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# INTRODUCTION AND PLANNING POLICY CONTEXT **Chapter 1**

Development Management Policies FINAL MAY 2013

## Introduction

**1.1** The Core Strategy (2012) sets out Harrow's spatial strategy for managing development and growth in the Borough over the plan period from 2009 to 2026. The Strategy provides a positive plan for ensuring that the Borough's housing, employment, infrastructure and other needs are met over the plan period in a way that contributes to achieving sustainable development. To this end, the Strategy's overarching objectives are to:

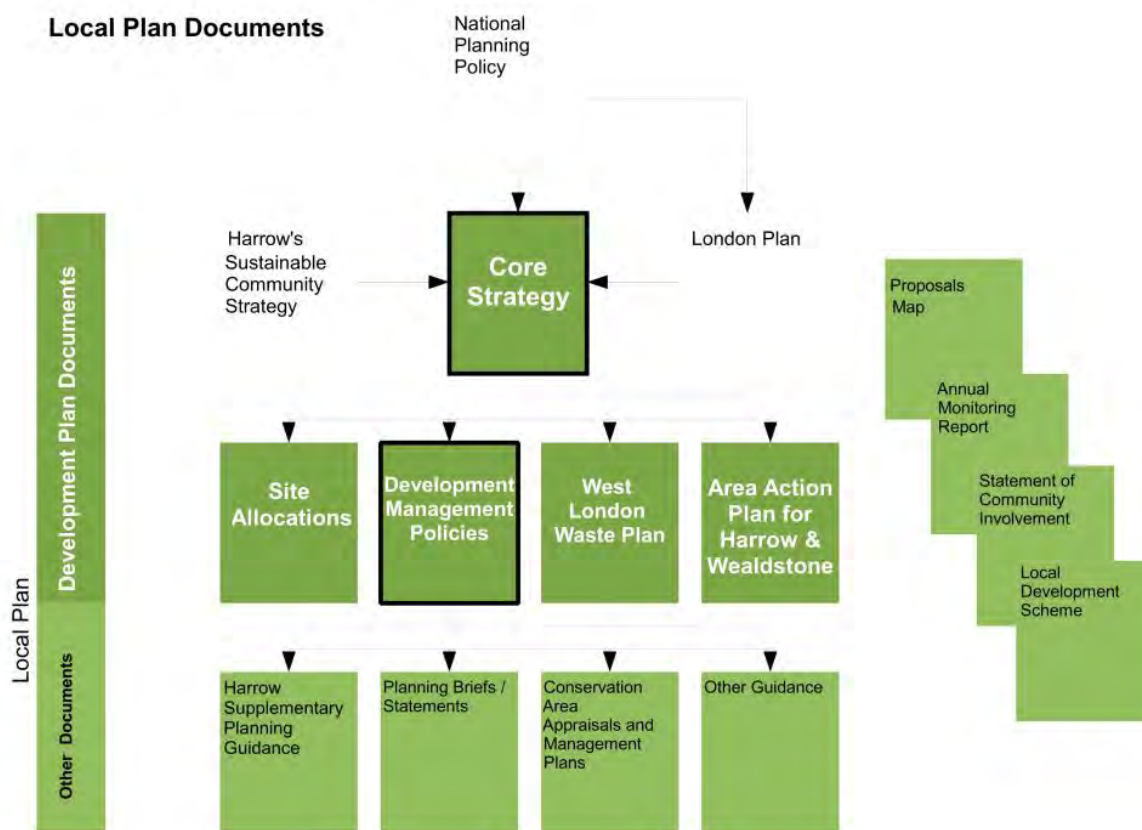
- protect the historical and environmental features that contribute to Harrow's distinctiveness as a place to live, work and visit;
- enhance the infrastructure, environment and other resources which make Harrow a desirable place to live, work and visit;
- manage the Borough's contribution to climate change and increase resilience to flooding; and
- adapt to population and demographic changes to meet people's needs and quality of life.

**1.2** The policies in this DPD give effect to the spatial strategy and the overarching objectives of the Core Strategy by supporting proposals that contribute to sustainable development in accordance with the strategy, and ensuring that there is a clear policy framework in place for resisting development that would be at odds with the Core Strategy and its objectives.

## Development Management Policies DPD and other development plan documents

**1.3** Figure 1.1 shows where the Development Management Policies DPD sits within the hierarchy of planning policy documents in Harrow. The Development Management Policies DPD sets out criteria based policies against which planning applications will be assessed, including policies which give effect to designations shown on the adopted policies map. Further criteria based policies which relate specifically to land within the Intensification Area boundary (see figure 1.2) are included in the Harrow & Wealdstone Area Action Plan.

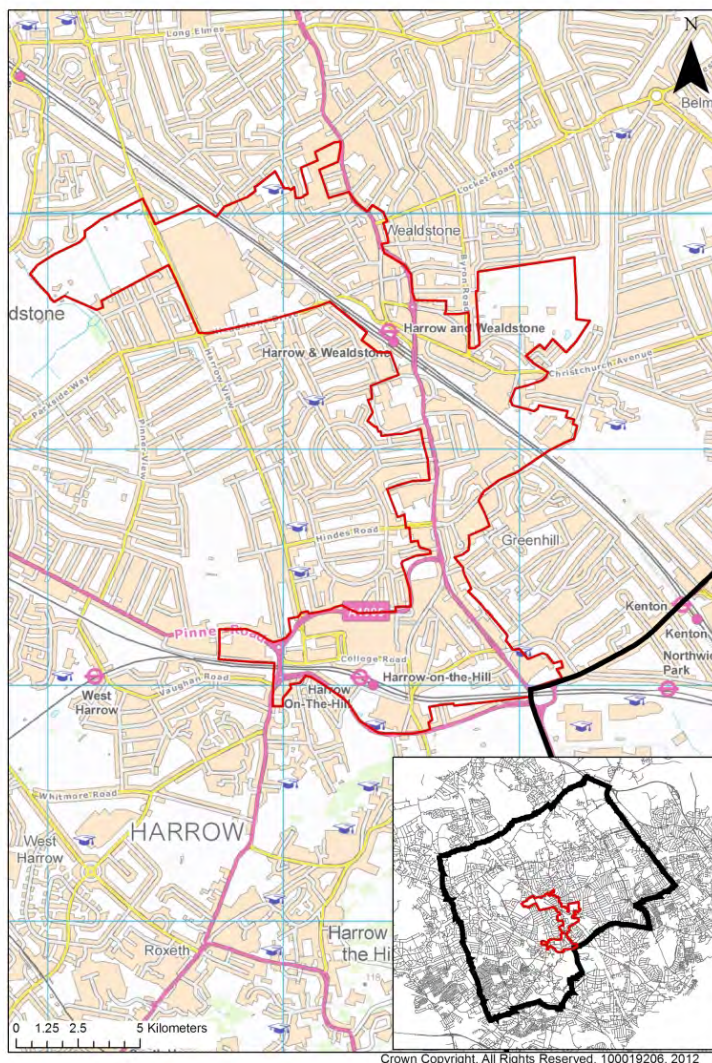
Figure 1.1



**1.4** The Site Allocations DPD seeks to allocate sufficient, previously-developed sites to accommodate the development needs of those parts of the Borough outside of the Harrow & Wealdstone Intensification Area. The DPD also amends a number of retail, employment, open space and nature conservation designations in response to the Core Strategy, evidence base documents and other sources. Both the development site allocations and the revised designations are shown graphically on the Adopted Policies Map.

**1.5** Development site allocations and amendments to designations within the Intensification Area boundary are included in the Harrow & Wealdstone Area Action Plan, which is also a development plan document. These are also shown on the Adopted Policies Map.

**Figure 1.2 Harrow and Wealdstone Intensification Area in Context**



**1.6** The London Plan (2011) also forms a part of the development plan for Harrow and includes policies with planning decision making criteria.

### Status of development plan documents

**1.7** The National Planning Policy Framework (2012) re-affirms the Government's commitment to a plan-led system. Development plan documents are given special status in planning legislation, which requires decisions on planning applications to be made in accordance with the development plan unless material considerations indicate otherwise.

### Structure of the Development Management Policies DPD

**1.8** The policies in this plan are arranged thematically by chapter, as follows:

- Chapter 2 sets out the policies relating to character and amenity issues.
- Chapter 3 sets out the policies relating to conservation and heritage assets
- Chapter 4 sets out the policies relating to environmental sustainability;
- Chapter 5 sets out the policies for the protection of open space and the natural environment;

- Chapter 6 sets out the housing policies;
- Chapter 7 sets out the policies relating to employment and economic development;
- Chapter 8 sets out the policies for town centres and neighbourhood parades;
- Chapter 9 sets out the policies on transport and waste; and
- Chapter 10 sets out the policies on community infrastructure.

**1.9** Cutting across all thematic policies is the presumption in favour of sustainable development contained within the government's National Planning Policy Framework. This requires that:

a) When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

b) Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

c) Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.



# CHARACTER AND AMENITY **Chapter** **2**

Development Management Policies FINAL MAY 2013

### INTRODUCTION

**2.1** Harrow is a classic outer London borough. Having formed part of the Middlesex landscape of villages, farms and country estates for many centuries, the extension of railway lines out of London in the 19th and early 20th Centuries generated rapid suburbanisation which in turn required new shopping districts, factories and public open spaces. The resulting legacy is a network of surviving village and inter-war town centres, enveloped by residential suburbs, and local parks, schools, offices and business premises. The Borough's residential suburbs provide a generally quiet, leafy environment and traditional forms of accommodation, particularly attractive for families, and together with the network of town centres, public transport, social and economic infrastructure, provide a good foundation for more sustainable living.

**2.2** The Character Assessment of Harrow's Residential Areas (2010) reveals a surprisingly rich diversity in the type and form of the Borough's suburbs. The dominant housing typologies in Harrow are two storey detached, semi detached and suburban terraced properties with front and rear gardens. These housing typologies provide streets and neighbourhoods with a strong coherent appearance due to the consistent and rhythmic architectural style and consistent street profile. The Character Assessment also identifies the principal characteristics of the Borough's town centres, and documents the Borough's hydrology, topography and designated heritage assets. As the Borough continues to change and evolve, in response to the growth needs set out in Harrow's Core Strategy, the importance of making more efficient use of land through redevelopment of previously-developed land will not diminish. The policies set out in this chapter are intended to deliver development which both recognises and safeguards the positive attributes of character and amenity afforded by Harrow's existing built environment, and which enables opportunities for development to strengthen Harrow's capacity to be a sustainable 21st Century outer London suburb to be fully exploited. The policies in this chapter seek to achieve a high standard of design and layout which preserves and appropriately enhances the quality of the Borough's built environment, outside of the Harrow & Wealdstone Intensification Area, integrates with the neighbourhood of which it will form part, whilst enabling effective use to be made of previously developed land<sup>(1)</sup>. Policies relating to the built heritage of the Borough are set out at Chapter 3 of this DPD.

### DESIGN, LAYOUT, PRIVACY AND AMENITY

#### Policy DM 1

##### Achieving a High Standard of Development

##### Design and Layout Considerations

- A. All development and change of use proposals must achieve a high standard of design and layout. Proposals which fail to achieve a high standard of design and layout, or which are detrimental to local character and appearance, will be resisted.
- B. The assessment of the design and layout of proposals will have regard to:
  - a. the massing, bulk, scale and height of proposed buildings in relation to the location, the surroundings and any impact on neighbouring occupiers;

<sup>1</sup> Policies to deliver a new, high quality and sustainable urban form within the Intensification Area will be contained within the Harrow & Wealdstone Area Action Plan

- b. the appearance of proposed buildings, including but not limited to architectural inspiration, detailing, roof form, materials and colour, entrances, windows and the discreet accommodation of external services;
- c. the context provided by neighbouring buildings and the local character and pattern of development;
- d. the provision of appropriate space around buildings for setting and landscaping, as a resource for occupiers and to secure privacy and amenity;
- e. the need to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit;
- f. the functionality of the development including but not limited to the convenience and safety of internal circulation, parking and servicing (without dominating the appearance of the development) and the appearance, capacity, convenience, logistics and potential nuisance of arrangements for waste, recycling and composting; and
- g. the arrangements for safe, sustainable and inclusive access and movement to and within the site.

#### Privacy and Amenity Considerations

- C. All development and change of use proposals must achieve a high standard of privacy and amenity. Proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of development, will be resisted.
- D. The assessment of privacy and amenity considerations will have regard to:
  - a. the prevailing character of privacy and amenity in the area and the need to make effective use of land;
  - b. the overlooking relationship between windows and outdoor spaces;
  - c. the distances between facing windows to habitable rooms and kitchens;
  - d. the relationship between buildings and site boundaries (applying the Council's 45 degree code where relevant);
  - e. the visual impact of development when viewed from within buildings and outdoor spaces (applying the Council's 45 degree code where relevant);
  - f. the adequacy of light and outlook within buildings (habitable rooms and kitchens) and outdoor spaces (applying the Council's 45 degree code where relevant);
  - g. the adequacy of the internal layout of buildings in relation to the needs of future occupiers and any impact on neighbouring occupiers;
  - h. the impact of proposed use and activity upon noise, including hours of operation, vibration, dust, air quality and light pollution; and
  - i. the need to provide a satisfactory quantum and form of amenity space for future occupiers of residential development.

#### Other Planning Considerations

- E. Development which would prejudice the future development of other parts of the site, adjoining land, or which would frustrate the delivery of adopted plans and allocated sites, will be resisted.

**2.3** The Core Strategy sets out the overarching strategy for ensuring new developments are of high quality design and do not impact on residents' amenity. Policy DM1 provides further details on the key elements of good design, layout and amenity that need to be considered for all scales of development ranging from major development schemes to residential extensions and conversions. New development and changes of use proposals offer the potential to strengthen the valuable components of the Borough's existing built environment whilst realising the opportunity of previously-developed to meet future housing and economic needs without loss of open space.

#### **Design and Layout Considerations**

**2.4** The massing, bulk, scale and height of buildings are significant components of an area's character and help to convey the distinction between urban, suburban and semi-rural parts of the Borough. Consideration of these components should therefore be informed by location: whether the site is in a town centre; industrial estate; a residential area; or is in the Green Belt. However the surroundings of the site will also be important in the consideration of these components: whether the massing, bulk, scale and height of buildings are part of the area's sense of place; whether the site forms an interface between one type of location and another; and how the proposed building would relate to existing buildings, including any impacts on neighbouring occupiers.

**2.5** The appearance of a building is the popular meaning of 'design' and can strengthen or detract from an area's sense of place. The best designed buildings are often inspired by a recognised architectural idiom which will then inform the appropriate form and level of architectural detail. However this need not mean rigid replication of existing architectural styles; modern interpretations based on a demonstrable appreciation of local context can introduce exciting new forms and, where appropriate, add variety and interest. Roof form is an important visual element of a building and will help to convey the overall architectural message, including a buildings proportions.

**2.6** Quality of execution is key to the realisation of design success, and in this regard the materials, colour, entrance and window details, external services and telecommunications equipment can significantly detract from a building's finished appearance, particularly in mixed use and multi-occupancy developments.

**2.7** The Harrow Character Assessment of Residential Areas (2010) highlights the rich diversity of the Borough's residential environments and documents some of their key attributes. The Borough's town centres fall into two broad types: former village settlements and inter-war Metroland parades. Many areas have well established and cherished characteristics which may derive from a range of attributes such as spaciousness or enclosure, profile and proportions, uniformity or variety, composition of materials, roof form, streetside and garden greenery, uses and levels of activity. Pattern of development often combines with these attributes to re-enforce local character and may require an assessment of the arrangement of buildings and spaces beyond the site and its immediate neighbours.

**2.8** The design of the spaces between buildings, both private and public, are key to the quality of the environment and the experience of those who use them. This includes hard and soft landscaping, natural features, boundary treatments, waste and cycling enclosures. The provision of appropriate space around buildings will frequently be informed by the character and pattern of development in the area, which will in turn be relevant to the appropriate gaps and distances needed to safeguard the privacy and amenity of neighbouring occupiers. Space around buildings is important not only as a setting for the building in its context, but also for reasons of functionality. It enables the implementation and successful growth of landscaping schemes, provides an outdoor amenity for occupiers and space for refuse storage, car parking etc. It may also be an important

element of a site's plan for the sustainable management of flood risk and surface water drainage. However 'left over' spaces which are neither functional nor visually beneficial constitute nothing more than a maintenance liability.

**2.9** Landscaping should be included as an integral part of the overall design of a development proposal. The landscape and buildings need to be considered together from the start of the design process and careful consideration given to the existing character of the site including its typology and existing trees and landscape. The opportunity provided by new development to enhance the presence of trees, landscaping, biodiversity and other natural features in areas where these are lacking will be fully exploited. Further detail on trees and landscaping, and what is required in landscaping plans, is provided in Policy DM22: *Trees and Landscaping*.

**2.10** The prevailing building height in Harrow's residential areas is two storey, whilst the Borough's district and local centres have prevailing heights of two and three storey. As set out in the Core Strategy, these areas are therefore sensitive to the development of taller buildings that, by their very nature, are likely to have a greater impact on their surroundings with regard to visual impacts and effects on the local environment including microclimate, overshadowing and character.

### **Privacy and Amenity Considerations**

**2.11** The standard of privacy and amenity achieved by development will be closely related to the application of design and layout considerations set out above. Protecting privacy and amenity helps to protect the well being of the Borough's residents. This concerns the need to protect both future occupiers of new development, as well as the living conditions of neighbouring occupiers or (for mixed use development) the viability of business premises.

**2.12** Sunlight, daylight and outlook are highly valued components of residential quality that need to be considered early within the scheme design, especially where they add to the sustainability and attractiveness of the development. In addition to impacts on neighbouring development, the consideration of satisfactory sunlight, daylight and outlook applies equally to the proposed building(s) on site.

**2.13** Outdoor spaces provide a valuable amenity for occupiers and should have a configuration and relationship with buildings which secure a high level of functionality and environmental quality.

**2.14** The Residential Design Guide SPD sets out the Council's 45 degree code, which is a tool used to manage the relationship between buildings and spaces. It helps to ensure that visual impacts are appropriately contained and that reasonable levels of light and outlook are maintained.

**2.15** Privacy and amenity considerations do not stop at the external relationship of buildings and spaces. Noise transfer between dwellings can be as critical to privacy as overlooking, whilst lack of provision for domestic storage space can lead to the use of features which are meant to provide amenity, such as balconies and garages, for this purposes. Whilst the quality of sound insulation is a matter for Building Regulations, the internal layout of rooms can help to mitigate transfer of unwanted noise between homes. The provision of built-in storage facilities are sought-after features of new homes and help to maintain the value of other amenities. The Mayor of London's Housing SPG (2012) states that developments should avoid single aspect dwellings that are north facing, exposed to noise levels above which significant adverse health effects on health and quality of life occur, or contain three or more bedrooms (Standard 5.2.1).

### Key Policy and Guidance Links

- National Planning Policy Framework (2012) paragraph 56-66
- London Plan (2011) Policies 7.1, 7.2, 7.3, 7.4, 7.6, 7.7, 7.13, 7.14 and 7.15
- Harrow Core Strategy (2012) Policy CS1 B
- Safeguarding Aerodromes Direction (2002)
- Mayor of London's Housing SPG (2012)
- Harrow Residential Design Guide SPD

## LIFETIME NEIGHBOURHOODS

### Policy DM 2

#### Achieving Lifetime Neighbourhoods

- A. The location, design and layout of development, and any associated improvements to the public realm, transport and other infrastructure, will be required to contribute to the creation of lifetime neighbourhoods. In particular:
- a. non-residential development and change of use proposals must be appropriately located to sustain town centres, neighbourhood parades and local employment opportunities;
  - b. non-residential development and change of use proposals must be accessible to all;
  - c. new residential development and conversion proposals must ensure good access to services and facilities, and provide accessible homes in accordance with Policy CS1 of the Core Strategy; and
  - d. all proposals must be safe and secure for everyone in line with Secured by Design principles but gated developments will be resisted.
- B. Major proposals will be expected to demonstrate how they contribute to the creation of lifetime neighbourhoods within and beyond the site boundary.
- C. Improvements to the public realm must achieve an inclusive, legible pedestrian and cycling environment. Where opportunities exist, pedestrian and cycle routes between suburban areas, town centres, neighbourhood parades, public transport and green infrastructure should be strengthened. Proposals which impede pedestrian and cyclist permeability will be resisted.
- D. New and replacement bus stops must be of accessible design. All proposals must make appropriate provision for car parking for disabled people.
- E. Major development within town centres and proposals for public buildings, visitor attractions and tourist accommodation, and Green Grid projects, should make appropriate provision for the comfort and convenience of all users, including those with special mobility requirements.
- F. Sensitive adaptations of heritage assets which contribute to the creation of lifetime neighbourhoods will be supported.

**2.16** The concept of the lifetime neighbourhood is a natural extension of the lifetime home principle; that is, one which is accessible and comfortable for everyone regardless of age, health and physical ability. Lifetime neighbourhoods are created when accessible housing and non-residential development are integrated with an urban environment and open space which enables everyone to participate in the economic, civic and social life of the community. Without inclusive urban and green infrastructure, the development of accessible buildings is meaningless. The DCLG publication *Lifetime Neighbourhoods* (2011) identifies six key components for lifetime neighbourhoods: resident empowerment; access; services and amenities; built and natural environments; social networks/well-being; and housing.<sup>(2)</sup>

**2.17** A high quality, inclusive and accessible environment benefits the quality of life for visitors and residents alike. It allows everyone to move around more easily and enables residents at all stages of the life cycle to remain *in situ* as part of the local community, including families with small children, older people and those with mobility impairment. Further guidance for achieving inclusive and accessible design is provided in the Council's Access for All SPD (2006). Properly implemented, lifetime neighbourhoods will also reap economic and environmental rewards as they enable people to remain independent and economically active for longer, and as they reduce the need for extensive adaptations to buildings to meet the needs of existing and potential future users.

**2.18** The legacy of Harrow's Metroland development, comprising suburban residential areas with town centres, neighbourhood parades, open spaces and employment areas, lends itself well to the realisation of lifetime neighbourhood principles.

**2.19** However, if lifetime neighbourhoods are to be successfully achieved, it will not be enough simply to apply accessibility standards to new development. That is why the policy also applies to secure adaptations to existing buildings through changes of use, conversions, alterations to non-residential buildings and proposals for new shopfronts. Recognising that adaptations to existing buildings are often more challenging, the policy does not apply to householder applications where it might be disproportionate but it can be followed voluntarily where substantial extensions are proposed.

