harrow.

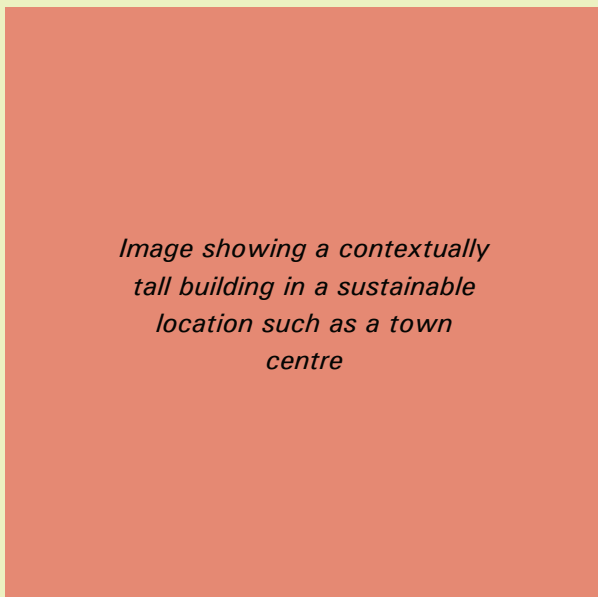


Image showing a contextually tall building in a sustainable location such as a town centre

Image caption



Prominence and townscape impact

3.5.5 Buildings that are tall or contextually tall have the potential to cause harm due to being overly prominent. Applicants must assess the townscape impacts of height and massing by identifying key short, medium and long range views.

3.5.6 Applicants can assess such impact through a Townscape and Visual Impact Assessment (TVIA), which 3D models proposals in their context using:

- **Zones of Theoretical Visibility Testing (ZTV)**
- **Accurate Visual Representations (AVR)**
- **Verified views analysis**



Wayfinding and legibility

3.5.7 New developments that are tall or contextually tall must justify why proposals of lower heights are unable to be progressed.

3.5.8 Where proposals exceed the prevailing height of a given context, clear townscape merit for this additional height must be demonstrated.

3.5.9 Tall or contextually tall buildings should

reinforce and improve the legibility of the street pattern for pedestrians.

3.5.10 In appropriate locations, elements of height can strengthen the identity and focal points of areas and centres, however, taller buildings should not seek to identify themselves through height alone as wayfinding can be achieved through material use and signage.

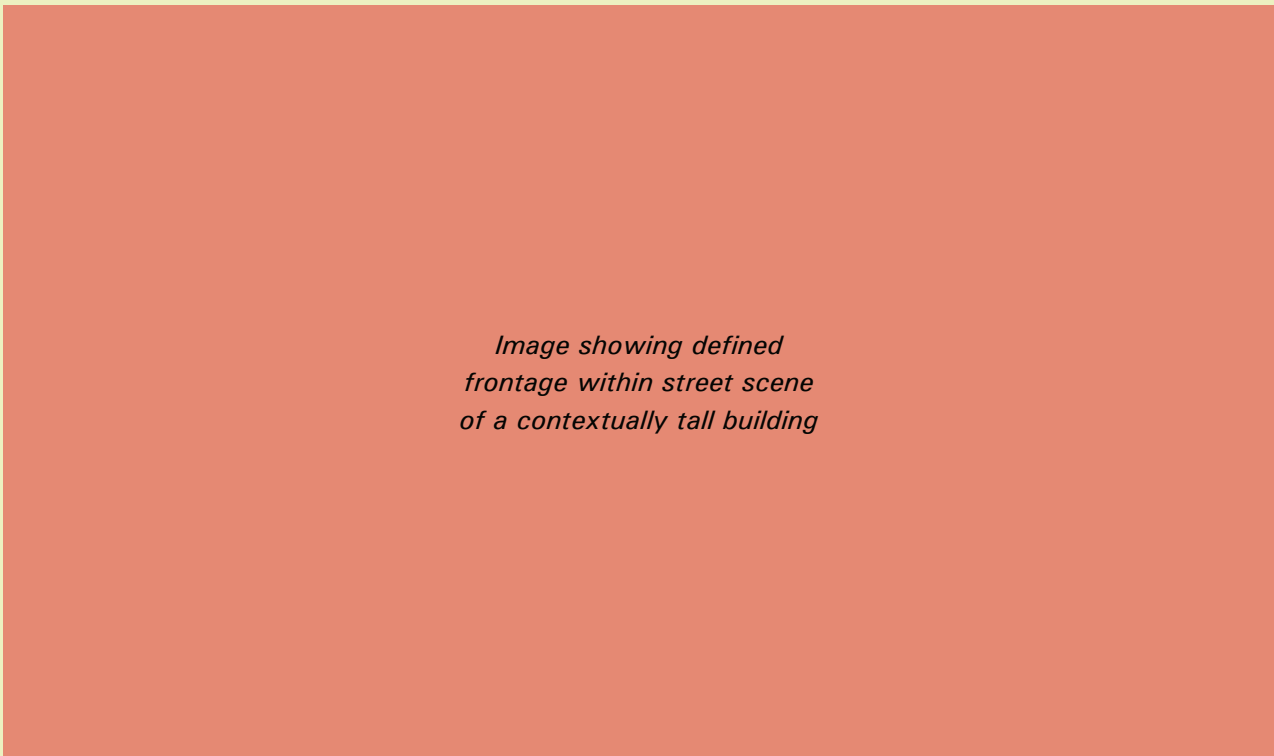


Image showing defined frontage within street scene of a contextually tall building

Image caption



Orientation and neighbouring sites

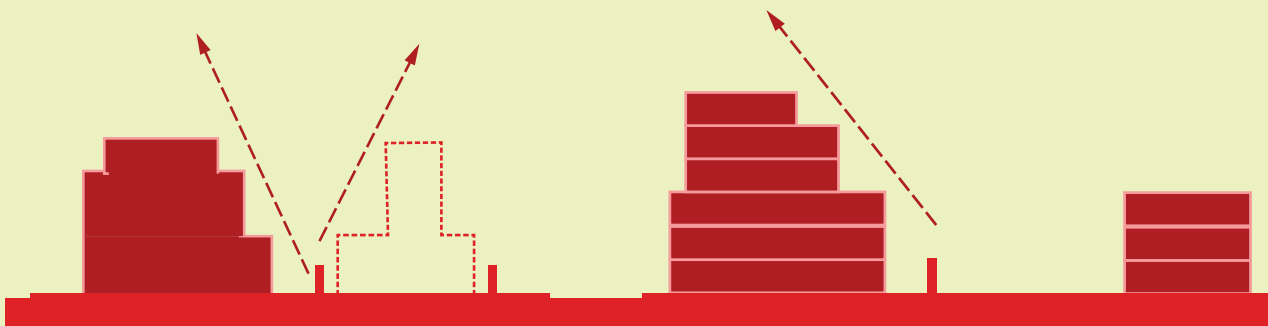
3.5.11 A building that is tall or contextually tall, has the potential to cause harm to adjoining properties due to poor siting of massing and window openings.

3.5.12 Height and massing must be located with regard to the proximity and outlook of neighbouring buildings, minimising harm through loss of light, outlook and overbearing.

3.5.13 Applicants can mitigate against these impacts through the orientation of elements of height

within a site, by offsetting from boundary lines and by stepping back massing of taller elements.

3.5.14 Orientating outlook and aspect away from neighbouring sites can ensure that harm through actual and perceived overlooking or a loss of privacy is minimised. Doing so can also reduce the likelihood of adjoining sites being prejudiced from future development and can contribute to active frontages of street scenes.



Massing is positioned on site so as not to prejudice development on neighbouring sites by setting back from shared boundary lines and tapering massing to allow for greater daylight and sunlight.

Height is positioned to respect views from habitable room windows of neighbouring buildings and massing is stepped back from boundary lines to reduce overbearing.

3.6.1 Architecture encompasses not only the external design of buildings, but how they integrate with their immediate settings, including public realm and outdoor spaces. It also extends to the internal design and layout of buildings, including private and communal spaces and the configuration and spatial qualities of private spaces. High quality architecture is essential in adding richness to the borough through external design, elevations and material use, and also in providing quality spaces for people to live and work.

3.6.2 Tall or contextually tall buildings which exhibit poor architecture can exacerbate harm caused to an area's character and can negatively impact the perceptions and experience of that area. Conversely, well-resolved and rich architecture can add to the vitality of the borough's built environment and contribute to a rich and varied townscape.

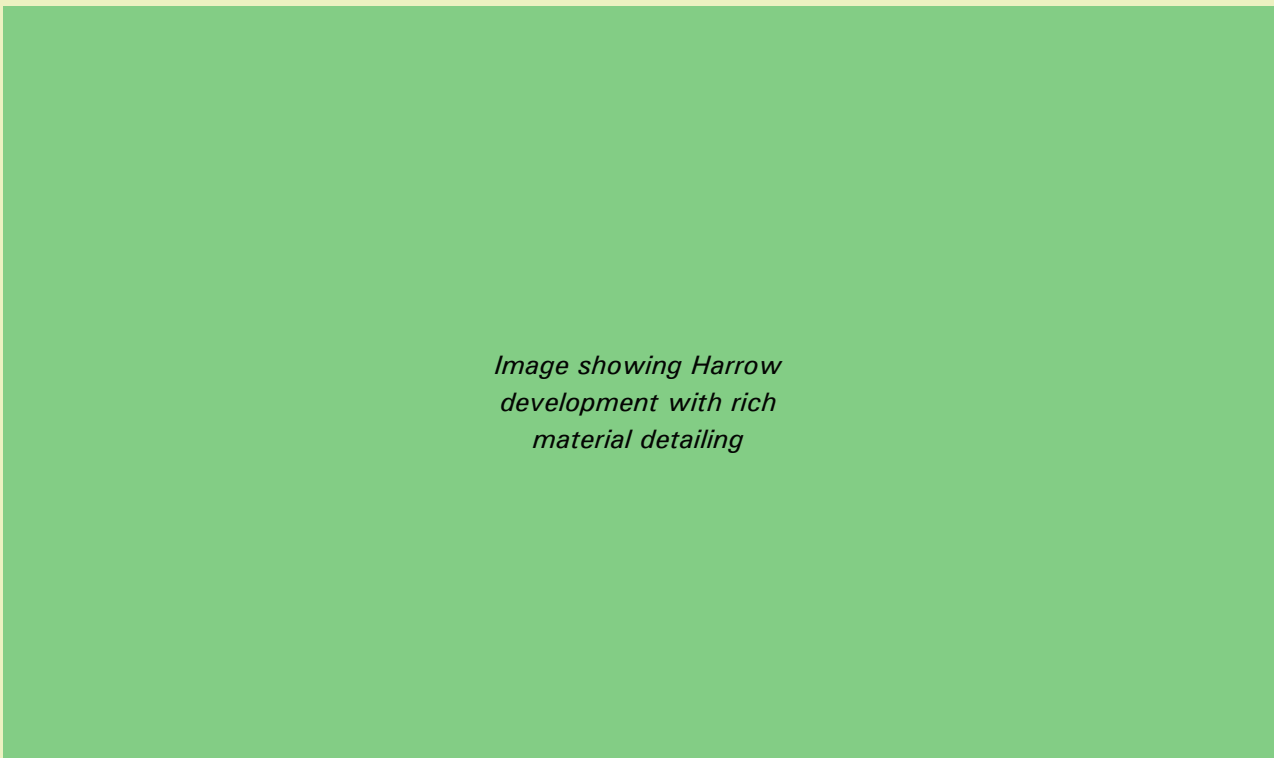



Image showing Harrow development with rich material detailing

Image caption

3.7.1 The human impacts of tall and contextually tall buildings can be felt by those who live and work in them, as well as those who live in their vicinity or who simply walk past them. Tall and contextually tall buildings should be designed to contribute to the lived experience of all users. By creating buildings which contribute to liveable places, increased density can be delivered in tandem with improvements to local people's quality of life.



*Image showing successful
shared amenity space in
Harrow development*

Image caption



Human scale at ground floor level

3.7.2 Tall buildings can appear imposing to pedestrians and the design of the ground floor element is critical in ensuring that tall buildings integrate with ground floor pedestrian uses.

3.7.3 Ground floor frontages and entrance features should not be overly dominant or overbearing and should respond to ground floor massing within the wider context where appropriate. Fore example, a setback above

ground floor level can assist in creating a more approachable ground floor volume for pedestrians and reducing the dominance and overbearing quality of tall and contextually tall buildings in the street scene.

3.7.4 Principle E1 provides guidance on the design of the base and ground floor of a tall or contextually tall building.



Image showing sensitive ground floor scale and public realm treatment

Image caption



Overbearing and overlooking

3.7.5 Proposals for tall or contextually tall buildings must ensure that the amenity of adjacent internal and outdoor spaces are not compromised due to overlooking and overshadowing.

3.7.6 As part of any character analysis, especially in suburban areas, care must be taken to ensure that the massing of tall or contextually tall buildings does not result in actual overbearing or perceived overbearing on adjoining sites. Overbearing can be addressed through reductions in height or by locating massing away from neighbouring sites.

3.7.7 Tall or contextually tall buildings can negatively impact neighbouring residential amenity through actual and perceived overlooking. The fenestration and amount of window openings, private balconies or elevated communal amenity spaces can cause significant harm to the privacy of neighbouring residents and users. These features must be sensitively arranged to ensure that overlooking is minimised.

3.7.8 Proposals which fail to satisfactorily address overbearing and overlooking concerns will not be supported. Refer to guidance set out in C4 to assist with measures to address matters relating to overbearing and overlooking.



Image showing poor example of multiple window openings with no reveals facing neighbouring site

Image caption



Public realm

3.7.9 To achieve a well-integrated development, tall and contextually tall buildings must demonstrate a successful public realm strategy which recognises and integrates with the surrounding built grain.

3.7.10 Proposals must demonstrate a high quality public realm strategy which:

1. **Allows for and improves connectivity with the wider area**
2. **Creates pedestrian permeability through the site**
3. **Provides a clear hierarchy for pedestrian, cycle, vehicle and servicing users**
4. **Is accessible for all ages and physical abilities**

5. **Supports biodiversity and sustainability through planting and natural, permeable and durable materials.**

6. **Improves the wider area and neighbourhood amenity through quality material use, street furniture and incidental play where necessary.**

7. **Provides opportunities for the integration of public art should be investigated at early design stage.**

3.7.11 The Design and Access statement must be supported by a robust, illustrated landscape strategy including management and maintenance proposals to ensure that the development is established and maintained in accordance with the above design objectives.



Image showing quality public realm and play space in Harrow development



Image showing quality public realm and play space in Harrow development

Image caption



Residential amenity

- 3.7.12 Tall and contextually tall buildings can deliver a large number of homes, leading to many people occupying one site. Whilst height can be appropriate in some locations, and can ensure an effective use of a site, this must not be to the detriment of future occupiers amenity.
- 3.7.13 All schemes must meet nationally described minimum space standards for new dwellings. Dual aspect homes should be sought for all homes to ensure future occupiers benefit from a satisfactory outlook and level of natural light and ability to passively ventilate homes. North-facing single aspect units will not be supported.
- 3.7.14 Where height is proposed, access to meaningful amenity space is fundamental. As a minimum, all homes should provide enough private amenity space to comply with the London Plan (2021). Private amenity space must preserve resident privacy and attention should be paid to balustrade treatment. At higher levels, inset balconies can assist in reducing excessive wind to such spaces while creating a greater sense of enclosure.
- 3.7.15 Communal amenity space such as gardens or courtyards should be considered at an early design stage. Communal amenity space should be useable, functional and identifiably open for all occupiers. Flat roof space can be used as communal amenity space in circumstances where there is minimal actual and perceived overlooking. Scrutiny will be placed on user safety measures for such spaces.
- 3.7.16 Schemes with family-sized homes must ensure children's play space is provided in accordance with London Plan requirements of 10sqm per child. Play space must provide for a range of ages and have good access to natural light and passive surveillance. Level access should be provided with a range of play equipment to ensure an accessible offer. All play space must be tenure blind and freely accessible to all children living in the development. Applicants should ensure that play spaces can be easily accessed from family-sized homes.
- 3.7.17 Fenestration design should ensure adequate levels of sunlight and daylight are received into all new homes, whilst protecting the privacy of future occupiers and existing residents. Harrow Planning Applications Requirements indicates that a statement should be provided with any building that exceeds four storeys in height where adjoining other developed land or public open spaces. Developments requiring such a statement must demonstrate compliance with the relevant BRE Standards.
- 3.7.18 Where mixed-use developments are proposed, a clear separation of uses must be provided, with a separate access for each use and clear legibility of uses in the streetscene. Separate servicing arrangements will be required and should not compromise residential amenity.




Image showing good precedent of shared amenity space




Image showing good precedent of private amenity spaces




Image showing good precedent of play space within landscape strategy

Image caption

Image caption



Transport and parking

3.7.19 Higher occupancy levels for tall and contextually tall buildings may place increased demand on transport infrastructure. Developments that result in a higher yield of activity should be located in areas with good access to public transport links. Locating developments in such locations will reduce reliance on private motor vehicles.

3.7.20 The quantum of car parking required, including any disabled parking, electric vehicle charging spaces and motorcycle and cycle spaces is set out in the London Plan (2021).

3.7.21 Proposals should ensure dedicated servicing bays are provided to meet the requirements of the site and future occupants. This includes online shopping and grocery deliveries as well as the delivery of larger bulky items. An assessment of the servicing requirements for a development must be undertaken to determine the number of servicing bays required. Dedicated servicing bays should be provided

off the highway where possible and meet Highways Authority requirements.

3.7.22 Where a basement, undercroft parking or service yard are proposed, these shall not prejudice pedestrian safety. Controlled access to these elements of a development should be provided to prevent unauthorised access and antisocial behaviour, particular during nighttime hours.

3.7.23 Cycle parking and cycle stores must be easily accessible to residents and users and should typically be accessed from within the main entrance core for convenience. Stores should not exceed space for 70 cycles per enclosure, with multiple enclosures provided for larger stores to provide resilience against cycle theft.

3.7.24 Cycle stores which are directly accessed from the street are unlikely to be supported as such stores have a higher risk of trespassing and are less convenient for users.



Image showing high quality cycle store and lobby

Image caption



Servicing and waste collection

- 3.7.25 Tall and contextually tall buildings can struggle to deliver the required space for satisfactory provision of waste infrastructure. This is relevant for both new builds and retrofitting of existing building seeking upward extensions.
- 3.7.26 Mixed-use schemes must demonstrate separate waste provision for residential and non-residential waste, at a scale appropriate for each quantum of use proposed.
- 3.7.27 Refuse collection must provide inclusive access for all in accordance with current legislation and be located in intuitive locations for ease of use. Drag distance for waste operators must be in accordance with the London Borough of Harrow Code of Practice for Waste & Recycling Strategy.
- 3.7.28 Refuse store locations should not compromise the ability to provide an active frontage and should not typically be located on main roads or busy routes.
- 3.7.29 Further to the above guidance, applicants should also refer to the London Borough of Harrow Code of Practice for Waste & Recycling Strategy.
- 3.7.30 Electric and gas meters should be sensitively placed to ensure these are not visible within the streetscene.
- 3.7.31 Postal theft is a widespread issue across London. As such, developments should provide an integrated solution for delivery lockers and postal boxes.



Designing out crime

- 3.7.32 Tall and contextually tall buildings should clearly delineate public and private space. The security and management strategy for communal areas should be outlined to ensure the operational use of building follows policy and best practice guidance. Well-defined prevention, evacuation and response strategies will minimise threats from fire, flooding, terrorism, and other situational hazards. If terror protection is considered relevant, the use of bollards, planters or low walls along the perimeter are preferable to taller fences.
- 3.7.33 To achieve a high-quality design and ensure that the requirements of crime prevention through that design is achieved successfully, consultation with the Metropolitan Police (Secured by Design) is encouraged.



Solar gain

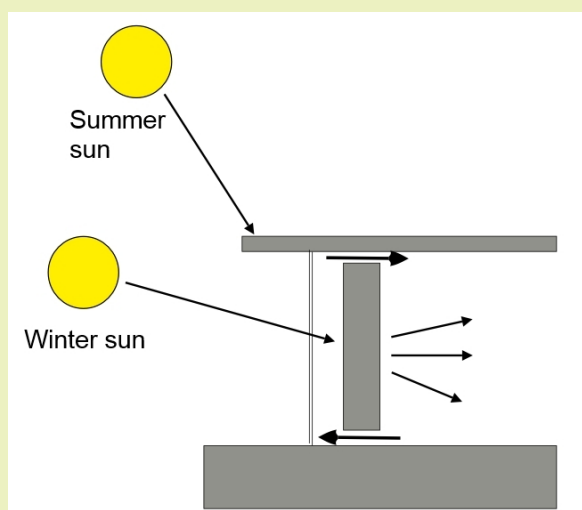
3.7.34 Large amounts of glazing can lead to increasing levels of heat loss in winter and solar gain in summer - both of which result in additional energy consumption and poor thermal comfort. Glazing levels should seek to limit space heating demand and peak solar gain while ensuring good daylight levels.