**2.20** The design and layout of all proposals can help reduce crime through providing for increased activity, natural surveillance, access control and creating a sense of ownership. Research shows that the application of Secured by Design and Safer Places principles can reduce burglary and car crime by 50% and criminal damage by 25%. However, gated development is counter to lifetime neighbourhood principles because it inhibits inclusive access to buildings and spaces, constrains the potential for social interaction between residents within the wider community and may exacerbate the extent to which perceptions of safety and crime do not coincide with the actual risks.<sup>(3)</sup>

**2.21** While the design and layout of all development should achieve full integration into the area within which the site is located, major development proposals provide an opportunity to extend lifetime neighbourhood principles beyond the site boundary to achieve, for example: enhancements to the pedestrian environment and cycle routes between the site and local destinations; the creation of an accessible and integrated public transport network and public realm; and the implementation of appropriate Green Grid projects.

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2 See Figure 1, Lifetime Neighbourhoods (2011).

3 It should also be noted that London Plan Policy 3.5 requires the design of new dwellings to take account of social inclusion objectives and, in seeking mixed and balanced communities across London, Policy 3.9 underscores the supporting role of design to this end. Paragraph 3.60 of the London Plan states that forms of development such as gated communities can compromise policy objectives for a more socially inclusive city.

**2.22** Town centres and other development which is open to the public and visitors should be welcoming and inviting to everyone. The availability of basic amenities such as rain canopies over shopfronts, seating areas and publicly accessible toilets benefit everyone, but will make a real difference to the usability of the place for people with mobility or other health impairments.

**2.23** Likewise, inclusive access to publicly accessible historic buildings and environments will enable residents and visitors to appreciate the Borough's rich heritage irrespective of personal mobility. By placing people at the heart of the design process, and ensuring new development and its wider context are inclusive to all, this will enhance the quality of the place and the spaces within it, ensuring their continued relevance and minimising the need for awkward, often costly and unsightly alterations in the future.

#### Key Policy and Guidance Links

- National Planning Policy Framework (2012) paragraph 58, 61 and 64
- London Plan (2011) Policies 2.15, 4.8, 7.1, 7.2 and 7.3
- Core Strategy Policy CS1 E
- Harrow Access for All SPD (2010)
- Harrow Residential Design Guide SPD (2011)
- DCLG Lifetime Neighbourhoods (2011)
- Crowded Places: The Planning System and Counter-Terrorism (2010)
- Protecting Crowded Places: Design and Technical Issues (2010)

## PROTECTED VIEWS AND VISTAS

### Policy DM 3

#### Protected Views and Vistas

- A. The protected views identified in Schedule 3 will be safeguarded in accordance with the Harrow Views Assessment (2012) and the London Views Management Framework.
- B. Where there is a protected view:
  - a. Development within a landmark viewing corridor (shown in red) should not exceed the specified threshold height unless it would comprise world class architecture or display outstanding qualities either of which would result in an enhancement to the protected view.
  - b. Development in the wider setting consultation area (shown in yellow) should form an attractive element in its own right and preserve or enhance the viewers' ability to recognise and to appreciate the landmark.
- C. Development should not harm and, where possible, should make a positive contribution to the characteristics and composition of the protected views and their landmark elements. It should also preserve or enhance viewers' ability to recognise and to appreciate important



landmarks, in particular St. Mary's Church and Harrow on the Hill, and the Harrow Weald Ridge as seen from designated viewing places.

- D. Development in the foreground and middle ground of a protected view should not be overly intrusive or unsightly to the detriment of the view, or detract from the prominence of the landmark.
- E. Development proposals in the background of a view should give context to landmarks and not harm the composition of the view as a whole.
- F. Viewing places should be accessible and managed so that they enhance people's experience of the view.
- G. Opportunities to create new local views and vistas should be exploited through the design and layout of new development.

**2.24** The landscape backdrop provided by the Green Belt, to the north of the Borough, and the profile of Harrow Hill with St. Mary's Church to the south of the Borough, are significant components of local identity and sense of place. The topography of the Borough and the prevailing building heights across Harrow's suburban districts are such that views and glimpses of these features can be enjoyed as part of the experience of moving through, or living within, the Borough. Views towards the Green Belt are a reminder of the proximity of Harrow's suburbs to the countryside, and appreciation of the changing seasons, whilst views towards Harrow on the Hill and St. Mary's Church reinforce the historical and cultural importance of that place.



**2.25** The Harrow Views Assessment (2012) assessed 38 local views and vistas to consider whether they should qualify as locally protected views in accordance with the London View Management Framework and Policy 7.12 *Implementing the London View Management Framework* of the London Plan (2011). The Assessment found that 11 of the views should be protected in accordance with the Framework. They comprise views from within the urban setting, medium range views from within open space, and long range views from open space on high ground. The assessment point, viewing location, landmark viewing corridor (where relevant) and wider

setting consultation area for these views are reproduced at Schedule 3 of this DPD. The 11 views are designated as 'protected views' and have full status as part of the development plan for the Borough. Planning applications for proposals affecting a protected view should be accompanied by an analysis that explains, evaluates and justifies any visual impact on the protected view, having regard to the methodology set out in the London View Management Framework.

**2.26** Part B(a) of the policy gives effect to the reasoning set out in an appeal decision relating to 51 College Road. Poorly located and designed buildings, and those of inappropriate height, could significantly detract from these views which are an important characteristic of the Borough. However, visibility should not be conflated with harm. A truly outstanding design that is well located and designed to inspire, excite and delight the viewer may enhance a protected view even if it would exceed the threshold height of one or more landmark viewing corridors. Viewpoints are a valuable amenity for residents and visitors alike and should be maintained, and where possible enhanced, for all to enjoy. Harrow's attractive skyline ridges and landscape features can be enjoyed from vantage points throughout the Borough. New development may provide opportunities to open

up new local views and vistas, or to create new landmarks in the townscape; where such opportunities exist they should be fully exploited through the design and layout of buildings and spaces.

### Key Policy and Guidance Links

- London Plan (2011) Policy 7.12
- London View Management Framework SPG
- Core Strategy Policy CS1 C
- Harrow Views Assessment (2012)
- CABE and English Heritage - Guidance on Tall Buildings (2007)

## SHOPFRONTS AND ADVERTISEMENTS

### Policy DM 4

#### Shopfronts and Forecourts

- A. Proposals for shopfronts including blinds, canopies and development on forecourts will be approved where:
- a. they are in scale and proportion to the host building and appropriate to the character of the area in which it is located;
  - b. they do not cause an obstruction or adversely affect pedestrian or highway safety;
  - c. they would preserve or enhance heritage assets having regard to the design and materials of shopfronts, including any traditional or original features that should be retained, and the number, siting and illumination of signs;
  - d. the shopfront would secure inclusive access;
  - e. the illumination of shopfronts and forecourts would not detrimentally affect the amenity of neighbouring occupiers or the character or appearance of a conservation area; and
  - f. where the proposal involves the installation of a new or replacement shopfront, the use of toughened glass will be required.
- B. Security shutters should be of an open mesh design and, wherever possible, should be located internally.

**2.27** For many pedestrians and shoppers, the ground floor frontages of buildings provide the principal perception of the quality of the built environment in town centres and neighbourhood parades. Well designed, practical shopfronts can make a positive contribution to the townscape and success of the Borough's shopping areas.

**2.28** Both individually and cumulatively, minor development such as shopfronts, security shutters and canopies can influence perceptions of the accessibility and security of an area and visually impact on the street scene. A proliferation of solid security shutters create a fortress-like atmosphere in town centres and neighbourhood parades when premises are closed, perpetuating fear of crime

and personal safety. Shutters with a transparent 'open mesh' design help to maintain visual interest and, along with a mix of appropriate town centre uses, help to enliven town centres during the evening.

**2.29** The installation of new shopfronts, including those that replace existing shopfronts, provides the opportunity not only to improve the appearance of the streetscene but also to design-in safety and security features such as the use of toughened glass in preference to shutters to improve the safety and security of ground floor units in town centres and neighbourhood parades.

### Key Policy and Guidance Links

- Core Strategy Policy CS1 B
- Harrow Conservation Area SPDs where relevant
- Protecting Crowded Places: Design and Technical Issues (2010)

## Policy DM 5

### Advertisements

- A. Proposals for advertisements on buildings and freestanding units will be approved where:
- a. they do not adversely affect the visual amenity of the area, having regard to the character and use of the area;
  - b. they do not adversely affect the amenity of residential occupiers by reason of siting, illumination or noise;
  - c. they are appropriate in scale and illumination to the location and, in the case of advertisements on buildings, the host building;
  - d. they contribute to the creation of lifetime neighbourhoods by rationalising street clutter and help to achieve an inclusive, legible environment;
  - e. they contribute to the safety of the environment for pedestrians, cyclists and drivers;
  - f. they do not impede any existing or proposed surveillance equipment, and contribute positively to public perceptions of security; and
  - g. they do not adversely affect the amenity of any residential or sensitive area.
- B. Advertisement hoardings will be appropriate in non-residential areas where they screen vacant or derelict sites, or sites where development is imminent.
- C. Proposals for advertisement resulting in a cluster of hoardings will be resisted where there would be a cumulative impact upon amenity.
- D. Proposals for advertisements that advertise temporary events and markets in centres will be supported.

**2.30** Well designed and considerately located, commercial advertisements add to the interest and vibrancy of town centres and other commercial areas. Advertisements can also be used to identify uses and occupiers within a building or area and, where properly thought out, this utilitarian form of advertising contributes positively to the legibility of the urban environment. However

over-sized, insensitively sited and inappropriately illuminated advertisements can be unsightly, detract from the character of an area and run counter to the creation of safe, accessible environments.

**2.31** Advertisements within residential areas or at the interface of commercial and residential areas can adversely affect the amenity of the residential area. Advertisements which are illuminated or emit noise, such as those which provide a moving display, have considerable potential to cause nuisance to residential occupiers. In the more commercial context of town centres illuminated and moving display units are to be expected, but could nevertheless adversely impact upon residential premises above ground level.

**2.32** Freestanding advertisement frequently add to street clutter and obstructions in the public realm. The Council's preference is for such advertisements to be integrated with the provision of required street furniture, such as bus stops and telephone boxes.

**2.33** Areas that are sensitive to advertisements include the Green Belt, Metropolitan Open Land, other open space, Areas of Special Character and conservation areas. Listed buildings (including locally listed buildings) are also sensitive to advertisements, and the act of fixing the advertisement may require listed building consent.

**2.34** Occasional street markets and other temporary events help to enliven and support the Borough's town centres. By their nature, such activities require local advertising to raise awareness of the time, location and nature of the market or event, and therefore to ensure that they are successful. Certain forms of advertising for temporary events benefit from 'deemed consent'<sup>(4)</sup> as defined in the Town and Country Planning (Control of Advertisements) (England) Regulations (2007) and do not, therefore, require an application for advertisement consent.

#### Key Policy and Guidance Links

- National Planning Policy Framework (2012) paragraph 67
- Core Strategy Policy CS1 B
- Harrow Conservation Area SPDs where relevant
- The Town and Country Planning (Control of Advertisements) (England) Regulations 2007

## AREAS OF SPECIAL CHARACTER

### Policy DM 6

#### Areas of Special Character

- A. Proposals affecting an area of special character will be considered having regard to:
- a. the impact of the proposal upon the strategic value of the area of special character;
  - b. the desirability of preserving or enhancing the environmental, architectural, historic and landscape features that contribute to the area of special character;
  - c. the protected views to and from areas of special character.

4 Subject to specified conditions and limitations.

- B. Proposals that would realise sustainable opportunities for increased appreciation of, or public access to, areas of special character will be supported.
- C. Proposals that would substantially harm an area of special character, or its setting, will be refused.

## Reasoned Justification

**2.35** Rising above the predominantly two storey, suburban development of the central lowland areas, Harrow's areas of high ground are of strategic importance to the character and distinctiveness of the Borough. Pinner Hill and Harrow Weald Ridge provide an elevated horizon of tree cover and open countryside which spans across the north of the Borough and acts as a visual reminder that Harrow is an outer-London borough, a transition between the highly urbanised characteristics of central & inner London and the more rural character of the counties beyond. Harrow Hill is a topographical feature with an identifiable profile to the south of the Borough, forming the verdant 'shoulders' upon which sits St. Mary's Church and supplemented by a substantial body of open space around the Hill's lower slopes. Harrow Weald Ridge, Pinner Hill and Harrow on the Hill contain a significant number of the Borough's heritage assets. Harrow on the Hill is also of cultural importance as the Borough's principal historic settlement and as the location of Harrow School.

**2.36** Reflecting the strategic importance of these parts of the Borough, the Harrow Core Strategy<sup>(5)</sup> (2012) retains their designation as areas of special character and undertakes to manage development to maintain their special character. The extent of the areas of special character is delineated on the Harrow adopted Policies Map.

**2.37** The strategic value of the Harrow Weald Ridge and Pinner Hill area of special character is as a significant landscape backdrop that comprises extensive tree cover, including the cumulative contribution of small groups and individual trees, and major open areas. The boundaries of the Harrow Weald Ridge and Pinner Hill area of special character largely coincide with those of the Green Belt and this underlines the strategic importance of the area's openness, to be safeguarded from inappropriate development.

**2.38** The strategic value of the Harrow on the Hill area of special character is the prominence that the Hill provides to the historic hilltop settlement, particularly St. Mary's Church and historic Harrow School buildings, and the setting created by the major open areas, including the cumulative contribution of groups and individual trees. The boundaries of the Harrow on the Hill area of special character take in playing fields and other spaces which form Metropolitan Open Land around the hilltop settlement. Metropolitan Open Land is afforded the same level of protection as the Green Belt.

**2.39** As described above, parts of Harrow Weald Ridge, Pinner Hill and Harrow on the Hill provide substantial tree cover and extensive tracts of open and natural land. These in turn give rise to environmental consequences that make a positive contribution to their special character. In particular, they provide significant areas or relatively low light, air and noise pollution, as well as places for undisturbed habitat formation and wildlife movement.

5 See Core Policies CS3 *Harrow on the Hill & Sudbury Hill*; CS6 *Pinner & Hatch End*; and CS10 *Stanmore & Harrow Weald*.

**2.40** Harrow on the Hill contains the Borough's highest concentration of listed and locally listed buildings, and much of its built environment also benefits from conservation area designation. The architectural quality of development atop the Hill, particularly that associated with Harrow School and which features in views of the Hill from surrounding vantage points, contributes significantly to the area's special character.

**2.41** Heritage assets feature in each of the areas of special character. The townscape of Harrow on the Hill is a crucial component of its heritage as the principal, historic settlement in the modern Borough. At Pinner Hill and Harrow Weald Ridge historic farm complexes, cottages, villas and lodges, among other heritage assets, are valuable components of the areas' countryside and rural character.

**2.42** In landscape terms, the skyline of Harrow Weald Ridge and Pinner Hill on the horizon, and the distinctive profile of Harrow on the Hill, are closely related to the strategic value of these areas of special character. However other features such as ponds, meadows, hedges, ancient field patterns, dykes and ditches may also be important to the special character of the areas.

**2.43** The value of protecting the Borough's areas of special character, and their features, is diminished if they cannot be seen and appreciated from within the urban and suburban environment. Equally, by virtue of their topographical attributes, the ability to visit areas of special character and enjoy the views that they afford over the Borough and Greater London is also a part of their special character. Views to, and from, Harrow Weald Ridge and Harrow on the Hill have been assessed and found worthy of protection under Policy DM3 *Protected Views and Vistas*.

**2.44** There are already many opportunities for residents and visitors to access and enjoy areas of special character. The London Loop strategic walking route passes through Pinner Hill and Harrow Weald Ridge, whilst the Capital Ring is routed through Harrow on the Hill. Bentley Priory Open Space, Stanmore Country Park and Stanmore Common all provide opportunities for the appreciation of the natural environment in Harrow Weald. The proposed extension to Stanmore Country Park would both increase public access to land within the Harrow Weald area of special character and provide a new, public viewpoint towards Harrow on the Hill and central London.

### Key Policy and Guidance Links

- National Planning Policy Framework (2012) paragraph 58
- Core Strategy Policies CS 3, 6 and 10
- Harrow Conservation Area SPDs where relevant

# CONSERVATION AND HERITAGE

## Chapter 3

Development Management Policies FINAL MAY 2013

### INTRODUCTION

**3.1** Harrow benefits from a surprisingly diverse historic environment. From archaeological remains associated with the Romans and Saxons, the surviving village settlements and farm complexes of rural Middlesex, the estates of Harrow School and former country houses, to the garden suburbs, Art Deco flamboyance and Modernist buildings associated with the Borough's rapid development in the 1930s. These and many other heritage assets provide a point of reference in the cultural distinctiveness of the Borough and their conservation enables both residents and visitors to appreciate Harrow's history. They also represent a precious inheritance, to be passed-on for future generations to understand and enjoy.

**3.2** The historic environment of the Borough comprises:

- 28 conservation areas
- over 300 statutory listed buildings
- 4 historic parks and gardens
- 9 scheduled ancient monuments
- over 700 locally listed buildings
- 2 locally listed parks and gardens
- 9 archaeological priority areas

**3.3** The National Planning Policy Framework (2012) integrates the protection and enhancement of the historic environment within the meaning of sustainable development and seeks the conservation of heritage assets as one of the Framework's twelve core planning principles. To this end it requires local planning authorities to set out a positive framework for the conservation and enjoyment of the historic environment. The NPPF sets out national policy on the consideration of impacts arising from development proposals upon the significance of heritage assets, and key terms used in that policy<sup>(6)</sup> are defined in the glossary to the NPPF. National guidance on best practice in conservation is contained within the *Historic Environment Planning Practice Guide* (2010)<sup>(7)</sup>. Harrow's Core Strategy provides a spatial strategy for accommodating the Borough's development needs without compromising the integrity of heritage assets. The following policies allow individual proposals to be managed in relation to the significance of the heritage asset(s) affected and the degree of any impact both positive and negative, which extends to the consideration of enabling development where necessary. Supplementary planning documents, character appraisals, management strategies and other non-statutory documents complete the positive framework for the conservation, management, adaptation and investment in Harrow's historic environment.

### ALL HERITAGE ASSETS

#### Policy DM 7

#### Heritage Assets

#### Managing Heritage Assets

6 Such as 'designated heritage asset', 'heritage asset', 'setting of a heritage asset' and 'significance'.

7 Published jointly by the Communities and Local Government department, English Heritage and the Department of Culture, Media and Sport.



- A. When assessing proposals affecting heritage assets, including non designated heritage assets, priority over other policies in the DPD will be afforded to the conservation of the assets affected and their setting as appropriate to the significance of the assets. Proposals that secure the preservation, conservation or enhancement of a heritage asset and its setting, or which secure opportunities for sustainable enjoyment of the historic environment, will be approved.
- B. The impact of proposals affecting heritage assets will be assessed having regard to:
  - a. emerging or adopted supplementary planning documents, including character appraisals and management plans or other relevant documents;
  - b. relevant issues of design, appearance and character including proportion, scale, height, massing, bulk, alignment, materials, historic fabric, use, features, location, relationship with adjacent assets, setting, layout, plan form and landscaping;
  - c. the preference to be afforded to proposals that both conserve and sustain heritage assets and their setting;
  - d. any sustainable economic benefits;
  - e. the need to mitigate climate change and to ensure that heritage assets are resilient to the effects of climate change; and
  - f. the desirability of increasing understanding and interpretation of heritage assets; and
  - g. the reversibility of any change.
- C. The Council will use planning conditions and planning obligations where necessary to secure the exploitation of opportunities for sustainable public access to the historic environment.

**Conservation Areas**

- D. In addition to (A) and (B) above, when considering proposals within conservation areas, the Council will:
  - a. support the redevelopment of sites that detract from the character or appearance of the conservation area; and
  - b. exploit opportunities to restore lost features or introduce new ones that would enhance the character and appearance of the conservation area.

**Listed Buildings**

- E. In addition to (A) and (B) above, when considering proposals affecting listed buildings and their setting, the Council will:

- a. pay special attention to the building's character and any features of special architectural or historic interest which it possesses, and the role of the building's setting in these regards; and
- b. exploit all opportunities to secure the future of listed buildings particularly those on the 'heritage at risk' register.

### **Scheduled Ancient Monuments**

- F. In addition to (A) and (B) above, when considering proposals affecting scheduled ancient monuments, the Council will have regard to:
  - G. the relationship of the monument with other archaeology and the wider landscape in which it should be interpreted;
    - a. the condition and management of the monument; and
    - b. the existing and future security of the monument.
  - c. Major development and change of use proposals affecting a scheduled ancient monument will be required to provide and implement an action plan for the management of the monument.

### **Archaeology**

- H. In addition to (A) and (B) above, when considering proposals affecting an archaeological priority area, the Council will have regard to:
  - a. the known or anticipated significance of the archaeology;
  - b. the likely implications of the proposal upon the archaeology; and
  - c. the need to preserve the archaeology in situ; or
  - d. the adequacy of arrangements for the investigation, recording, archiving and (where appropriate) curation of archaeology not requiring preservation in situ.

**3.4** Collectively and individually heritage assets are a unique, irreplaceable resource to be sustained for the present and future generations to understand and enjoy.

**3.5** Many aspects of the historic environment, such as listed buildings and conservation areas, are 'living' places and need to be sustained through development, adaptation and active use. Public access to other aspects of the historic environment, such as archaeology or historic parks and gardens, can support tourism, education and the wellbeing of residents. The Council therefore recognises that change within the historic environment need not be at odds with heritage protection objectives.

**3.6** The National Planning Policy Framework (2012) is clear that justification for substantial harm to (or total loss of) the significance of a designated heritage assets should be exceptional, and wholly exceptional in respect of those of higher grading, and that permission should be refused unless certain criteria are met. Proposals involving less than substantial harm to the significance of a designated heritage assets are required to be weighed against any public benefits, whilst proposals affecting non designated heritage assets should be subject to balanced judgements concerning the scale of harm and the significance of the asset.

**3.7** Supplementary planning documents (SPDs) together with accompanying character appraisals and management plans have been published for the Borough's conservation areas. Similarly, an SPD has been published for the Bentley Priory site, and a draft SPD is forthcoming for locally listed buildings. English Heritage also produce documents providing guidance on the conservation of heritage assets<sup>(8)</sup>. The detailed policies and guidance set out in these documents, and further information relating to the significance of these assets such as historic Ordnance Survey maps, can provide further material considerations.

**3.8** Issues of design, appearance and character are the main issues to consider in proposals for additions and alterations to heritage assets, and new development affecting heritage assets, as they have the potential to impact their significance. Replicating a particular style may be less important, though there are circumstances where it is appropriate. Design should take account of such factors as: the significance of nearby assets; topography; general character of the area; diversity or uniformity in style of the building and area, construction, materials, detailing, decoration and period of existing buildings and spaces; urban grain; current and historic uses; landscaping; and views (public and private). Historic fabric and features are always an important part of the significance of heritage assets.

**3.9** The existing or original location and layout of heritage assets can make a significant contribution to their historical context and meaning. Similarly, the original use of a heritage asset will often be the most compatible with its character and fabric. Securing the appropriate and viable use of a heritage asset that is compatible with its character and fabric in the long term is an important part of its conservation. Proposals for below-ground (subterranean) development and modification of internal layouts can also impact upon the significance of heritage assets.