3.7.35 Glazing strategies should address south-facing aspects and mitigate where needed, such as by using deeper window reveals, inset balconies to provide greater shading or by reducing the size of window openings.



Image showing facade of development in Harrow with deep reveals

Image caption





Daylight and overshadowing

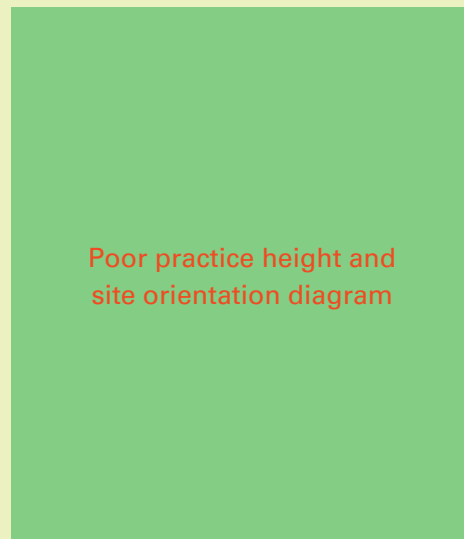
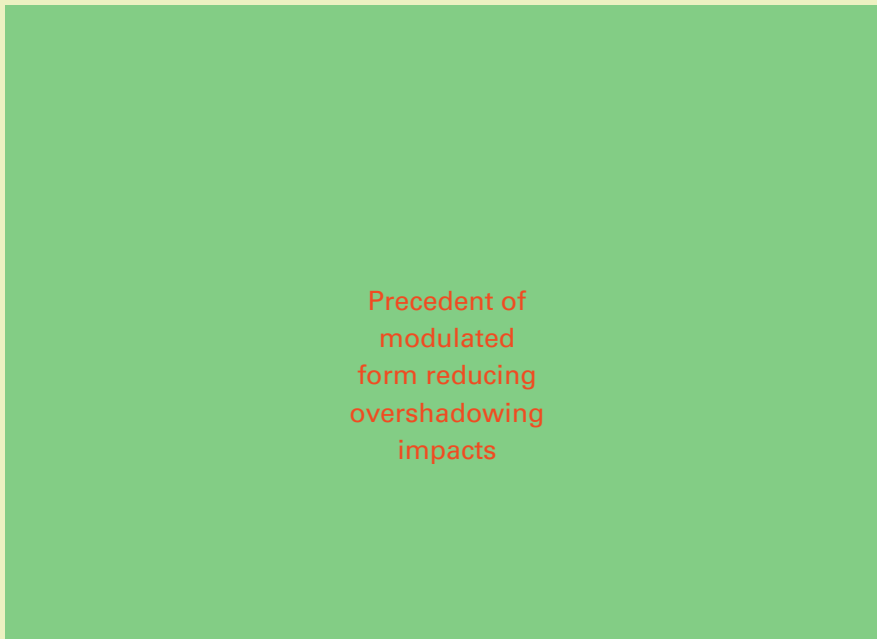
3.7.36 Tall and contextually tall buildings can significantly reduce the amount of daylight and sunlight to neighbouring sites due to their massing. This includes to neighbouring buildings, amenity spaces and public open spaces.

3.7.37 By modulating built form and/or locating elements of height away from neighbours developments, loss of light impacts can be minimised.

3.7.38 In certain site circumstances mitigation may be difficult to achieve. In such cases, applications must be supported by a Daylight and Sunlight

Assessment produced by a suitably qualified professional to demonstrate satisfactory daylight and sunlight levels both for the development and for buildings and spaces surrounding the development. Developments must demonstrate that adequate daylight and sunlight levels can be provided for all future occupiers.

3.7.39 Developments that exceed four storeys (including upward extensions to existing buildings) must be accompanied by a Daylight and Sunlight Assessment. This must be prepared in accordance with the relevant BRE guidance.





Air, noise and microclimate

3.7.40 Air movement and quality: Harrow is designated as an Air Quality Management Area, and tall buildings can have an impact on both the movement of air through an area, and on the quality of the air due to the dispersal of pollutants.

3.7.41 Major applications must be supported with appropriate modelling of the building envelope and its effect on air movement. Consideration of building massing and façade orientation which encourages the effective dispersion of pollutants and avoids adversely affecting street level conditions is required.

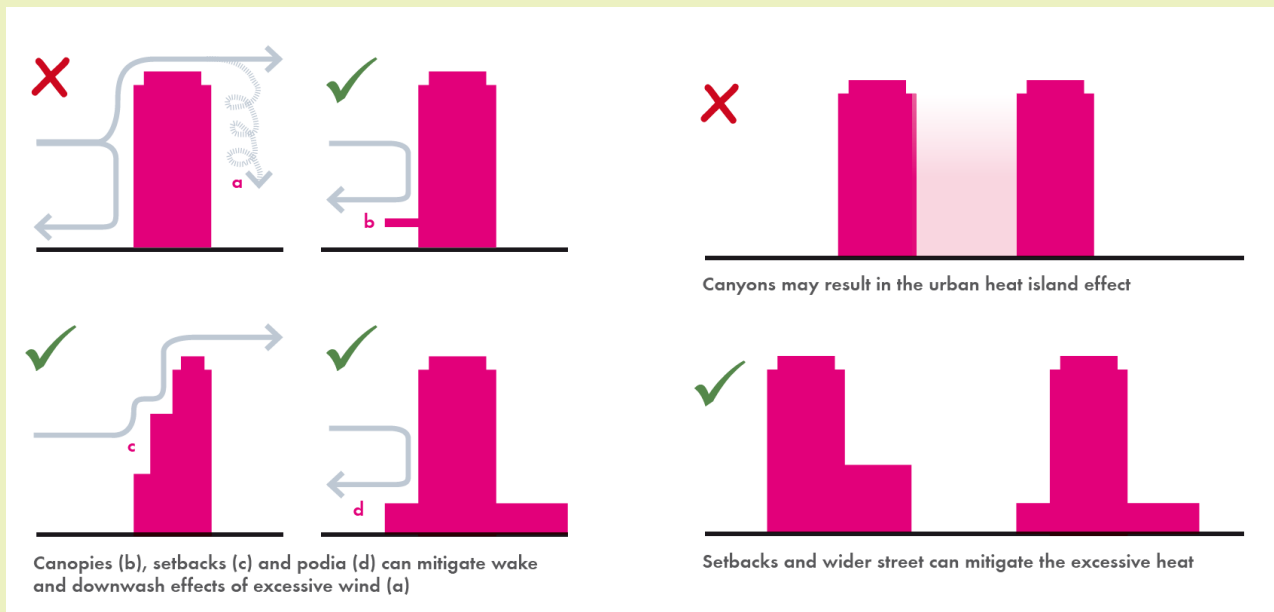
3.7.42 A comprehensive Air Movement and Quality Statement should be provided as part of any proposal, to avoid retrofitting of design features that may compromise air movement or quality in the area.

3.7.43 Noise: Proposals should consider the potential noise levels created by air movement, building use or operational machinery to maximise the enjoyment of internal and open spaces in and around a building.

3.7.44 The impacts of noise to homes from noise-emitting sources such as industrial sites or major thoroughfares should be fully mitigated against. In the first instance, buildings should be sited away from such sources and habitable rooms should face away. Winter gardens and triple glazing can also assist in reducing noise to homes in certain circumstances.

3.7.45 Microclimate: Proposal should provide analyses of the macro- and micro-scale climatic conditions for a site at the earliest possible stage of the design process to ensure that a scheme can mitigate risks caused by wind and other climatic forces on a building and its wider context. Tall buildings should provide microclimate analysis for any public or private amenity space, such as squares, balconies or roof terraces, to ensure that such spaces are usable and comfortable.

3.7.46 Conducting an early-stage analysis can ensure that design solutions can be implemented and integrated within a building from the outset, reducing the risk of unsightly or expensive remedial measures post-occupancy.





Greening

- 3.7.47** Developments should introduce meaningful and durable soft landscaping, tree-planting and sustainable urban drainage measures which enhance the natural character of the site whilst providing essential urban greening. Successful green space on a site can provide many benefits to a scheme and its wider context. These include softening the appearance of a development, increasing biodiversity, reducing the urban heat island affect and wellbeing benefits.
- and landscape-led masterplans are encouraged for larger sites.
- 3.7.48** Designs should consider how a landscape strategy can address multiple aims for a development, such as amenity and play space and biodiversity net gain. Landscaping should be an integral part of the concept design stage
- 3.7.49** Roofscapes can contribute to increased greening of a development and can be jointly occupied with solar technology and planting (known as a biosolar roof).
- 3.7.50** Major applications must meet Urban Greening Factor requirements as set out in Policy G5 (Urban Greening) of the London Plan (2021).
- 3.7.51** Urban Greening is an important component in addressing the urban heat island effect, which is caused by extensive hardscaped, built-up areas absorbing and retaining heat and increasing the local ambient temperature.



An example of a biosolar roof. Greening and solar panel provision for heating and hot water can be co-located on roofspace.

Poor use of roof space can contribute to urban heat island effects and limit the amount of communal amenity space. By rationalising rooftop plant and sensitively optimising roof space, greening can become an integral part of environmental and amenity strategies.

3.8.1 Harrow has a wealth of unique and characterful architectural assets, from modest but well-proportioned interwar parades to Modernist detached houses and Art Deco mansion blocks. The next generation of development in the borough should respond with equally high-quality external design.

3.8.2 New development which is architecturally referential to its context and makes rich use of material and form can assist in developing a contemporary architectural language which is uniquely Harrow-centred.

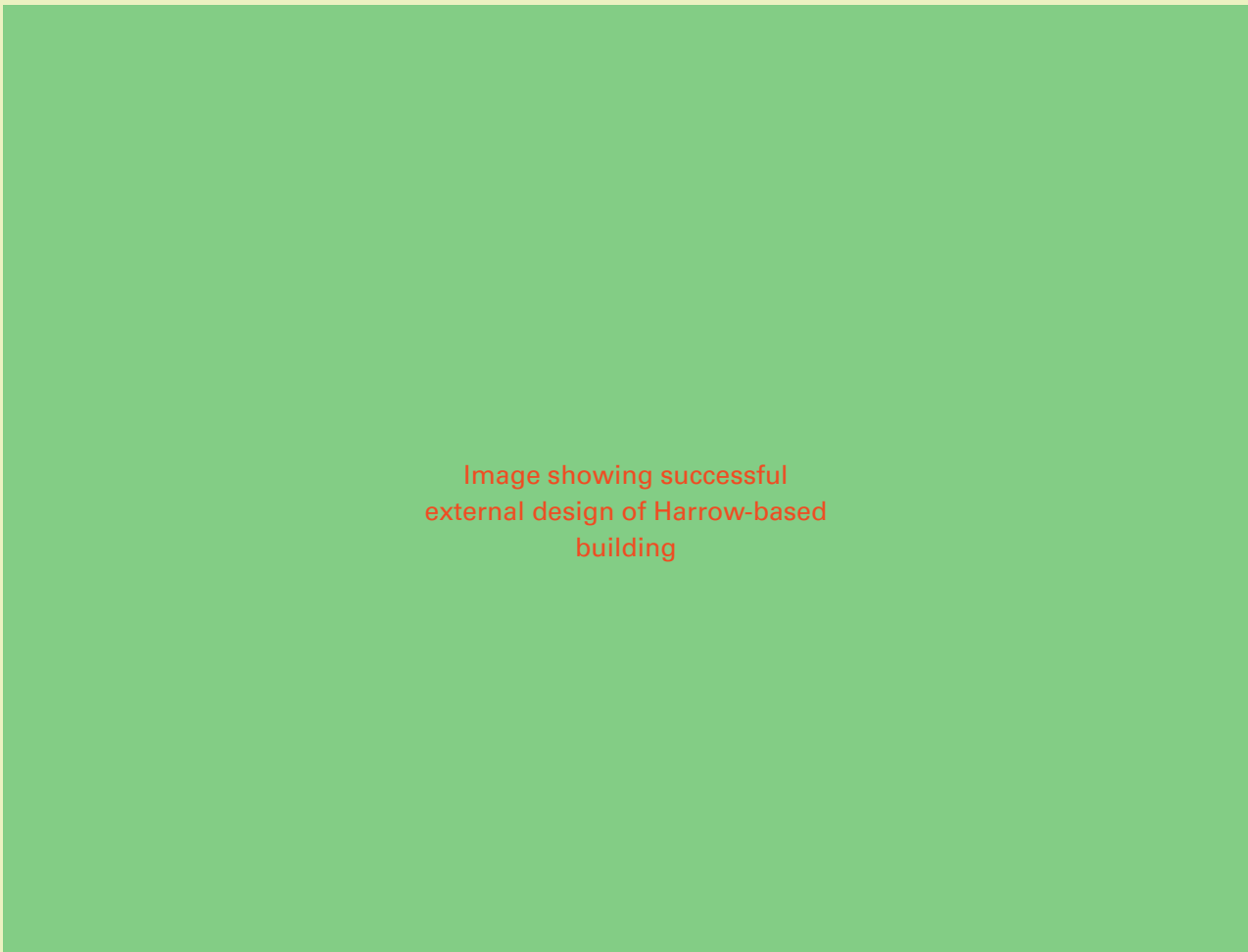


Image showing successful external design of Harrow-based building

Image caption



Form and composition

3.8.3 Tall buildings are typically comprised of three distinct elements: the top, middle and base. The treatment of these individual elements assists in the overall successful external design of a building. The scrutiny of these elements are more important the taller a building is, as the harm caused by poorly designed elements is exacerbated due to the increased prominence of a building.

3.8.4 By modulating the building massing to express the base and top of a building, the visual prominence of proposals can be reduced. An expressed base with a setback middle can better integrate into existing street scenes and provide a more approachable and human-scale entrance to buildings.

Image caption



Image showing top of Harrow-based building

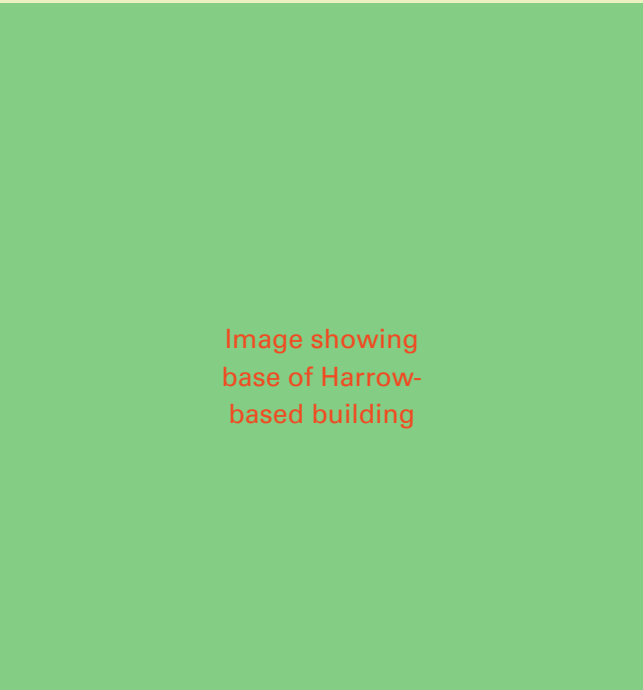


Image showing base of Harrow-based building

Top

- 3.8.5 The building top provides opportunities for new inflection points in the skyline and their shape and impact should be well-considered. This element needs to be articulated as buildings which lack an expressed top can appear incomplete.
- 3.8.6 Rooftop plant should not be visible and should be appropriately concealed as part of the architectural design.
- 3.8.7 The approach to the building top should depend on the role and position of the tall building within its wider context.
- 3.8.8 It is preferable that the uppermost floors (which also form part of the top) should be articulated and distinct in material and form to the middle.

Middle

- 3.8.9 The middle section comprises the main building volume. Its three-dimensional form will directly affect the microclimate so the design should consider the impact on wind flow, ambient heat, privacy, light and overshadowing.
- 3.8.10 The building envelope should balance exhibiting the internal function of a building with an external appearance which integrates with surrounding buildings, streets and spaces.

Base

- 3.8.11 The base is where tall buildings meet the ground and heavily impacts the street experience for pedestrians. Good base design can create vibrant and visible uses to the ground floor and rich and welcoming entrances to buildings, whilst integrating into their wider built setting.
 - 3.8.12 There are typically two approaches to a base: buildings which sit on a podium base and those which are expressed as part of a continuous volume. The type of base appropriate for a proposal should stem from a context-based analysis.
 - 3.8.13 While the base design approach should be contextually driven, it is important to note that ground floor spaces must typically accommodate a wide range of functions including servicing and back of house uses. These should be sufficiently sized without compromising front of house and active ground floor uses.
- ### Mediating massing
- 3.8.14 Mediating or shoulder massing can be used on larger sites to modulate the overall composition of massing by providing a stepped or graded transition between significantly taller elements and the lower scale of existing buildings. This can assist in creating a gradual increase in scale, reducing the contrast between elements of low-rise and tall height.




Image showing development with shoulder massing

Image caption



Elevation treatment

3.8.15 It is essential that developments feature a well-resolved series of elevations, regardless of the prominence of these elevations. As the most visible feature of buildings, successfully articulated elevation design can add richness to townscapes. Five key components to successful elevation design include:

Visual interest

3.8.16 Visual interest and texture can be provided through rich material use, well-resolved details and feature panels to break up overly blank or inactive areas of elevation.

Layering

3.8.17 Richness can be created by breaking single elevations into elements and assembling these to create harmonious compositions. Layered elements could differ by material or setback.

Harmonious fenestration

3.8.18 Facade compositions feature defined window opening with at least a 20cm deep reveal. Window alignment and modulation of elements such as balconies and recesses should be arranged to create a cohesive and attractive elevation.

Relationship to internal uses

3.8.19 Where possible, elevation and facade treatments should respond to and express internal functions and uses.

Evolving existing typologies

3.8.20 Where appropriate, elevations should relate to prevailing architectural forms and features in their context.

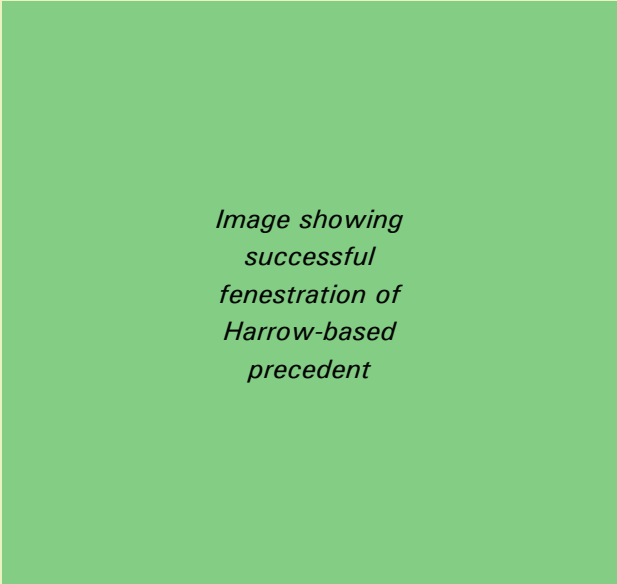


Image showing successful fenestration of Harrow-based precedent

Image caption




Image showing successful elevation rhythm of Harrow-based precedent

Image caption



Materials and detailing

- 3.8.21 The use of high-quality can add value to the character of areas and set aspirations for future development. Proposals will be expected to make use of durable and rich external materials.
- 3.8.22 Material use is a significant contributor to the carbon footprint of developments and measures to reduce the embodied carbon of production and transport, such as by specifying natural and UK- or EU-sourced materials is strongly encouraged.
- 3.8.23 Maintaining external materials and elevations can be challenging for tall buildings given their height. A maintenance strategy for all elevations is expected to be provided to ensure that materials can be and refurbished and replaced if necessary. Precedents should show that weathering progresses in an attractive manner.
- 3.8.24 External materials can be used to relate new development to existing buildings in an area. An assessment of contextual material palettes and architectural features should be conducted as part of any application (Chapter 2.1), as this may allow for material and detailing references to become part of the design proposal.
- 3.8.25 High-quality detailing creates a quality external appearance. Simple but well-resolved measures around thresholds, reveals and junctions can contribute to the overall quality and visual interest of a development. Imaginative detailing can also be used to create feature elements of buildings, such as around entrances, to soffits and balconies and to structural elements like columns.
- 3.8.26 Additionally, considered and thorough detailing can result in an improved build quality and reduced maintenance.



Image showing good practice natural material use

Image caption



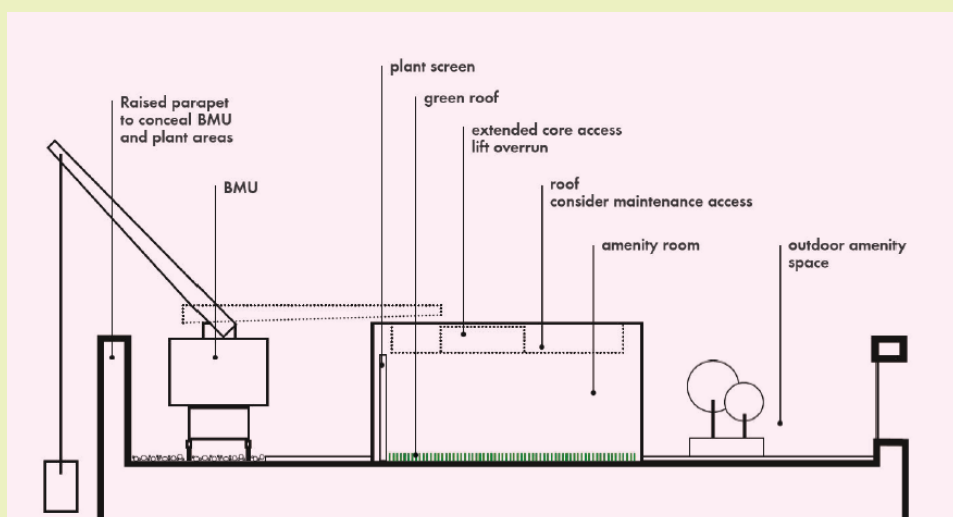
Image showing poor practice low-quality material with staining and exposed fixings

Image caption



Roofscapes

- 3.8.27 Roofscape design should be considered early in the design process as roofscape functions can have a significant impact on the appearance of a building and can contribute to wider policy objectives such as the Urban Greening Factor.
- 3.8.28 Roofscapes serve as a termination to tall and contextually tall buildings and are often the first visible element of a building. As such, roofscapes have a considerable impact on the character of areas and the character of buildings themselves. Proposals should differentiate roofscapes through form, materiality, detailing or a combination of these. The design of roofscapes should not however, exacerbate overbearing impacts.
- 3.8.29 Successful roof design should ensure that roof space is utilised efficiently to avoid dead space.
- 3.8.30 Solar technology and urban greening are two appropriate uses for roofs, and can add planning benefit to a scheme. Developments with roofscapes that are inefficiently used will not be supported unless clear design rationale is provided, such as for pitched roofs.
- 3.8.31 Ancillary plant equipment, window cleaning hoists and aerials must be consolidated and screened to ensure no unsightly additions detract from the roofscape.



This roof section indicates the variety of rooftop components and uses which must be screened



Active ground floor frontage

- 3.8.32 Active ground floor frontages can serve two functions: providing both a practical uses for the building, such as communal entrances, commercial spaces and cycle stores but also a relationship to the street, helping pedestrians feel safer and contributing to the vitality of town centres.
- 3.8.33 Tall and contextually tall buildings in suitable locations should incorporate non-residential or communal ground floor uses to create activity and interest for pedestrians. Services, shops and community uses are often suitable for ground floor use and should be pursued where appropriate.

3.9.1 All developments should constitute sustainable development, particularly in response to the climate emergency. The London Plan (2021) requires major applications to achieve zero-carbon firstly through on-site measures, and where not achievable on site, financial contributions to offset reductions offsite. Early consideration of sustainable design technologies and solutions should be factored into proposals for tall and contextually tall buildings. Construction methods should look to reuse materials and also reduce the amount of waste from the construction process.



Sustainable construction

3.9.2 All development must use sustainable construction methods to assist in reducing their carbon footprint and waste through circular economy principles. Developments which use sustainable methods of construction are highly encouraged.

3.9.3 Applicants should explore the use of low-carbon or zero-carbon structural systems and

reduce reinforced concrete construction where possible and practicable.

3.9.4 Buildings should be designed for disassembly and a clear strategy for material reuse and recycling is expected to be included within Design and Access Statements.



Image caption



Passive design

- 3.9.5 Tall and contextually tall building proposals are encouraged to adopt Passivhaus design principles to ensure that a fabric-first approach is maximised.
- 3.9.6 Junctions and thermal bridging must be minimised and a high overall U-value achieved. Air tightness, insulation and triple glazing can all ensure that a fabric-first approach is

achieved, reducing demand on heating and cooling.

- 3.9.7 Proposals should ensure that key junctions in the building envelope such as wall to floor connections, window head/sill/jamb and balcony connections are of a high standard and are airtight to ensure minimal thermal loss.



Image showing Passivhaus-accredited tall building

Image caption



Low embodied carbon materials

- 3.9.8 Proposals should seek to utilise, where feasible, low carbon materials to assist in reducing their carbon footprint. Materials that have been developed through the use of by-product or those that have been manufactured from recycled materials will be encouraged to be utilised where appropriate.

- 3.9.9 Redevelopment of sites that require demolition of existing structures, should seek to re-use the materials on site where applicable.

Design Principle F4



Sustainable heating

- 3.9.10 Heat networks should achieve good practice design and specification standards for primary, secondary and tertiary systems comparable to those set out in the CIBSE/ADE Code of Practice CP1 or equivalent.
- 3.9.11 Major applications should seek to deliver communal heat systems for developments, and should follow the selected in accordance with Policy SI 3 (Energy Infrastructure) of the London Plan (2021). Air source heat pumps are supported in most circumstances, and developments will be expected to follow latest guidance on the most appropriate technology to address this.
- 3.9.12 Proposals should demonstrate the provision to connect to any future heat network systems.

Design Principle F5



Sustainable energy

- 3.9.13 Proposals should incorporate sustainable low or zero carbon forms of energy generation. Technologies that generate local clean, low-carbon and renewable energy should be applied where feasible. Justification should be provided to demonstrate where such technologies are not feasible or practical.
- 3.9.14 Proposals should demonstrate the provision to connect to any future district heat network systems.

Design Principle F6



Biodiversity

- 3.9.15 Tall and contextually tall buildings can impact biodiversity through the loss of habitat, the introduction of excessive light at night or prolonged shading during the day. Such impacts are more keenly felt when adjacent to open spaces, regardless of any statutory designation.
- 3.9.16 Proposals will be expected to provide biodiversity net gain. Design solutions include habitat or nesting space and biodiverse roofs, as well as other measures.
- 3.9.17 Proposals should enhance and increase biodiversity and reinforce local distinctiveness through landscape character and planting mixes.
- 3.9.18 Opportunities to de-culvert streams and include blue infrastructure where applicable to sites will be supported.
- 3.9.19 Proposals that are detrimental to locally important biodiversity will be resisted.

3.10.1 Good growth is socially and economically inclusive and environmentally sustainable. This principle underpins each of the policies within the London Plan (2021).

3.10.2 Good Growth is based on the following six objectives:

- **Building strong and inclusive communities**
- **Making the best use of land**
- **Creating a healthy city**
- **Delivering the homes Londoners need**
- **Growing a good economy**
- **Increasing efficiency and resilience**

3.10.3 Planning for good growth seeks to ensure that the full range of planning issues are considered when setting out a strategy for growth and development. Good growth seeks to ensure that developments are appropriately located and provide for all in the community, in terms of providing the required number and type of homes, places to work, recreate and socialise. For tall buildings, these should represent buildings of high quality design, in sustainable locations, that contribute to the functioning of the location and residents who are present within its location.

3.10.4 All development must make the best use of land by following a design-led approach that optimises the capacity of sites. Optimising does not mean maximising and efficient land use must also be sensitive to context and provide betterment to an area, whilst housing all required amenities, such as play space. Whilst ensuring efficient use of land, maintaining an area's prevailing character is equally important. Tall and contextually tall buildings make best use of land in sustainable locations where jobs, infrastructure, and amenities are in close proximity.



Image showing optimised site precedent

Image caption

Design Principle G1



Tall buildings make effective but sensitive use of sites

3.10.5 Proposals should be design-led and ensure that sites are developed optimally. Underutilised sites within their suburban context will not be supported. In optimising site capacity, proposals must deliver on all other relevant policy requirements within the development plan

3.10.6 In making effective but sensitive use of a site, development will need to be considered within its context and whether it seeks to reimagine,

repair or reinforce the character of a particular area. Context will determine how a site should be optimised from a building footprint and height perspective as efficient land use should not result in harm to the character of an area.

3.10.7 Design led proposals should optimise the potential of a site, ensuring that an appropriate level of built development is realised, whilst still ensuring all other policy requirements of the development plan are delivered on site.



Image showing good practice diagram of sensitive site optimisation

Image caption



Image showing poor practice diagram of site maximisation

3.10.8 Whilst tall buildings and / or contextually tall buildings shall be design-led and relate to the context within which they are located, by reason of the greater capacity of floorspace within a site, they are often able to deliver a higher quantum of housing than a lower density scheme. However, buildings that are tall or contextually tall should be considered exceptional, both in their frequency and design of homes.

Design Principle H1



Tall buildings contribute to Harrow's delivery of high quality new homes

3.10.9 Residential schemes must ensure that homes are of a high quality in terms of design and liveability for future occupiers.

is unable to make more efficient use of a site and deliver the appropriate quantum of housing.

3.10.10 The delivery of housing is likely to remain a key pressure facing local planning authorities, and delivery of homes will continue to hold weight in planning decisions. However, the delivery of housing will not outweigh unacceptable harm caused by a development within the context in which it would be located. Housing may be able to be delivered in a more sensitive manner where height is more contextually appropriate, and applications should demonstrate a design progression to demonstrate that a lower development height

3.10.11 Developments must provide an appropriate mix of homes, to provide housing choice for residents. The delivery of homes should be reflective of the context in which they are located as well as the housing need within the borough.

3.10.12 The design of homes' internal and external spaces must be in accordance with minimum housing standards as mentioned in Design Principle D4.



Tall buildings assist in Harrow's provision of affordable housing

3.10.13 Tall buildings provide an opportunity to deliver more housing per site / development than a lower density scheme. With this comes the opportunity to deliver affordable housing, for which there is an identified need to deliver within the Borough and across London. Developments that exceed 10 homes (net) will be expected to deliver an affordable housing contribution.

3.10.14 Proposals should seek to deliver a mix of housing, both in terms of tenure and size,

which will assist in providing mixed and balanced communities.

3.10.15 Where schemes propose an affordable housing contribution less than the policy requirement, applications must be supported by a financial viability assessment to support this position. Schemes will be subject to the relevant review mechanisms.



Image showing family housing with a tall building

Image caption

3.10.16 In appropriate locations, development should assist in achieving economic growth. Tall Buildings and / or contextually tall buildings , even when residentially led, can provide a mix of uses that can contribute to the vibrancy and vitality of an area. Appropriate non-residential floorspace such as retail, cultural or community uses for example, assist in providing a wider offer of uses for residents within an area, and can contribute to the overall functioning of an area and help to create mixed and balanced communities.

Design Principle I1

Mixed use development

3.10.17 Where opportunities permit, such as suburban town (major, district or local) centres, local or neighbourhood parades, appropriate non-residential uses should be considered. This should initially be provided at ground floor level, however proposals for solely non-residential floorspace in such locations will be supported.

3.10.18 Residential use above employment floorspace can assist in providing mixed and balanced communities, and contributing to the vitality and vibrancy of a suburban town (major, district or local) centre, local or neighbourhood parade.

3.10.19 Mixed use developments must ensure there is no conflict between the differing uses within a

development, ensuring separate access, waste & servicing, cycle storage and appropriate sound proofing is provided.

3.10.20 Non-residential uses in a mixed-use development should have consideration for the needs of future residents and existing residents in the wider area and seek to provide uses which cater to both to ensure social cohesion.

3.10.21 Applications for major applications in suburban town (major, district or local) centres /designated parades should be supported with a vacancy strategy to ensure that in the event than an end user is not available upon completion, the space can be occupied by an appropriate use to ensure the space does not become inactive.

Image of Harrow-based mixed use development

Image caption



Ground floor employment use

- 3.10.22 In appropriate locations such as suburban town centres, local and neighbourhood parades, employment uses should be located on the ground floor. In such locations, an active frontage should be provided to ensure the street scenes remain animated. Blank or inactive frontages will not be supported and can result in buildings and areas appearing overly hostile and unwelcoming.
- 3.10.23 Residential use at the ground floor will not be supported, as this sends a message that the

town centre or parade is in decline and reduces the vitality and viability of future high street uses.

- 3.10.24 Employment uses, specifically in local or neighbourhood centres will be encouraged as these provide the day to day convenience goods and services for suburban localities, whereby reducing the dependence on travel to more major centres for such items, supporting the local economy and encouraging active means of travel.

Design Principle 13



Social and cultural life

- 3.10.25 Harrow's social and cultural infrastructure is predominately concentrated within the network of centres and movement corridors spread throughout the borough. Such locations are supported by good public transport links. As such, locations such as suburban town (major, district or local) centres, local and neighbourhood parades are sustainable locations, and are ideal locations for future social and cultural uses to be located.
- 3.10.26 Opportunities to provide social and cultural floorspace and uses within tall and contextually

tall buildings, challenge the perceived notion of town centres being a retail and office space location. The provision of social and cultural uses can provide a greater resilience within town centres, local and neighbourhood parades, particularly for the night-time economy, and provide a range of uses which can contribute to the vitality and vibrancy of an area. This is particularly important in ensuring a mix of residents use suburban town centres.

Image of community uses with tall building

Image caption

4.0

Application Process and Requirements

4.1.1 This section sets out the supporting information requirements for applications where tall and / or contextually tall buildings within a suburban context are proposed as part of an application.

4.1.2 All planning applications submitted to the London Borough of Harrow, must provide the relevant information as set out in the Harrow Planning Application Validation Information Requirements (November 2020) or any subsequent versions.

4.1.3 The taller a building is, the greater the potential for harm it can cause to an area. The following information is required to support an application where a tall building is proposed. In the absence of such information, the Local Planning Authority will be unable to fully appraise tall building applications and the level of harm they may cause.

4.1.4 The following are assessments that are specifically required to be submitted where an application proposes buildings of height:

Supporting assessments for tall or contextually tall building proposals

Microclimate assessment

To understand the impacts that a tall building may have on the local environment, including wind, noise, solar glare.

3D Visual Modelling

Modelling must show any proposed tall building within an application site, as well as within the context within which it would sit. This is important to assist in understanding how a proposal would appear within local area and the potential harm it may cause.

Air Quality Assessment

All new development that exceeds four floors in height shall be supported with an Air Quality Statement. This should set out impacts on air quality and how the proposal would seek to mitigate this.

Servicing Strategy

A servicing strategy should provide a statement and plan which successfully demonstrates all aspects of how a development is able to be serviced throughout its life.

Design & Access Statement

Among other elements that a Design & Access Statement should assess and demonstrate, it should undertake an analysis of the prevailing height and context of the area in which the proposal is sought to be located. It should show how the formulae have been applied and if the proposal should be defined as a contextually tall building within its analysis area.

Planning Statement

Specifically to tall buildings, the supporting planning statement shall appraise any development against the guidance objectives and principles set out in this SPD and also the development plan.

Vacancy Strategy

Where proposals include a non-residential element on the ground floor of a scheme, a vacancy strategy should set out how the space will be let in the event that there is no immediate end user.

Daylight & Sunlight Assessment

Should be submitted to support any proposal over more than four storeys in height where adjoining other development land or public open spaces.

Protected Views Assessment

Any development within the protected view corridors as set out in the adopted planning policy maps, must be accompanied by an assessment on how the proposed development would impact on the protected view(s). Assessments should accord with Policy DM3 of the Harrow Development Management Policies Local Plan (2013), or any superseding policy thereafter.

Fire Safety

All development proposals must achieve the highest standards of fire safety. Developments must be supported by a fire safety assessment, and follow the guidance set out within Policy D10 (Fire safety) of the London Plan (2021).

4.2.1 Development where height is proposed, almost always requires planning permission. Furthermore where height is being proposed, they can potentially result in significant harm, and can cause concern to residents by their very nature.

4.2.2 Prior to submission of a planning application, and throughout the planning application statutory timeframe, there are a number of opportunities and avenues for applicants to work with the LPA to reach a successful outcome:

Planning Performance Agreement (PPA)

Tall and contextually tall buildings can be very divisive within the communities in which they are proposed to be located. Entering into a Planning Performance Agreement (PPA) allows an ongoing dialogue with the Local Planning Authority (LPA), seeking to achieve a successful outcome for a development. The level of dialogue will be on a case-by-case basis.

Pre-Application Service

Not all instances will require an applicant to engage in a PPA. However, early discussion with the LPA through the pre-application service can assist in addressing any concerns with a development prior to formal submission of a planning application.

Design Review Panel (DRP)

Where appropriate, a presentation to the Harrow Design Review Panel (DRP) can be hugely beneficial to a scheme. Feedback from the DRP can be addressed through a schemes design evolution, resulting in a more robust process and a higher quality design.

Planning Policy Advisory Panel (PPAP)

In certain circumstances, especially with major schemes, presenting to the Planning Policy Advisory Panel (PPAP) can give applicants the opportunity to answer any questions that elected members may have in relation to their scheme.

RAF Northolt

Much of Harrow (specifically central Harrow and to the west of the borough), is constrained by the RAF Northolt safeguarding zones, which seek to consider height of new development in relation to the safe operations of the airport and air traffic using it. Safeguarding zones can be viewed on the Harrow Planning Policy Maps.

4.3.1 Document summary to be completed following PH briefing.

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**Report for: Planning Policy
Advisory Panel**

Date of Meeting:	9 January 2023
Subject:	Harrow Local Plan - revised Local Development Scheme (LDS) for consideration and recommendation to Cabinet for approval
Key Decision:	Yes (affects more than one ward)
Responsible Officer:	David Hughes – Planning Policy Manager Viv Evans – Chief Planning Officer
Portfolio Holder:	Cllr Marilyn Ashton – Deputy Leader of the Council and Portfolio Holder for Planning and Regeneration
Exempt:	No
Decision subject to Call-in:	Yes – when considered by Cabinet
Wards affected:	All Wards
Enclosures:	Appendix 1 – proposed updated Harrow Local Development Scheme (LDS) (Version 9)

Section 1 – Summary and Recommendations

This report provides an update on the review of the Harrow Local Plan, specifically the proposed Local Plan timeline and updated Local Development Scheme (LDS) to reflect this. The LDS sets out a three-year timeline in which the Local Plan will be reviewed, in line with legislation.

Recommendations:

The Planning Policy Advisory Panel is requested to note and comment on the revised LDS at Appendix 1 and recommend it to Cabinet for approval.

Reason: Under the Planning and Compulsory Purchase Act 2004 (as amended), the Council has a statutory duty to maintain an up-to-date LDS. The Localism Act 2011 stipulates that the LDS must be updated every three years. The revised LDS (attached at Appendix 1) will fulfil that requirement.

Section 2 – Report

1.0 Introduction

- 1.1 This report provides an update on the review of the Harrow Local Plan. In response to this, it sets out a revised timetable for formally reviewing Harrow's Local Plan, to comply with requirements within the Planning and Compulsory Purchase Act 2004, the Localism Act 2011 and The Town and Country Planning (Local Planning) (England) Regulations 2012 (Local Plan Regulations). The mechanism for doing this is through an update to the Council's Local Development Scheme (LDS), a rolling three-year project plan setting out all the planning documents to be produced by the local authority and the timetable for their preparation. Once considered by the Panel, approval will be sought from Cabinet to adopt the revised LDS; this is anticipated to occur in February 2023.

2.0 Options considered

- 2.1 The revised LDS is intended to replace the current LDS adopted in November 2019.
- 2.2 Section 19 (1) of the Planning and Compulsory Purchase Act 2004 (as amended) requires all Development Plan Documents (DPDs) (i.e. the Local Plan) be prepared in accordance with the LDS. This includes complying with the timetable contained in the LDS. If the project timetables for preparing a DPD and that in the LDS differ significantly, this is likely to lead to a finding of non-compliance with the statutory legal test at the independent examination of the relevant DPD, making the document 'unsound'.
- 2.3 If a DPD forming part of the Local Plan is considered not up to date (generally considered being anything older than five years), the Government also has powers to intervene to update the document on behalf of the Council. Therefore, the only valid option available is to revise the project timetable in the LDS and progress the Local Plan review in accordance with the timeframes set out in the revised LDS to satisfy the legal requirements of the Act. The options of not updating the LDS nor progressing the review have been considered but dismissed.