**3.10** Harrow's heritage assets provide both a reference point to the area's predominantly rural past and examples of the best of 20th Century suburban development. Some have specific economic roles within the Borough, for example Harrow School as a major independent educational establishment and the museum at Bentley Priory as a new, nationally significant tourist attraction. Others are of broader social or cultural importance as examples of London's 'Metroland' expansion or surviving village centres and farm complexes. Conserving and sustaining the significance of heritage assets and their setting will help to ensure their continued contribution to the Borough's economy and its local distinctiveness.

**3.11** The survival of heritage assets is usually best achieved by ensuring that they are supported by viable economic uses compatible with the character and fabric of the asset which secure their repair and on-going maintenance needs in the long term. As noted above, the conservation and viable use of heritage assets can also have economic benefits for the Borough. Appropriate uses can breathe new life into listed buildings and conservation areas, and support opportunities for people to enjoy historic parks and gardens or to visit archaeology.

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8 Such as *Conservation Principles: Policies and Guidance* (2008) and the *Historic Environment Planning Practice Guide* (2012).

**3.12** Proposals involving heritage assets can often provide opportunities to reduce their contribution to climate change and to increase their resilience to the anticipated consequences of climate change. Such an approach is consistent with heritage-led regeneration. Examples include funding of public realm improvements to encourage walking and cycling; sustainable drainage techniques to reduce flooding occurrences; and seeking the reuse of heritage assets to retain embodied energy and to minimise the consumption of new building materials, energy and generation of construction waste. Where appropriate, heritage assets can also be modified to reduce carbon dioxide emissions for example by allowing greater use of renewable energy and options for insulation. Intrusive interventions, such as external mounting of microgeneration technology, can harm significance. The creative adaptation of heritage assets can dramatically reduce the whole-life energy costs and waste impacts that would result from demolition and replacement.

**3.13** Development and uses affecting heritage assets may provide opportunities to better reveal the significance of an asset or for people to enjoy it. Investigation of an asset and documentation of the findings may increase understanding of the history and significance of the asset. It is therefore an exercise of public benefit and so recording may be a requirement for a development, using planning obligations or conditions. Accessibility enhancements and the provision of interpretation facilities could improve levels of local appreciation of 'hidden' assets such as below-ground archaeology.

**3.14** Policy 7.8 of the London Plan encourages boroughs to include policies for improving access to the historic environment and heritage assets and their settings. Permanent public access, such as that at Bentley Priory Museum, Harrow Museum and Headstone Manor, provide opportunities for residents and visitors to value the architectural and historic value of the Borough's heritage assets. Public access agreements or other provisions, as part of Planning Obligations or conditions for proposals associated with significant heritage assets, can provide opportunities to increase participation in such events - particularly where participation would widen appreciation of the Borough's heritage assets within their Greater London context - or secure more permanent public access to the historically or architecturally significant components of the heritage asset.

### **Conservation Areas**

**3.15** The redevelopment of some sites within conservation areas may offer the opportunity to remove buildings or other features that detract from the character or appearance of the conservation area. Harrow's Conservation Area Supplementary Planning Documents (and their associated character appraisals and management plans) include provisions for redundant buildings, under-utilised sites and other structures/buildings that detract from the character and appearance of the areas concerned.

**3.16** Some proposals may offer the opportunity to restore lost layouts, views/vistas, landscaping, boundary treatment or other features of significance to the conservation area. Similarly, opportunities may exist through new development to introduce new features. Again, Harrow's Conservation Area Supplementary Planning Documents (and their associated character appraisals and management plans) identify specific opportunities to restore specific features and it is recognised that development may bring unforeseen opportunities for the restoration or creation of new features.

### **Listed Buildings**

**3.17** There are over 300 statutorily listed buildings and over 700 locally listed buildings in Harrow. In numerical terms, therefore, listed buildings constitute the largest component of the Borough's historic environment. Particular care is needed to ensure that alterations, extensions and any other development affecting listed buildings does not prejudice their architectural or historic integrity, including that associated with their setting.

**3.18** The Council endeavours to ensure that listed building owners are aware of their responsibilities. Statutory powers allow the Council to step in when listed buildings are seriously neglected. However, positive solutions that provides a viable, long term future for listed buildings and which prevents them becoming 'at risk' are invariably preferable to the use of legal interventions, particularly in respect of buildings on the heritage at risk register (see paragraph 3.25 below).

**3.19** Buildings of local interest in Harrow make a special contribution to the architectural and historic identity of the Borough. By inclusion on the Harrow list, the Council is highlighting their local significance to be taken into consideration when making planning decisions which affect them. Within conservation areas, local listing indicates that the building (or group of buildings) is of some significance to the character and appearance of the area. Outside of conservation areas, a building's (or group of buildings') inclusion on the local list demonstrates special local architectural or historical significance meriting retention.

### **Ancient Monuments and Archaeology**

**3.20** Harrow has a rich archaeological heritage. This reflects the geology and topography of the land which attracted early settlers and the Borough's proximity to London, which has dominated trade and governance in Britain since Roman times. The landscape of Middlesex was a hospitable one, being rich in woodland, fertile agricultural land and an abundant availability of fresh water. It provided for early industrial activity and settlement, for farming and was attractive to nobility as a domestic and recreational location. The benign nature of the environment and landscape processes in the area has resulted in a legacy of well preserved archaeological features. However, the greatest threat to archaeological resource has been, and remains, human activity particularly development.

**3.21** Scheduled Ancient Monuments are a statutory designation for remains that are recognised as having national importance and are, therefore, safeguarded for their intrinsic value for the benefit of current and future generations. Scheduled Ancient Monuments in Harrow make a significant contribution to the Borough's heritage and are the most important sites of archaeological interest. However, Harrow's archaeological heritage includes some sites of more local significance as well as areas where insufficient evidence exists to justify formal scheduling. Locations within Harrow which are suspected to contain below ground archaeology, upon the advice of English Heritage, are designated as Archaeological Priority Areas.

**3.22** The Council is committed to securing the conservation and understanding of all historic assets including those of archaeological interest. The Borough's Scheduled Ancient Monuments and Archaeological Priority Areas are shown on the Harrow Policies Map and further information about them is available via the Council's website. The desirability of preserving a scheduled ancient monument and its setting is a material consideration in the determination of planning applications. The National Planning Policy Framework (2012) establishes a clear presumption against the loss of, or substantial harm to, a scheduled ancient monument and states that any harm to a designated heritage asset, which is less than substantial, must be weighed against the public benefits of the proposal. London Plan Policy 7.8 provides further planning decisions criteria relating to archaeological assets. Scheduled Ancient Monuments protect the most important, nationally significant archaeological survivals. However, as noted above, Harrow has a rich archaeological

heritage which includes some sites of more local significance as well as areas where insufficient evidence exists to justify formal scheduling. Locations within Harrow which are suspected to contain below ground archaeology, upon the advice of English Heritage, are identified on Harrow's proposal map as archaeological priority areas. A number of these are related to features the subject of formal designation as Scheduled Ancient Monuments.

**3.23** Developments where heritage assets of archaeological interest have been identified may be subject to mitigation measures in order to understand the asset. This might include field investigation or excavation and analysis, dissemination and archiving of results. The Council will also encourage community engagement and involvement in any programme of archaeological work.

#### Key policy and guidance links

- National Planning Policy Framework (2012) paragraphs 126-141
- London Plan (2011) Policy 7.8
- Harrow Core Strategy (2012) Policy CS1 D
- Harrow Conservation Area Supplementary Planning Documents, character appraisals and management strategies (various)
- English Heritage: The Greater London Sites and Monuments Record
- English Heritage: Greater London Archaeological Advisory Service (GLAAS) Charter
- DCLG/English Heritage: Historic Environment Planning Practice Guide (2010) (revised 2012)
- English Heritage: Conservation Principles and Policies for the Sustainable Management of the Historic Environment (2008)
- English Heritage: Setting of Heritage Assets (2011)
- English Heritage: Climate Change and the Historic Environment (2008)

#### Policy DM 8

##### Enabling Development

- A. Enabling development will only be approved where:
- a. it is the only viable means of securing the long term future of the heritage assets affected; and
  - b. the enabling development is the minimum necessary to secure the long term future of the heritage assets affected.

**3.24** The national context for enabling development is set out at paragraph 140 of the National Planning Policy Framework (2012). By definition, enabling development should be a tool of last resort after all other reasonable avenues that would secure the asset's survival have been exhausted.

**3.25** There are a total of 15 of the Borough's heritage assets on the English Heritage London Heritage at Risk Register (2012). These comprise 10 buildings/structures, 1 registered park and garden, and 4 scheduled ancient monuments. The Council takes its responsibility to help secure the conservation of heritage assets for future generations' enjoyment seriously, and to this end has been working positively with owners and other partners to ensure the survival of assets on the register and to avoid others being added to the register. In a number of instances, sensitive enabling development has been approved (or agreed in principle) to secure the restoration and conservation of heritage assets.

#### **Key policy and guidance links**

- National Planning Policy Framework (2012) paragraph 140
- London Plan (2011) Policy 7.9
- Harrow Core Strategy (2012) Policy CS1 D
- English Heritage: Enabling Development and the Conservation of Significant Places (2008)

# ENVIRONMENTAL SUSTAINABILITY

## Chapter 4

Development Management Policies FINAL MAY 2013



## INTRODUCTION

**4.1** The National Planning Policy Framework (2012) demonstrates the Government's commitment to pro-active management of development in relation to flood risk, and to planning for climate change impacts. It also tasks the planning system with preventing new and existing development from contributing to, or being put at unacceptable risk from, pollution and the remediation of historic pollution where appropriate.

**4.2** The London Plan provides a comprehensive chapter of policies in response to climate change. Its policies include detailed development management requirements for carbon dioxide reduction, sustainable design and construction matters, flood risk management, sustainable drainage and land contamination. The local policies in this chapter respond to Harrow's Core Strategy and the Borough's evidence base, in particular Harrow's Strategic Flood Risk Assessment and Surface Water Management Plan.

## SUSTAINABLE FLOOD RISK MANAGEMENT

### Policy DM 9

#### Managing Flood Risk

- A. Proposals requiring a Flood Risk Assessment must demonstrate that the development will be resistant and resilient to all relevant sources of flooding including surface water. The design and layout of proposals requiring a Flood Risk Assessment must contribute to flood risk management and reduction and:
  - a. minimise the risk of flooding on site and not increase the risk of flooding elsewhere;
  - b. wherever possible, reduce flood risk overall;
  - c. ensure a dry means of escape for occupiers of residential development;
  - d. achieve appropriate finished floor levels which, for residential development in flood zone 3, should be at least 300mm above the modelled 1 in 100 year plus climate change flood level; and
  - e. not create habitable basements in areas of medium and high flood risk.
- B. Proposals that would fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused.
- C. Sites that are mapped as falling within Developed Zone 3B will be treated as having a high probability of flood risk, for the purposes of applying the sequential and (where necessary) exception tests, provided that the development would be safe and would not increase the risk or severity of flooding elsewhere. Opportunities will be sought from the redevelopment of sites in Developed Zone 3B to restore the natural function and storage capacity of the floodplain.
- D. Sites that are mapped within Greenfield Zone 3B will be treated as functional floodplain for the purposes of applying the sequential and (where necessary) exception tests. Proposals that involve the loss of undeveloped floodplain or otherwise would constrain its natural function, by impeding flow or reducing storage capacity, will be resisted.

**4.3** After the floods in July 2007, the Government commissioned the Pitt Review which concluded with 92 recommendations. The Government responded to these and the EU Floods Directive by enacting the Flood Risk Regulations (2009) and Flood & Water Management Act (2010), which shifted the emphasis from building flood defences to managing risk in line with the previous Government statement on 'Making Space for Water'. This legislation requires local authorities to take on a leadership role in local flood risk management, ensuring that all sources of flooding, including ordinary watercourses, surface water, groundwater and sewer flooding are identified and managed as part of a locally agreed work programme. This recognises the need to develop an integrated approach to urban drainage management between the various responsible bodies, including the Council, the Environment Agency and sewerage undertakers. Under the new requirements the Council, as Lead Local Flood Authority (LLFA), also has responsibility for producing a preliminary Flood Risk Assessment that includes hazard and risk maps to inform its Flood Risk Management Plan, Flood Risk Strategy and Flood Defence Asset register. These legislative requirements also provide the context for the preparation of Harrow's Surface Water Management Plan and the Council's new role as an approver of sustainable drainage schemes linked to new development.

**4.4** Harrow's Strategic Flood Risk Assessments (SFRAs) have identified in broad terms areas that are liable to flooding from watercourses within the catchments of the Rivers Brent, Colne and Crane, and the associated probability of flooding (i.e. the flood zones shown on the Policies Map). The strategic assessments were prepared to inform spatial planning in the Borough and as a principal component of the evidence base that underpins planning policies and site allocations. However they are not intended to provide the detailed information about flood risk, and assessment of that risk, which is needed to inform the use and development of land at site specific level.

**4.5** In urban areas such as Harrow surface water is an additional source of flood risk. Rainwater falling onto impermeable surfaces such as buildings and hard surfaces has traditionally been disposed of via Harrow's surface water drainage network. But with the incremental urbanisation of the Borough and finite drainage network capacity there has been increasing incidence of surface water flooding in recent years. Harrow's Surface Water Management Plan (2012) identifies 15 critical drainage areas susceptible to flooding from surface water and other sources. Harrow's Critical Drainage Areas extend over most of the Borough and can be viewed on the online Policies Map and in the Harrow Surface Water Management Plan (2012).

### Critical Drainage Areas



**4.6** The National Planning Policy Framework (2012) and associated technical guidance reaffirms the established, sequential approach for managing development and flood risk through the planning system. Harrow's Policies Map identifies the sites allocated for development through the Harrow & Wealdstone Area Action Plan and the Site Allocations DPD. These sites have already been the subject of sequential assessment and (where necessary) exception testing through the development plan process and consequently proposals for their development, which accord with the use(s) for which they are allocated, need not be the subject of further assessment or testing.

**4.7** The NPPF and technical guidance states that a site specific Flood Risk Assessment (FRA) is to be prepared for:

- Proposals on sites of 1 hectare or greater in Flood Zone 1;
- All proposals for new development (including minor development<sup>(9)</sup> and change of use) in Flood Zones 2 or 3, or in an area within Flood Zone 1 which has critical drainage problems; and
- Where proposed development or change of use to a more vulnerable class may be subject to other sources of flooding.

**4.8** The Thames Catchment Flood Management Plan (2009) includes Harrow in its 'sub area 9' category. Recognising the largely urbanised nature of the sub area, the Plan focuses on the adaptation of the urban environment to increase resistance and resilience to flood water. The River Brent and Crane Catchment Flood Management Plans have also highlighted a requirement for both management and a reduction to flood risk as a result of new development in flood risk areas.

9 For the avoidance of doubt, minor development includes householder extensions and curtilage development.

**4.9** Some of the Borough's open spaces contain river corridors and form a part of the functional flood plain<sup>(10)</sup>. The modelled flood extents illustrated on Harrow's flood maps represents the best available information about the strategic risk of flooding. Due regard must be given to areas shown as falling within the functional floodplain, which represents the most frequent and serious risk of flooding. However for the purposes of applying the National Planning Framework (paragraphs 100-104) and associated Technical Guidance, a distinction will be made between Greenfield Zone 3b and Developed Zone 3b. Undeveloped floodplain, defined as zone 3b flood extents within areas designated as Green Belt, Metropolitan Open Land or open space on the Policies Map, is of particularly high value within the urban context. It provides unimpeded space where water is able to flow or be stored during times of flood. However, as recognised in flood management plans<sup>(11)</sup>, much of the Borough is already urbanised with many rivers culverted, changing their behaviour in response to rainfall and flooding. Previously developed land within the floodplain, defined as Developed Zone 3B flood extents on land not designated as Green Belt, Metropolitan Open Land or open space on the Policies Map, provides the opportunity through redevelopment to realise the flood risk management and reduction objectives of Harrow's Core Strategy and the Thames Catchment Flood Management Plan. However, Zone 3B represents land where water has to flow or be stored in times of flood and it therefore remains essential that development in this zone is designed to be safe and does not simply displace flood risk to land elsewhere.

#### Key Policy and Guidance Links

- NPPF paragraphs 99 - 104
- London Plan Policy 5.11 - 5.15
- Core Strategy Policy CS1 U, V, W and relevant sub area policy
- Harrow's Surface Water Management Plan (2012)
- Thames Catchment Flood Management Plan (2009)
- River Brent and Crane Catchment Flood Management Plans

#### Policy DM 10

##### On Site Water Management and Surface Water Attenuation

- A. Proposals for new development will be required to make provision for the installation and management of measures for the efficient use of mains water and for the control and reduction of surface water run off. Substantial weight will be afforded to the target for mains water consumption of 105 litres or less per person per day and to the achievement of greenfield run-off rates. Where greenfield run-off rates cannot be achieved this should be clearly justified by the applicant; however the fact that a site is previously developed and has an existing high run-off rate will not constitute justification.

10 Examples include Headstone Manor Recreation Ground, Harrow Recreation Ground, Pinner Park Farm, Newton Park (east) and Queensbury Recreation Ground. Some open spaces have been adapted specifically to function as flood storage areas, such as the open space at Stanmore Park, Whitchurch Playing Fields and Prince Edward Playing Fields, whilst the Core Strategy recognises the potential of Kenton Recreation Ground to provide a sustainable flood management solution for more urban areas up and downstream of the Wealdstone Brook.

11 Harrow's Preliminary Flood Risk Assessment and Surface Water Management Plan. The Thames Catchment Flood Management Plan (Environment Agency, 2009) includes Harrow in sub area 9: London catchments where it is accepted that the most sustainable approach to managing flood risk is through adaptation of the urban environment

- B. The design and layout of major development proposals will be required to:
- a. use appropriate sustainable drainage measures to control the rate and volume of surface water run-off;
  - b. ensure separation of surface and foul water systems;
  - c. make reasonable provision for the safe storage and passage of flood water in excessive events; and
  - d. demonstrate adequate arrangements for the management and maintenance of the measures used.
- C. Proposals for minor developments, householder development, and conversions should make use of sustainable drainage measures wherever feasible and must ensure separation of surface and foul water systems.
- D. Proposals that would fail to make adequate provision for the control and reduction of surface water run off will be refused.

**4.10** Population growth and the effects of climate change are likely to increase demands on the capacity and performance of all below ground infrastructure. They are also likely to affect the supply-demand balance for mains water, as higher levels of consumption associated with the basic needs of an increased population and public expectations about the availability of water for a range of household uses is at odds with constrained water supplies and projections of reduced summer rainfall in the region<sup>(12)</sup>. Unlike other parts of London, predominantly served by Thames Water, Harrow forms part of a water supply region that includes parts of Essex, Hertfordshire, Bedfordshire, Surrey and Buckinghamshire. Veolia Water Central Ltd, which serves the supply region, has published a Water Resources Management Plan (2010) to forecast the supply/demand balance for the region over the period to 2035, taking into account housing/population growth and projections of reduced availability resulting from climate change. The Management Plan relies on water use efficiency in new development and metering of existing dwellings, in conjunction with leakage reductions, to negate the need for new water resources during the plan period. New development in Harrow must therefore contribute to water-use efficiency in the supply region to ensure that sufficient mains supply is maintained for the population without the need for new water resource infrastructure.

**4.11** Recognising the urgent need to make more sustainable use of mains water throughout the capital, Policy 5.15 *Water Use and Supplies* of the London Plan applies a target of 105 litres or less per person per day to new residential development. This represents a substantial reduction below existing average consumption in London of 161 litres per person per day<sup>(13)</sup> but is nevertheless an imperative for sustainable growth and resilience to climate change. Measures which seek to reduce demands upon mains water by collecting rainwater for domestic and garden use will also have strong synergy with surface water attenuation objectives.

**4.12** The transformation of Harrow and neighbouring boroughs during the early 20th Century from a predominantly rural landscape to a predominantly suburban one, and the associated installation of traditional drainage infrastructure, inevitably changed the natural dynamic of surface water behaviour within the local river catchments. Subsequent urbanisation<sup>(14)</sup> has increased the

<sup>12</sup> See paragraph 1.31 of the London Plan (2011).

<sup>13</sup> Environment Agency State of the Environment Report (2010) cited at paragraph 5.61 of the London Plan (2011)

<sup>14</sup> It is calculated that there has been a 17% increase in impermeable area across north west London since 1971. See Appendix J of the Harrow Surface Water Management Plan (2012).

volume of surface water directed into the existing drainage network and, together with mis-connections and pressure upon the foul water network<sup>(15)</sup>, results in greater overland flows of surface water and increasing incidence of foul and commercial waste water flooding. With regard to drainage capacity enhancements, for those sites where Thames Water has raised concerns regarding the sewerage network capacity to serve the proposed development<sup>(16)</sup> a drainage strategy will need to be produced by the developer in liaison with Thames Water. This is to include a detailed model of the network capacity to determine if mitigation is required. The drainage strategy is required to ensure any appropriate mitigation, including network upgrades, are undertaken ahead of occupation of the development.

**4.13** Incremental improvements to the drainage network will, from time to time, be necessary to address localised surface water flooding problems and reduce the incidence of contaminated water flooding. However a comprehensive upgrade of the surface water network, to carry increasing volumes of surface water from source to discharge in local rivers, is neither feasible nor environmentally desirable. The sustainable alternative is to modify the built environment so as to restore, insofar as possible, the natural function of river catchments and the behaviour of flood water within it.

**4.14** Surface water flooding is now a problem in a number of areas throughout the Borough, and these are now identified through Harrow's Surface Water Management Plan (2012) as critical drainage areas. However, Harrow's geography - at the upper reaches of a number of river catchments which flow through neighbouring boroughs on their way to the Thames - means that continued, cumulative reliance on traditional drainage infrastructure can have consequences downstream even if it can be demonstrated that an individual proposal would be acceptable locally. The use of non permeable surfacing impacts upon the ability of the environment to absorb surface water, and the hard surfacing of front gardens and forecourts can lead to localised surface water flooding.

**4.15** London Plan Policy (2011) Policy 5.13 and Harrow's Core Strategy (2012) state that proposals should aim to achieve greenfield run off rates. It is recognised that the feasibility of achieving greenfield run off rates in new development will be influenced by a range of considerations, including site conditions and financial viability.

**4.16** Forthcoming legislation will require sustainable drainage systems to be submitted to, and be approved by, the Lead Local Flood Authority (LLFA) and SuDS Approving Body (SAB)<sup>(17)</sup>. Pending the implementation of this legislation, and to ensure the adequacy of surface water drainage over the lifetime of the development, applicants will be required to agree with the Council the arrangements for the long term management and maintenance of the proposed systems.