3.0 Background

Local Plans

- 3.1 National planning policy places Local Plans at the heart of the planning system and consequently the Government considers that it is essential that they are in place and kept up to date. Local Plans set out a vision and a framework for the future development of an area, addressing needs and opportunities in relation to housing, the

economy, community facilities and infrastructure – as well as a basis for safeguarding the environment, adapting to climate change and securing good design.

- 3.2 The Local Plan is also a key mechanism in assisting the delivery of many Council services and priorities, such as the securing of affordable housing, achieving high quality of development in the borough, managing the location, quantity and quality of development (including houses in multiple occupancy (HMOs) flat conversions, and tall buildings) and promoting the vibrancy and vitality of town centres, responding to the climate and nature emergency, planning for infrastructure, and fulfilling the Council's priorities of putting residents first, and creating a borough that residents can be proud of.
- 3.3 Local Plans are also a critical tool in guiding decisions about individual development proposals, as they are the starting point for considering whether applications can be approved.
- 3.4 Harrow's Local Plan currently comprises the following documents:
 - a. Core Strategy – adopted February 2012
 - b. Development Management Policies – adopted July 2013
 - c. Harrow and Wealdstone Area Action Plan (AAP) – adopted July 2013
 - d. Site Allocations – adopted July 2013
- 3.5 The development plan is accompanied by an adopted Policies Map that illustrates particular land uses throughout the Borough including areas for protection such as open space and conservation areas, as well as employment and residential activities. It also identifies key sites for development ('site allocations').
- 3.6 The development plan also includes the Joint West London Waste Plan (adopted July 2015).

4.0 Proposed Local Plan review

- 4.1 As noted above, the Council has a fully adopted Local Plan, comprising five development plan documents and accompanying Policies Map. However, it is a requirement of the Government to keep Local Plans up to date. Given the Mayor of London has produced a new London Plan (published 2021), the Council intends to update (and consolidate) all the documents forming the current Local Plan simultaneously to ensure continued conformity with the London Plan. The updated documents will also reflect recent changes to national policy and any relevant legislative changes).

Approach to the review

- 4.2 A number of policies in the Local Plan will need to change to take account of the legislative and policy changes since the Local Plan was adopted, as well as changed circumstances in the borough (i.e. the

impact of Covid-19) and new evidence. A small number of new policies are also likely to be needed. However, many of the existing policies in the Local Plan are considered to remain current and fit for purpose (based on continuing conformity with national and regional policy and ongoing monitoring through the Authority's Monitoring Report) and these will be incorporated into the new Local Plan. Given the scale of the increase in the London Plan housing target for Harrow, the nature of the proposed source of this additional housing (i.e. 'suburban intensification') as highlighted in the new London Plan, it is considered that a full review of the current Harrow Local Plan is required.

- 4.3 The National Planning Policy Framework makes clear that the Government's preferred approach is for each local planning authority to prepare a single Local Plan for its area (or a joint document with neighbouring areas). This is a significant change from the previous Government's approach of a number of separate documents comprising the Local Development Framework, evident by the list of Harrow Local Plan documents listed above. While additional Local Plans can be produced, for example a separate site allocations document or Area Action Plan, there should be a clear justification for doing so. It is therefore envisaged that the new Local Plan will involve a reduced number of documents, with the Core Strategy, Development Management Policies and Site Allocations being combined into a single document. The existing Harrow and Wealdstone Area Action Plan may remain a separate, updated document, or alternatively be included in the main Local Plan document.
- 4.4 With a single Local Plan being prepared, the document will contain strategic priorities (i.e. housing, employment etc) and strategic policies to deliver these; these strategic policies will be clearly distinguished from non-strategic policies, as required by the new National Planning Policy Framework. Strategic priorities should be consistent with those within the emerging Corporate Plan.
- 4.5 The new Local Plan will cover the 20 year period from 2021/22 to 2040/41.
- 4.6 The full scope of the new Plan will be considered at a future meeting of the Panel.

Local Development Scheme

- 4.7 Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.

- 4.8 The LDS is important because it is intended to keep the public and other stakeholders informed of the Local Plan documents the Council is intending to prepare and when, and at what stage people and / or organisations can get involved in that process.

Proposed Local Plan Timeframes

- 4.9 The process of reviewing the Local Plan involves a number of stages required by the regulations governing plan preparation, including:
1. Public consultation on the matters to be covered in the review [Regulation 18 of the Local Plan Regulations]. This is often split into two stages: consultation on ‘issues and options’ followed by consultation on a draft version of the Local Plan.
 2. Consideration of representations received and revisions to the draft Local Plan.
 3. Agreement by the local planning authority of the version it intends to submit for examination (‘proposed submission version’).
 4. Publication of the proposed submission version of the Local Plan, along with an open invitation to submit representations (Regulations 19 and 20).
 5. Submission of the proposed Local Plan and supporting documents to the Secretary of State, along with any representations received at pre-submission publication.
 6. Independent examination by a planning inspector on behalf of the Secretary of State; this involves an assessment against legal and procedural requirements and consideration of the ‘soundness’ of the plan against four tests (positively prepared, justified, effective, consistent with national policy).
 7. Assuming the Local Plan is found to be ‘sound’ by the inspector, adoption of the Local Plan by the local planning authority.

Stage	Date
Evidence base preparation	January 2018 – June 2023
Regulation 18: Consultation on Draft Local Plan	September – October 2023 (8 weeks)
Regulations 19 and 20: Pre-submission consultation (six weeks for representations)	September- October 2024 (6 weeks)
Regulation 22: Submission of the Local Plan and representations to Secretary of State	January 2025
Independent Examination – hearings	January-November 2025
Receive Inspector’s report	November 2025
Adoption	December 2025 (at the latest)

- 4.10 The proposed timeframes for each local plan development stage are shown above. These timeframes are included in the LDS update and will form the basis for Local Plan engagement and adoption.
- 4.11 *These timelines are tightly condensed and are reliant on the availability of funding for additional planning policy officer resources*

(3.0 FTE). The timelines are also subject to change if the central government makes significant changes to the planning system or local authority planning powers. These changes are out of the control of the council and may impact local plan outcomes. This risk and proposed mitigations have been included in the risk management section of this report.

4.12 The approach to the Local Plan review is also reflected in the LDS.

Ward Councillors’ comments

Not applicable – covers all wards

Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **Yes** – as part of a weekly report reviewed by the Chief Planning Officer

The relevant risks contained in the register are attached/summarised below. **yes** – risks specifically relating to LDS / programme below. Key risks are also included in paragraph 4.7 of the LDS itself. Further detail is available as a background paper.

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
LDS is a legal requirement for Local Plan examination. Local Plan will not pass examination without an up-to-date LDS.	<ul style="list-style-type: none"> ▪ Adopt the updated LDS ▪ Revise the LDS if needed to ensure current version reflects proposed programme 	Green
Community unaware of the Local Plan engagement background and timelines.	<ul style="list-style-type: none"> ▪ Adopt the updated LDS ▪ Maintain LDS timeline and adopt updated versions of necessary. ▪ Publicise programme / process in any engagement material 	Green
Central Government introduces new legislation which impacts Local Plan timelines. New LDS needed to revise timelines.	<ul style="list-style-type: none"> ▪ Ongoing monitoring of any potential legislative changes and impacts (see below and background papers). ▪ Unable to mitigate fully 	Amber
Resources required to meet the proposed timeframe in	<ul style="list-style-type: none"> ▪ Progress of new Local Plan and resourcing monitored on a weekly basis 	Green

Risk Description	Mitigations	RAG Status
the LDS are not secured or posts cannot be filled	<ul style="list-style-type: none"> ▪ If the resources assumed in setting the timeframes within the LDS are not forthcoming / maintained and the timeframe for the new Local Plan slips, the LDS would need to be updated to ensure it reflects the revised timeframes. ▪ A range of recruitment options will be considered. 	

Legislative risks

Two pieces of legislation have recently been produced by the government that directly relate to planning and development. Close attention will need to be given to their development, and any other legislation that may emerge. The content of the bills has significant potential to adversely impact upon the Local Plan as it is prepared, both in terms of its content, processes, and timeframes. A summary of the risks posed by these bills is provided below (with more detail published as a background paper):

The Levelling up and Regeneration Bill

This legislation proposes several major reforms to the planning sector. The Medium and High-risk aspects relevant to the Local Plan are detailed below.

National Development Management Policies (NDMP) are proposed that local authorities would need to comply with. The scope of the policies is still unknown, although it is suggested that where there is a conflict between Local Plan or London Plan policies, the NDMPs would take priority. It is understood that the London Plan and Local Plans could not be inconsistent with or repeat any of the NDMPs. The NDMPs will make it difficult to adopt a locally distinctive approach to issues such as affordable housing or flooding. It is unclear whether the final regulations will allow flexibility for Local Plans to introduce policies to address local issues. The biggest risk posed by this aspect of the bill is the uncertainty around the level of impact it will have on Local Plan preparation as very little information has been made publicly available. Further information is likely to be made public in Spring 2023 during the development of the initial draft of the Harrow Local Plan prior to Regulation 18 Consultation (i.e. the first draft of the Plan). This aspect poses a HIGH risk to the Local Plan.

A new Infrastructure Levy is proposed to be charged as a percentage of gross development value. This levy is intended to replace the existing Community Infrastructure Levy (CIL) and potentially S106 agreements which apply directly to developments. It is expected that LPA's will adopt the new levy and make transitional arrangements gradually. Test areas have been proposed in partnership with LPAs to assess the impact of the levy. The impact of the Levy on Local Plan timeframes is unknown, officers will continue to monitor the outcomes of consultation and testing. The risk assessment for this aspect is MEDIUM.

Neighbourhood Priority Statements are proposed in the bill as a tool that allows local communities to set out key priorities and preferences for their area. The preparation of Local Plans will be required to take these into account. No details have yet been provided regarding when new regulations for the NPS may come into force. The NPPF will be updated, and councils will be required to demonstrate compliance. Transitional arrangements will likely apply. The risk assessment for this aspect is LOW/MEDIUM.

Local Plan Sustainability Appraisals (SEA) will be replaced with a new simpler environmental assessment focussing on clear, tangible environmental outcomes set by the government. The new Environmental Assessment may result in a significant level of abortive work, as Sustainability Appraisals are undertaken at each stage of the Local Plan process. There may also be cost implications relating to any changes required. This aspect of the bill has been assessed as MEDIUM/HIGH risk.

The removal of the requirement to demonstrate a 5-year land supply of deliverable housing sites has been proposed in the bill, this only applies if the LPA has an up to date Local Plan (< 5 years old). This aims to incentivise the production of plans and prevent speculative development via appeal. This proposed change may result in delays to the production and adoption of the draft Local Plan as a larger number of sites may be promoted via the Local Plan process. Officers will mitigate this through ensuring effective engagement and consultation with landowners and developers is undertaken via a SHLAA call for sites and Local Plan process. Officers will continue to monitor for updates. This aspect of the bill has been assessed as a MEDIUM risk.

The Secretary of State for Levelling Up, Housing and Communities provided an update on the Levelling Up Bill in a statement made on 6 December 2022; this included a commitment to set out more detail in a NPPF prospectus, which will be put out for consultation by Christmas 2022. A verbal update will be provided at the PPAP meeting on 9 January 2023.

The Planning and Infrastructure Bill

This bill is expected to repackage some of the reforms initially proposed in the Levelling up and Regeneration Bill. While no Medium or High risks are posed by the bill, it is important to note that it proposes the reduction of planning and environmental restrictions for infrastructure projects. This is unlikely to impact Harrow due to the nature of the borough's built form. Investment Zones (now Knowledge Clusters) are also proposed by the bill with the aim of creating low tax hubs for universities with reduced planning and environmental controls.

Procurement Implications

There are no procurement implications arising as a result of this report. Any procurement required as part of the Local Plan review will be undertaken in accordance with the Council's Contract Management Rules.

Legal Implications

Under the Planning and Compulsory Purchase Act (2004) local planning authorities must prepare and maintain a Local Development Scheme (LDS) which sets out the documents that the Council will prepare as local development documents and the timetable for their preparation. The publishing of this version of the LDS will satisfy this duty and enable compliance with the requirement under Local Plan Regulations (reg. 10A) to review a local plan every 5 years.

Under Part 3A of the Council's Constitution, the Terms of Reference and Delegated Powers of the Planning Policy Advisory Panel include: providing input into the development of planning policy within the borough by giving detailed consideration to: (a) the Local Development Framework / Local Plan and its Development Plan Documents and matters incidental thereto; (b) representations received to Development Plan Documents and any amendments proposed; (c) monitoring the implementation of the Framework / Local Plan, its review and modification as necessary.

Financial Implications

Preparation of a Local Plan is a significant undertaking, requiring resourcing for officers and revenue budget to undertake evidence base work, consultation, document production and independent examination. The resourcing is required to ensure the draft Plan is found sound as it is based on an evidence base of appropriate coverage and quality, all statutory requirements have been met (preparation of sustainability appraisals etc) and can be undertaken in a timely manner. Additional resources to achieve this have been sought as part of the 2023/24 MTFS process. A growth bid of £206k over 3 years is included in the 2023/24 budget report which will be presented at Cabinet / Council in February 2023. The tables below provide a breakdown of projected additional costs and proposed funding sources above the current budget position.

Additional costs	23/24 (£)	24/25 (£)	25/26 (£)	Total (23/24-25/26) (£)
Evidence base / consultancy	212,500	152,500	30,000	395,000
Production / consultation / examination	50,000	40,000	160,000	250,000
Additional officer resource	137,000	206,000	69,000	412,000
Total	399,500	398,500	259,000	1,057,000

Funding sources	23/24 (£)	24/25 (£)	25/26 (£)	Total (23/24-25/26) (£)
MTFS growth funding bid	206,000	206,000	206,000	618,000
Grant funding received	105,000	98,739	0	203,739
Existing revenue budget (consultancy)	25,000	25,000	25,000	75,000
Internal planning resource	63,500	68,761	28,000	160,261
Total	399,500	398,500	259,000	1,057,000

Costs and funding will be monitored as part of ongoing budget monitoring process for the Planning Service and any significant variances identified along with mitigation measures to ensure a balanced budget position.

Equalities implications / Public Sector Equality Duty

The LDS only establishes the programme and timetable for preparing Local Plan documents and therefore does not give rise to equalities impacts.

The importance of inclusive engagement and engaging with hard to reach groups is recognised and the Statement of Community Involvement (SCI). The LDS provides the timelines for engagement which are detailed in the SCI. The two documents work in tandem to satisfy equalities requirements.

Council Priorities

Please identify how the decision sought delivers this priority.

1. **Putting residents first.**

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man
Signed on behalf of the Chief Financial Officer

Date: 21 December 2022 by email

Statutory Officer: Baljit Bhandal
Signed on behalf of the Monitoring Officer

Date: 23 December 2023 – by email

Chief Officer: Viv Evans
Signed off by the Chief Officer



Date: 15 December 2022

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqlA carried out: NO

If '**NO**' state why an EqlA is not required for Cabinet to take a decision.

Panel is not a decision-making body. The LDS sets out the timeframe for the preparation of the new Local Plan; the Plan itself will be subject to a full EqlA but the LDS does not impact upon a service or change policy.

EqlA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: David Hughes, Planning Policy Manager,
david.hughes@harrow.gov.uk.

Background Papers:

National Planning Policy Framework: [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/91212/nppf-2019.pdf)

London Plan (2021): [The London Plan | London City Hall](https://www.london.gov.uk/what-we-do/what-we-are-doing/the-london-plan)

Harrow Local Plan: [Planning and Developments – Harrow Council](https://www.harrow.gov.uk/planning-and-developments)

Risk assessment of current legislative proposals on the timeframes for the new Harrow Local Plan

Call-in waived by the Chair of Overview and Scrutiny Committee

(for completion by Democratic Services staff only)

YES/ NO / NOT APPLICABLE*

** Delete as appropriate*

If Yes, set out why the decision is urgent with reference to 4b - Rule 47 of the Constitution.

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**Harrow Local Development Scheme (LDS)
Version 9 – February 2023 (proposed)**

Preface

Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.

This revised Local Development Scheme (LDS) replaces version 8 that was brought into effect in November 2019. This LDS (version 9) is intended to provide a timetable for the new Harrow Local Plan (2021/22-2040/41), to comply with the Localism Act 2011 and to respond to the London Plan 2021. The revision also provides the opportunity to update the list of adopted local development documents.

Important Note: This document replaces all previous versions of the Local Development Scheme previously brought into effect since June 2005 as detailed below:

LDS version	Date brought into effect	Date cancelled / superseded
1	June 2005	November 2006
2	November 2006	November 2007
3	November 2007	January 2011
4	January 2011	July 2012
5	July 2012	March 2014
6	March 2014	April 2018
7	April 2018	October 2019
8	November 2019	February 2023 (proposed)
9	February 2023 (proposed)	Current

Table of Contents

1. Introduction
2. Background to Plan Making
3. Harrow's Local Plan
4. Managing the Local Plan Process

1. Introduction

- 1.1 Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.
- 1.2 This scheme does not include planning policies but is to be used to find out which policy documents apply in the borough and their status. If there are any ad hoc changes to the production of any documents, these will be published online at: <https://www.harrow.gov.uk/planning-developments/local-development-scheme>.
- 1.3 The Localism Act 2011 allows Local Planning Authorities to adopt their own Local Development Schemes without approval from the Secretary of State and Mayor of London. However, it makes provisions for certain interventions by the Secretary of State or Mayor of London. It also maintains the requirements to produce an LDS and keep it up to date as set out by the Planning and Compulsory Purchase Act 2004.
- 1.4 This LDS covers the period 2022-2025 and supersedes the Council's adopted LDS published in November 2019.

Current Local Plan

- 1.5 The Council has adopted and implemented the following development plan documents (DPDs) which form Harrow's Local Plan in full:
 - (a) **Core Strategy (February 2012)** - sets out the long-term vision of how Harrow, and the places within it, should develop by 2026 and sets out the Council's spatial strategy for delivering that vision. In particular, it identifies the broad locations for delivering housing and other strategic development needs such as employment, retail, leisure, community facilities and other uses. It also sets the context for the other policy documents that make up the Harrow Local Plan.
 - (b) **Harrow and Wealdstone Area Action Plan (July 2013)** - prepared jointly with the GLA and other partners, it sets out a comprehensive set of policies, proposals and site allocations for development within the Harrow and Wealdstone Intensification Area, which includes the town centres of Harrow and Wealdstone, the corridor between them, and the business land surrounding Wealdstone. It includes major redevelopment opportunities and supporting social and physical infrastructure, and sets out the planning framework promoting significant change, and where applicable detailed development management policies.
 - (c) **Development Management Policies Local Plan (July 2013)** - contains detailed policies that planning applications for development or land use will be assessed against. The policies are generally criteria based and

focus on giving effect to the strategic objectives and policies of the Core Strategy.

- (d) **Site Allocations Local Plan (July 2013)** - sets out the allocated sites except for those set out in the Area Action Plan. It identifies the locations and sites for specific types of development in order to ensure the vision, objectives and strategy of the Core Strategy are implemented. The broad parameters for development of each site are listed covering land use and development criteria.
 - (e) **West London Waste Plan (July 2015)** - This is a joint Local Plan document prepared by the six west London Boroughs of Harrow, Brent, Ealing, Hillingdon, Hounslow and Richmond. The joint West London Waste Plan (WLWP) identifies and safeguards sufficient sites for waste management facilities in the area to deal with West London's own waste up to 2031. The Plan also contains policies against which to assess proposals for waste management facilities.
- 1.6 The above are accompanied by an adopted **Policies Map** that illustrates particular land uses throughout the Borough including areas for protection such as open space and conservation areas, as well as employment and residential activities. It also identifies key sites for development ('site allocations').
- 1.7 These documents can be found on the Council's website: <https://www.harrow.gov.uk/planning-developments>.

London Plan

- 1.8 The London Plan 2021 also forms part of the Harrow development plan, against which planning applications are assessed. The current London Plan can be found [here](https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/london-plan-2021): <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/london-plan-2021>.
- 1.9 The London Plan runs from 2019 to 2041.

Neighbourhood Plans

- 1.10 Neighbourhood Plans also form part of the Council's development plan. At present there are no neighbourhood plans being progressed in Harrow. Applications to designate a neighbourhood area and neighbourhood forum on Harrow Hill were made in September 2017 but withdrawn before the Council decided the applications.

2. Background to Plan Making

Local Development Framework and the Local Plan

- 2.1 The National Planning Policy Framework (“NPPF”) was first published in March 2012, substantially updated in July 2018 and further updated in February 2019 and July 2021. The NPPF provides guidance on the preparation of Local Plans, which it defines as the plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the local community. Current Core Strategies or other planning policies (i.e. those listed in paragraph 1.5 above), which under the regulations would be considered to be Development Plan Documents, form part of the Local Plan. Therefore, documents which previously were referred to as the Harrow Local Development Framework are now referred to as the Harrow Local Plan.
- 2.2 The NPPF requires Local Planning Authorities to produce a Local Plan for their area. The Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017/1244 requires Local Plan documents to be reviewed every 5 years. These can be reviewed earlier in whole or in part to respond flexibly to changing circumstances. Any additional Development Plan Documents should only be used where clearly justified. Supplementary Planning Documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.
- 2.3 The NPPF and associated National Planning Practice Guidance (NPPG) can be found here: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- 2.4 The LDS contains details of the production timetable of the documents comprising the Local Plan.

The Local Development Scheme

- 2.5 The LDS (this document) is a 3-year project plan setting out when the existing DPDs forming the Local Plan are to be revised (or replaced in their entirety) and consulted upon. It allows the community and stakeholders to find out about the Council's future intentions for the planning of the borough and to participate in the planning making process.

Plan Making

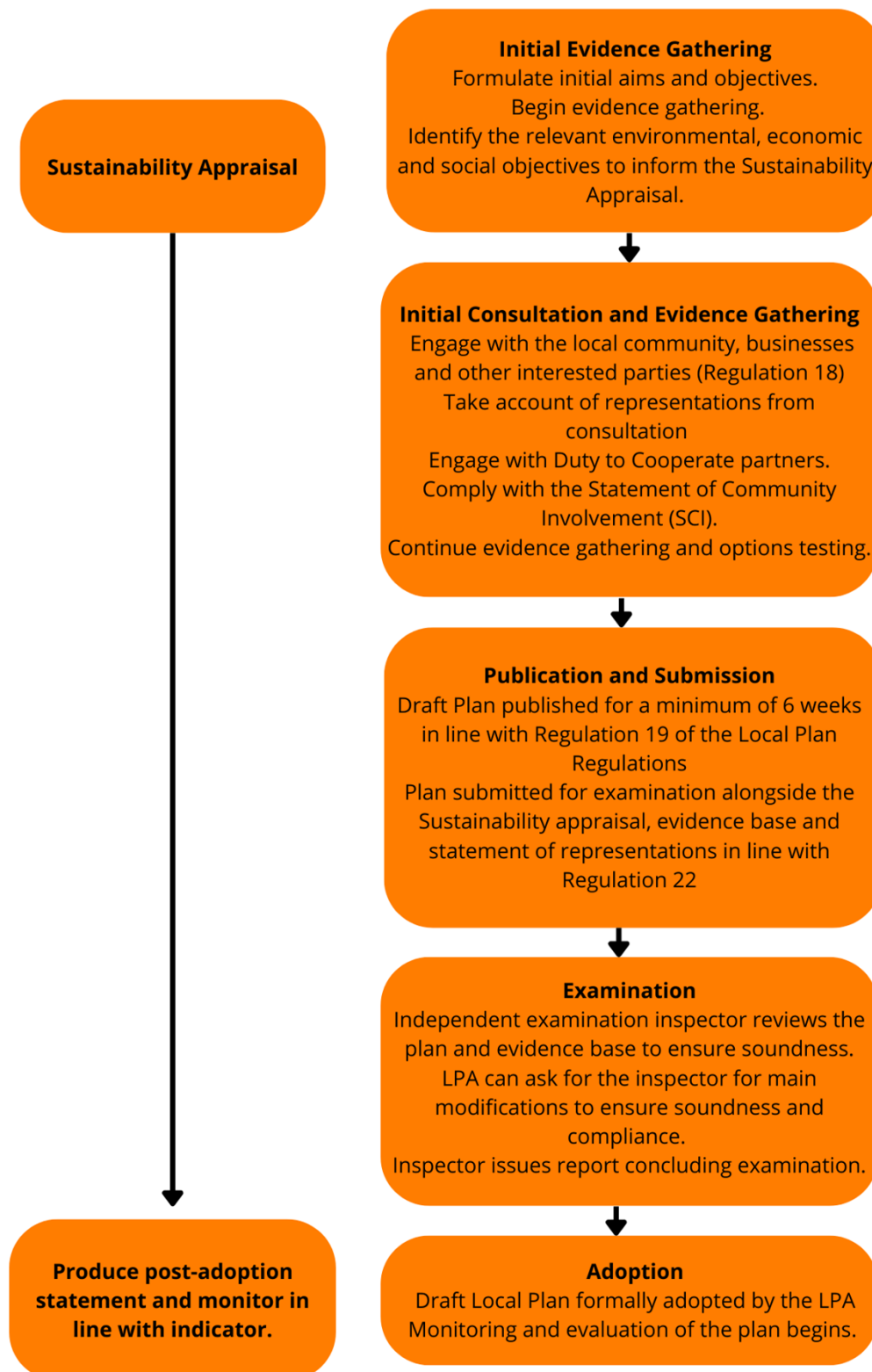
- 2.6 Local Plans must be prepared with the objective of contributing to the achievement of sustainable development. They should be based on a proportionate evidence base which includes adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

- 2.7 All of the Development Plan Documents and SPDs which the Council intends to update must also be:
- (a) consistent with national planning policies (unless there is a robust reason for why Harrow requires any variation to those policies);
 - (b) in general conformity with the Mayor's adopted London Plan; and
 - (c) must conform with the Spatial Strategy within the Plan.
- 2.8 The Council is required to identify a clear chain of conformity between documents. The Mayor provides an opinion as to the general conformity of any proposed Local Plan with the London Plan. This opinion will form part of the examination of any submitted Local Plan document.
- 2.9 As noted above, there are two types of Local Development Documents: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs). The plan making process for each is outlined below.

Development Plan Documents (Local Plans)

- 2.10 Development Plan Documents include adopted Local Plans, neighbourhood plans and the London Plan. These plans are statutory documents and are scrutinised by a Planning Inspector at an examination and can comprise a Local Plan, Core Strategy, Site-specific Allocations, and Area Action Plans.
- 2.11 The Government's current intention is to have both Core Strategies and other DPDs all combined into one Local Plan document and so the Council intends to review all the adopted DPDs listed in paragraph 1.5 above (apart from the Joint Waste DPD) concurrently to enable this.
- 2.12 The key stages of Local Plans preparation are set out in Figure 1 below.

Figure 1 – Key Stages of Local Plan Preparation

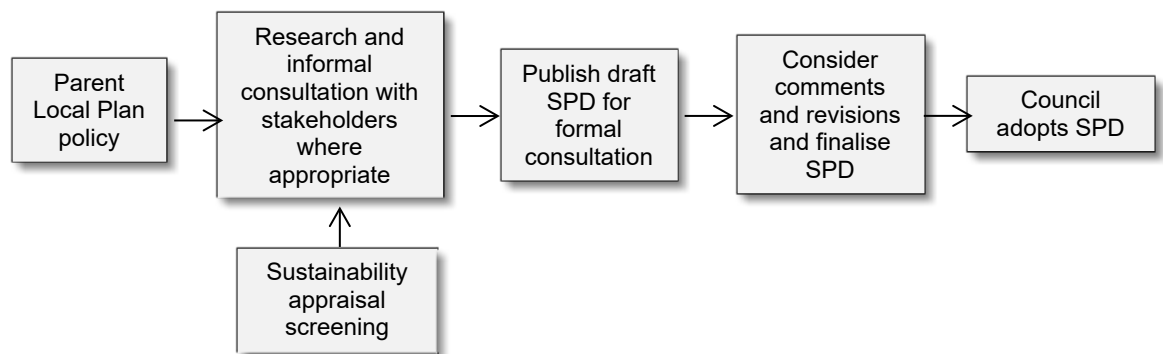


2.13 In some instances such as a full Local Plan review, Local Planning Authorities may choose to split the initial stage of statutory consultation (under Regulation 18 of the 2012 Regulations) into two rounds. The first round of consultation is on issues for the review. This will highlight and seek views on issues and alternatives for the more fundamental policy changes as well as proposed new areas of policy, but will not include detailed policy wording. This provides an opportunity for consultees to say whether they think the Council has identified the right issues for the review. The second round of consultation is on the actual draft Local Plan.

Supplementary Planning Documents

2.14 Supplementary Planning Documents (SPDs) are non-statutory plans that are not scrutinised by a Planning Inspector and can be formally adopted by the Council’s Cabinet. SPDs do not set policy, but expand upon or explain how policies in the adopted Local Plan should be applied, and are capable of being a material planning consideration in planning decisions, but are not part of the development plan. The key stages of SPD preparation are set out in Figure 2 below.

Figure 2 – Key Stages of Supplementary Planning Document Preparation



2.15 Although no longer a statutory requirement to include SPDs in the LDS, the current SPDs are listed below in order to give a full account of Harrow’s planning policies and associated supplementary guidance.

- Harrow on the Hill Conservation Areas SPD (May 2008)
- Pinner Conservation Areas SPD (December 2009)
- Residential Design Guide SPD (December 2010)
- Garden Land SPD (April 2013)
- Planning Obligations and Affordable Housing SPD (October 2013)
- Locally Listed Buildings SPD (December 2013)
- Stanmore and Edgware Conservation Areas SPD (December 2013)
- Harrow School SPD (July 2015)
- Harrow Weald Conservation Areas SPD (February 2016)
- Edgware Town Centre SPD (prepared jointly with Barnet Council) (June 2021)

- 2.16 It should be noted that the Conservation Area SPDs listed above include Character Appraisals and Management Strategies for each individual Conservation Area covered by the SPD, as appendices. These appendices are updated more frequently than the overall SPD.
- 2.17 The Council intends to prepare and revise a number of SPDs over the coming years, especially to aid in site delivery. The following is a proposed list of the further SPDs:
- Tall Buildings SPD
 - Small Sites Design Code SPD (including householder extensions and conversions).
- 2.18 The timetable for the production or revisions of SPDs is provided on the relevant pages of the Council's website.

Supporting evidence and other planning documents

- 2.19 Whilst not forming part of the Local Plan, the Council has also produced other supporting documents to aid in the preparation or implementation of Local Plan policies:
- (a) A detailed evidence base
 - (b) The Statement of Community Involvement (revised and adopted March 2013) (proposed to be updated in February 2023)
 - (d) Sustainability Appraisal & Strategic Environmental Assessment
 - (e) Local Plan Policies Map (Hard and online versions last updated July 2013)
 - (f) Community Infrastructure Levy: Charging Schedule (Implemented 1st October 2013)
 - (g) Authority's Monitoring Report

Evidence Base

- 2.20 In order to carry out the preparation of the Local Plan, the Council prepares and maintains an up-to-date, sound evidence base. Necessary research has already been conducted, and will be supplemented by research undertaken by partners, other organisations, and the community. Providing a sound and comprehensive evidence base is fundamental to developing sound planning documents.
- 2.21 The current Harrow Local Plan evidence base can be found on the Council's website at: <https://www.harrow.gov.uk/planning-developments/london-development-framework-evidence-base>.

Statement of Community Involvement (SCI)

- 2.22 A significant concern of planning policies is to improve community and stakeholder involvement from the outset so they reflect a collective vision. This

commitment is reinforced by the requirement for all Local Authorities to produce a Statement of Community Involvement (SCI). The SCI details how the community and stakeholders will be involved in the preparation, alteration and review of the Local Plan, as well as the consideration of minor and major planning applications.

- 2.23 The Harrow SCI was first adopted in August 2006. Given the changes to the planning system since 2006, the Harrow SCI was revised, updated and re-adopted in March 2013 and is available on the Council website at: <https://www.harrow.gov.uk/planning-developments/local-development-scheme?documentId=12692&categoryId=210273>.
- 2.24 It is proposed to update the SCI in 2023, in advance of consultation on the review of the Local Plan identified in this LDS.

Local Development Order

- 2.25 Local Development Orders (LDO) were introduced with the Planning and Compulsory Purchase Act 2004 and allow local authorities to extend permitted development rights for certain forms of development within a defined area (i.e. to remove the need to obtain planning permission for the types of development stated in the LDO). There are no current LDOs in operation in the Borough. The Council adopted a LDO in North Harrow, which started on 1 July 2012. The LDO was however only limited to a three year period and has therefore now expired. It was not renewed as it was considered to have achieved its objective to reduce the level of vacant premises within the centre, relative to other centres in the borough.

Sustainable Appraisal (SA) and Strategic Environmental Assessment (SEA)

- 2.26 Sustainability Appraisal (SA) is required for all Local Plan documents. It is an integral component of all stages of plan preparation. The purpose of a SA is to promote sustainable development through better integration of sustainability considerations into the preparation and adoption of plans. The SA embraces economic, environmental and social objectives, and therefore has a wider scope than Strategic Environmental Assessment (SEA), which is required by EU Directive (2001/42/EC) and only concentrates on environmental effects.
- 2.27 Work on producing a Local Plan cannot proceed without corresponding work on the SA/SEA. Both the draft Local Plan and the SA will be made publicly available for consultation at the same time and comments invited on both. The findings of the SA in informing each policy within the plan will be a material consideration in determining soundness of the documents at the examination in public.

Local Plan Policies Map

- 2.28 The Policies Map identifies site allocations and areas of planning constraint, such as the Green Belt and other local and national environmental designations. The policies map is updated as the Local Plan is prepared or revised so as to illustrate, graphically, the application of the policies of the Local Plan. The Policies Map can be found at: <https://www.harrow.gov.uk/planning-developments/adopted-policies-map?documentId=12656&categoryId=210273>.

Community Infrastructure Levy (CIL)

- 2.29 Harrow's CIL came into effect on 1st October 2013 and enables the Council to levy a charge on certain types of new development to help fund improvements to local infrastructure such as schools, transport, green spaces, health and leisure facilities necessary to support new development and ensure these create sustainable communities. Harrow's CIL is an additional levy on top of the London Mayor's existing Crossrail CIL (which was revised in 2019). Further details on the Harrow CIL are available on the Council's website at: <https://www.harrow.gov.uk/planning-developments/community-infrastructure-levy>.
- 2.30 It is intended that the Harrow CIL charging schedule is updated in parallel with the Local Plan review, since development viability considerations are integral to both.

Authority's Monitoring Report (AMR)

- 2.31 The Localism Act 2011 requires monitoring of both the production and implementation of the plans through Monitoring Reports. The AMR is generally published yearly and assesses:
- (a) The state of the Borough's environment, identifying development trends, patterns of land-use, as well as transport and population/ socio-economic trends in order to provide a 'baseline' for sustainability appraisal, the identification of issues or problems and the context reviewing development plan policies or policy omissions;
 - (b) The implementation of the Local Development Scheme and whether revisions to the scheme are necessary;
 - (c) The extent to which the development plan objectives and policies are being achieved; and
 - (d) Development management performance.
- 2.32 Harrow's Authority's Monitoring Reports are available on the Council's website at: <https://www.harrow.gov.uk/planning-developments/local-development-scheme?documentId=12692&categoryId=210273>.

3. Harrow's Local Plan

Current Plan

- 3.1 The schedule below outlines the current Harrow Local Plan and indicates how these relate to each other and with national and regional planning policy (i.e. the 'chain of conformity').

Harrow's Local Plan

Document Title	Status	Brief Description	Geographical Coverage	Chain of Conformity	Date of Adoption
Core Strategy	DPD	Sets out the Council's Spatial Vision, Strategic Objectives and Strategic Policies. It paints the 'big picture' for future change in Harrow, taking account of social, environmental and economic issues.	Borough Wide	General conformity with the National Planning Policy Statement and the London Plan All other LDDs will conform with Core Strategy	16 th February 2012
Development Management Policies	DPD	Contains detailed criteria based policies that planning applications for development or land use will be assessed against	Borough Wide	To conform with Core Strategy	4th July 2013
Site Allocations	DPD	Identifies the locations and sites, except for those set out in the Area Action Plan, for specific types of development in order to ensure the vision, objectives and strategy of the Core Strategy are implemented.	Borough outside of the Harrow & Wealdstone Intensification Area	To conform with Core Strategy	4th July 2013
Harrow and Wealdstone Area Action Plan	DPD	Jointly prepared with the GLA and other partners, it sets out a comprehensive set of policies, proposals and site allocations for development within the Harrow & Wealdstone Intensification Area	Harrow & Wealdstone Intensification Area	To conform with Core Strategy and the London Plan designation	4th July 2013
West London Waste DPD	DPD	Joint waste plan for West London, identifying and safeguarding sufficient sites for waste management facilities in the area to deal with West London's own waste up to 2031.	West London Wide	General conformity with the National Planning Policy Statement and the London Plan	July 2015

Review of the Harrow Local Plan

- 3.2 As noted in the Local Plan schedule above, the Council has a fully adopted Local Plan, comprising five development plan documents and accompanying Policies Map. However, it is a requirement of the Government to keep Local Plans up to date. Given the Mayor of London has produced a new London Plan, the Council intends to update (and consolidate) all the documents forming the current Local Plan simultaneously to ensure continued conformity with the London Plan. The updated documents will also reflect recent changes to national policy (NPPF updates and any relevant legislative changes) and ensure Harrow can continue to deliver upon its housing target.

Approach to the review

- 3.3 A number of policies in the Local Plan will need to change to take account of the legislative and policy changes listed above, as well as changed circumstances in the borough and new evidence. A small number of new policies are also likely to be needed. However, many of the existing policies in the Local Plan are considered to remain current and fit for purpose (based on continuing conformity with national and regional policy and ongoing monitoring through the Authority's Monitoring Report) and these will be incorporated into the new Local Plan. Given the scale of the proposed increase in the London Plan housing target for Harrow, the nature of the proposed source of this additional housing (i.e. 'suburban intensification') as highlighted in the new London Plan, it is considered that a full review of the current Harrow Local Plan is required.
- 3.4 The National Planning Policy Framework makes clear that the Government's preferred approach is for each local planning authority to prepare a single Local Plan for its area (or a joint document with neighbouring areas). This is a significant change from the previous Government's approach of a number of separate documents comprising the Local Development Framework, evident by the list of Harrow Local Plan documents listed above. While additional Local Plans can be produced, for example a separate site allocations document or Area Action Plan, there should be a clear justification for doing so. It is therefore envisaged that the new Local Plan will involve a reduced number of documents, with the Core Strategy, Development Management Policies and Site Allocations being combined into a single document. The existing Harrow and Wealdstone Area Action Plan may remain a separate, updated document, or alternatively be included in the main Local Plan document.
- 3.5 With a single Local Plan being prepared, the document will contain strategic priorities (i.e. housing, employment etc) and strategic policies to deliver these; these strategic policies will be clearly distinguished from non-strategic policies, as required by the new National Planning Policy Framework.

Timetable for the updating of the Harrow Local Plan

3.6 Outlined below is the proposed timeframe for updating the Local Plan:

Harrow Local Plan	
Role and Subject	<p>Adopted between 2012 and 2013, the table above (at paragraph 3.1) outlines the role and subject of each of the constituent documents making up the Harrow Local Plan. Since adoption, new growth requirements for London and Harrow have been set out in the London Plan 2021 and there have been some significant changes to national planning policy and guidance and permitted development rights / changes to use classes. A review is therefore required to update, in particular, the quantum of housing to be delivered and policies relating to the retention of employment land, as well as to take account of new evidence from updated evidence base studies.</p> <p>It is envisaged that the new Local Plan will replace and consolidate into one document the existing Core Strategy, Development Management Policies and Site Allocations documents. The Harrow and Wealdstone Area Action Plan will also be updated / replaced, but may potentially remain a separate document.</p> <p>The Policies Map will be updated to reflect the policies in the new Local Plan, including any changes to their extent.</p> <p>It is intended that the new Harrow Local Plan will align with the same planning period as the London Plan 2021, namely to 2041.</p>
Geographical Coverage	Borough Wide
Status	DPD
Conformity Chain	National Planning Policy Framework (NPPF) London Plan 2021
Key Milestones	
Evidence base preparation	January 2018 – June 2023
Regulation 18: Consultation on Draft Local Plan	September – October 2023 (8 weeks)
Regulations 19 and 20: Pre-submission consultation (six weeks for representations)	September- October 2024 (6 weeks)
Regulation 22: Submission of the Local Plan and representations to Secretary of State	January 2025
Independent Examination – hearings	January-November 2025
Receive Inspector's report	November 2025
Adoption	December 2025 (at the latest)

3.7 The proposed timetable for the review of the Harrow Local Plan is set out above. Some aspects of this timetable are not within the control of the Council, particularly the timing of the examination hearing and the length of time the Inspector takes to consider matters and issue his/her report.