**4.17** Without mitigation, the cumulative impact of small scale development throughout the Borough is likely to be continued pressure on the finite capacity of the traditional drainage network. Proposals for householder development<sup>(18)</sup>, minor extensions to commercial premises<sup>(19)</sup> and conversions of houses and other buildings to flats should, therefore, also contribute to a reduction in the rate of surface water run off. The Council will apply criteria (B)(a) & (b) above to such

15 arising both from population growth, combined sewer systems and failures separate 'dual pipe' systems.

16 Site Allocations Sites R7 EM1, EM2, H14, H18, GB1, G07 and AAP Sites as listed in paragraph 4.68 of the Area Action Plan DPD

17 Section 32 and Schedule 3 of the Flood and Water Management Act (2010).

18 Extensions and outbuildings that result in a net increase in the footprint of buildings on the site, irrespective of any existing hardsurfacing.

19 With a proposed gross footprint of 200 square metres or less.

proposals to secure appropriate, sustainable measures for surface water run off reduction and to ensure that connections to existing, traditional infrastructure maintains separation between the surface and foul water systems.

**4.18** Much of Harrow's traditional drainage infrastructure was installed as a 'dual pipe' system for the separate disposal of surface water directly into watercourses or main rivers, whilst foul and commercial waste water is piped into the trunk sewer network which flows to the Wastewater Treatment Works at Mogden. Incremental mis-connections and cross contamination between them results in foul and waste water entering the surface water system and flowing into open watercourses and main rivers, and surface water volumes putting additional pressure on the trunk sewer network resulting in flooding. With regard to drainage capacity enhancements, for those sites where Thames Water has raised concerns regarding the sewerage network capacity to serve the proposed development<sup>(20)</sup>, a drainage strategy will need to be produced by the developer in liaison with Thames Water. This is to include a detailed model of the network capacity to determine if mitigation is required. The drainage strategy is required to ensure any appropriate mitigation, including network upgrades, are undertaken ahead of occupation of the development.

### Key Policy and Guidance

- NPPF Paragraphs 99 - 104
- London Plan Policy 5.11 - 5.15
- Core Strategy Policy CS1 U, V, W and relevant sub area policy
- Veolia Water Central, Water Resources Management Plan (2010)
- Harrow Surface Water Management Plan (2012)

## RIVERS AND WATERCOURSES

### Policy DM 11

#### Protection and Enhancement of River Corridors and Watercourses

- A. The design and layout of development on sites containing a main river or ordinary watercourse within the site boundary will be required to maintain an undeveloped buffer zone of 8 metres either side of a main river, 5 metres either side of an ordinary watercourse, or an appropriate width as may be agreed by the Environment Agency or Council.
- B. Applications for major development on sites containing a main river or ordinary watercourse within the site boundary will be required to:
  - a. have regard to the relevant provisions of the Thames River Basin Management Plan and the London River Restoration Action Plan;

- b. investigate and, where feasible, having regard to the current condition of the watercourse, secure the implementation of environmental enhancements to open sections of river or watercourse; and
  - c. investigate and, where feasible, secure the implementation of a scheme for restoring culverted sections of river or watercourse which must include an adequate buffer for flooding and maintenance purposes.
- C. Where on-site enhancements or deculverting are financially viable but not feasible, the Council will seek a financial contribution towards relevant other projects for the enhancement or deculverting of other sections of the river or watercourse.
- D. Proposals that would adversely affect the infrastructure of main rivers and ordinary watercourses, or which would fail to secure feasible enhancements or deculverting, will be resisted.

**4.19** Watercourses in Harrow form part of the complex network of rivers and streams within the London basin that drain to the River Thames. All of the watercourses in Harrow originate within the Borough, reflecting Harrow's location at the upper reaches of the natural drainage system in London, and form part of catchments for three of the principal tributary rivers to the Thames: the Brent, the Colne and the Crane. During the early and middle part of the twentieth century, the time when Harrow saw most of its urban expansion, watercourses were regarded solely as a means of land drainage. For the most part they were were engineered away from development either by redirection or, more commonly, were piped into culverted sections below ground often as part of the storm water drainage solution. Consequently, of the total 93.39 km length of water courses that run through Harrow, 39.65km (just under 43%) is culverted<sup>(21)</sup>. Today, watercourses are valued as an important resource both for biodiversity and for sustainable flood management. As previously developed sites come forward for redevelopment, these offer the opportunity to maintain and enhance the natural functioning of the watercourse, or where culverted, to restore the watercourse back to a more natural state.



**4.20** The Water Framework Directive<sup>(22)</sup> aims to improve the condition *inter alia* of surface waters including rivers and lakes having regard to biological, physical and chemical qualities. To contribute to the objectives of the Directive any activities or developments within an area of river, watercourse or water body must not cause deterioration and should enhance the condition of the river, watercourse or water body. Specifically, activities and developments should promote sustainable water use, reduce pollution and achieve 'good ecological status or potential' unless the scheme is of overriding public interest and/or the benefits of achieving Directive

targets are outweighed by the benefits to human health, human safety or sustainable development.

**4.21** Rivers and streams are classified by the Environment Agency as 'main rivers' or 'ordinary watercourses'. The Borough's network of main rivers and ordinary watercourses are mapped in Harrow's Strategic Flood Risk Assessment (2009).

21 Figures taken from Harrow Biodiversity Action Plan (page 92) and include main rivers and ordinary watercourses.

22 European Union Directive 2000/60/EC.



**4.22** Buffers alongside main rivers and ordinary watercourses throughout the Borough contribute to sustainable flood risk management by preserving unobstructed flood flow routes and ensuring that there is adequate space for routine and/or emergency maintenance of main rivers and ordinary watercourses. At the same time, the introduction or maintenance of a buffer can provide the opportunity to improve public access and contribute towards the enhancement of Harrow's Green Grid.

**4.23** London Plan (2011) Policy 7.28 supports the restoration and enhancement of the Blue Ribbon Network. In relation to north-west London, the network applies to the Silk Stream<sup>(23)</sup>, the River Brent<sup>(24)</sup> and the River Pinn<sup>(25)</sup>. Harrow's situation at the upper reaches of the London drainage system mean that there are many ordinary watercourses, forming tributaries, as well as main rivers. In view of the potential benefits to sustainable flood risk management and biodiversity within the Borough, the Council will extend the restoration and enhancement principles which apply to the Blue Ribbon Network to all main rivers and ordinary watercourses within the Borough.

**4.24** In an urban environment there remains a need for built infrastructure such as flood defence structures including trash screens and bypass channels to maintain flows and improve environmental quality along rivers and watercourses. These flood defence infrastructure and water quality measures are important to the functioning of the drainage network of the Borough and need to be retained and where appropriate enhanced.

#### Key Policy and Guidance Links

- NPPF paragraphs 100 and 109
- London Plan Policies 7.24 - 7.28
- Core Strategy Policy CS1 U, V, W and relevant sub area policy
- Harrow Land Drainage Act (1991) Bylaws
- Water for Life and Livelihoods (2009)
- Harrow's Strategic Flood Risk Assessment (2009)
- Harrow Biodiversity Action Plan

## RESPONDING TO CLIMATE CHANGE

**4.25** Meeting the challenge of climate change is central to economic, social and environmental dimensions of sustainable development<sup>(26)</sup>. The London Plan (2011) seeks to control the capital's contribution to climate change with a target to reduce carbon dioxide emissions by 60 per cent (below 1990 levels) by 2025<sup>(27)</sup>. Pursuant to this reduction target, the following energy hierarchy applies to all development proposals in London<sup>(28)</sup>:

- Be lean: use less energy;
- Be clean: supply energy efficiently; and then
- Be green: use renewable energy.

23 Including the Edgware Brook.

24 Including the Kenton Brook and the Wealdstone Brook.

25 Including the River Pinn and the Roxbourne.

26 Paragraph 93 of the National Planning Policy Framework (2012).

27 Policy 5.1 *Climate Change Mitigation*.

28 Policy 5.2 *Minimising Carbon Dioxide Emissions*.

**4.26** Harrow's Core Strategy (2012) provides the spatial framework for the delivery of the Borough's growth in a way that offers the potential to use less energy and which can supply energy efficiently. For major development proposals, the London Plan (2011) establishes carbon dioxide reduction targets for residential and non residential buildings, requirements for energy assessments, sustainable design principles, a hierarchy for the selection of decentralised energy systems and an expectation that on-site renewable energy generation should be used where feasible. To ensure that Harrow makes the fullest possible contribution to London's strategic carbon dioxide emissions reduction target, the following policies give effect to the London Plan energy hierarchy in respect of non-major development proposals in the Borough.

### Using less energy

#### Policy DM 12

##### Sustainable Design and Layout

- A. The design and layout of development proposals should:
- a. utilise natural systems such as passive solar design and, wherever possible, incorporate high performing energy retention materials, to supplement the benefits of traditional measures such as insulation and double glazing;
  - b. make provision for natural ventilation and shading to prevent internal overheating;
  - c. incorporate techniques that enhance biodiversity, such as green roofs and green walls (such techniques will benefit other sustainability objectives including surface water attenuation and the avoidance of internal and urban over-heating); and
  - d. where relevant, the design and layout of buildings should incorporate measures to mitigate any significant noise or air pollution arising from the future use of the development.
- B. Proposals that fail to take reasonable steps to secure a sustainable design and layout of development will be resisted.
- C. Appropriate alterations and adaptations that would reduce carbon dioxide emissions from existing homes and non-residential buildings will be supported.

**4.27** Development carried out during the life of this plan may be expected to remain *in situ* and continue to function, without substantial adaptation, for many decades to come. Using sustainable design and layout principles, to make development as energy efficient as possible, will therefore reap immediate and long-term environmental and social benefits by meeting the resource and comfort needs of occupiers with minimal depletion of finite natural resources and helping to curb carbon dioxide emissions. The principles can also make buildings cheaper to run, to the economic benefit of future owners and occupiers.

**4.28** London Plan Policy 5.2 *Minimising Carbon Dioxide Emissions* sets out targets for carbon dioxide reduction to be met by major development proposals and sets out the requirements for detailed energy assessments for such applications. Policy 5.3 *Sustainable Design and Construction* sets out the principles for sustainable design and construction. The Council recognises that the London Plan requirements are likely to pose a greater challenge for minor development but such proposals will nevertheless have a cumulative impact upon carbon dioxide emissions and, in the case of extensions/adaptations, may provide the opportunity to improve the energy performance

of existing buildings. For this reason it is important for the design and layout of all development, including minor proposals, to achieve insofar as possible the principles of sustainable design and layout.

**4.29** Sustainable Design measures will help to manage future heating costs and minimise the need for artificial cooling systems during hot periods.

**4.30** Externally, the use of landscaping, water features and natural as well hard surface materials can help to mitigate the urban heat island effect. Deciduous trees are particularly beneficial where they provide shade to buildings and spaces during summer months but allow sunlight to pass through during the winter.

**4.31** As London's population continues to grow and if weather patterns change, as predicted, as a result of climate change, potable water will become an increasingly precious resource. Profligate use of potable water also has carbon dioxide implications associated with its treatment and supply. The London Plan (2011)<sup>(29)</sup> seeks to achieve the minimal use of mains water by requiring residential development to achieve a consumption target of 105 litres or less per person per day. Building a house to 105 litres per day will save 79 kg of carbon dioxide and 15 cubic metres of water per year.

**4.32** Using Government information<sup>(30)</sup> about the energy efficiency of different dwelling types and the Census information about Harrow's housing stock, analysis carried out for the Local Development Framework sustainability appraisals indicates that Harrow has a substantial proportion of housing that typically performs less well in energy efficiency terms. Alterations and adaptations to the existing housing stock, to prevent deterioration and where possible enhance efficiency in the use of energy, water and other resources, will further mitigate the Borough's contribution to climate change.

### Key Policy and Guidance Links

- NPPF Paragraphs 95-98
- London Plan Policies 5.2,5.3,5.4 and 5.9, 5.10, 5.11
- Core Strategy Policy CS1 T
- Harrow Residential Design Guide SPD
- Harrow Accessible Homes SPD

<sup>29</sup> Policy 5.15 *Water Use and Supplies*.

<sup>30</sup> The findings of the 2005 English House Condition Survey Annual Report, tabulated in a joint memorandum by CLG, DEFRA, BERR and DIUS (Communities and Local Government Select Committee – The Existing Housing Stock and Climate Change Inquiry), shows the energy performance for dwellings by house type; against this criteria the proportion of dwellings with a Standard Assessment Procedure rating of less than 30 (indicating poor energy efficiency) and more than 60 (indicating relatively good energy efficiency) are given.

### Supplying energy efficiently

#### Policy DM 13

##### Decentralised Energy Systems

- A. Proposals for decentralised energy networks will be supported.
- B. Development proposals should connect to existing decentralised energy networks where feasible.

**4.33** Decentralised energy systems generate power at the point of use, thereby reducing energy loss and waste. The National Planning Policy Framework (2012) supports decentralised energy systems as one of the ways to increase the supply of low carbon energy. The London Plan (2011) encourages boroughs to identify opportunities for decentralised energy networks<sup>(31)</sup> and requires major development proposals to select energy systems in accordance with the following hierarchy<sup>(32)</sup>:

- Connection to existing heating or cooling networks;
- Provision of a site-wide combined heat and power network; then
- Communal heating and cooling.

**4.34** In response to the London Plan and the London Heat Mapping Study<sup>(33)</sup>, Harrow's Core Strategy (2012) identifies the Harrow & Wealdstone Intensification Area as the location most capable of supporting an area-based decentralised network. Outside of the Intensification Area, opportunities are more limited due to the suburban characteristics of the Borough and the dispersed nature of buildings of the kind suitable for a decentralised energy system. However as set out in the study findings, this does not preclude the potential for decentralised networks to come forward in small clusters elsewhere in the Borough.

#### Key Policy and Guidance Links

- NPPF Paragraphs 96 - 98
- London Plan Policy 5.6
- Core Strategy Policy CS1 T and relevant sub area guidance

31 Policy 5.5 *Decentralised Energy Networks*.

32 Policy 5.6 Decentralised Energy in Development Proposals.

33 Mayor of London, London Heat Mapping Study - London Borough of Harrow (March 2012)

## Using renewable energy

### Policy DM 14

#### Renewable Energy Technology

- A. Development proposals should incorporate renewable energy technology where feasible.
- B. Proposals for appropriate renewable energy technology on existing homes and non-residential buildings will be supported.

**4.35** The National Planning Policy Framework (2012) supports renewable energy systems as one of the ways to increase the supply of low carbon energy. The London Plan (2011)<sup>(34)</sup> requires major development proposals to use on-site renewable energy generation, where feasible and in the context of the energy hierarchy, to contribute to carbon dioxide reduction.

**4.36** Many small-scale renewable energy technologies are now permitted development, and as such do not require planning permission from the Council. Much of Harrow's existing housing stock is of a type that typically performs less well in terms of energy efficiency (see paragraph 4.32 above). Whilst renewable technologies do not improve the efficiency with which existing homes and non-residential buildings use energy, they reduce the demand for energy from non-renewable sources and therefore help to control climate change emissions.

#### Key Policy and Guidance Links

- NPPF Paragraphs 95-98
- London Plan Policy 5.7 and 5.8
- Core Strategy Policy CS1 T

## LAND CONTAMINATION

### Policy DM 15

#### Prevention and Remediation of Contaminated Land

- A. Proposals for the redevelopment or re-use of land known or suspected to be contaminated and development or activities that pose a significant new risk of land contamination will be considered having regard to:
  - a. the findings of a preliminary land contamination risk assessment;
  - b. the compatibility of the intended use with the condition of the land; and
  - c. the environmental sensitivity of the site.

- B. Proposals that fail to demonstrate that intended use would be compatible with the condition of the land or which fail to exploit appropriate opportunities for decontamination will be resisted.

**4.37** The National Planning Policy Framework (2012) is clear that the responsibility for safe development on sites affected by contamination rests with the developer and/or landowner. Nevertheless, the planning system working in conjunction with environmental health legislation has a role to play, in the public interest, by securing decontamination through redevelopment and ensuring that any new use of land is compatible with the condition of the land and any sensitive environmental areas. Policy 5.12 of the London Plan (2011) requires appropriate measures to be taken to ensure that development on previously contaminated land does not activate or spread contamination.

**4.38** Harrow's Contaminated Land Strategy identifies the principal source of contaminated land risk in the Borough as being sites in (or previously in) industrial use. However other potential sources include sites used for waste/recycling processing, petrol filling stations and former railway land. In consultation with Harrow's Environmental Health department and (where relevant) the Environment Agency, the Council will endeavour to advise those proposing development or new uses on sites with known or potential land contamination issues as early as possible in the planning process.

**4.39** The principal objective of this policy is to ensure that a safe and appropriate form of development can exist on the site in perpetuity with no consequential impact on the future users of the site or to neighbouring occupiers or to the environment. The consideration of proposals on land affected or potentially affected by contamination, and those that pose a significant new risk of contamination<sup>(35)</sup> should be informed by robust and proportionate information in the form of a preliminary land contamination risk assessment.

**4.40** The preliminary land contamination risk assessment should provide a robust foundation for the identification of risks and appraisal of options for the safe management of those risks both during development and for the end users of the site. The assessment should guide developers towards the most appropriate measures to be selected for each site, highlighting those where risks are not sufficient to warrant intervention and those where remedial action is necessary. Where remediation is necessary, the assessment should explain how and when this would be implemented and any arrangements for monitoring the effectiveness of the required actions. For proposals that pose a significant new risk of contamination, the assessment should identify the measures to be put in place to minimise that risk, arrangements for monitoring the effectiveness of those measures, and a strategy for the future remediation of the site.

**4.41** The condition of the contaminated land, taking into account the nature and extent of the known or suspected land contamination, the site's history and environmental characteristics, and where relevant its condition following remediation or the risk to its condition from proposed new uses, will determine the compatibility for the intended end uses.

**4.42** Environmental sensitivity should help to determine the most appropriate measures on sites that are to be remediated, and will inform the site suitability of proposals that pose a significant new risk of contamination.

35 Including proposals on sites that are already contaminated where a new development or activity is considered to significantly increase the risk of further contamination.

**Key Policy and Guidance Links**

- NPPF paragraphs 109 and 121
- London Plan Policy 5.21
- Core Strategy Policy T

# OPEN SPACE AND THE NATURAL ENVIRONMENT **Chapter 5**

Development Management Policies FINAL MAY 2013



## INTRODUCTION

**5.1** Harrow enjoys a rich and diverse open and natural environment. Associated with the Borough's early 20th Century and inter-war development is a legacy of municipal parks, allotments and sports grounds. The imposition of London's Green Belt in the post war period secured the survival of a substantial tract of countryside to the north of the Borough, whilst the strategic significance of other large areas of open space is recognised and protected by designation as Metropolitan Open Land. In total there are 1,334 hectares of open space in public and private ownership throughout the Borough.

**5.2** Open space is a cherished and highly valued part of the Harrow's environment, and a significant positive attribute in the quality of life for residents and visitors in outer London. As a functional asset open land enables participation in sport and informal recreation and, in an otherwise urban environment, is a valuable resource for human health and wellbeing. Not all open space is accessible to the community, but that does not mean that it is not of value to people. Many parts of the Green Belt are in agricultural use but as part of the Harrow Weald Ridge Area of Special Character it nevertheless provides a strategic visual amenity to the Borough. Metropolitan Open Land around Harrow Hill forms an important open setting for the historic hilltop village and, through its use as playing fields, enables Harrow School to continue to function. Open land is also a valuable environmental asset which supports biodiversity, natural drainage and helps to mitigate the effects of climate change.

**5.3** As the Borough's population grows it is likely that Harrow's open and natural environments will experience increased pressure for recreational activity, and for development. Harrow's Core Strategy resists the erosion of Green Belt, Metropolitan Open Land and open space. As part of a strategy to deliver sustainable development on previously developed land, it also seeks new provision to manage increases in recreational activity and to address identified deficiencies in existing coverage. The policies in this chapter give effect to these aims of the Core Strategy.

**5.4** In terms of nature conservation, there are no habitats of European significance within the Borough and the sustainability appraisal of Harrow's Core Strategy takes into account those which are present within a 15km radius of the Borough. However, there are two sites of special scientific interest in Harrow - a statutory designation of national importance - and many other sites of regional or local significance. Harrow's Biodiversity Action Plan identifies locally significant habitats and species and sets out a range of targets and actions to preserve and enhance them. The policies in this chapter provide the framework for protecting and enhancing the Borough's natural environment through the management of development.

## GREEN BELT AND METROPOLITAN OPEN LAND

**5.5** The National Planning Policy Framework (2012) continues to protect the Green Belt from inappropriate development. Inappropriate development is, by definition, harmful to the Green Belt. The construction of most types of new building in the Green Belt is inappropriate development, and will be resisted unless there are very special circumstances<sup>(36)</sup> which outweigh the harm to the Green Belt. The Framework defines the types of new building and other forms of development that need not constitute inappropriate development within the Green Belt. London Plan Policy 7.16 is also relevant to proposals in the Green Belt.

<sup>36</sup> Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

**5.6** Metropolitan Open Land is a London-wide designation defined as '...strategic open land within the urban area that contributes to the structure of London<sup>(37)</sup>. Policy 7.17 *Metropolitan Open Land* of the London Plan (2011) affords to London's Metropolitan Open Land the same level of protection as applies nationally to the Green Belt, including the presumption against inappropriate development and the test of very special circumstances. The provisions of the National Planning Policy Framework (2012) and the following policies will therefore apply with equal weight to proposals on Metropolitan Open Land as those within the Green Belt.

**5.7** When applying the following policies, the purposes of including land within the relevant designation refers to the purposes set out at paragraph 80 of the National Planning Policy Framework (2012) in respect of the Green Belt, and the criteria set out at Policy 7.17 (D) in respect of Metropolitan Open Land.

**5.8** Some parts of the Borough's Green Belt contain residential dwellings and proposals for the extension and alteration of these will be assessed in accordance with the National Planning Policy Framework and Policy 7.16 of the London Plan (2011). Residential gardens do not constitute previously developed land and proposals for their development will constitute inappropriate development within the Green Belt.

### Policy DM 16

#### **Maintaining the Openness of the Green Belt and Metropolitan Open Land**

- A. The redevelopment or infilling of previously-developed sites in the Green Belt and Metropolitan Open Land will be supported where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to:
- the height of existing buildings on the site;
  - the proportion of the site that is already developed;
  - the footprint, distribution and character of existing buildings on the site; and
  - the relationship of the proposal with any development on the site that is to be retained.

#### **Visual Amenity and Character of the Green Belt and Metropolitan Open Land**

- B. Proposals for the redevelopment or infilling of previously-developed sites in the Green Belt and Metropolitan Open Land will also be required to have regard to the visual amenity and character of the Green Belt and Metropolitan Open Land.