4 Managing the Local Plan Process

Governance

- 4.1 The effective implementation of this LDS will require the consideration of the most effective governance support procedures. According to the Council's constitution, full Council approval is required prior to any consultation or submission of the Local Plan. Harrow Council operates a Cabinet Structure. Prior to documents being agreed by full Council, the Local Plan must first be reported to the Planning Policy Advisory Panel (Cabinet panel). The Panel's responsibility is to give detailed consideration and input of matters relating to Local Plan and make recommendations to the Cabinet (and ultimately full Council). The Planning Policy Advisory Panel is also charged with overseeing the preparation and implementation of the LDS.
- 4.2 On occasions the Council's Overview and Scrutiny Committee may 'call in' decisions, prior to being considered by Cabinet. The Overview and Scrutiny Committee is charged with ensuring the Council is accountable for its decisions processes.
- 4.3 The timeframe necessary to comply with the Council's in house processes and procedures has been included within timeline given for preparing the Local Plan, although where necessary this will include special committee meetings.

Staff and Resource Allocated to the Preparing the Local Plan

- 4.4 The Council's Planning Policy Team will take the lead on preparing all Local Plan documents. This includes the Local Plan and most SPDs but also the SA/SEA, thematic studies, and the preparation of evidence base studies to support the Local Plan. Where appropriate, the Council will participate in joint evidence base work with the West London Alliance in order to gather evidence at a sub-regional level, respond to its duty to co-operate with relevant stakeholders, strive for a co-ordinated and coherent approach to planning within West London and benefit from the economies of scale that arise from joint-working.
- 4.5 The Policy Team will be supported where necessary by the Development Management, Regeneration and Design, specialist officers within the Council, and the Economic Development and Research teams. Where necessary, specialist external consultants may also be used, especially for technical background evidence base studies.
- 4.6 Overall management responsibility for the Local Plan will be with the Chief Planning Officer. It will be the responsibility of the Chief Planning Officer to allocate sufficient staff from within the Planning Service and to negotiate for corporate staff resources where necessary.

Risks

4.7 Outlined below are key risks identified in progressing the Local Plan review and meeting the timeframes in this LDS:

- (a) *The “soundness” of DPDs (Local Plan documents)* – to be found sound, Local Plan documents are to comply with statutory process, government policy and be in general conformity with the London Plan. Since the last LDS was prepared significant legislative changes have taken place and others continue to emerge. In reviewing Harrow’s Local Plan it will be necessary to ensure that Harrow’s documents continue to take account of changes as and when they occur to ensure that they remain applicable come adoption and implementation.
- (b) *Committee process* – The lead in times for Local Plan documents is significant, and involves significant staff resource. In some instances it may be necessary to hold additional meetings of the Planning Policy Advisory Panel, Cabinet or Full Council to ensure reporting timeframes and ultimately Local Plan milestones are met.
- (c) *Evidence base* – A key requirement of the Local Plan is that it is based on a robust and up-to-date evidence base. Significant resource has been invested in compiling a robust evidence base in support of the current Local Plan and the proposed review. It will be necessary to undertake a review of evidence base studies due to changing circumstances (e.g. to take account of the impact of office to residential prior approval changes of use on office supply). However, if the timetable for revising the Local Plan slips or is slowed, there is a risk that, by the time of submission, the evidence on which the document is based would be out of date. A further risk arises where reforms to the planning system are proposed, and prior to primary legislation being enacted, such changes are given effect through amendments to national planning policy. Such changes often result in requirements upon local planning authorities to prepare new studies to assess and address relevant national issues at the local level.

The above risks are not new to planning policy, and the Council will need to manage the Local Plan timetable whilst ensuring the supporting evidence base remains as up-to-date and robust as is necessary

- (d) *Resourcing* – resourcing within the Planning Policy Team is currently significantly less than that available when the current Local Plan was prepared. Difficulties in identifying additional funding and recruiting suitably qualified and experienced planners has resulted in slippages in the timeframes for the Local Plan review since the last LDS (Version 8 - November 2019). Adequate resourcing in terms of funding and ability to recruit and retain professional planners to progress the Local Plan remain an ongoing and significant risk to the achievement of the timetable set out in this LDS and the soundness of any submitted

Local Plan. Assumptions relating to resources required to meet the timetable in this LDS were set out in the Cabinet report seeking its adoption and will be monitored as the plan progresses.

- (e) *Implementation and Delivery* – For plans to be found ‘sound’ they must be considered to be deliverable. This will be managed through justification in the supporting text to policies but may also require other corporate plans and strategies to clearly articulate the reasons for this. The Local Plan policies are subject to monitoring and reporting and the policies can be reviewed to take account of changes in circumstances. The Government has announced potential punitive measures for not delivering against housing targets within the London Plan / Local Plan, including the requirement to prepare action plans, identification of additional buffer requirements within the borough’s five year housing supply, the application of the presumption in favour of sustainable development, and intervention by Government in the Local Plan process.
- (f) *Proposed Changes to National Planning Legislation* – The biggest risk to the council’s ability to progress the new Local Plan is the proposed changes to national planning legislation. This involves changes to the NPPF, the Levelling Up & Regeneration Bill, and the proposed Planning and Infrastructure Bill. Further proposals / legislation are also likely to come forward during the life of this LDS / preparation of the new Local Plan. These changes may cause major disruption to the timeframes proposed in this LDS, particularly if changes are committed to legislation after Regulation 18 or 19 consultations have taken place. Changes would need to be made to the draft Local Plan in line with legislation and subsequently, additional rounds of consultation would be required. Known and future changes to legislation and policy frameworks will be continuously monitored in order to try to mitigate any risks by proactively responding to changes that impact upon the Local Plan (content and process).
- (g) *Electoral changes* – Throughout the Local Plan update timeline, there are likely to be several elections at National, London Mayoral and Council levels which may necessitate revisions to emerging or previously agreed elements of the draft new Local Plan with associated impacts upon the timetable set in this LDS. At a local level, the cross-party Planning Policy Advisory Panel will seek to mitigate the impact of any changes in political administration.

Monitoring and Review

- 4.8 The LDS will be subject to both annual and in-year monitoring to ensure the timetables outlined are being met. Where this indicates otherwise, the Planning Policy Team will analyse the reasons for this and determine whether actions can be taken to bring the Local Plan back into line with the programme. Where the analysis highlights significant variance that cannot be overcome, the LDS will need to be revised accordingly to ensure it remains up to date.

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Legislative Risk associated with the Harrow Local Plan

Planning Policy Assessment - *December 2022*

Two significant pieces of legislation have recently been produced by the government that directly relate to planning and development. Close attention will need to be given to their development, and any other legislation that may emerge. The content of the bills has significant potential to adversely impact upon the Local Plan as it is prepared, both in terms of its content, processes, and timeframes. An assessment of the content and risks posed to the Harrow Local Plan is provided in this document.

Review of the Levelling Up and Regeneration Bill and risk assessment for producing and adopting a Local Plan (as at 8 December 2022)

Potential timeframes for the Bill and associated consultations

According to an email (13/06/22)¹ from the LUHC, the timetable for the Levelling Up and Regeneration Bill and associated consultations is set out below.

(1) Levelling Up and Regeneration Bill:

- Second Reading: 8 June 2022
- Committee: before the Summer Recess and reconvening in September

(2) Secondary Legislation: after Bill completed

- Infrastructure Levy
- Environmental Outcomes Reports

(3) Policy Development: Consultations

- CPOs: issued 6 June (Ended 19/07/22)
- Infrastructure Levy:
- Environmental Outcomes: before “summer” 2023
- Fees and Charges

¹ Due to the recent appointment of a new Prime Minister and a lengthy selection process, no clear timeframes have been published for when the Bill is likely to get Royal assent, the supporting regulations will be finalised, and when any national changes to policies will be consulted and updated.

(4) National Planning Policy Framework

- NPPF Prospectus – “before Christmas” 2022. This will include the details of all the proposed changes to national policy and will be put out to consultation.
- New Development Management Framework: after Bill through Parliament
- Transitional arrangements for Local Plans – ASAP

The additional information document accompanying the Bill States “We will publish further details of our plans for transition, but in broad terms changes to planning procedures will begin to take place from 2024, once the Bill has Royal Assent and associated regulations and changes to national policy are in place”

Current LDS timeframes (as at 21/12/22)

Stage	Date
Evidence base preparation	January 2018 – June 2023
Regulation 18: Consultation on Draft Local Plan	September – October 2023 (8 weeks)
Regulations 19 and 20: Pre-submission consultation (six weeks for representations)	September- October 2024 (6 weeks)
Regulation 22: Submission of the Local Plan and representations to Secretary of State	January 2025
Independent Examination – hearings	January-November 2025
Receive Inspector’s report	November 2025
Adoption	December 2025 (at the latest)

Level of Risk to timelines for the production and adoption of the Harrow Local Plan

High: Potential for long delays; **Medium:** Potential some delay **Low:** Potential for low/no delay

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>National Development Management Policies (NDMP)</p> <p>A national tier of Planning for decision making is proposed, alongside the</p>	<p>Planning decisions are made in accordance with the development Plan (. i.e. London Plan, LDF</p>	<p>The NDMP will make it difficult to adopt a locally distinctive approach to issues such as affordable</p>	<p>High risk Unclear whether all the London Plan policies will continue to apply, once the NDMP is published and whether this may result in a void in the</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>Local Plan. The NDMP is proposed to set out generic policies (e.g. heritage) that apply to most areas of the country. The full scope of issues that it may cover is uncertain.</p> <p>The content of Local Plans is proposed to be limited to locally specific matters such as allocations, infrastructure required and principles of good design.</p> <p>Decisions will be made in line with NDMP, London/Local Plan unless other material indications indicate otherwise.</p> <p>In instances, where there is a conflict between the Local & London Plan with the NDMP, the NDMP will take precedence.</p> <p>The London Plan and Local Plans cannot be inconsistent with or repeat the policies of the NDMP.</p> <p>The NDMP is expected to reduce the flexibility of the Mayor to decide what regional issues the London Plan should address and how</p>	<p>documents and future Local Plan).</p> <p>The NPPF is a material consideration, whereas NDMP would have greater (statutory) weight in decision making.</p> <p>The NPPF indicates that Plans should avoid unnecessary duplication of policies that apply within an area, including the NPPF</p> <p>The Mayor and LPA have a greater level of flexibility in regard to what local/regional issues that Plans should seek to address and how.</p> <p>Local Plan policies can cover a range of strategic and non-strategic strategic policies for managing land uses and development, as well as spatial issues.</p>	<p>housing (particularly in the context of the proposed IL)</p> <p>The NDMP will reduce the level of flexibility the Mayor (. i.e. strategic importance to London) and LPA's have for deciding what issues should be addressed and how.</p> <p>The NDMP may cover lots of issues that may or not apply to the area and lack detail. There may be a need to provide detail and clarify how these may be implemented at a local level.</p> <p>It is unclear how much scope will be given to Local Plans that include any other policies to address any locally specific issues/objectives</p>	<p>Local Plan and if any measures can be taken to address this</p> <p>Unclear whether the final regulations may allow some flexibility for Local Plans to introduce policies for addressing local issues.</p> <p>Local Plan may need to provide greater clarity on how NDMP will be implemented at a local level.</p> <p>The content/scope of NDMP is unknown, this may result in a need for additional evidence to introduce policies via the Local Plan that are consistent with the former.</p> <p>A consistency assessment of the Local Plan with the NDMP may be required and an additional round of public consultation. This may delay the submission of the Plan and its examination</p> <p>There is uncertainty regarding transitional measures may be introduced, when the regulations for the Bill & new NPPF will be published to address any instances where a Plan has been submitted or reached an advance stage of the process based on the existing NPPF. Also for addressing the issue of the weight that can be given to Plans adopted under older REGS/NPPF.</p> <p>Potential Mitigations</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
			Monitor policies proposed to be included in NDMP, their content, timeframes for publication; in order to update LP policies accordingly and avoid substantive abortive work and possible additional evidence at a late stage of the process
<p>Supplementary Plans (SP)</p> <p>The Council will have a new option to produce SP's where policies for specific /group sites need to be produced quickly (. E.g. promote regeneration) or to set out design codes for sites or a whole area.</p> <p>Part of the development plan / same weight.</p> <p>The production and adoption of SP will have to undergo an independent examination, prior its adoption. Future the regulations will provide more details of the process for producing and adopting these.</p>	<p>The NPPF allows the use of SPDs, to add further details to policies. They can provide guidance for a development site or a specific issue (e.g. design) and are a material consideration in decisions but are not part of the development Plan.</p>	<p>The new SP may allow the Local Plan to concentrate on key Strategic issues and address detailed guidance/policies RE design and allocations via SPs at a future date.</p> <p>Unlike SPD's, SPs will have the same weight as a Local Plan in decision making.</p> <p>London Plan SPs will be restricted to addressing design issues. It is unclear whether existing SPD can have any weight</p>	<p>Low risk</p> <p>This proposal provides an option for Councils to produce SP at future date that will have same weight as a Local Plan. It may potentially speed up the formulation and adoption of a Local Plan, as some issues can be addressed at a future date.</p> <p>However, we would need to review the future regulations and updated national policies in relation to SPs, in relation to the full extent of their content, purpose, the process for producing them and the potential risks for the formulation of an Emerging Local Plan</p>
<p>Plan making process</p>	<p>The NPPF does not include any specific reference to the timeframes for producing</p>	<p>The potential impact of Local Plan gateway checks is uncertain, as it depends upon factors</p>	<p>Low risk</p> <p>The abolition of the DTC may potentially have some/limited impact on the timeframes for</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>NDMP is proposing that Local Plans should be produced within a 30-month time.</p> <p>Gateway checks are proposed to produce the Local Plan via an independent third party, to ensure any issues are resolved earlier in the process and prescribe time frames for different stages of producing a Plan.</p> <p>The duty to cooperate (DTC) is proposed to be abolished</p> <p>No details have been provided on any transitional arrangements that may apply for older plans submitted/adopted under NPPF, the status of older plans and weight that can be applied to them via decision making.</p>	<p>and adopting a new Local Plan. Weight given to older plans depends on level of consistency with NPPF, stage of plan making process and the extent of any unresolved objections.</p> <p>The Council is currently required to consult and engage with GLA in regard to the general conformity of the Draft Local Plan Policies with the London Plan.</p> <p>Councils have an option of seeking informal non-binding advice at different stages of Plan making process by former/existing Local Plan Inspector via the Planning Inspectorate</p>	<p>like the resources of the independent body/individual undertaking a review of the Draft Plan, its evidence, timetable, as well as the extent of their overall role in process (. i.e. are their comments/issues regarded as advice or is it legally binding for Council to address any issues raised)</p> <p>The abolition of the DTC will have a positive impact on the on the timeframes for producing and adopting a Local Plan, as it removes a legal risk to the Plan making process, even though this may be less for a London Borough compared to are areas outside of the greater London Area</p> <p>If the 30-month timeframe was</p>	<p>producing/adopting a Plan. But it is unclear when the regulations/updated NPPF regarding this will be finalised and if they will apply to Plans that have been already submitted to the secretary of state for an independent examination</p> <p>If the 30-month timeframe is included in the regulations or the NPPF, this may require significant additional resources to complete the new Local Plan at a faster pace.</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
		implemented, this may necessitate significant additional resources to complete a new Local Plan faster than currently envisaged.	
<p>Infrastructure levy</p> <p>A new infrastructure levy, charged as a % of gross development value, when it is sold, is being proposed to replace CIL and potentially S106. The London CIL will continue to apply. The rates for the new levy included in charging schedules is set by local councils and will be subject to an examination.</p> <p>The charging schedules must have regards to previous levels of affordable housing, to ensure their funding is maintained/exceeded. The levy can also be spent on affordable housing</p> <p>There will also be a process that will require developers to deliver some forms of infrastructure (via S 106) that is integral to the development of larger sites.</p>	<p>CIL is charged according to floor space at a predetermined rate for certain developments above a threshold and does not take account of any uplift in the final value of a development</p> <p>S106 is also used to secure funding for specific types of infrastructure to support the development and can be secured alongside CIL</p> <p>An Infrastructure delivery Plan is produced to support the Local Plan</p>	<p>The regulations for the new levy are likely to take time to be published</p> <p>The Government is likely to test the new levy, in partnership with LPAs and resolve any issues with its implementation before it is rolled out nationally.</p> <p>Key concerns with the levy are (1) it may undermine delivery of affordable housing as a trade-off may be required between funding infrastructure or affordable housing. (2) it may impact viability/deliverability as including AH within the</p>	<p>Medium risk:</p> <p>Similar to the introduction of CIL, the new levy is likely to be introduced gradually, with transitional arrangement that the Government will set out in the future.</p> <p>It is uncertain whether the new Levy will impact the timeframes for producing a Local Plan but depending on when the Plan is submitted to the Planning Inspectorate and when the infrastructure levy regulations are published, the Local Plan Inspector may require the Council to consider the potential implications of it and propose any modification to the Plan, to resolve any potential issues.</p> <p>Currently, there is a high level of uncertainty regarding the timeframes of the levy, the approach for producing it, collecting it and the use of it to fund infrastructure. This could have a potential impact on the deliverability of sites and the viability of Local Plan</p> <p>Potential Mitigations:</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>LPA's are likely to update and adopt new levy, gradually. It is unclear whether the Mayoral CIL may sit alongside this new levy and in what form.</p> <p>The details in regards to the implementation of this will be addressed via future regulations and any transitional arrangements that may apply.</p>		<p>scope of IL may result in setting a higher rate than CIL (3) it may undermine infrastructure delivery as payment will be received when development is complete.</p> <p>The future Levy regulations will confirm how much levy can be charged, when it is payable, how it can be spent and the role S106 may continue to fund and deliver infrastructure.</p>	<p>Monitor: the content of future regulations, levy consultations and the Draft updated National Policy, transitional arrangements (if any), to assess the potential impact of this on Local Plan Policies and Draft them accordingly, if possible (depending on the alignment of timescales).</p>
<p>Infrastructure Delivery strategy</p> <p>Councils will have a new duty to produce an infrastructure delivery strategy to outline how the levy will be spent, to ensure infrastructure requirement and levy spending requirements are considered carefully.</p>	<p>The CIL regulations require councils to produce an annual report on how much CIL was secured, collected and how it was spent</p> <p>Current CIL regime requires an assessment of infrastructure funding gap, so as to demonstrate why a CIL is required. This requires</p>	<p>Unlikely to have any implications for producing, adopting a new Plan.</p> <p>This may create issues for demonstrating the deliverability of a Local Plan, as there will be a greater uncertainty regarding income (as dependent on land value increases) and</p>	<p>Low risk</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
	an assessment of the required infrastructure and its cost, as well as known funding sources; this is essentially an infrastructure delivery strategy	payable upon completion (making forward funding of infrastructure required to support the Local Plan more difficult).	
<p>Neighbourhood priority statements (NPS)</p> <p>This a simplified tool that allows local communities to set out key priorities and preferences for their area. The preparation of Local Plans will be required to take these into account.</p> <p>No details have yet been provided of when the new regulations for NPS may come into force, the NPPF will be updated and how councils are required to demonstrate compliance with this, and if any transitional arrangements will apply.</p>	<p>Councils are required to consult and take into consideration the comments/issues raised by communities, at each stage of the Plan making process.</p> <p>Further, community groups in partnership with other stakeholders, have an option of preparing a Neighbourhood Plan, which can form part of the Development Plan.</p>	<p>The process for considering NPS is likely to be similar to assessing consultation responses.</p> <p>This proposal may potentially increase the timeframes for producing a Draft Plan, depending on factors such as when the updated regulations come into force, the quantity of NPS, their content, the action required to demonstrate NPS have been considered.</p>	<p>Low/medium risk</p> <p>If the regulations regarding NPS come into force, before the Local Plan is submitted, any statement may need to be considered when the Plan is drafted.</p> <p>Alternatively, the Plan is submitted before the regulations come into force, the plan it may not be required to take NPS into account.</p> <p>Potential Mitigations</p> <p>Monitor content of future regulations, National Policy, any NPS's (if produced) and amend Local Plan approaches and content in line with these, depending on alignment of timescales of above.</p>
<p>Sustainability Appraisal</p> <p>SEA regulations will be replaced, and an SA will no longer be required for Local Plans.</p>	<p>A SA is required to assess the potential impacts of Local Plan policies/allocations against a set of locally derived economic, social,</p>	<p>The proposal for the new Environmental Statement includes no reference to the need to assess potential social and economic</p>	<p>Medium/high</p> <p>The proposal for Local Plan Environmental Assessment may result in some or significant delay in the formulating and adapting a Local Plan, depending on factors such as when the</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>A new simpler environmental assessment will be required, to inform local Plan policies. This approach will focus on clear, tangible environmental outcomes set by the government, which plans will be assessed against and used to identify whether any measures are required to mitigate and avoid any harm to the environment.</p> <p>There is uncertainty in relation to when the new regulations may come into forces, when the NPPF may be updated and any transitional arrangements that may apply.</p>	<p>and environmental objectives and include measures to mitigate/minimise any potential adverse impact, at each stage of the Plan making process. It also tests the reasonable alternatives of policies, strategies and whether the Plan's preferred approach is the most sustainable. It is time consuming and can result significant delays in producing and adopting a Local Plan</p>	<p>impacts/ outcomes of a Draft Plan. It is unclear whether Local Plan will need to separately assess the potential economic, social impacts of policies.</p> <p>It is unclear how it can be demonstrated that any potential adverse outcomes of an allocation on the environment that can be difficult to mitigate are outweighed by the potential economic and social benefits, to promote sustainable development</p> <p>All the nationally set environmental outcomes may not apply to the area and there is no scope to set local outcomes.</p> <p>This may result in some delay in producing, adopting a Local Plan, as the Council would</p>	<p>new regulations may come into forces, when the NPPF may be updated and any transitional arrangements that may apply, as well as whether any new measures would apply to submitted Plans or Plans in the early stages of the process.</p> <p>The New Environmental Assessment may result in a significant level of abortive work, as sustainability Appraisal is undertaken at each stage of the process, to inform the Plan. There may also be cost implications of any changes in the process</p> <p>Potential Mitigations Monitor the content of future regulations, Environmental Assessment consultations and the Draft updated National Policy, transitional arrangements (if any), to assess if there is mandatory requirement for an Environment assessment for a Local Plan or whether it is acceptable for submitted Plans to be informed by an SA. Any new guidance/regulations for an Environmental Assessment would need to be analysed, to ensure compliance (if necessary). An assessment of the potential impact of the former may need to be taken. The content of Local Plan Policies may need to be drafted in line with the Environmental assessment findings/ recommendations, if possible (depending on the alignment of timescales).</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
		need to assess the full requirements of this key piece of evidence, its implications for the Plan	
<p>Five-year land supply:</p> <p>It is proposed that LPA will no longer required to maintain a five-year land supply of deliverable sites, where Plan is up to date (adopted in last 5 years).</p> <p>This seeks to incentivise plan productions and prevent speculative development via appeal.</p>	<p>Councils are required to demonstrate that a five-year land supply of deliverable housing sites will be maintained throughout the Local Plan period.</p> <p>Developers can challenge the 5YRLS of adopted Plans and if successful the presumption in favour of sustainable development applies. This makes it easier for unplanned development to gain consent via an appeal route.</p>	<p>This proposal may provide an incentive for Councils to update their Plans more frequently, to prevent speculative applications. This may result in a higher level of Local Plan submissions for an independent examination.</p> <p>This may increase pressure on the resources of the Planning Inspectorate and result in a delay for examining the soundness of Submitted Draft local Plans</p> <p>The Local Plan inspector is likely to scrutinise the deliverability of sites at</p>	<p>Medium Risk</p> <p>This proposed change may result in delays to the production and adoption of the Draft Plan. Key reasons are a higher level of sites may be promoted via the Local Plan process. it may increase the pressure on PINS resources as Inspectors may be unavailable due to higher level of Local Plan submissions and the length of examinations. The 5YLS is likely to be the subject of a higher level of scrutiny by all stakeholders, particularly developers/promoters.</p> <p>Potential Mitigations</p> <p>Ensure effective engagement/consultation with landowners/developers via a SHLAA call for sites and Local Plan process, to ensure awareness/assessment of all potential sites at an early stage of the plan making process. Produce thorough background topic papers for; site selection process, the five-year land supply, SHLAA, viability, etc, to avoid further work/consultation, risk of a challenge or delay at late stages of process. The council may need to engage with PINS regarding timeframes for submission/examination of the Plan.</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
		<p>a and the 5YRLS at a more thorough level</p> <p>Landowners/ developers are more likely to promote their sites for allocations and challenge the 5YRLS via the Local Plan examination process, to ensure their site is allocated.</p>	
<p>Housing Need</p> <p>The housing need figure identified by the standard methodology is proposed to be an advisory starting point, as a guide and not mandatory on Local Plan Authorities (LPA). The Local Plan housing target will be determined on how many homes can be built, taking account of constraints such as the Green Belt, the areas character (including density), heritage assets, etc.</p> <p>It is proposed that LPAs should not be expected to build developments at densities that would be wholly out of character with existing areas, or which would lead to a significant change of character. E.g. new high-rise flats</p>	<p>The NPPF states that “to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends & market signals”(para 61)</p>	<p>This proposed is unlikely to have any implications for the timescales for formulating a Local Plan.</p> <p>The Mayor sets the Borough housing targets. The London Plan (2021) Inspector report noted the LPA housing targets are based on capacity and an early review is needed to set these based on need & there was no requirement for LPA Local Plans to set their housing targets</p>	<p>Low risk</p> <p>This is unlikely to impact the timescales for formulating a Local Plan, as the Mayor sets the Borough housing targets through the London Plan and Local Plan housing targets are based on the housing capacity (rather than housing need), taking account of the areas constraints (. i.e. Green Belt, infrastructure, etc).</p> <p>The proposal to limit the role Planning Inspectors play in determining the inclusion of an appropriate housing target within a Plan, based on an assessment of constraints, may decrease the time scales for adopting a sound Local Plan and a risk of legal challenge.</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>which are entirely inappropriate in a low-rise neighbourhood. Although urban areas are expected to accommodate more housing, in contrast to more rural areas.</p> <p>It is proposed Local Plan Inspectors should not over-ride sensible Local Authority decisions, which are sensitive to and reflect constraints.</p> <p>Government is intending to undertake a NPPF consultation on changes such as how housing need should be calculated, how targets can take account of housing density and areas character</p>	<p>The London Plan (2021) set the Borough 10-year housing delivery targets for Local Plans. A target beyond this period to cover the life of Local Plan (15-20 years) is based on the housing capacity of sites and assessment of constraints.</p> <p>London Plan Policy D1 already requires LPAs to undertake a character assessment, taking account of densities, to assess the area's growth capacity, to inform their Plan</p>	<p>based on the standard methodology. Borough Local Plan housing targets are based on the London Plan targets and local evidence of capacity, taking account of constraints.</p>	
<p>Protection of Green Belt</p> <p>Govt is proposing to strengthen Green Belt protections, with "new guidance setting out that LPA are not required to review green belt to deliver homes"</p> <p>The Government is also seeking to incentivise the development of brownfield land via new funding for unlocking these sites. Further consultation is proposed for identifying</p>	<p>LPA's can only review Green Belt boundaries via the production of their Plan in exceptional circumstances. To justify changes to the Green Belt boundaries, LPA must demonstrate they have explored alternative options for meeting their needs like increasing densities, utilising</p>	<p>This will speed up the timeframes under which a Local Plan is formulated and adopted, as it will reduce the need to undertake a Green Belt Review, assess whether sites should be released from the Green Belt and allocated to meet future</p>	<p>Low risk</p> <p>This proposed measure is likely to have a positive impact in the timescales for producing, adopting a Local Plan, as no evidence would be required to assess whether any Green Belt sites should be allocated, their locations, potential impacts of this and whether any mitigation measure are required to minimise any potential adverse impacts.</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
measures to increase delivery of housing on brownfield sites and small sites.	brownfield sites, etc (para 141, NPPF)	needs, as well as assess the potential impact of allocating Green Belt Sites.	It is however noted that Harrow has not reviewed its Green Belt boundaries since 1986. In that time there are likely to have been planning permissions granted within the Green Belt which mean that in some areas the Green Belt boundary may no longer be clearly defined, having regard to physical features that are readily recognisable and likely to be permanent, as required by the NPPF. Such issues maybe challenged at Examination notwithstanding any changes proposed by the Government.
<p>Tests of soundness</p> <p>Government indicates a review will be undertaken on how Local Plan Inspectors apply the tests of soundness at Local Plan examinations. It is suggested plans will no longer demonstrate they are 'justified' by evidence. This aims to reduce the bar to demonstrate the soundness of a Plan and the need to provide a disproportionate amount of evidence.</p> <p>It is unclear; on whether this test may be retained in a revised form or replaced with a new test; the level of evidence that may be required to support policies in a Plan and whether the preferred strategy for policies</p>	<p>To demonstrate that a Local Plan is sound at examination, an independent inspector will assess it against a number of tests such as whether (1) It is positively prepared (. i.e. meets the area's needs) (2) Justified (. i.e. an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence). (3) effective (. i.e. deliverable) (4) Consistent with national policy</p>	<p>It is uncertain how this proposed change may impact the timescales for producing a Local Plan. Key reasons are Local Plan policies will need to be supported, informed by some form of evidence and the consistency test within the NPPF may still assess if the policies are informed by evidence. It is unclear if the preferred strategy for policies will need to assess reasonable alternatives. The Local Plan will need to be in conformity with the</p>	<p>Low risk</p> <p>The Justified test may be reviewed, to potentially reduce the disproportionate level of evidence that may be required to support the policies within a Local Plan, but the potential impact of this on the timescales for formulating a Plan are uncertain. Key reasons are the revised/updated NPPF is still likely to require policies to be supported by evidence in one form or another, the NPPF consistency soundness test is still likely to assess if policies are supported by evidence and the need for Plan to be in conformity with the London Plan is also likely to require local evidence. It is unclear if the justified test may be retained in the NPPF in a revised form.</p> <p>Conversely, if the updated NPPF deletes reference to the justified test of soundness and</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
must be based on any assessment of reasonable alternatives.		London Plan and evidence will be required to demonstrate this.	reduces the need for evidence in reference to the specific policies of it, this may potentially speed the timescales for formulating and adopting a Plan.
<p>Built out rates</p> <p>The Government is seeking to ensure that sites that have permission are implemented, built out more quickly, as well as reduce speculative applications and land banking. Key measures proposed in relation to this are a requirement for developers with permission to report progress on built out rates, new powers for LPAs to refuse permission who have built out slowly in past, ensure LPA's who granted permission are not punished if developers fail to build out sites, consultation on the introduction of a new financial penalty.</p>	<p>LPA's monitor the build out rates of permitted sites, to demonstrate a 5YRLS of deliverable sites and meet the delivery test (. i.e. housing delivery below 75% of the target over 3yr period). If LPA's fail to meet these tests, a presumption in favour of sustainable development applies and housing applications are considered favourably (unless -ves > +ves). A high level of robust Local Plan evidence is needed to demonstrate housing allocations, other supply will be deliverable and maintain a 5YRLS.</p> <p>The supply of specific deliverable sites are required to include 20% buffer if there is significant under delivery</p>	<p>This may potentially have some impact on the level of sites submissions for potential allocation via the Plan making process, as it may be become more difficult to gain permission for speculative applications and costly to land bank.</p> <p>It may make it easier to monitor implementation of site granted permission for housing, as developers would be required to report progress on build out rates of sites</p> <p>If the housing delivery test is scrapped from NPPF, this may reduce the level of evidence that may be required in regards to whether developers built out</p>	<p>Low risk</p> <p>The potential scrapping of the housing delivery test and new measures for LPAs to increase the built-out rates of permitted housing sites may reduce the level of evidence required to support potential housing allocations and demonstrate they are deliverable, as well as reduce the need for a 20% increase in buffer sites. This may potentially speed up the timeframes for formulating and adopting a Plan.</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
	<p>of housing over past 3yrs (. i.e. < 85%).</p> <p>LPA's are unable to refuse permission based on past built out rates, impose financial penalties for slow build out rates.</p>	<p>rates will ensure compliance with the delivery test.</p>	

Planning and Infrastructure Bill (Growth Plan): Risk assessment for producing and adopting the Harrow Local Plan

Potential timeframes for the Bill and associated consultations:

Former Prime Minister Liz Truss Government's Mini Budget proposed a Growth Plan, which included an intention to introduce a new "Planning and regeneration Bill" (PRB) proposing new measures to boost the delivery of major infrastructure projects and economic growth. Experts are unclear as to whether the bill will re-package reforms that are already underway in the Levelling Up and Regeneration Bill, and whether Prime Minister Rishi Sunak will decide to go ahead with the reforms or distance himself from his predecessor. No dates have been set for discussing the measures in Parliament and house of Lords.

Level of risk for Local Plan timeframes:

High: Potential for long delays; **Medium:** Potential some delay **Low:** Potential for low/no delay

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>Investment Zones (IZ) These are designated development sites which will release more land for housing and commercial development. They are proposed to be low tax (although 100% of business rates will be paid by gov't for 25yrs), low planning control/regulation to boost development. The detail of the deregulation including streamlined processes for securing planning permission has not been set out. Councils will be responsible for putting forward sites, demonstrating their potential impact on economic growth, including by bringing more land forward and accelerating development.</p> <p>The Chancellor's Autumn Statement confirmed the approach to IZ will change to focus on "leveraging our research strengths by being centred on universities. It seeks to catalyse on the highest potential knowledge-intensive growth clusters. No mention of easing planning controls, environmental standards, or housing.</p>	<p>The NPPF allows Councils to produce a Local Development Order (LDO). This sets the planning framework for areas or categories of development where the impacts would be acceptable (. i.e. grants permission for specific development/ classes of it).</p> <p>The London Enterprise Partnership that Harrow is part of; can designate employment areas as enterprise zones, which are low tax, low planning control area via a LDO (. i.e. like IZ).</p>	<p>Unlikely to impact the timescales for the formulation of a Local Plan. The strategy for promoting economic development is likely to involve the redevelopment or intensification of existing employment land & not the release of greenfield sites due to existing Green Belt constraints. It is unclear if the areas employment sites would meet the criteria for IZ designation.</p>	<p>Low: Harrow's future land availability is likely to be confined to the existing built-up area. The delivery of new employment areas is constrained by the Green Belt and metropolitan open land. The Local Plan strategy is most likely going to consist of protecting/enhancing existing employment land, and the redevelopment and intensification of it to attract investment, create jobs, and promote economic growth.</p> <p>It is uncertain whether the potential strategy of promoting the redevelopment/intensification of existing employment land, with multiple owners, within fragmented locations, which may partially/completed developed in the medium/long term time frame (6-10, 11-15yrs) would meet the criteria for designating IZ (bringing forward land, accelerating development and demonstrating its impact on economic development).</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>Infrastructure Delivery: The infrastructure and planning bill seeks to reduce planning restrictions, and EU environmental regulations (. i.e. environmental assessments, proportionate consultation, habitat, and species regulations) to boost infrastructure (including wind farms) delivery and growth.</p> <p>No details are provided in regard to whether these proposals within the bill will be instead of or in addition to the existing proposals in the Levelling Up and Regeneration Bill (. i.e., replace Environmental impact assessments and sustainability appraisals with environmental outcomes assessment).</p> <p>Nationally Significant Infrastructure Planning system (NSIP): Intention to review the Development Consent Order Process via the NSIP to speed up the delivery of priority infrastructure and growth. No details provided of what key issues may be investigated and improved.</p>	<p>Proposals for new infrastructure via Local Plan processes are required to assess their environmental impact via a Sustainability Appraisal (including a Habitats Regulation Assessment) and mitigate if required. The SA and HRA require consultation.</p> <p>NSIP: Certain major infrastructure projects above a threshold are submitted to the Planning Inspectorate. The Council submits a representation on the impacts of the project. An Inspector makes a recommendation on whether it should be approved (or not) to the Secretary of State. There are legally set timescales for each stage.</p>	<p>It is unclear what measures may be introduced to reduce planning and environmental restrictions to speed up infrastructure delivery. It is uncertain if this refers to measures being proposed under the Planning and Regeneration Bill (environmental outcomes report replacing need for Local Plan Sustainability Appraisal) or new measures to complement this. This may result in some delay in producing and adopting a Local Plan, as the Council would need to assess the full requirements of this key piece of evidence.</p>	<p>Low: The Borough is largely made of built-up areas with tight boundaries, surrounded by Green Belt. The scale and location of future growth is likely to rely on existing/enhanced infrastructure rather than strategic new provisions. Although, the review may reduce the risk of a judicial review of Local Plan policies seeking to allocate sites for new/enhanced infrastructure.</p>

Key changes proposed	Different between existing process/policy	Potential implications	Potential risk to time frames for producing, adopting a Local Plan and potential mitigations
<p>Judicial Review: The Government intends to examine the Judicial Review System (JRS) to avoid claims which cause unnecessary delays to the delivery of infrastructure. It is unclear whether the scope of the review may be extended to Local Plans.</p>	<p>Currently, stakeholders have a 6-week timeframe, to apply to legally challenge a decision made by the Council and Courts decide if hearing should take place/or not.</p>	<p>This may make it easier to allocate sites or include policies for new/ enhanced infrastructure, as long as process is followed. Unclear if the new measures will apply to Local Plans or mainly decisions on major infrastructure</p>	<p>Low: It is unclear whether the review of the JRS will apply to Local Plan proposals for major infrastructure decisions and approvals, or the adoption of all Local Plan policies. It may have a positive impact on the timescales for formulating a Plan, as it could reduce the risk of legal challenges to its content.</p>
<p>Disposal of surplus public sector land: Intends to encourage the sale of land and allows greater flexibility to re-invest the proceeds of land sales to public services.</p>	<p>Guidelines are outside the scope of planning policy</p>	<p>Increases the incentive to dispose of Council owned land, depending on the new guidelines.</p>	<p>Low: This is unlikely to have any potential impact on the timescales for producing a Local Plan. It may increase the rate at which council owned sites are delivered.</p>



**Report for: Planning Policy
Advisory Panel**

Date of Meeting:	9 th January 2023
Subject:	Scoping report – Residential Conversion Guidance & Residential Extension Guidance Chapters – Draft Small Site Design Code Supplementary Planning Document (SPD)
Key Decision:	No
Responsible Officer:	Dipti Patel, Corporate Director Place Viv Evans, Chief Planning Officer
Portfolio Holder:	Cllr Marilyn Ashton Deputy Leader of the Council, Portfolio Holder for Planning & Regeneration
Exempt:	No
Decision subject to Call-in:	No
Wards affected:	All Wards
Enclosures:	Appendix 1: Draft Residential Conversions Guidance Principles

Section 1 – Summary and Recommendations

This report sets out the proposed approach to be taken to prepare specific design guidance for residential conversions (dwelling houses into flats, regardless of whether extensions are also proposed), which is proposed to be progressed as a chapter within the draft Small Sites Design Code Supplementary Planning Document (SPD). This report also provides a further detail on householder extension guidance as initially drafted within the draft Small Sites Design Code SPD.

Once drafted, the guidance will be presented to a subsequent meeting of the Panel for consideration, and Cabinet thereafter seeking adoption as part of the draft Small Sites Design Code SPD.

Recommendations:

The Panel is requested to:

- A. Note the contents of the report and the recommended approach to bringing forward residential conversion design guidance, by way of a specific chapter within the draft Small Sites Design Code Supplementary Planning Document

- B. Note the further detail to be provided in relation to householder extension guidance
- C. Note the proposed draft residential conversion design principles and images contained in Appendix 1
- D. Note the proposed timetable headlines contained within paragraph 4.5
- E. Provide comments / feedback in relation to the information set out in this report and associated appendices.

Reason: (for recommendation)

To outline the approach to preparing design guidance for residential conversions (dwelling houses into flats, regardless of whether extensions are also proposed), as an additional chapter within the draft Small Sites Design Code Supplementary Planning Document, and to provide further detail to the draft residential design guidance.

Section 2 – Report

1.0 Introduction

- 1.1 The Council has committed to prepare design guidance for the conversion of dwelling houses into flats¹. Accordingly, the following report sets out an approach to progressing a residential conversion guidance chapter as part of the draft Small Sites Design Code SPD, which will directly respond to meeting a stated priority of the Council.
- 1.2 The Draft Small Site Design Code SPD provides borough wide design principles for small site development, however by reason of feedback through the consultation undertaken for this document (December 2021 – January 2022), it was requested that more guidance on residential conversions and residential extensions be provided within the document.