#### **Partial Infilling or Redevelopment of Previously Developed Sites within the Green Belt**

- C. In addition to (A) and (B) above, proposals for partial infilling or redevelopment of previously-developed sites within the Green Belt and Metropolitan Open Land should be put forward in the context of a comprehensive, long term plan(s) for the site<sup>(38)</sup> as a whole.

#### **Inappropriate and Harmful Development in the Green Belt and Metropolitan Open Land**

37 London Plan (2011) *Glossary*.

38 The Site or Site Boundary means the whole site not just the area or areas the subject of existing or proposed development.

- D. Proposals for inappropriate redevelopment or which, for other reasons, would harm the Green Belt or Metropolitan Open Land will be refused in the absence of clearly demonstrated very special circumstances.

**5.9** Limited infilling, or partial or complete redevelopment of previously developed sites, whether redundant or in continuing use (excluding temporary buildings), is not inappropriate development in the Green Belt and Metropolitan Open Land provided that there would be no greater impact on the openness of the Green Belt, and the purpose of including land within it, than the existing development.<sup>(39)</sup> The National Planning Policy Framework (2012) confirms that the essential characteristics of Green Belts are their openness and permanence, but use and development may also harm other characteristics including visual amenity, the setting of heritage assets and biodiversity values. The same applies to Metropolitan Open Land.

**5.10** As noted at the beginning of this chapter, much of Harrow's Green Belt occupies high ground to the north of the Borough and, combined with its often wooded and agricultural land uses, justifies the designation of substantial parts as areas of special character. Even outside of such areas, the natural or countryside appearance of sites can make a significant contribution to visual amenity. Metropolitan Open Land around the slopes of Harrow on the Hill also contributes significantly to that area's special character, whilst the Metropolitan Open Land at Stanmore Golf Course provides a valuable verdant backdrop to surrounding suburban areas.

**5.11** With regard to heritage assets, Harrow's Green Belt includes the original mansion houses and registered park and gardens of Bentley Priory and Grim's Dyke, historic farm complexes, cottages and a number of scheduled ancient monuments. As well as its strategic role at Harrow on the Hill, Metropolitan Open Land also provides a setting for the historic Headstone Manor complex and forms a substantial part of the registered park and garden at Canons Park.

**5.12** The Green Belt hosts Harrow's only two Sites of Special Scientific Interest and the majority of the Borough's Sites of Importance for Nature Conservation of Metropolitan and Borough (Grade I & II) Importance. Metropolitan Open Land accounts for the majority of the Borough's other Sites of Importance for Nature Conservation. The openness of the Green Belt and Metropolitan Open Land helps to sustain biodiversity by allowing comparatively free movement of wildlife between sites and by helping to sustain the environment of important habitats. Proposals should not harm the biodiversity value of the Green Belt and Metropolitan Open Land.

**5.13** Harrow's Core Strategy (2012)<sup>(40)</sup> identifies four, strategic redevelopment opportunities within the Green Belt. This policy supports proposals for the sensitive redevelopment of these sites in a way that addresses the unique circumstances of each and which enhances the appearance and openness of the Green Belt.

**5.14** The **Royal National Orthopaedic Hospital** (Site Allocation GB1) is a nationally and internationally recognised facility located in the Green Belt at Brockley Hill, Stanmore. The hospital complex is spread over a substantial site area and occupies many outdated, substandard buildings. Redevelopment of the site offers the potential to provide a modern, fit for purpose accommodation that befits the hospital's status and to improve the openness of the site by rationalising the existing complex of buildings. The desirability of providing new accommodation for the hospital is a significant

39 Paragraph 89 of the National Planning Policy Framework (2012)

40 Policy CS7 *Stanmore & Harrow Weald*.

consideration and may constitute very special circumstances for enabling development that would otherwise be inappropriate development in the Green Belt. The site and its surroundings include features of archaeological, biodiversity and heritage importance which must be safeguarded from the impacts of development.

**5.15 Harrow College** (Site Allocation GB2) is spread over two sites with the principal campus located in Lowlands Road, Harrow town centre. Parts of the site are substantially open in character and should remain so; redevelopment will be confined within the boundary shown in the Policies Map. The original college building on the site is of some local architectural and historic merit and every effort should be made to retain it. However the wider complex contains many later additions, the potential redevelopment of which could secure rationalisation of built form and enhance the site's contribution to Green Belt openness. Open land to the north of the existing complex of buildings could form an extension to Harrow Weald cemetery.

#### Key Policy and Guidance Links

- NPPF paragraphs 80 and 89
- London Plan Policy 7.17
- Site Allocations DPD Sites GB1 and GB2
- Core Strategy Policy CS1F and CS7

#### Policy DM 17

##### Beneficial Use of the Green Belt and Metropolitan Open Land

- A. Proposals for the beneficial use of land in the Green Belt and Metropolitan Open Land will be supported where the use would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it than the existing use, having regard to:
- a. the visual amenity and character of the Green Belt and Metropolitan Open Land;
  - b. the potential for enhancing public access within the Green Belt and Metropolitan Open Land as part of Harrow's Green Grid;
  - c. the potential use of the land for food production or community gardening;
  - d. the setting that the proposed use would provide for heritage assets within the Green Belt and Metropolitan Open Land;
  - e. the contribution that the site and its surroundings make to the biodiversity (see policies DM20 and DM21); and
  - f. the desirability of improving the quality of the environment within the Green Belt and Metropolitan Open Land.

- B. Proposals for uses which would harm the Green Belt or Metropolitan Open Land will be refused in the absence of clearly demonstrated very special circumstances.

**5.16** Harrow's Green Belt benefits from a variety of uses that help to maintain its openness and character. As well as a number of farmland and woodland areas, uses of the Borough's Green Belt include sports grounds, public open space, nature reserves and burial space. Metropolitan Open Land uses in the Borough include parks, outdoor sports pitches, a golf course and allotments. Beneficial uses of Green Belt and Metropolitan Open Land<sup>(41)</sup> help to sustain their openness and usefulness for the current and future generations.



**5.17** The visual amenity of the Green Belt and Metropolitan Open Land is in part a function of the use of land within it. Visual features such as agricultural buildings, trees, hedgerows, gates and presence of livestock contribute to the rural, countryside character of many parts of the Green Belt. In other parts, semi-natural environments such as grasslands and woodlands contribute positively to visual amenity in addition to their biodiversity importance. Outdoor sport facilities and passive recreational uses are more common in Metropolitan Open Land and provide for a more managed visual appearance. Proposals for uses that are not sympathetic to the existing character of Harrow's Green Belt and Metropolitan Open Land are likely to adversely impact its character and visual amenity, the strategic significance of which to the Borough is reflected in the Harrow Weald Ridge, Pinner Hill and Harrow on the Hill Area of Special Character designation, to which Policy DM6: *Areas of Special Character* also applies.

**5.18** Sections of the London Loop strategic walking route and local public rights of way already provide access through parts of Harrow's Green Belt and general access for the enjoyment of nature can be enjoyed at Bentley Priory open space, Harrow Weald Common and Stanmore Common. The Capital Ring strategic walking route and local public rights of way also provide access through otherwise inaccessible areas of Metropolitan Open Land. In addition to existing public access, there exists further opportunities to extend and improve community access and use of the Green Belt and Metropolitan Open Land, a number of which are identified in Harrow's Green Grid project<sup>(42)</sup>.

**5.19** London Plan Policy 7.22 and the Council recognise the value of food production nearer to urban communities and particularly within the Green Belt and Metropolitan Open Land. Diversification of existing agricultural uses such as community gardens and allotments can help to sustain beneficial use of the Green Belt and Metropolitan Open Land in a way that is compatible with the area's character.

**5.20** Heritage assets within Harrow's Green Belt and Metropolitan Open Land contain a number of heritage assets such as the original mansion houses and registered park and gardens of Bentley Priory and Grim's Dyke, historic farm complexes, cottages and a number of scheduled ancient

41 The National Planning Policy Framework (2012) includes as beneficial uses: those which provide public access and opportunities for outdoor sport and recreation; those which retain and enhance landscapes, visual amenity and biodiversity; and those which improve damaged or derelict land.

42 Further detail on the Harrow Green Grid is available on the Council's website: <http://www.harrow.gov.uk>.

monuments. Appropriate uses of Green Belt and MOL could help to enhance the setting of these heritage assets. Existing or previous uses of the Green Belt provide a context or setting for a heritage asset that contributes to the asset's significance.

**5.21** The Green Belt hosts Harrow's only two Sites of Special Scientific Interest and the majority of the Borough's Sites of Importance for Nature Conservation of Metropolitan and Borough (Grade I & II) Importance. Metropolitan Open Land accounts for the majority of the Borough's other Sites of Importance for Nature Conservation. The openness of the Green Belt and Metropolitan Open Land helps to sustain biodiversity by allowing comparatively free movement of wildlife between sites and by helping to sustain the environment of important habitats. Appropriate uses of land could help to support and extend the biodiversity value of Sites of Importance for Nature Conservation in the Green Belt and MOL.

**5.22** By its nature, and taken as a whole, the Green Belt provides an area of comparatively low light, air and noise pollution. However the Green Belt comprises a range of existing uses and development and, consequently, the contribution of individual sites to these environmental characteristics is variable. Metropolitan Open Land, although more dispersed than the Green Belt, also provides a valuable antidote to light, air and noise pollution within the wider urban setting. The London Plan (2011) includes policies that deal with light, air and noise pollution<sup>(43)</sup> that will be applied as relevant to proposals in the Green Belt and Metropolitan Open Land. Beneficial use of the Green Belt and MOL can give rise to opportunities to address existing adverse environmental quality and to enhance environmental quality in these regards.

### OPEN SPACE

**5.23** In addition to the Green Belt and Metropolitan Open Land, open spaces that are of local importance are identified on the Harrow Policies Map. They comprise parks and gardens, play areas, amenity spaces, natural conservation sites, playing pitches and other outdoor sports grounds, allotments and cemeteries/churchyards and are protected irrespective of ownership or accessibility. The National Planning Policy Framework (2012) is clear that existing open space, sport and recreation facilities should not be built on unless clearly surplus to requirements, or where the loss would be replaced by equivalent or better provision in terms of quantity and quality, or where the need for and benefits of the development clearly outweigh the loss. Harrow's local assessment shows that there is a significant quantitative shortfall in accessible open space to meet the needs of the Borough's population, and for this reason the Core Strategy establishes a presumption against any net loss of open space, and with the exception of small scale ancillary facilities, resists development on open spaces. The policies in this section give effect to the Core Strategy.

#### Policy DM 18

##### Protection of Open Space

- A. Land identified as open space on the Harrow Policies Map will not be released for development.
- B. The reconfiguration of land identified as open space on the Harrow Policies Map will be supported where:

43 Policy 7.5 *Public Realm*; Policy 7.14 *Improving Air Quality*; and Policy 7.15 *Reducing Noise and Enhancing Soundscapes*.

- a. the reconfiguration is part of a comprehensive, deliverable scheme;
  - b. there would be no net loss of open space;
  - c. the reconfiguration would achieve enhancements to address identified deficiencies in the capacity, quality and accessibility of open space, and it would secure a viable future for the open space; and
  - d. the reconfiguration would not be detrimental to any environmental function performed by the existing open space.
- C. Proposals for ancillary development on land identified as open space on the Harrow Policies Map will be supported where:
- a. it is necessary to or would facilitate the proper functioning of the open space;
  - b. it is ancillary to the use(s) of the open space;
  - c. it would be appropriate in scale;
  - d. it would not detract from the open character of the site or surroundings;
  - e. it would not be detrimental to any other function that the open space performs; and
  - f. it would contribute positively to the setting and quality of the open space.
- D. Proposals that would secure the future of existing ancillary buildings on open space will be supported where:
- a. there would be no loss of necessary capacity for the proper functioning of the open space; and
  - b. there would be no harm to the quality or proper functioning of the open space as a result of the proposal.
- E. Proposals that would be harmful to open space, having regard to the criteria set out in this policy, will be refused.
- F. Proposals for the inappropriate change of use of open space will be resisted.

**5.24** Whilst the Green Belt and Metropolitan Open Land are protected for their strategic significance, it is local open spaces that provide most of the Borough's parks and gardens, play areas, amenity greenspaces, natural and semi-natural environments, outdoor sport space and allotments and which are closely related residents' homes. Local open spaces are therefore of great value as places for people to participate in organised sport, play, informal recreational activity and appreciation of the natural environment. The resulting benefits to human health and wellbeing are well documented, and the need to retain open space for these uses will continue to be important as the Borough's population grows. However local open spaces are also of great environmental value. They support habitats which contribute to biodiversity, help to mitigate air, light and noise pollution, counter the urban heat island effect and provide visual relief in the urban landscape. As areas that help to maintain the natural functioning of river catchments, by absorbing rainwater and (in some cases) providing flood storage, the value of open space as flood and drainage assets is also increasingly recognised.

**5.25** Harrow's Open Space, Sport and Recreation Study (2011) highlights substantial open space deficiencies when recommended standards of provision are applied to the existing and projected future population of the Borough. The total deficiency across the Borough equated to

117 hectares of land in 2010, rising to 139 hectares in 2026. For this reason Harrow's Core Strategy (2012) makes provision for future housing growth on previously-developed land and resists the erosion of existing open space.

**5.26** The quantity of open space provision is only one part of the Open Space, Sport and Recreation Study (2011). The Study also assessed the quality of provision and accessibility across the Borough. This highlighted some significant variation particularly in the quality of provision, affecting the carrying capacity and attractiveness of some facilities, and identified areas with deficient accessibility (including deficiencies against the London Plan parks categories). The Council has prepared an open spaces strategy to seek to address some of these issues on publicly owned open space. Sports clubs and other private facilities make an important contribution to open space provision in the Borough and the Council will therefore support sensitive proposals which enhance the quality and accessibility of these sites.

**5.27** In line with London Plan Policy 7.18 B and in accordance with the quality and quantity findings of Harrow's PPG17 study 2011, the replacement of one type of open space with another will be inappropriate unless it can be demonstrated, in accordance with the PPG17 findings, that the new use would help improve deficiencies in that typology of open space in the area or lead to qualitative improvements that would outweigh the loss of the previous use.

### **Reconfiguration**

**5.28** The reconfiguration of land identified as open space can be an appropriate mechanism for addressing identified deficiencies, may provide windfall opportunities to enhance Harrow's Green Grid, and can address functional issues as part of re-provision.

**5.29** Ill conceived or poorly laid out and maintained open spaces can impact on their accessibility and use giving rise to under-utilisation or anti-social uses. For the avoidance of doubt, the criteria in the policy for reconfiguration (B - a-d) as explained above are not mutually exclusive.

### **Ancillary Development**

**5.30** In the longer term, the survival of local open space relies on the use and value attributed to them by the community. The Core Strategy recognises that small scale ancillary facilities on open land can enable users of the space, such as sports clubs, to continue to use and enjoy the space. Where the open space accommodates a number of user groups, the provision of a shared facility can overcome the need for several smaller buildings thereby making more efficient use of both land and buildings. Insensitive design and siting of ancillary facilities can detract from the open character of the land; be detrimental to the environmental functions performed by the open space; can conflict with other uses of the open space and neighbouring occupiers; and may limit potential future uses of the open space.

**5.31** Existing pavilions and other ancillary buildings support the use of open spaces but are often in poor condition and in need of investment. Proposals for alternative uses of existing ancillary buildings can help to secure the future of these buildings, but the loss of legitimate capacity (for example, the loss of changing accommodation associated with playing pitches) risks undermining the proper functioning of the open space or generating demand for additional, replacement development within open space.



## Change of Use

**5.32** Proposals for the change of use of open space from one typology to another can help to secure its future and address local deficiencies in certain types of open space provision. Conversely, the loss of certain types of open space, such as playing fields, can place increased demand on local facilities elsewhere, which may not have the capacity to accommodate further use or activity. Changes of use may also give rise to other impacts including accessibility, parking, traffic and reduced environmental value and capacity.

### Key Policy and Guidance Links

- NPPF paragraphs 73, 74 and 75
- London Plan Policy 7.18
- Core Strategy Policy CS1F and G
- Harrow's Open Space, Sport and Recreation Study (2011)

## Policy DM 19

### Provision of New Open Space

- A. Proposals for major new residential development will be supported where they make provision for new open space, or enhancements to existing open space, which meets the needs of the occupiers of the development and contributes to the mitigation of identified deficiencies in the quantity, quality and accessibility of open space. Regard will be had to Harrow's local recommended standards of provision for all relevant typologies of open space (provided in Table 5.1 below).
- B. The provision of major new pieces of open space should contribute positively to Harrow's Green Grid. In major town centre developments, new civic space may be required as an alternative to green open space.
- C. Proposals for major new residential development that fail to make provision for new or enhanced open space, or which would result in open space that is inappropriate in type, quality or location, will be resisted.

**5.33** Harrow's Open Space, Sport and Recreation Study (2011) highlights substantial open space deficiencies when recommended standards of provision are applied to the existing and projected future population of the Borough. The total deficiency across the Borough equated to 117 hectares of land in 2010, rising to 139 hectares in 2026. It also identifies some significant gaps in the accessibility of some types of open space and identifies existing facilities in need of qualitative improvement to increase their value and capacity. While it is not possible to meet the existing total deficiency of open space, the aim of the Core Strategy is to ensure that this is not made worse over the plan period. In view of these findings the Council attaches great importance to ensuring that the open space needs of the Borough's growing population are met and that, wherever possible, existing shortcomings are addressed.

**5.34** New residential development results in increased pressure upon existing open space, but also offers the opportunity to provide new open space or secure enhancements to existing facilities that can benefit future occupiers and the wider community. An intelligent approach will be needed to ensure that development delivers open space provision or enhancements that address identified needs. For example the provision of new parks or amenity greenspace in areas with good access to these typologies serves no purpose, and it may instead be more effective to make qualitative improvements to existing parks which support increased use, or focus on increasing the provision of other typologies for which there is a substantial shortfall in the area.

**Table 5.1: Harrow Open Space, Sport and Recreation Study (2011) Recommended Standards of Provision**

Typology	Quantity	Quality	Accessibility
Parks and Gardens	0.66 hectare per 1,000 population	81.5%	1,200 metres to a district park
			800 metres to a local park
			400 metres to a small open space
			400 metres to a pocket park
Children and Young People's Play	4m <sup>2</sup> playable space per child	79%	800 metres to a youth space
	At least three youth spaces per sub area		400 metres to local and neighbourhood playable spaces
			100 metres to a doorstep play space
Amenity Greenspace	0.31 hectare per 1,000 population	83.8%	400 metres to a >0.1 hectare amenity greenspace
Natural and Semi-Natural Greenspace	0.4 hectare per 1,000 population (except north-east sub area)	72.5%	1,000 metres to an accessible natural/semi natural greenspace
	1.0 hectare local nature reserve per 1,000 population		
Outdoor Sport	0.78 hectare playing pitch per 1,000 population	see below*	15 minutes to a sports pitch
			15 minutes to a synthetic turf pitch
			15 minutes to multi use games areas and tennis courts
			15 minutes to bowling greens
Allotments	0.18 hectare per 1,000 population	77.1%	1,200 metres to a 51+ plot allotment site
			900 metres to a 21-50 plot allotment site

Typology	Quantity	Quality	Accessibility
			600 metres to a -20 plot allotment site

\*The recommended minimum quality standards for sports pitches are: 71% for football, 84% for cricket and 71% for rugby. The recommended minimum quality standard for bowling greens is 81.5% and for tennis courts is 87.5%. Changing facilities should achieve at least 63% with the provision of women's facilities a priority. All new grass pitches and bowling green should meet the Performance Quality Standard.

**5.35** The provision of major new open space provides the opportunity to contribute positively to Harrow's Green Grid and the aims of the All London Green Grid SPG (2012) either by delivering components already identified or, in the case of unforeseen additions, exploiting the opportunity to further extend and link-up the Borough's network of green infrastructure. This may be particularly pertinent to the provision of new linear parks and green corridors and civic spaces within town centres, all of which provide additional elements that are identified as generating open space requirements in the Open Space, Sport and Recreation Study (2011) but for which it is not appropriate to set a standard for new provision.

**Key Policy and Guidance Links**

- NPPF paragraph 73
- London Plan Policy 7.18
- Core Strategy Policy CS1F and G
- Harrow's Open Space, Sport and Recreation Study (2011)
- All London Green Grid SPG 2012

**THE NATURAL ENVIRONMENT**

**5.36** Sites that are protected for their semi-natural characteristics, open spaces and suburban gardens support the co-existence of a diverse range of habitats and species that contribute to the natural environment and quality of life in Harrow. The National Planning Policy Framework (2012) establishes a set of principles for conserving and enhancing biodiversity when determining planning applications<sup>(44)</sup>. Policy 7.19 of the London Plan (2011) gives effect to the London-wide Biodiversity Action Plan and requires development proposals to make a positive contribution to the protection, enhancement, creation and management of biodiversity. Together with the policies in this Plan, the provisions of Harrow's Biodiversity Action Plan (2008) and the Green Grid, development over the plan period is expected to safeguard and improve the Borough's biodiversity for future generations.

44 Paragraph 118.

### Policy DM 20

#### Protection of Biodiversity and Access to Nature

- A. Proposals that would be detrimental to locally important biodiversity or that would increase local deficiencies in access to nature will be resisted. Regard will be had to any relevant provisions in the Harrow Biodiversity Action Plan.
- B. The design and layout of new development should retain and enhance any significant existing features of biodiversity value within the site. Potential impacts on Biodiversity should be avoided or appropriate mitigation sought. Where loss of a significant existing feature of biodiversity is unavoidable, replacement features of equivalent biodiversity value should be provided on site or through contributions towards the implementation of relevant projects in Harrow's Biodiversity Action Plan.
- C. Green corridors and green chains will be retained. Proposals that would prejudice their function as routes for the passage of wildlife through the urban environment will be resisted.

**5.37** There are two Sites of Special Scientific Interest in the Borough and many other sites are identified as Sites of Importance for Nature Conservation. These are shown on the Harrow Policies Map. Sites of Special Scientific Interest are statutory designations and therefore benefit from the protection provided by legislation. Sites of Importance for Nature Conservation Area are identified by the Greater London Authority and classified in accordance with their importance<sup>(45)</sup>. These are also shown on the Policies Map. However, biodiversity encompasses all habitats and species present in the environment. Harrow's Biodiversity Action Plan identifies those habitats and species which are particularly important to the Borough's biodiversity; these include:

- bare ground habitats;
- decaying timber habitats;
- gardens and allotments;
- grasslands;
- heathlands;
- parks;
- standing and running water habitats
- wasteland habitats;
- woodlands;
- bats;
- the heath spotted orchid;
- reptiles and amphibians; and
- southern wood ants.

**5.38** Threats to Harrow's locally important biodiversity include increased recreational pressure, air pollution, climate change, development, fragmentation, water use and vandalism. The Core Strategy and other development management policies provide the spatial strategy and controls to mitigate many of these threats. This policy seeks to protect locally important biodiversity from the direct, adverse impacts of development proposals.