2.0 Options considered

- 2.1 To do nothing would require relying on the existing local policy framework (Core Strategy and Development Management Policies adopted in 2012 and 2013 respectively), and the existing Residential Design Code Supplementary Planning Document (2010). The London Plan 2021 has been subsequently published and the update to the Local Plan will not be completed and adopted for at least three years meaning to do nothing would leave a significant period without contemporary and user-friendly local guidance relating to residential conversions. It would also not reflect the stated priority of the Council to bring forward design guidance in relation to residential conversions across the borough.

¹ See Cabinet meeting 24 May 2022, item 5
<https://moderngov.harrow.gov.uk/documents/s176909/Cabinet%20Report%20-%20May%202022%20-%20Tall%20Buildings%20and%20Conversions%20-%20FINAL%20V2%20-%20220517.pdf>

- 2.2 An alternative option would be to progress a separate SPD focusing on residential conversions only. This would have the benefit of being clear, visible guidance relating to residential conversions. It would however mean that the benefits of combining such guidance alongside the general design principles relating to small sites / residential extensions (as proposed within this report) would be diminished. The London Plan (through Policy H2: Small Sites) includes residential conversions within the scope of 'small site' development and including residential conversion guidance as a chapter within the draft Small Sites Design Code SPD would be consistent with that and give the conversions guidance greater weight. Additionally, a separate SPD would mean starting the SPD process from the start (including consultation) as it would be a new SPD. A separate SPD however remains a valid alternative option for the Panel to comment on. If it was decided to proceed with incorporating the residential conversion guidance in the draft SPD, consideration could be given to incorporating reference to residential conversions within the SPD title or subtitle.

3.0 Background

- 3.1 Concern has been expressed about the standard of accommodation and design quality of residential conversions. These concerns include the quality of streetscape created through any physical alterations / extensions to the building itself, as well as additional infrastructure required to support the additional dwellings (i.e. hard standing for car parking, refuse containers, access to amenity space etc). Many of these issues can apply regardless of whether or not extensions are also proposed.
- 3.2 The Council has previously committed to preparing a Small Site Design Code Supplementary Planning Document, which includes updated design guidance in relation to small sites and householder development. This draft SPD was consulted on in December 2021 – January 2022. The draft guidance subject to that consultation covered a range of design considerations that are applicable to residential conversions. Feedback received in relation to the two consultation events that were held, and written feedback also, made it clear that more guidance is required to improve front gardens through residential conversions.
- 3.3 As part of the Small Sites Design Code SPD that was consulted upon, it included residential extension guidance which is anticipated to replace the existing guidance within the Harrow Residential Design Guide SPD (2010). Following the consultation process, feedback sought a greater level of detail in the document to support applications for householder extensions.
- 3.4 The Small Sites Design Code SPD has a range of borough wide design principles, and whilst specifically progressed to assist in bringing forward successful small site applications, would be appropriate as general guidance only for residential conversions and householder extension guidance. The draft Small Sites Design Code SPD is attached as a

background paper. This document is still draft and as such continues to evolve, and accordingly has not been formally adopted by the Council.

4.0 Why a change is needed

- 4.1 The Local Plan process can span several years as it involves evidence gathering, policy development, at least two statutory periods of consultation and independent examination of the draft Local Plan by the Planning Inspectorate (which may also trigger further consultation).
- 4.2 Proposals for residential conversions (generally dwelling houses into flats, but sometimes flats into additional flats) are coming forward in the meantime, with limited contemporary, visual design guidance in the current Local Plan to assist with ensuring a high quality of design is achieved.
- 4.3 It is considered that to introduce specific design guidance through a specific chapter, which would build upon the borough wide design principles within the Small Sites Design Code Supplementary Planning Document, would provide greater clarity across the borough for any applications that would involve the conversion of single dwellings into flats. The guidance provided will also be applicable for applications that seek to convert an existing flat into multiple flats. The guidance would apply regardless of whether any extensions are also proposed as part of the conversion.
- 4.4 Additional guidance is also required to supplement the residential design guidance drafted as part of the Small Site Design Code SPD, to provide more detailed imagery to assist householder extension applications being made successfully. The need for additional detail to the initially drafted residential design guidance was received as part of the consultation process in early 2022.
- 4.5 In bringing forward a residential conversion design guidance chapter, the following sets out the key timetable actions required to be undertaken (Dates may be subject to change);
 - a. Report for Planning Policy Advisory Panel (this report) 9th January 2023
 - b. Draft Chapters for Residential Conversions and Residential Design Guidance within the draft Small Sites Design Code SPD to a future Planning Policy Advisory Panel in 2023 (meeting date to be confirmed).
 - c. Cabinet Approval to adopt the Small Sites Design Code SPD: 2023 – following PPAP under bullet point 2 above (inclusive of residential conversion design guidance / more detailed residential extension guidance).
- 4.6 In the preparation of the residential conversion design guidance and residential extension guidance, officers will also engage internally with relevant departments (Development Management, Highways Authority,

and the Waste Authority for example). This will assist in ensuring a more robust and defensible SPD is achieved.

5.0 Residential Conversion Design Guidance Chapter: Small Sites Design Code Supplementary Planning Document

5.1 Policy Context

National Policy Framework

5.2 The NPPF 2021 has placed a greater emphasis on the design quality of all developments, recognising the importance that this has on how people view their surroundings.

5.3 Paragraph 126 of the NPPF (2021) states that *the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this.*

5.4 Paragraph 127 goes on to state *Plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable*

5.5 It is clear that since the adoption of the Harrow Local Plan, there has been a significant shift in increasing the design quality of development, which has been lead through the NPPF (2021). The residential conversion guidance would assist in meeting this aspiration.

London Plan (2021)

5.6 The London Plan (2021) is the spatial plan for Greater London and sets out several policies that seek to ensure new development is of a high-quality design, and that new housing meets minimum standards to ensure a satisfactory level of accommodation. Whilst any guidance set out within a proposed SPD would be giving further guidance to identified policies within the Harrow Local Plan (HDMPLP (2013)), proposals must consider the development plan (which the London Plan (2021) forms part of) in the round. Accordingly, the following policies are the most relevant that are currently being used by Development Management (DM) in the assessment of planning applications seeking to convert existing single dwellings into flats.

Policy D1 London's form, character and capacity for growth

Policy D3 Optimising site capacity through the design-led approach

- *Applies a design-led approach*
- *Form & Layout*
- *Experience*
- *Quality and Character*

Policy D6 Housing Quality & Standards

- *Private internal space*
- *Private outside space*
- *Communal play space – needs to be assessed against Policy S4*

Policy H2 (Small Sites)

- *Boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making;*
- *significantly increase the contribution of small sites to meeting London's housing needs*
- *diversify the sources, locations, type and mix of housing supply*

Para 4.2.8 Where existing houses are redeveloped or subdivided, boroughs may require the provision of family-sized units (3 bed + units) providing sufficient design flexibility is provided to allow the existing footprint of a house to be enlarged in order to meet this requirement.

6.0 Harrow Local Development Framework

6.1 The following section sets out the documents that comprise the Harrow Local Development Framework (LDF) (forming part of the development plan with the London Plan (2021)), and goes on to set out the relevant policies that are used by planning officers in the determination of planning applications relating to conversion of single dwellings to multiple flats. It also sets out the relevant, existing SPDs referred to in such applications.

- a. Harrow Core Strategy (2012)
- b. Harrow Development Management Policies Local Plan (2013)
- c. Harrow & Wealdstone Area Action Plan (2013)
- d. Site allocations DPD (2013)
- e. Policies Maps (2013)

6.2 Policy CS1B of the Harrow Core Strategy (2012) states that proposals that would harm the character of suburban areas and garden development will be resisted. All development shall respond positively to the local and historic context in terms of design, siting, density and spacing, reinforce the positive attributes of local distinctiveness whilst promoting innovative design and/or enhancing areas of poor design; extensions should respect their host building.

6.3 The Harrow Development Management Policies Local Plan (2013) (HDMPLP (2013)) has a number of policies that are relevant to flat conversions and also for appropriate extensions to dwellings.

- DM1 (Achieving a High Standard of Development),
- DM23 (Streetscene Greenness and Forecourt Greenery)
- DM24 (Housing Mix)
- DM26 (Conversion of Houses and other Residential Premises).
- DM27 (Amenity Space)

- 6.4 The policies identified above provide a sound policy basis for a SPD to provide further guidance in relation to residential conversions. Whilst any SPD will be providing further guidance to the policies noted here, proposals will still need to be considered against the development plan, which includes the London Plan (2021) and its relevant policies.
- 6.5 Whilst each of the policies noted provide a clear policy direction and a useful explanatory text, more detailed guidance including visual aids would be more helpful to assist improving the design quality of residential conversions across the borough. Guidance set out in a SPD will provide nuanced guidance for flat conversions with appropriate visuals to demonstrate good quality design examples. Conversely, visually the SPD will set out examples of poor design that would not be supported by the Council.
- 6.6 Whilst the SPD would be providing guidance to the existing local plan (policies noted above), the guidance would also need to be flexible enough to reflect any new policies within the new local plan which will be forthcoming.

7.0 Residential Conversion Chapter – Small Sites Design Code Supplementary Planning Document

- 7.1 As set out above, there are sufficient policies within the current Development Plan that relate to the conversion of single dwellings to multiple flats, and also in relation to design and character of developments, that allow further guidance through a SPD to be progressed. It is expected that any new principles/guidance (over and above the borough wide design principles) would be limited. This approach would not only build upon previously consulted upon borough wide design principles, it would also seek to address specific feedback on the impacts of such developments that were made during the consultation process.
- 7.2 Appendix A sets out the existing relevant borough wide design principles, which are listed as A through to H (inclusive). These principles provide guidance which assist in achieving good design for developments. However, further guidance can be added to these principles that pick up on bespoke issues that relate to residential conversions.
- 7.3 Beyond the existing relevant borough design principles noted above, further principles are proposed from I through to O. These additional principles are proposed as they are bespoke issues that relate to residential conversions, and are not directly addressed under the more general borough wide guidance in principles A to H. Such principles are considered relevant to conversions regardless of whether or not extensions are also proposed
- 7.4 Following on from the principles, the residential conversion guidance will set out supporting text to each of the principles to assist developments address the relevant issues that can lead to a poor-quality development.

Any guidance will be supported by visual representations of both good and poor design examples, which enable schemes to be brought forward with a clear understanding of what will and what will not be supported by the Local Planning Authority (LPA). It is considered that this approach will provide sufficient guidance to set out the LPA's expectation for high quality design for residential conversions.

- 7.5 The draft Small Sites Design Code SPD as consulted upon, through Chapters 3.1.20 to 3.1.24 sets out design guidance for householder extensions. However, responses to consultation suggested that the draft guidance did not provide enough detailed design guidance to assist applicants. Further guidance and diagrams / images are proposed to be developed to assist applicants in bringing forward successful applications for householder extensions.
- 7.6 The draft Small Sites Design Code SPD principles and the proposed bespoke residential conversion principles (attached at Appendix 1) will form the basis for the additional guidance. These principles have been informed by a review of relevant planning appeals, which are able to be used to inform the drafting of the subsequent detailed guidance to ensure it is robust.

8.0 Conclusion

- 8.1 The policy context above is considered to provide sufficient policy basis within the existing Local Plan relating to the conversion of single-family homes / larger flats to multiple flats, which are able to form the basis for further guidance through a SPD. The policies listed above provide a certain level of written guidance to assist applicants bringing forward applications to convert homes to flats. However, further guidance is sought to be provided to assist applicants and planning officers to ensure that residential conversions achieve a higher quality design than currently is achieved. Issues arising with applications are able to be considered in the context of the area wide design principles that have been progressed as part of the draft Small Sites Design Code SPD. As such, it is proposed that residential conversion guidance sit as a chapter within this document.
- 8.2 Where the area wide design principles set out for borough wide development within the draft Small Sites Design Code SPD are not specific enough to address design quality issues specific to residential conversions, a chapter that deals specifically with such matters will ensure that more detailed guidance is able to be provided.
- 8.3 Whilst any guidance brought forward as set out above would provide guidance to relevant current local plan policies (as set out above), guidance would be flexible to ensure that it would still remain relevant following the local plan review (where new/revised policies may be included).

9.0 Matters to be considered with respect to the proposed approach

- 9.1 Developing further guidance to the existing policy context is likely to result in a change in the approach to assessing planning application for flat conversions or householder extensions, where guidance in a SPD will have material weight in the decision taking. Officers have identified some potential issues with applying such guidance.
- a. Approach will result in a shift in recent practice, which is likely to lead to initial frustration for planning agents / increase in appeals.
 - b. Insisting on a family unit to be provided had a tenuous link to Policy DM24 (Housing Mix) of the HDMPLP (2013), and may be subject to challenge as it is more in relation to design outcomes rather than housing delivery. A stronger policy basis for this would need to be progressed through the local plan review process.
 - c. Family homes that are being lost are difficult to replace as new larger scale development is often directed to town centre locations, and therefore not necessarily the character of the area to provide such homes.
 - d. A position will need to be taken in relation to considering an application based on the prevailing pattern of development, or seeking to improve the quality of area where the character has been eroded.

10.0 Implications of the Recommendation

Considerations

11.0 Resourcing

- 11.1 The project is being resourced internally by the Planning Policy Team, from the existing revenue budget. Significant input will be required from the Council's Principal Urban Design Officer (located within Development Management).

12.0 Ward Councillors' comments

- 12.1 Ward Councillor input was sought during the formal consultation period for the draft Small Sites Design Code SPD (December 2021 – January 2022). The guidance proposed here is in response to consultation feedback from that process.

13.0 Performance Issues

- 13.1 None: Report is for information purposes and comment only. Performance issues will be considered as part of any future Cabinet Report.

14.0 Environmental Implications

14.1 None: Report is for information purposes and comment only. Environmental implications will be considered as part of any future Cabinet Report.

15.0 Data Protection Implications

15.1 None: The report is prepared for information purposes and comment only for the Planning Policy Advisory Panel, which is noted as being a publicly accessible forum

16.0 Risk Management Implications

Risks included on corporate or directorate risk register? **No**

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below.
N/A

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
PPAP do not agree for the flat conversion guidance to sit as a chapter within the draft Small Site Design Code SPD, instead seeking that it is progressed as a standalone SPD (with additional resource implications i.e. consultation).	<ul style="list-style-type: none"> Flat conversion design guidance chapter would build upon borough wide design principles that have been through the consultation process. 	Amber
Non-compliance with regulatory requirements for the preparation of any guidance (i.e. scope of guidance, process.)	<ul style="list-style-type: none"> Process managed to ensure it complies with regulatory requirements 	Green
Negative feedback from PPAP – regarding design guidance	<ul style="list-style-type: none"> Guidance to follow contemporary design guidance from Mayor of London and Central Government. Draft guidance is able to be amended where appropriate to reflect feedback / comments from PPAP 	Green
Non-(general) conformity / consistency with Harrow development plan (i.e.	<ul style="list-style-type: none"> Drafting to be undertaken in context of existing development plan. 	Green

Risk Description	Mitigations	RAG Status
London Plan, Harrow Local Plan)	<ul style="list-style-type: none"> ▪ Guidance will reflect cotemporary legislation, strategic policy/guidance 	
Broader Planning Policy / Urban Design work programs impacted upon should additional resources to undertake the work outlined in this report not be forthcoming	<ul style="list-style-type: none"> ▪ Broader work programmes adjusted to reflect the priority given to the preparation of the SPD within existing resources 	Green
Not undertaking full consultation as part of the flat conversion guidance, rather, including it as part of a document that has already been though consultation (Draft Small Sites Design Code SPD).	<ul style="list-style-type: none"> ▪ Flat conversion guidance would be brought forward consistent with borough wide design principles and residential design guidance that have already been through the consultation process as per the draft Small Sites Design Code SPD. ▪ New principles and guidance not previously consulted upon, have been introduced to directly respond to specific consultation feedback, being the improvement of flat conversions. 	Amber

17.0 Legal Implications

- 17.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that, if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 17.2 Although the proposed SPD is not a development plan document it will, on adoption, be a material consideration in the determination of small site developments, that will also include flat conversions and residential extension development proposals within Harrow.
- 17.3 The Town and Country Planning (Local Planning) (England) Regulations 2012 (“Regulations”) provide guidance on the preparation and adoption of supplementary planning documents.
- 17.4 Under Regulation 12 of the Regulations, the Council is required to consult on the SPD and to take into account all consultation responses received before adopting the SPD.

- 17.5 Further, Regulation 14 of the Regulations requires that as soon as reasonably practicable after adopting an SPD, the Council must (i) make available the SPD and an adoption statement and (ii) send a copy of the adoption statement to any person who asked to be notified of the adoption of the SPD.

18.0 Financial Implications

- 18.1 The cost of preparing and implementing the guidance the draft Small Sites Design Code SPD (including the inclusion of design guidance for flat conversions and residential conversions) will be met from Planning Policy Team and Development Management (Urban Design) resources.

19.0 Equalities implications / Public Sector Equality Duty

- 19.1 The Council has a public sector equality duty under section 149 of the Equality Act 2010 (“the Act”) to have ‘due regard’ to the following when exercising any of its functions:
- a. Eliminating unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - b. advancing equality of opportunity; and
 - c. fostering good relations between persons who share a relevant protected characteristic and those who do not share it.
- 19.2 The relevant protected characteristics are age, race, disability, gender reassignment, pregnancy and maternity, religion or belief, sex and sexual orientation.
- 19.3 The proposed SPD the subject of this report aims to provide detailed design principles and guidance for small site development, flat conversions and residential extensions within the borough and therefore advances equality of opportunity for all and is not considered to adversely impact on persons within the protected characteristics.
- 19.4 Further, the proposed SPD will supplement adopted policies within the Harrow Core Strategy and subsequent Development Management Policies Local Plan. A full equalities impact assessment was carried out at each formal stage in the preparation of the Core Strategy.

20.0 Council Priorities

21.1 Putting residents first.

- 21.2 The progression of flat conversion design guidance was a manifesto commitment by the administration. This report sets out the proposed approach by the Council to deliver a chapter within the draft Small Site Design Code SPD with regard to improving the quality of flat conversions (and residential extensions), which would reflect the priorities of the Council to put residents first.

Section 3 - Statutory Officer Clearance

Statutory Officer: Abiodun Kolawole
Signed on behalf of the Monitoring Officer

Date: 20 December 2022 – by email

Chief Officer: Viv Evans
Signed off by the Chief Officer



Date: 22 December 2022

Mandatory Checks

Ward Councillors notified: No, as it impacts on all Wards /
Information only

EqIA carried out: No: refer to paragraph 19 above

EqIA cleared by: N/A

Section 4 - Contact Details and Background Papers

Contact: Callum Sayers, Principal Planning Policy Officer, 077
3159 1724, callum.sayers@harrow.gov.uk

Background Papers:

- [National Planning Policy Framework \(2021\)](#)
- [London Plan \(2021\)](#)
- [Harrow Local Plan](#)
- [Draft Small Sites Design Code Supplementary Planning Document \(as originally consulted on\)](#)

Appendix 1: Draft Residential Conversions Guidance Principles

	Existing Borough Wide Principles (Draft Small Sites Design Code SPD) (relevant to residential conversions)
Principle A	<p><u>3.1.7 Defensible Space</u></p> <p>Ground floor dwellings to have defensible space</p> <p>Bin and bike stores to be integrated</p> <p>No street facing bedrooms at ground floor</p>
Principle B	<p><u>3.1.8 Boundary treatment</u></p> <p>Design and dimensions for treatment</p>
Principle C	<p><u>3.1.9 Greening</u></p>
Principle D	<p><u>3.1.10 Communal Amenity Space</u></p> <p>Distinction between private, public and communal</p> <p>Accessible</p>
Principle E	<p><u>3.1.11 Entrances</u></p> <p>Predominantly for new build</p>
Principle F	<p><u>3.1.13 Private Amenity Space</u></p> <p>Directly accessible kitchen/living space as opposed to bedrooms</p>
Principle G	<p><u>3.1.14 Cycle Storage</u></p> <p>Provides some guidance and an image for a new build</p> <p>Internal store within the dwelling is shown</p>
Principle H	<p><u>3.1.15 Refuse Storage</u></p> <p>Avoid visual clutter in streetscape</p> <p>Limited to 5m wide on building façade</p>
Principle I	<p><u>3.1.16 Car parking</u></p> <p>Car free development is the preferred approach on small sites (London Plan T6)</p> <p>Off street parking only where it already exists</p>

<u>Proposed New Principles – Specific to Residential Conversions</u>	
Principle J	Forecourt treatment / arrangement
Principle K	Over-intensive development
Principle L	Providing family-sized unit
Principle M	Window & door openings
Principle N	Other associated paraphernalia Matters such as foul and rainwater goods, gas meters and aerials etc
Principle O	Internal layout
Principle P	Climate change

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