45 The classifications are: Sites of Metropolitan Importance, Sites of Borough Importance Grade I, Sites of Borough Importance Grade II and Sites of Local Importance.

**5.39** Access to the natural environment is a significant component of the quality of life in outer London for many people. Even modest components such as trees and ponds provide opportunities for people to experience nature as part of their home or working environment and enable the integration of biodiversity throughout Harrow, rather than being confined to sites that are formally designated for nature conservation.

**5.40** Areas of deficiency in access to nature is mapped by Greenspace Information for Greater London on behalf of the Greater London Authority (GLA) as illustrated on the map below. The areas of deficiency are defined as those of more than one kilometre walking distance from an accessible Metropolitan or Borough Site of Importance for Nature Conservation. Within these areas of deficiency, public access to Local Sites of Importance for Nature Conservation and significant non-designated biodiversity features are likely to be of heightened value to residents.



**5.41** Green corridors are linear features that serve as wildlife corridors but may not have public access (most notable in the case of railway embankments). Green chains are linked open spaces that follow rivers or other linear features and which do provide public access. Green corridors and green chains are important components of the Borough's green infrastructure with particular value for nature conservation which, together with suburban gardens, mitigate the fragmented distribution of open spaces by enabling the movement of wildlife within and beyond the Borough.

### Key Policy and Guidance Links

- NPPF paragraph 118

- London Plan Policy 7.19
- Core Strategy Policy CS1E and F
- Harrow's Biodiversity Action Plan

### Policy DM 21

#### Enhancement of Biodiversity and Access to Nature

- A. Opportunities to enhance locally important habitats and to support locally important species will be sought in accordance with the Harrow Biodiversity Action Plan. Where possible, proposals should secure the restoration and re-creation of significant components of the natural environment as part of the design and layout of development. Particular attention will be paid to:
- a. green corridors and green chains, including the potential to extend or add to the network;
  - b. gardens, including planting for wildlife, green roofs and green walls;
  - c. landscaping, including trees, hedgerows of historical or ecological importance and ponds;
  - d. allotments; and
  - e. habitat creation, such as nesting and roosting boxes, especially when replacing an old building that provided certain habitats.
- B. In areas identified as deficient in access to nature, a high priority will be afforded to opportunities to enhance access through on-site provision or contributions to the implementation of relevant Green Grid projects.

**5.42** For each of the locally important habitats and species identified in the Harrow Biodiversity Action Plan there are a range of targets and actions aimed at the on-going protection of the habitat or species, to reverse deterioration where declining conditions have been identified, and to use interventions to enhance conditions where this is appropriate. Consistent with the principles of sustainable development, the Biodiversity Action Plan seeks to ensure that future residents continue to benefit from the Borough's biodiversity.

**5.43** In residential development, gardens provide the opportunities for new habitats to form and help to increase the permeability of the urban environment to wildlife. Residential layouts which cluster private gardens together to create larger spaces create spaces that are more feasible for tree planting<sup>(46)</sup>. Sensitive landscaping of communal gardens provided as part of flatted development can support wildlife and the creation of new habitats. In town centres and any other location where traditional garden amenity spaces may not be appropriate, rooftop gardens and adequately sized balconies will provide residents with opportunities to plant for nature, whilst the creation of new habitats as part of proposals incorporating green roofs and green walls will be particularly valuable in areas where there are few opportunities to increase access to nature.

**5.44** Harrow's PPG 17 Sport, Recreation and Open Space Study (2011) highlighted existing and projected future shortfalls across a range of typologies of open space including allotments which the Borough's Biodiversity Action Plan identifies as a locally important habitat.

46 By mitigating potential householder concerns about potential subsidence and loss of light.

**5.45** Harrow's Green Grid will form a part of the London wide integrated network of green infrastructure. A network of accessible open spaces linked by footpaths, cycleway and tree-lined avenues is planned. The more built-up character of many of the areas identified as being deficient in access to nature make the reduction of deficiency all the more challenging. Policy DM21 seeks to ensure that through a combination of more substantial enhancements, as part of major development and many incremental improvements by small-scale developers and householders, this will ensure a valuable environmental legacy for future residents.

### Key Policy and Guidance Links

- NPPF paragraph 118
- London Plan Policy 7.19
- Core Strategy Policy CS1E and F
- Harrow's PPG17 Sport, Recreation and Open Space Study (2011)
- Harrow's Biodiversity Action Plan

## Policy DM 22

### Trees and Landscaping

- A. The removal of trees subject to TPOs or assessed as being of significant amenity value will only be considered acceptable where it can be demonstrated that the loss of the tree(s) is outweighed by the wider public benefits of the proposal.
- B. Development proposals will be required to include hard and soft landscaping that:
  - a. Is appropriate to the character of the area;
  - b. Is well laid out in terms of access, car parking and the living conditions of future occupiers and neighbours;
  - c. Achieves a suitable visual setting for the building(s);
  - d. Provides for sufficient space for new or existing trees and planting to grow; and
  - e. Supports biodiversity.
- C. Proposals for works to trees in conservation areas and those the subject of tree preservation orders will be permitted where the works do not risk compromising the amenity value or survival of the tree.
- D. The Council will require trees identified for retention to be protected during construction and to be retained or replaced where necessary following the completion of the development.

**5.46** Landscape proposals will usually be required for most developments, ranging from individual dwellings to large scale housing schemes, retail schemes, commercial and mixed-use sites. High quality landscape design can help to create spaces that provide attractive settings for both new and existing buildings, contributing to the integration of a development into the established character of an area. Landscaping schemes will be especially important on sites in prominent locations such as along main road frontages, important transport corridors, redevelopment sites and areas of

high townscape or landscape quality. While the details required for a landscape scheme will vary according to the type and location of a development, landscaping should be included as an integral part of the development proposal at an early stage. Careful consideration should be given to the existing character of a site, its topography and how any features such as surface treatments, furniture, lighting, boundary treatments and other structures are to be appropriately used and how planting and trees may mature over time. Poorly laid out landscaping can limit its amenity value and use, while leaving insufficient space for trees to grow can lead to the blocking of natural sunlight, issues of overhanging, subsidence and damage to foundations, resulting in applications in latter years for tree removal.

**5.47** Trees make a substantial positive contribution to the character of Harrow and are a significant component of the Borough's natural environment. They help to reduce pollution, form screens to break up and soften the urban environment, integrate developments into the landscape and are invaluable to many forms of wildlife. Veteran trees are given specific protection by tree preservation orders and, together with trees in conservation areas, are subject to special controls which protect them from inappropriate treatment or removal. Wooded areas, street trees, individual or groups of garden trees and those in open spaces may still be of significant amenity value even if they do not merit the formal protection of a tree preservation order. However not all existing trees are worthy of retention and, in some instances, it may be more appropriate to include replacement or new tree planting as part of a development's comprehensive landscaping scheme.

#### Key Policy and Guidance Links

- NPPF paragraph 118
- London Plan Policy 7.21
- Core Strategy Policy CS1E
- London Mayor's Green Infrastructure & Open Environments: Preparing Borough Tree and Woodland Strategies SPG

#### Policy DM 23

##### Streetside Greenness and Forecourt Greenery

- A. Proposals for the provision of substantial hard surfacing of forecourts and front gardens should respect the character of the area and, where appropriate, incorporate a scheme of soft landscaping.
- B. The Council will undertake and encourage new planting of street trees and shrubs, by legal agreement if necessary, and provide, restore and/or maintain grass verges on public and private streets.
- C. Proposals that fail to make appropriate provision for hard and soft landscaping of forecourts, or which fail to contribute to streetside greenery where required, will be refused.

**5.48** Harrow is characterised by its extensive tree and shrub cover, and the amount of streetside greenness and forecourt greenery is an important determinant of this character. Because of this, the Council wishes to protect and enhance the part played by these features in both the local and



overall environment. Attractive, well-landscaped and maintained front gardens contrast with forecourts that have been hard-surfaced, where no attempt has been made to soften the effects on the immediate environment.

**5.49** Substantial areas of hard surfacing are typically more than 5 square metres, as allowed for in the Town and Country Planning (General Permitted Development) Order 1995 (as amended).

**5.50** There are large numbers of grass verges and street trees in the Borough, which make a positive contribution to the environmental character of residential areas. The Council considers that the amount and quality of street trees and shrubs should be retained and enhanced as this forms an integral part of the overall street greenness. These green areas contribute to the Borough's wildlife habitat.

#### **Key Policy and Guidance Links**

- NPPF paragraph 57, 58 and 61
- London Plan Policy 7.5
- Core Strategy Policy CS1B

# HOUSING Chapter 6

Development Management Policies FINAL MAY 2013

## INTRODUCTION

**6.1** The National Planning Policy Framework (2012) requires local planning authorities to plan for housing to meet projected needs, identify the mix of housing required and, where affordable housing is needed, to set policies to meet that need in a way that contributes to the objective of creating mixed and balanced communities<sup>(47)</sup>. The London Plan (2011) provides the strategic planning framework for reconciling requirements for, and the capacity to deliver, housing across London.

**6.2** Harrow's Core Strategy (2012) requires the delivery of a minimum of 3,250 new homes on previously-developed land throughout the Borough (excluding the Harrow & Wealdstone Intensification Area<sup>(48)</sup>) over the period 2009/10 to 2025/26. Policy CS1(I) seeks to ensure new development, as a whole, results in a mix of housing of different types, size and tenure across the borough and within neighbourhoods. This is supported by Policy CS1(J), which establishes a Borough-wide, affordable housing target of 40% from all sources of supply and, consistent with the London Plan, seeks the maximum reasonable amount of affordable housing on development sites with a capacity to provide ten or more homes (gross), having regard to a range of considerations.

**6.3** Within this policy framework, a key strand of sustainable development in Harrow is securing mixed communities that are inclusive to everyone and are appropriately mixed in terms of demographics, household types and tenure. London Plan Policy 3.8 *Housing Choice* also refers to providing households with a genuine choice of housing.

## Housing Mix

### Policy DM 24

#### Housing Mix

- A. Proposals that secure an appropriate mix of housing on site and which contribute to the creation of inclusive and mixed communities will be supported. The appropriate mix of housing will be determined having regard to:
  - a. the target mix for affordable housing, set out in the Council's Planning Obligations supplementary planning document;
  - b. the priority to be afforded to the delivery of affordable family housing; and
  - c. the location of the site, the character of its surroundings and the need to optimise housing output on previously-developed land.
- B. Proposals that would fail to achieve an appropriate housing mix, or which would fail to contribute to the creation of inclusive and mixed communities, will be refused.

<sup>47</sup> Paragraph 50.

<sup>48</sup> A separate target of 2,800 homes applies to the Harrow & Wealdstone Intensification Area. Policies for the Intensification Area are set out in the Harrow & Wealdstone Area Action Plan.

**6.4** The projections for Harrow's housing needs are based on the West London Strategic Housing Market Assessment (SHMA) (2010). The SHMA estimates Harrow's housing requirements by dwelling size and tenure (owner-occupied, affordable and intermediate housing, including private rented) for the next five years. It does this by estimating recent and future household formation, in-migration, out-migration and projected household dissolution.

**6.5** The SHMA found that Harrow's existing housing stock is heavily skewed towards larger owner-occupied dwellings and, at 11.5% and 12.5% respectively, Harrow has the smallest stock of affordable and private rented dwellings in west London. In contrast to owner-occupied housing, over 60% of the affordable and private rented housing in the Borough is in the form of flats.

**6.6** With regard to demand and supply, the SHMA demonstrates a significant shortfall of affordable housing of all sizes of accommodation, most notably two bedroom homes. It is important to note however, that the shortage relative to supply of affordable housing is greatest for three or more bedroom properties. This shortage is made more acute due to right to buy and insufficient new build to replace it. Within Harrow and across London, there is a significant gap in the supply of housing that is suitable and affordable to families. This is reflected the strategic priority afforded to the provision of affordable family housing in the London Plan and in the SHMA modeling for Harrow, which places all of the requirement for 3 bedroom homes into the affordable and intermediate tenures reflecting the inability of market housing to cater for lower income larger households.

**6.7** In respect of the owner-occupied sector, in terms of size requirements, the data suggests a surplus for three and one bedroom homes whereas shortfalls exist for two and four or more bedroom homes. Conversely the model indicates there are surpluses in two and four or more bedroom homes and a shortfall of one and three bedroom homes in the private rented sector. In reality however, due to the acute requirement for affordable accommodation in the Borough, the surpluses recorded in the owner-occupied and private rented sectors are unlikely to be witnessed as households will be forced to spend a greater proportion of their income to access market housing.

**6.8** Given that new build housing only accounts for a fraction of the overall housing stock in the borough, and in normal market conditions will attract a premium price, the dynamics of Harrow's secondhand housing market is likely to be more important than new build completions to the housing mix of an area and affordable housing supply. In this context, and in the context of meeting Harrow's housing targets, including affordable family housing, the Council does not consider it justified to prioritize dwelling sizes for market housing and advocates a more balanced and flexible approach that, whilst having regard to identified needs, seeks to match housing mix to the location and nature of allocated sites, or sites likely to become available.

**6.9** The Core Strategy<sup>(49)</sup> sets out the justification and requirements for affordable housing within the Borough. The London Plan applies a strategic affordable housing target of 60 per cent social/affordable rent and 40 per cent intermediate products. The provision of affordable housing remains a matter to be dealt with through Planning Obligations. The Planning Obligations supplementary planning document will detail local targets for the affordable housing mix to be sought as part of private residential development schemes. The target mix will be informed by the Council's Housing Strategy and will be updated, from time to time over the plan period, to respond to any change in needs that may occur.

### Key Policy and Guidance Links

- NPPF Paragraph 50
- London Plan Policies 3.4, 3.8, 3.11, 3.12, 6.13
- Core Strategy Policies CS1 I, J, and S
- West London Strategic Housing Market Assessment (2010)
- Harrow's Planning Obligations SPD

## Conversions

### Policy DM 25

#### Office Conversions

- A. Subject to Policy DM32, where offices are found to be redundant, the demolition and redevelopment of these office buildings will be supported. Where this is not feasible or viable, the conversion of offices to residential will be supported where:
  - a. The conversion of offices provide cladding that is suitable to a residential building and in keeping with the character of the area;
  - b. Balconies and/or amenity space are designed into the development as integral facilities and the creation of well designed public realm and landscaping is demonstrated;
  - c. Any additional functional features that are needed such as as pipes, flues or communications equipment are grouped together and routed through existing features where possible, and kept off publicly visible elevations; and
  - d. Proposed homes should wherever possible be dual aspect (see Mayor of London's Housing SPG). A sole aspect home into a parking court or other shared use rear area will generally be unacceptable.
- B. All conversions will be expected to meet design criteria in Policy DM1, and to accord with the London Plan's minimum space standards.

**6.10** Paragraph 51 of the National Planning Policy Framework supports the conversion of commercial premises to residential use where there is an identified need for additional housing and no strong economic reasons why such development would be inappropriate. The Core Strategy, informed by evidence of the forecast future supply and demand balance for offices (and other forms of traditional employment floorspace), applies a 'monitor and manage' approach to the release of surplus commercial stock<sup>(50)</sup>. This approach is necessary to ensure that space for local economic activity is retained and that opportunities for new provision as part of mixed-use schemes and employment-led regeneration can be realised. It is given effect, in respect of offices, by Policy DM32. Among the considerations for the release of surplus office premises is the age and condition of the building, recognising that many of Harrow's office buildings were constructed in the 1950s, 60s and 70s and are now both obsolete and economically & environmentally inefficient.

50 See Core Strategy Policy CS1

**6.11** The Core Strategy acknowledges that town centre mixed use schemes and employment-led regeneration will make an important, additional contribution to Harrow's housing supply<sup>(51)</sup>. Whilst retrofitting of obsolete buildings can help to improve their environmental performance and extend their useful life for office and other economic uses, experience shows that for residential use this type of proposal often leads to compromised internal layouts, poor amenity and haphazard adaptations to the building exterior. The Council considers that, when the principle of residential use has been accepted, it is preferable for redundant office buildings to be comprehensively redeveloped rather than converted.

### Key Policy and Guidance Links

- NPPF paragraph 51
- London Plan Policies 3.4, 3.5, 3.8, 3.9 and 6.13
- Core Strategy Policy CS1 K, O and P.
- West London Strategic Housing Market Assessment (2010)
- Harrow's Residential Design Guide SPD (2011)
- Harrow's Accessible Homes SPD (2010)
- Mayor of London's Housing SPG (2012)

### Policy DM 26

#### Conversion of Houses and other Residential Premises

- A. Proposals for the conversion of houses and other residential premises to multiple homes will be supported where they provide a satisfactory standard of accommodation and contribute positively to their surroundings. Proposals will be required to:
- a. comply with the London Plan minimum space standards;
  - b. wherever possible, ensure that homes are dual aspect (see Mayor of London's Housing SPG) and that the arrangement of rooms secures the separation of bedrooms and other room uses between homes within the development and neighbouring dwellings having regard to the adequacy of any measures to prevent noise transference;
  - c. achieve configurations that are practical and fit for purpose, having regard to circulation, storage space and room size and shape;
  - d. ensure that all habitable rooms have a satisfactory environment in terms of privacy, daylight, outlook and exposure to external noise;
  - e. make adequate arrangements for the provision of amenity space for future occupiers of the development (see Criterion B);
  - f. make adequate arrangements for the storage and collection of waste and recycling material generated by future occupiers of the development (see Criterion C) which does not give rise to nuisance to future and neighbouring occupiers;
  - g. ensure that the design of any external alterations does not detract from the appearance of the property or the streetscene and, wherever possible, retain a single door to the front elevation of dwellings in residential areas;

51 See Core Strategy paragraph 4.14

- h. ensure that the balance of hard and soft landscaping on the forecourt (including forecourts that are already substantially hardsurfaced) does not detract from the appearance of the property or the streetscene;
  - i. make adequate provision for parking and safe access to and within the site and not lead to any material increase in substandard vehicular access; and
  - j. ensure that levels of external activity would not be detrimental to residential amenity and character.
- B. Where an existing garden is available, proposals must make this available for all future occupiers of the development, preferably through subdivision to form private amenity spaces for each home and accessible within the site boundary. Where, exceptionally, amenity space is to be provided communally, the Council will wish to be satisfied that there would be adequate privacy safeguards for the ground floor occupiers and that there will be robust, sustainable arrangements in place for managing the on-going maintenance responsibilities.
- C. As part of the subdivision of rear gardens to form private amenity spaces for future occupiers, proposals must make provision for bin storage within those amenity areas and a suitable access for them to be wheeled to the forecourt for collection. Where such storage cannot be achieved (for example, terraced houses) there must be adequate space on the forecourt to accommodate the bins and provide suitable screening in conjunction with other forecourt uses.
- D. Proposals for extensions and alterations to converted houses and other residential premises will be supported having regard to the above criteria.
- E. Proposals that would lead to an over-intensive conversion, or which would compromise any component of this policy, will be refused.

**6.12** Whilst making sufficient provision to meet the Borough's housing needs on identified, previously-developed sites, Harrow's Core Strategy (2012) recognises that conversions and other appropriate windfall development will continue to make a contribution to housing supply in the Borough. In so doing, they provide both a contingency on delivery against the Borough's strategic housing target and a means of exceeding the housing target, which is expressed as a minimum to reflect on-going demand pressures in Harrow and London as a whole. They also make a significant contribution to meeting certain housing needs, in particular affordable market and private rented accommodation, as identified in the West London Strategic Housing Market Assessment (2010). Nevertheless experience shows that, working within the fabric of buildings designed to provide traditional family housing and (typically) constructed in the inter-war period or earlier, conversion proposals pose particular challenges in respect of internal layout, external appearance, the resulting relationship with neighbouring property and the potential to adversely impact upon the character of residential areas. Within the context of Policy DM1, which seeks to achieve a high standard of design, layout, privacy and amenity, this conversion policy provides bespoke criteria for conversions to ensure that these challenges are addressed in a manner that results in schemes of a standard that is consistent with policy objectives for new build residential development. Further guidance is provided in the Council's Accessible Homes and Residential Design Guide supplementary planning documents.



**6.13** Over-intensive conversions of existing dwellings and other residential premises, such as maisonettes above shops, lead to poor living conditions for future occupiers of the development, excessive internal noise transference and external activity for neighbouring occupiers, and frequently to a poor external environment that detracts from the appearance of the property and the character of the area. Appropriate application of design, layout, privacy and amenity considerations to conversion proposals, including the London Plan minimum space standards and the Lifetime and Wheelchair Home standards<sup>(52)</sup>, will ensure properties suitable for conversion are

converted, and that the resulting units will provide a satisfactory standard of accommodation that is compatible with the existing character of the area.

**6.14** As with new-build residential development, the Council expects conversion proposals to make adequate amenity space provision for future occupiers of the dwellings being created. Subdivision of existing gardens ensures that all homes within a conversion proposal benefit from an area of private amenity space and helps to avoid maintenance/responsibility problems in schemes that are too small for the viable establishment of a management company.

**6.15** Existing and new homes in the Borough are supplied with separate bins for general waste, recycling and composting. The segregation of waste by residents has enabled Harrow to achieve and sustain reductions in the amount of material sent to landfill sites in recent years. However conversions increase the number of bins to be accommodated within the curtilage of an existing dwelling, and where left on the forecourt they can be unsightly and cause obstruction. The accommodation of bins within the site therefore requires careful attention as part of design and layout of conversion proposals. The provision of bins within private amenity spaces usually offers the best solution in terms of householder responsibility for use, maintenance and waste segregation, and helps to avoid the excessive accumulation of bins on forecourts.

**6.16** Due to the relatively modest size of existing housing in Harrow, the creation of self-contained accommodation within the roofspace of dwellings frequently challenges the objectives of conversion policy. Experience indicates that the conversion of modest Metroland and other suburban houses to more than two flats frequently compromises one or more policy objectives, whilst some small terraced houses are incapable of being satisfactorily converted.

#### Key Policy and Guidance Links

- London Plan Policies 3.4, 3.5, 3.8, 3.9 and 6.13
- Core Strategy Policy CS1 K
- West London Strategic Housing Market Assessment (2010)
- Harrow's Residential Design Guide SPD (2011)
- Harrow's Accessible Homes SPD (2010)
- Mayor of London's Housing SPG (2012)

52 Policy CS1 K requires all new homes to meet Lifetime Home standards and for ten per cent of new homes to achieve the enhanced Wheelchair Home standards.



## Amenity Space

### Policy DM 27

#### Amenity Space

- A. Residential development proposals that provide appropriate amenity space will be supported. The appropriate form and amount of amenity space should be informed by the Mayor's London Housing Design Guide and have regard to:
  - a. the location and dwelling mix;
  - b. the likely needs of future occupiers of the development;
  - c. the character and pattern of existing development in the area;
  - d. the need to safeguard the privacy and amenity of neighbouring occupiers; and
  - e. the quality of the space proposed including landscaping (see Policy DM22 *Trees and Landscaping*).
- B. Major residential development proposals should have regard to the contribution that the design and layout of amenity space can make to the objectives of Harrow's Biodiversity Action Plan and Green Grid.
- C. Proposals that would fail to provide appropriate amenity space will be refused.

**6.17** Amenity space is a highly valued component of the residential environment for many people and is an integral part of the quality of life of residents in outer London. Private gardens and communal outdoor amenity spaces provide a setting for buildings, space for landscaping and help to maintain a more natural environment within urban areas for wildlife and surface water drainage. Well designed balconies in town centre locations help to add interest and life to the appearance of a building. As with other forms of open space, amenity space can make a positive contribution to human health and wellbeing. The pattern of houses and gardens in many of Harrow's Metroland and other suburban areas form an important and positive attribute of residential character and quality. Related to the character and pattern of development, the prevailing form of amenity space influences the standard of privacy and amenity enjoyed by residents in different locations across the Borough. Harrow's Residential Design Guide SPD provides further detail on appropriate amenity space.

**6.18** Harrow's Biodiversity Action Plan (2008) identifies residential gardens as a habitat of local importance to the Borough. Harrow's Green Grid sets out proposals and projects for linking existing open spaces to form a more integrated approach to green infrastructure across the Borough. Together, retention of residential gardens and the realisation of the Harrow Green Grid will support the movement and survival of wildlife through the urban environment. The London Housing Design Guide includes qualitative and quantitative amenity space standards that are applicable to registered social landlords and other GLA supported developments.

#### Key Policy and Guidance Links

- NPPF Core Principal 17
- London Plan Policies 3.4, 3.5 and 3.6

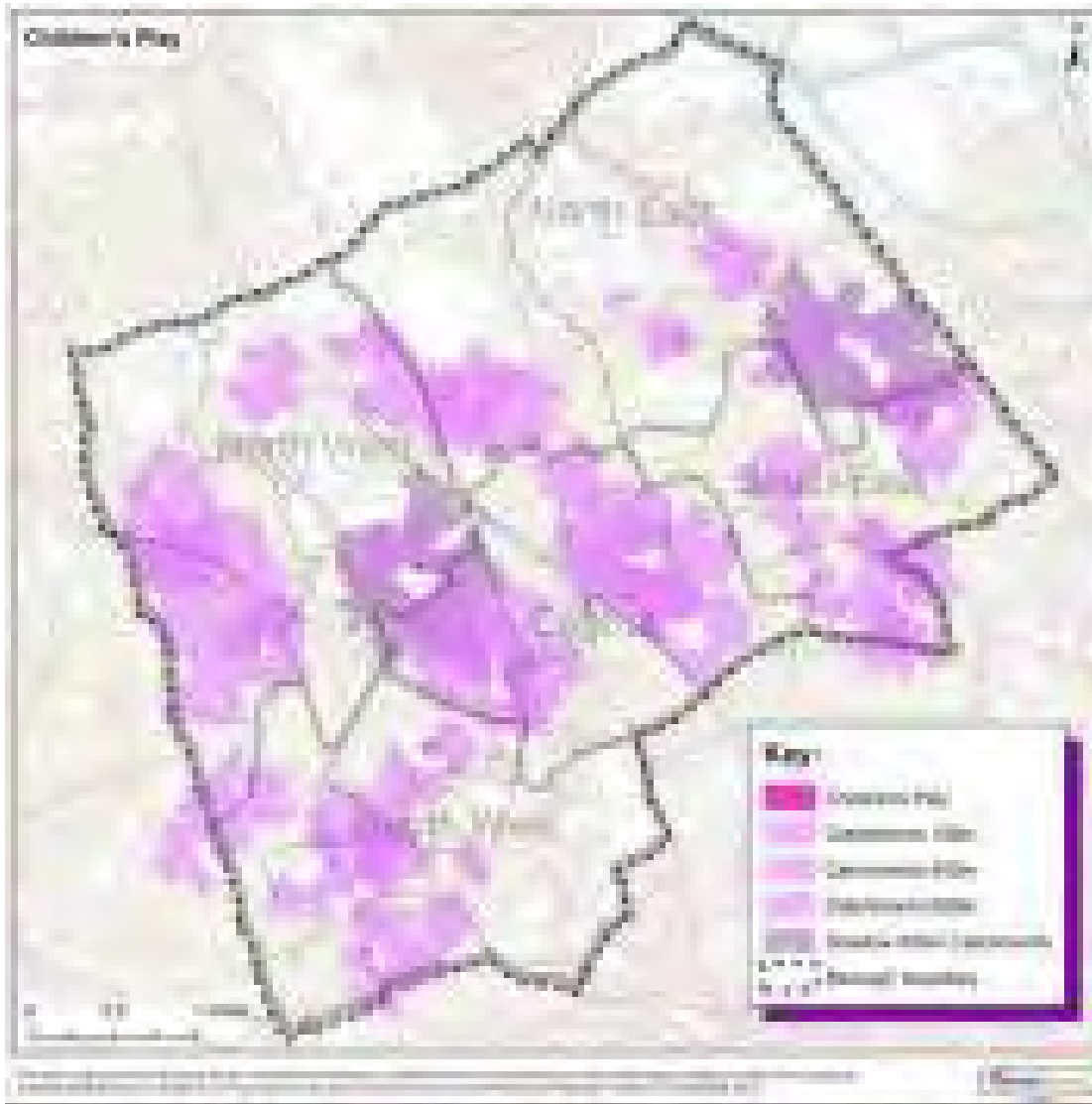
- London Housing Design Guide
- Core Strategy Policies CS1 B, E, K and Z
- Harrow's Residential Design Guide SPD
- Harrow's Biodiversity Action Plan (2008)

### Policy DM 28

#### Children and Young People's Play Facilities

- A. New residential proposals which result in a net increase in child yield will be required to provide children and young people's play facilities on-site.
- B. Where a satisfactory level of children and young people's play facilities provision is not achieved on-site, the Council will seek a financial contribution towards the improvement of existing children and young people play facilities within the local area.
- C. Housing developments outside areas deficient in children and young people's outdoor play facilities will still be expected to provide a contribution towards the maintenance and upgrade of existing children and young people play facilities.

**6.19** New residential development, especially schemes which include family housing, will result in an increase in child yield that will require additional play space provision. The Council's Open Space, Sports and Recreation Study (2011) identifies areas of deficiencies in play space provision for all ages (see map following) and establishes a standard minimum on-site provision of 4 sq.m per child, which needs to be seen in the context of a London wide target of 10 sq.m per child as set out in the Mayor of London's Children and Young People's Play and Informal Recreation SPG (2012). Where it is not possible to provide sufficient on-site provision, off site provision by way of the creation of new facilities or improvements to existing off site provision should be considered. If it can be shown that this would fully satisfy the needs of the new development and at the same time continue to meet the needs of existing residents, an appropriate financial contribution can be secured by legal agreement.



### Key Policy and Guidance Links

- London Plan Policy 3.6
- Mayor of London's Children and Young People's Play and Informal Recreation SPG (2012)
- Core Strategy Policy CS1 G
- Harrow's Open Space, Sports and Recreation Study (2011)

### Policy DM 29

#### Sheltered Housing, Care Homes and Extra Care Housing

- A. The Council will support proposals on previously-developed land for sheltered housing, care homes and extra care housing (across all tenures) for older people and those who

may be vulnerable, provided that the proposal is accessible by public transport with good access to local amenities including shops and community facilities.

- B. The loss of care homes or sheltered housing will only be supported where it can be reasonably demonstrated there is no longer a demand for that use on the site.

**6.20** Poor health and disability can be affected positively or adversely by housing circumstances and the care and support available. In an ageing society it is vital to consider the needs of those who are living longer and with limiting illnesses and disabilities. The location of sheltered or supported accommodation is important in ensuring that access to shops and services can be enjoyed by residents. Harrow's Housing Strategy 2012 and Supported Accommodation Strategy 2010 highlight the need for changes in the range of supported housing available to a number of client groups in Harrow over the medium to long term. This includes the need for a broader range of supported housing options, including a range of tenure types and levels of care and support, for older people, and those with learning disabilities, physical disabilities and mental health needs. Meeting lifetime and wheelchair homes standards can help ensure that people can live in their accommodation through changing circumstances for as long as possible.

**6.21** A delivery plan for the Supported Accommodation Strategy was prepared in 2011, and included the following key principles:

- A need for flexible alternatives to residential care within the Borough as a means to support people to become more independent in more cost effective ways;
- Existing in-house accommodation for people with learning disabilities to be remodelled in line with prior recommendations and additional supported accommodation options developed;
- There is an under-provision of supported accommodation for people with mental health needs and additional provision needs to be developed; and,
- Adults and Housing will undertake more work to establish plans for supported housing for people with lower level support needs as part of a longer-term prevention approach.

**6.22** Core Strategy Policy CS1 Z resists the loss of Community Facilities unless it is proven they are not needed.

#### Key Policy and Guidance Links

- London Plan Policies 3.12, 3.13, 3.51
- Core Strategy Policy CS1
- Harrow's Housing Strategy 2012
- Supported Accommodation Strategy (2010)

#### Policy DM 30

##### Large Houses in Multiple Occupation, Hostels and Secure Accommodation

- A. Proposals for the provision of Large Houses in Multiple Occupation, Residential Hostels and Secure Accommodation will be required to demonstrate that:

- a. there is good accessibility to local amenities and public transport;
- b. they accord with Accessible Homes standards and provide satisfactory living conditions for the intended occupiers; and
- c. there will be no adverse impact on the amenity of occupiers of neighbouring properties or the character of the area.

**6.23** Large Houses in Multiple Occupation (HMOs) and hostels (see glossary) can contribute to the overall supply of cheaper accommodation, particularly for young professional people and those on low incomes. Secure accommodation is a necessary component of social care provision and, subject to appropriate management and safeguards for occupiers and neighbouring residents, can help to integrate vulnerable people and special needs groups into the community. However, a proliferation of such forms of accommodation in remote areas with poor access to public transport and basic shops and services are unlikely to meet the needs of future occupiers. It is also important to ensure that large HMOs, hostels and secure accommodation centres provide a standard of accommodation equivalent to that enjoyed by other residents and that the amount of activity generated by the proposed level of occupation does not detract from the amenities of neighbouring occupiers.

#### **Key Policy and Guidance Links**

- London Plan Policies 3.2, 3.5, 3.8, 3.14
- Core Strategy Policies CS1 I and K
- Town and Country Planning (Use Classes) Order 1987 (as amended)
- Harrow's Residential Design Guide SPD

# EMPLOYMENT AND ECONOMIC DEVELOPMENT **Chapter 7**

Development Management Policies FINAL MAY 2013

## INTRODUCTION

**7.1** Harrow's location in outer north-west London provides the Borough with good public transport access to central London, other parts of north and west London, and to major centres beyond Greater London including Watford, Milton Keynes and Aylesbury. North-west London is also enveloped by three major components of the south-east's trunk road network - the M1, M24 and M40 motorways - while the neighbouring areas of west London and Hertfordshire are home to Heathrow and Luton airports respectively. Harrow's Local Economic Assessment (2010) portrays the Borough's economy as one with significant numbers of small and medium sized enterprises, and a small but important number of established large employers, covering a wide range of economic activities and no one, dominant sector.

**7.2** Whilst geographically well positioned in relation to trunk roads, competitor centres have more direct access to the network and have consequently benefited from associated growth in office park and distribution development in recent years. The resulting formation of sub regional economic nodes have negatively impacted upon demand for Harrow's more traditional town centre office stock and urban industrial land base. Today, Harrow's economy functions primarily to meet local needs but has the potential to benefit from some of the major employment growth areas in north and west London. However Crossrail and the proposed HS2 rail routes both bypass the Borough and are likely to increase competition from other locations.

**7.3** Harrow's residents are generally well educated, skilled and enjoy comparatively high household earnings. Consistent with all outer London boroughs, out-commuting to central and other parts of London is high, but the local economy provides over 80,000 jobs and this is projected to grow by a further 4,000 over the period to 2026. The projections highlight continuing diversification in the range of local jobs with limited growth and some contraction in traditional industrial and business sectors.

**7.4** A key objective for Harrow's Core Strategy is the delivery of 4,000 jobs over the plan period, 3,000 of which are to be delivered within the Harrow & Wealdstone Intensification Area. Large employers will continue to be important in sustaining baseline levels of employment, but local entrepreneurship and small & medium sized enterprises are likely to be important drivers of employment growth as will the education and health sectors. Both the Royal National Orthopaedic Hospital and Clementine Churchill Hospital are major employers that support the local economy directly as employers but also through health tourism and by supporting a supply chain of goods and services. The Council is keen to work with existing employers in the Borough to support the development of local supply chains, for example in the health sector to grow support and related services.

**7.5** Employment land in the Borough, historically designated for traditional industrial and business activities, falls into three broad categories: Strategic Industrial Locations, Industrial and Business Use Areas, and non-designated sites in use for industrial or business purposes. There are two Strategic Industrial Locations in the Borough: the Wealdstone preferred industrial location and the Honeypot Lane industrial business park; the extent of these designations is shown on the Proposals Map. Strategic Industrial Locations are a London Plan designation designed to identify and safeguard for appropriate uses land which forms part of the capital's reservoir of industrial and business use capacity. Industrial and Business Use Areas are industrial and business use estates which form the central component of the Borough's land supply for non-residential development outside of town centres and have historically been safeguarded to meet local economic needs on

previously-developed land. This designation is also shown on the Harrow Policies Map. Many smaller sites (not shown) occur throughout the Borough, often for historical reasons or on 'left-over' behind shops and houses.

**7.6** Harrow town centre is one of 12 Metropolitan centres in London and provides the Borough's main cluster of employment opportunities in the office, retail and leisure sectors. In recent years there has also been increasing interest in Harrow town centre as a location for hotel development, which is encouraged. The rest of the Borough's town centre network comprises district and local centres that provide a mix of local shops, services and other employment opportunities.

**7.7** Economic development is defined as development within the B Use Classes, public and community uses and main town centre uses<sup>(53)</sup>. This is a much wider definition than has traditionally been applied in Harrow, where employment land has been safeguarded primarily for B1, B2 and B8 uses. The new definition supports the development of economic sectors that do not fall neatly into existing land use classifications and will enable diversification to take place in response to changes in market demands. However, main town centre uses are defined as: retail development<sup>(54)</sup>; leisure, entertainment and more intensive sport/recreation uses<sup>(55)</sup>; offices; and arts, culture and tourism development<sup>(56)</sup>. The NPPF, the London Plan and Harrow's Core Strategy are clear that town centre uses should continue to be directed to town centre locations. Harrow's Core Strategy identifies Harrow town centre, within the Harrow & Wealdstone Intensification Area, as the Borough's principal location for growth in retail and leisure development, the emerging new hotel sector, and for consolidation and renewal of the local office market.

**7.8** In 2009 the Council commissioned additional evidence to assess the resilience of Harrow's economy to current and foreseeable economic conditions, and to assess the supply and demand for employment land in the Borough over the period to 2026. It found that there is likely to be a surplus of land for traditional industrial and warehousing uses as growth in these sectors slows or even contracts, but that there remains a need to monitor and safeguard sufficient supply and, more importantly, to improve the quality of provision to meet future needs. The challenge for Harrow is therefore to manage the Borough's supply more effectively, by creating the right environment for economic development and diversification, and to provide a clear framework for the release of redundant, surplus stock. The office sector is particularly challenging, where a high surplus of redundant stock, low market rents and a market that is local (rather the sub-regional) in focus combine to discourage speculative development. Policies must allow for the diversification and release of office floorspace, but without creating conditions that crowd out traditional office uses in the micro-markets of Harrow's town centres, and encourage appropriate levels of modern, new provision in mixed use development.

### Policy DM 31

#### Supporting Economic Activity and Development

#### Industrial and Business Use Land

53 Glossary, National Planning Policy Framework (2012)

54 Including retail warehouses and factory outlets

55 Including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls

56 Including theatres, museums, galleries and concert halls, hotels and conference facilities.



- A. Proposals for the intensification, renewal and modernisation of existing industrial and business floorspace will be supported where the development complies with other relevant policy considerations and the new industrial or business floorspace allows for future flexibility, including future subdivision and / or amalgamation to provide for a range of accommodation, particularly for small businesses.

#### **Enabling-led Redevelopment of Industrial & Business Use Floorspace**

- B. The Council will support proposals for enabling-led mixed use development where this is necessary to facilitate the intensification, renewal and modernisation of existing industrial and business floorspace. In addition to complying with other relevant policy considerations, proposals for enabling-led mixed use employment development must:
- a. demonstrate that the enabling development is necessary to facilitate the delivery of the proposed industrial or business use floorspace;
  - b. maximise the amount of industrial or business floorspace to be re-provided as part of the mix;
  - c. achieve demonstrable improvements in the site's suitability and viability for continued industrial or business use activity having regard to the environmental improvements and the standard, type and flexibility of the accommodation to be provided; and
  - d. ensure there would be no conflict between the enabling use and the industrial or business use activities within or surrounding the site.

#### **Surplus Industrial and Business Use Land and Floorspace**

- C. The loss of industrial and business land and floorspace to non-employment uses will only be permitted having regard to Policy CS1 O and where:
- a. it can be demonstrated that a site is no longer suitable (see paragraph 7.12) and viable for its existing or an alternative industrial or business use; and
  - b. a suitable period of continuous marketing activity has been undertaken without success.
- D. Where the loss of industrial or business floorspace can be demonstrated to the satisfaction of the Council, as required in (C) above, the Council will apply a sequential approach to redevelopment as follows:
- i. proposals for alternative employment uses, excluding main town centre uses;

- ii. proposals for strategic community infrastructure not appropriate to town centre locations; and
- iii. mixed use proposals that include and facilitate a significant element of employment generating uses and/or community uses.



**7.9** Over recent years the Borough has experienced a trend of continual losses in land and floorspace for industrial and business activity. Numerous small, incremental losses have been supplemented by the loss of some larger sites to residential use including part of the Honeypot Lane Strategic Industrial Location at Stanmore, and the highly accessible Biro House site in South Harrow.

**7.10** As with much of north and west London, Harrow is identified as an area for 'limited transfer' of industrial land to other uses in the London Plan. This

requires the Council to carefully monitor and manage its release of industrial and business land to ensure the borough has a sufficient stock of land and premises to meet its future needs and the efficient functioning of the local economy including, maintaining a diversity of job opportunities for residents. Harrow's Employment Land Study (2010) provides an assessment of the potential balance of supply and demand for employment land and floorspace over the period 2007 to 2026. The findings of the study forecast a continued decline and lower land requirements, in quantitative terms, for industrial and business use land across the borough. However, the market analysis indicates a reasonably healthy industrial market, with low vacancy and a shortage of more modern, small to medium sized industrial units. Thus, while industrial employment may be in longer-term decline, and older industrial space is becoming redundant, this does not necessarily mean there is no requirement for new industrial space in the future. However, a significant proportion of Harrow's existing employment sites comprise traditional industrial areas with some older premises unsuited to modern needs or in poor condition, but with potential for renewal or intensification. Based on the recommendations of the study, and the fact that the loss of industrial and business land is in effect irreversible, the Council will seek to retain these sites in industrial and business use<sup>(57)</sup> and will support proposals to intensify, renew and modernise existing premises and use to meet the needs of local businesses and, in particular, demand for premises suitable for smaller enterprises.

**7.11** Where market drivers, in themselves, are not sufficient to promote the gradual upgrading and modernisation of poorer quality sites and premises, enabling development can provide a catalyst for change and allow these sites to continue to make a positive contribution to meeting the Borough's future industrial needs.

**7.12** While the aim of Policy DM31 is to retain sites in industrial and business use, the Council acknowledges that the predicted oversupply of industrial space, in quantitative terms, creates potential for releasing some employment land to other uses. In accordance with Core Policy CS10, and in the context of Harrow's modest overall stock of industrial and business land, the

quantitative release of land is to be restricted to that which is inherently unsuitable for continued industrial and business uses. In determining whether a site is no longer suitable, the following factors are applicable:

1. Strategic and local road access;
2. Accessibility to public transport and services;
3. Compatibility of adjoining uses;
4. Internal environment, including the size, quality and condition of existing buildings and potential for refurbishment or subdivision;
5. Site size and potential development constraints;
6. Attractiveness to the market, including vacancy and market activity on sites; and
7. Any other relevant, up-to-date market intelligence

**7.13** Where it has been demonstrated that the premises and land are no longer suitable to continued industrial and business use, such sites offer the potential, through refurbishment, adaptation, or redevelopment to meet requirements for wider economic uses and the provision of strategic social infrastructure including health, education, emergency services and other community uses. However, the introduction of new uses must be appropriate to the location both in terms of the scale of the development and the nature of the activities and in line with other policies of the Development Plan.

### Key Policy and Guidance Links

- NPPF Paragraph 21 and 22
- London Plan Policies 2.17, 4.4
- Core Strategy Policies CS1 O and P
- Harrow's Local Economic Assessment
- Harrow's Employment Land Study (2010)
- Harrow's Available Business Premises surveys (Updated bi-yearly)
- Harrow's Authorities Annual Monitoring Report

## Policy DM 32

### Office Development

- A. Proposals for new office floorspace within town centres, including proposals within mixed use schemes, will be supported where the scale of provision is appropriate to the role and function of the town centre and the development complies with other relevant policy considerations.

### **Office Provision through Mixed-Use Conversion or Redevelopment**

- B. Proposals for the redevelopment or change of use of purpose-built offices located in town centres and the Northolt Road business use area will be resisted unless it can be demonstrated that the building is no longer fit for office occupation having regard to:

- a. the age and condition of the building and potential for refurbishment;
  - b. the existing layout of the building and potential for adaptation to smaller/more flexible office units;
  - c. the needs of potential occupiers in the local office market; and
  - d. evidence of continuous and suitable marketing over a 12 month period.
- C. Where the existing office floorspace is greater than 1,000 square metres, and it can be demonstrated that the building is no longer fit for office occupation, as required in (B) above, proposals for mixed use development will be required that:
- a. includes new employment floorspace providing at least 40% of the existing provision, unless it can be demonstrated that such level of provision would not be viable;
  - b. includes an element of flexible, adaptable office floorspace capable of meeting the changing needs of small businesses.

### Offices Outside of Town Centres

- D. The redevelopment or change of use of offices outside of designated town centres and business use areas will be permitted where the building has been vacant for more than 12 months and there is genuine evidence that all opportunities to re-let the accommodation have been fully explored, including evidence of suitable marketing over a 12 month period.

**7.14** For office space, the Harrow Employment Land Study (2010) indicates<sup>(58)</sup> a requirement for an additional 1.2 hectares land or 24,100m<sup>2</sup> in floorspace terms<sup>(59)</sup> and taking into account the need for 10% margin (equivalent to two years' supply) of normal market vacancy. However, this overall picture of projected growth requires cautious interpretation. Any expansion of office floorspace needs to be reconciled with the characteristics of Harrow's office market and demand for Borough's existing stock.

**7.15** In the sub-regional context there is little demand from large corporate occupiers for office space in the Borough. Rather, Harrow's office market is localised in nature with demand focusing on smaller scale space and flexibility of terms. However the needs of the market contrast sharply with the characteristics of the Borough's existing stock. Nearly 60% of Harrow's offices date from the 1960s and 1970s<sup>(60)</sup> and were designed for single public and private sector occupiers. The stock suffers high levels of vacancy due to the general over-supply of large, outdated office space that is not suited to meeting local needs. The high levels of vacancy mean that rental values are comparatively low, which in turn discourages investment and renewal. Speculative provision of new offices to meet the needs of Harrow's local market and achieve modest, longer term growth in office floorspace, as indicated in the Employment Land Review (2010), is therefore unlikely in the short term.

**7.16** The Borough's Core Strategy seeks to focus consolidation and renewal of office space upon Harrow town centre, both to reflect its Metropolitan centre status and where the potential of mixed-use development to help deliver significant components of replacement floorspace is greatest. However, there will continue to be a role for office space beyond Harrow town centre and it is therefore necessary to provide for this and to manage the release of floorspace pursuant

58 Based on the Council's preferred scenario of baseline job growth at Table 6.11, page 67 of the Harrow Employment Land Study (2010). The Study addresses supply and demand throughout the Borough, including the Harrow & Wealdstone Intensification Area.

59 Based on the Council's preferred scenario of baseline job growth at Table 6.7, page 63 of the Harrow Employment Land Study (2010).

60 Figure 4.7, Harrow Employment Land Study (2010)

to the spatial strategy's aim of reducing overall levels of vacancy in the Borough, securing the retention of existing space which continues to be fit for purpose, and encouraging the provision of new space which supports the proper functioning of town centres.

**7.17** The Borough's town centre network, and the Northolt Road business use area, are shown on the Harrow Policies Map. The aim of the policy in respect of these areas is to release stock which no longer meets the needs of office occupiers and to resist the displacement of active office occupiers to higher value uses.

**7.18** Harrow's Local Economic Assessment (2011/12) cites evidence that points to potential local employment growth in a range of sectors<sup>(61)</sup> which include, but are not limited to, activities traditionally accommodated in office-type spaces. While the above provisions will enable the release of surplus and redundant office stock it will not encourage the supply of new floorspace for office or other employment generating uses that are required to support local economic development. Therefore, in addition to managing the release of old, outdated office stock, on sites that have a significant level of existing provision (over 1,000 square metres) the aim of the policy is also to secure the re-provision of new floorspace to support local demand for offices or other employment related uses. Mixed use redevelopment and changes of use can help to secure the re-provision of office floorspace that is better tailored to meeting local demand, supports employment diversification, and maintains the vibrancy and viability of Harrow's town centres in accordance with the objectives of Harrow's Core Strategy<sup>(62)</sup>. Where appropriate and justified, some of the employment floorspace to be re-provided may be given over to community uses where this aids in town centre vitality and meets locally identified needs (see Policy DM46: *New Community, Sport and Education Facilities*).

**7.19** The re-provision or retention of 40% of the existing floorspace is flexible and will vary between sites. Nonetheless a figure is required to provide an indication of the level of employment floorspace required to assist developers in bringing forward proposals.

**7.20** Outside of town centres and the Northolt Road business use area, where a site is unsuitable for continued employment or commercial use, it is appropriate that it be released for other forms of sustainable development.

### Key Policy and Guidance Links

- NPPF Paragraph 26
- London Plan Policy 4.3
- Core Strategy Policy CS1
- Harrow Employment Land Study (2010)

61 These include: accommodation and food service activities; information and communication; professional, scientific and technical activities; administrative and support services; education; health; and arts, entertainment and recreation. See paragraph 3.14 of the Assessment.

62 See Strategic Objectives 2 & 4; Overarching Policy Objectives 11 & 12; Policy CS1 P; and paragraph 4.26.

## Policy DM 33

### Working at Home

- A. Home working and ancillary economic activity at home by the occupiers of residential property will be permitted where the applicant can demonstrate that the property would remain substantially residential in character and occupation having regard to:
  - a. the number of employees on the site;
  - b. how they are accommodated within the premises during working hours; this will include consideration of full time and part time employees; and
  - c. the extent to which they are present on the site during operational hours.
- B. There must be no detrimental impact upon the amenities of neighbouring occupiers by reason of noise, pollution, levels of internal or external activity, traffic and parking; and the proposal must not undermine Harrow's spatial strategy.
- C. Retail and wholesale activities from residential property are not consistent with residential amenity and character and will be resisted.
- D. Proposals for live/work units will be supported where these do not compromise other policy objectives, including those for the management of industrial and business use land supply.
- E. Proposals for home working and ancillary economic activity that would result in the substantial loss of a dwelling, or which would be detrimental to the amenity of neighbouring occupiers, will be refused.

**7.21** Home working enables many people to strike a balance between their domestic and professional lives, and by obviating the need for expensive and time consuming commutes can improve quality of life. For others, starting a business at home can be the first entrepreneurial step towards the creation of a successful economic enterprise. Harrow's Economic Development Strategy (2011/12) states that there are currently over 10,000 small and medium sized businesses in the Borough, and it is likely that working from home is an important component of many of these companies' business model. Home working and ancillary economic activity at home has a range of economic and environmental benefits which merit support<sup>(63)</sup>. In many cases working from home will not constitute a material change of use requiring planning permission. However, where an existing economic activity at home expands to become a substantial or the principal use of the property, this can conflict with neighbouring residential uses and is potentially at odds with the Borough's spatial strategy.

**7.22** The aim of this policy is to ensure that whilst home working can take place, Harrow's residential areas remain attractive and peaceful places to live, and that the living conditions of those surrounding the activity are not adversely affected. On going use of garden areas or outbuildings for significant levels of commercial storage and large or illuminated signs can have a significant affect on residential character and amenity. Over prolonged periods, abnormally high

63 The Employment Land Study (2010) cites home working as one of the reasons for improvements in office employment density efficiency and a driver for 'smart' or 'spaceless' growth, where economic growth is achieved without corresponding increases in demand for employment space (paragraph 6.35).

levels of activity within the building or associated with deliveries and business callers can cause disturbance and nuisance, and will be indicative of a scale of activity not appropriate in a residential area. Similarly, proposals should not generate high levels of traffic or inconsiderate parking activity that could cause a nuisance to, or obstruct the movements of, neighbouring residents.

**7.23** New residential development provides the opportunity to 'design in' space for home working. The London Housing Design Guide recognises that technology and more flexible working practices enable many people to work from home, and notes that credits are awarded under the Code for Sustainable Homes for the provision of space and services that enable a room to be used effectively as a home office.

**7.24** Purpose-built live/work units can provide a useful addition to the supply of space for economic development in the Borough. London Plan Policy 4.6 *Support for and Enhancement of Arts, Culture, Sport and Entertainment Provision* recognises the particular value of flexible live-work premises to the creative industries.

### Key Policy and Guidance Links

- NPPF Paragraph 50
- London Plan Policies 3.14, 4.6
- Core Strategy Policy I
- London Housing Design Guide

## Policy DM 34

### Hotel and Tourism Development

- A. Proposals for new hotel development outside of the Harrow & Wealdstone Intensification Area will be directed to sites in accordance with the following sequential order of preference:
- i. town centres;
  - ii. edge of centre;
  - iii. areas with a high public transport accessibility level.
- B. Proposals for guest houses and bed & breakfast accommodation will be permitted provided that:
- a. the size and character of the site or building are suitable for the proposed use;
  - b. the development will be compatible with the character and appearance of the area;
  - c. the residential amenities of local residents will not be harmed by way of noise, disturbance, loss of light or privacy;
  - d. where practical, the building will be wheelchair accessible;
  - e. it would not result in an over-concentration of the type of accommodation within the locality;

- f. there will be good access and links or opportunities for good access and links to modes of transport other than the private vehicle; and
  - g. vehicle access to and from the highway will be safe.
- C. The Council will encourage the development and improvement of tourist related attractions and facilities, provided there is no unacceptable impact on the environment or residential amenity. Preference will be given to proposals for tourist facilities that also meet local cultural and recreational needs.

**7.25** The Mayor of London's Tourism Vision is ensure that London expands as a global tourism destination. London should develop a broader visitor base and spread the benefits of tourism throughout the city.

**7.26** There has been increasing developer interest for new hotel development in Harrow in recent years. The Borough is conveniently situated for visits to central London, Wembley Stadium and Wembley Arena and accommodation is often competitively priced. The London 2012 Olympic and Paralympic Games has been a particular stimulus in recent years, but Harrow accommodation also enjoys demand from residents' friends and family visitors. Local visitor attractions include Harrow School, Harrow Museum and West House (including the Heath Robinson Collection).

**7.27** The Borough's spatial strategy directs major new hotel and leisure development to Harrow town centre, reflecting its Metropolitan centre status and in support of the Harrow & Wealdstone Intensification Area objectives. Throughout the rest of the Borough, the Council will expect proposals for hotel development to locate in town centres to avoid impacts on residential amenity and to benefit from good public transport links and local services.

**7.28** Guest houses and bed & breakfast accommodation help to diversify the supply of visitor accommodation and can offer a more homely, personal environment than that provided by larger hotel chains. Such uses also provide business opportunities for residents that contribute to local economic activity. However care is needed, particularly in residential areas, to balance the impacts of guest house and bed & breakfast uses with the amenity of neighbouring occupiers and the character of the area. Over-intensive use of a property is likely to give rise to disturbance to neighbouring occupiers and could generate an excessive level of external activity by visitors' arrival and departure. Even where individual proposals are acceptable, an over concentration of guest houses and bed & breakfast accommodation in a road or locality can lead to unacceptable cumulative effects.

**7.29** The Council wishes to encourage tourism that does not harm the environment or residential amenity. New tourist development can widen the cultural and recreational opportunities available to local people for use and employment, making the best use of resources.

#### Key Policy and Guidance Links

- NPPF Paragraph 23
- London Plan Policies 2.7, 4.5
- Core Strategy Policy CS1



# TOWN CENTRES AND NEIGHBOURHOOD PARADES

## **Chapter 8**

Development Management Policies FINAL MAY 2013

## INTRODUCTION

**8.1** Harrow town centre is classified as a Metropolitan centre and is one of only 12 such centres across London. They serve multi-borough catchments, comprise around 100,000 square metres of retail and office floorspace with a high proportion of comparison shops, enjoy good public transport accessibility and accommodate a mix of other employment and leisure uses. Reflecting this status and the recommendations of the Harrow Retail Study (2009), the Core Strategy directs major new comparison goods and leisure development to Harrow town centre. The Strategy also seeks to regenerate Wealdstone district centre. Site allocations and policies to realise growth and regeneration within Harrow town centre and Wealdstone are included in the Harrow & Wealdstone Area Action Plan.

**8.2** Outside of the Intensification Area, the Borough's network of town centres comprises: part of one major centre<sup>(64)</sup>; eight district centres<sup>(65)</sup>; and five local centres<sup>(66)</sup>. Town centres form a central plank of the London Plan's spatial strategy for outer London and are at the heart of Harrow's spatial strategy for areas of the Borough beyond the Harrow & Wealdstone Intensification Area. They give Harrow's districts their sense of individual identity and provide basis for sustainable urban living, being inextricably connected with the public transport network. As the demographics and retail behaviour of residents has evolved, the character of the Borough's centres has changed and many now have a complimentary rather than principal role in meeting residents' shopping needs. Nevertheless, they still have a role; it therefore remains important to sustain and where possible enhance the vitality and viability of the Borough's town centres.

**8.3** Harrow's network of town centres and their classifications are well established. Local parades of shops supplement the capacity of town centres by providing small walk-to convenience shops and facilities that serve the neighbourhood in which they are situated. These neighbourhood parades are an important part of the Borough's suburban fabric and have been formally recognised for the first time in the Harrow Core Strategy. A total of 34 neighbourhood parades have been identified.

**8.4** Population growth and general, long-term improvements in household disposable income combine to increase potential spending on retail and leisure activities over time. However, translating this increase into new floorspace projections must be tempered by future trade draw from competitor centres<sup>(67)</sup>, the likelihood that retailers will continue to increase sales efficiency of existing property assets, and competition from other forms of retailing most notably the internet. Taking these and other considerations into account, Harrow's Retail Study (2009) forecasts a potential need to provide 39,000m<sup>2</sup> net comparison retail floorspace and 5,000m<sup>2</sup> net convenience retail floorspace over the period 2009-2025 but recognises that such long-range forecasts are susceptible to a great deal of uncertainty – not least because projected surplus expenditure is primarily attributable to projected growth in per capita spending - and should therefore be used cautiously<sup>(68)</sup>. More recent data indicates that real household disposal incomes declined by 1.2% in 2011 and a further

64 Major centres serve a borough-wide catchment, comprise around 50,000 square metres of retail floorspace including a high proportion of comparison shops, and may also have a mix of other employment, leisure or civic uses. Edgware major centre is predominantly located in the London Borough of Barnet but with some secondary frontage and tertiary components extending into the London Borough of Harrow.

65 District centres serve areas within a borough, comprise between 10-50,000 square metres retail floorspace and provide mainly convenience shops and local services or specialist functions. Burnt Oak district centre straddles the boundary with the London Borough of Barnet (also part of Brent) and Kenton district centre straddles the boundary with the London Borough of Brent. Kingsbury district centre is predominantly located within the London Borough of Brent but with some secondary frontage and tertiary components extending into the London Borough of Harrow. South Harrow, Rayners Lane, North Harrow, Pinner and Stanmore district centres are all wholly contained within Harrow.

66 Local centres serve a localised catchment and provide mainly convenience shops and local services or specialist functions. Sudbury Hill local centre straddles the boundary with the London Borough of Ealing. Hatch End, Harrow Weald, Queensbury and Belmont Circle local centres are all wholly contained within Harrow.

67 Including central London, Brent Cross, Watford and Uxbridge.

68 See paragraphs 17.2, 18.3, 18.5 and 18.35 of the Retail Study.

decline of 1% is estimated for the first six months of 2012<sup>(69)</sup>. In this context the GLA has commissioned research to update its own consumer expenditure estimates<sup>(70)</sup> to be published Spring 2013. Pending a review of Harrow's retail floorspace projections, to be undertaken in 2014/15<sup>(71)</sup>, the Council considers that the medium-range projections to 2020 provide a more robust basis for planning new retail development in the Borough. Sites with planning permission and others allocated in the Harrow & Wealdstone Area Action Plan and Site Allocations DPD therefore provide sufficient land to meet retail development needs to 2020.

## PROMOTING HARROW'S TOWN CENTRES

### Policy DM 35

#### New Town Centre Development

- A. New retail, leisure and cultural development or extensions within town centres will be supported where:
  - a. the proposal is consistent in use and scale with the role and function of the centre; and
  - b. the proposal is not at odds with the Borough's spatial strategy.
- B. Proposals on edge-of-centre sites will be permitted where it has been demonstrated through site search and selection that the location is the most sequentially preferable that is available, that there would be no harm to town centres and neighbouring residential amenity (see Policy DM1) and the proposal accords with (a) and (b) above.
- C. Proposals for new retail, leisure and cultural development in out of centre locations, including proposals for extensions, will only be permitted where there is no harm to neighbouring residential amenity (see Policy DM1) and where:
  - a. it has been demonstrated that all reasonable alternatives for the proposal have been explored in terms of scale, format, car parking provision and scope for disaggregation in the format of the proposed development;
  - b. it has been demonstrated through site search and selection that there are no appropriate in-centre sites;
  - c. it has been demonstrated through site search and selection that there are no appropriate edge-of-centre sites;
  - d. proposals over 2,500 square metres would demonstrably not harm centres within their catchment area; and
  - e. the proposal is supported by a Green Travel Plan to enhance sustainable access between the site and the town centre network.

**8.5** New retail, leisure and cultural development within town centres can help to maintain, or even increase, their attractiveness to residents and visitors. The Borough's network of town centres comprise a major, nine district and five local centres. Major and district centres have a generally

69 Experian Retail Planner Briefing Note 10.1 (Sept 2012) cited in the Mayor of London's Town Centres draft supplementary planning guidance 2013 (paragraph 2.1.2).

70 See the Mayor of London's Town Centres draft supplementary planning guidance 2013 (paragraph 2.1.3).

71 In accordance with the recommendation contained at paragraph 18.36 of the Retail Study (2009).

broader function, and wider catchments, than local centres that provide mainly convenience shops and walk-to services. Proposals should be located in centres that are appropriate to the use and scale of the development.

**8.6** The aim of this policy is to provide clear support for retail, leisure and cultural development or extensions within appropriate town centres. For those centres with multiple functions the primary shopping area has been defined on the Policies Map and should be the focus for retail development in those town centres. Sites within the primary shopping areas, as defined on the Policies Map, or those within 300 metres of the primary shopping area, or those falling anywhere within the boundary of other town centres, represent the sequentially most preferable locations for retail, leisure and cultural development or extensions. Where the use and scale of the development is appropriate to the town centre, applications on the sequentially preferable sites need not provide information on site search and selection. Although Harrow's Retail Study (2009) has identified scope for retail growth in the Borough, this has not been disaggregated to individual centres and so the policy is qualified in all cases by a need to assess any harm which may be caused by the impact of a proposal.



**8.7** Out of centre retail, leisure and cultural development or extensions pose the greatest potential threat to the viability and vitality of town centres. Such proposals can compete with town centres, particularly where they involve comparison goods retailing, and often reinforce car dependent behaviour. Attention will also be paid to the format and scale of the proposed development to consider whether sufficient flexibility has been exercised in the assessment of how other sequentially more preferable sites could meet any identified need.

**8.8** Useful guidance on impact assessment is contained in the DCLG *Practice guidance on need, impact and the sequential approach* (2009). In the event that the 2009 guide is revoked and not replaced, the Council will publish local guidance to this end.

#### Key Policy and Guidance Links

- NPPF Paragraph 23, 24, 26 and 27
- London Plan Policies 2.15, 4.7 and 4.8
- Core Strategy Policies CS1 L and M
- DCLG Practice guidance on need, impact and the sequential approach (2009)
- Harrow's Retail Study (2009)
- Harrow's Town Centre Shopping Frontage Surveys (produced annually)

### SHOPPING FRONTAGES

**8.9** The Harrow Policies Map identifies primary and secondary shopping frontages, within the Edgware major and other district centres, and lengths of designated frontage with local centres. Frontages form the basis of policies for managing the mix of ground floor uses within centres as

a whole to ensure that a core, critical mass of retail uses is maintained and that a broader mix of appropriate town centre uses is achieved within secondary and tertiary parades. Harrow's Retail Study (2009) recommended only minor changes to the distribution of primary and secondary frontages in a number of centres<sup>(72)</sup> and these are reflected on the Policies Map through changes in the Site Allocations DPD. The Council maintains an annually updated database of town centre shopping frontages.

## Policy DM 36

### Primary Shopping Frontages

- A. Within the primary shopping frontages of district centres as defined on the Harrow Policies Map, the use of ground floor premises for retail, financial & professional activities, restaurants & cafés and pubs & bars will be permitted provided that:
- a. Policy DM39: *Vacant Shops in Town Centres* applies, or
  - b. the length of primary frontage in non-retail use at street level in the centre (including any extant planning permissions) would not exceed 25% unless it can be demonstrated that the proposed use would make a significant contribution to the centre's vitality and viability or;
  - c. the proposal would not result in a concentration of more than three unit frontages in non-retail use;
  - d. the use would not create inactive frontage during the day; and
  - e. the use would not be detrimental to the amenity of neighbouring occupiers (see Policy DM1) or highway safety.
- B. Proposals for other uses within primary shopping frontages will not be permitted unless Policy DM39: *Vacant Shops in Town Centres* applies, or it can be demonstrated that the use would be directly related to shopping trips and would support the retail function of the district centre.

**8.10** There are nine district centres in Harrow providing mainly convenience shopping and related activities of more than local significance, but which sit below Harrow town centre<sup>(73)</sup> and Edgware<sup>(74)</sup> in the London Plan (2011) town centre hierarchy. Reflecting their role in the hierarchy and their principal retail function, primary shopping frontages have been identified which seek to maintain shopping and supporting uses at the core of these centres. These frontages are shown on the Harrow Policies Map. Harrow's Retail Study (2009) highlights the importance of continuing to monitor town centre frontages and to protect 'A' Class uses within town centres.

**8.11** The retention of a critical mass of shopping uses remains the best way to sustain vitality and viability at the heart of district centres and to ensure that the Borough's town centre retail capacity is properly protected. The right balance of retail and other appropriate uses will ensure that district centres continue to function as interesting and attractive destinations for shoppers. The National Planning Policy Framework (2012) defines primary shopping frontages as those

72 Pinner, North Harrow, South Harrow and Wealdstone.

73 A Metropolitan centre.

74 A Major centre mainly located in the London Borough of Barnet.

likely to include a high proportion of retail uses, which may include food, drinks, clothing and household goods<sup>(75)</sup>, and states that local planning authorities should set policies for uses within town centres based on a clear definition of these and other frontages<sup>(76)</sup>. Harrow's Retail Study (2009) concluded that there is a continuing need to monitor uses within the shopping frontages of town centres and to protect Class A uses<sup>(77)</sup>. The Study went on to suggest changes to frontages within a number of the Borough's town centres, which have been taken forward through the Harrow & Wealdstone Area Action Plan and the Site Allocations DPD. The Council considers that 25% is a reasonable indicator of the point at which the high proportion of retail uses appropriate to primary shopping frontage may be threatened, having regard also to the vitality and viability of the town centre concerned or (if relevant) Policy DM39: *Vacant Shops in Town Centres*. Detail on the method for applying policies on the change of use of shops is provided at Schedule 2.

**8.12** Estate agencies, banks, building societies and other Class A2 uses are all a normal part of the streetscene in shopping areas. Together with cafés, restaurants and public houses that are open during the day, these uses contribute to the creation of a lively and varied frontage. By contrast take aways that are not open during the day (unless forming a part of a café or restaurant use) are less likely to be connected with shopping trips and more frequently trade as evening rather than daytime activity resulting in inactive frontage during the day.

**8.13** Residential use of floors above ground floor premises is a strong characteristic of Harrow's town centres and a part of what makes them vibrant and secure places even after the shops have closed. Town centre living offers immediate access to shops, services and public transport, and is often an attractive proposition for younger people. Whilst patently providing a different living environment to more traditional suburban areas, it will remain important to balance any impacts associated with ground floor uses with the preservation of a viable living environment for neighbouring residents.

#### Key Policy and Guidance Links

- NPPF Paragraph 23, 24, 26 and 27
- London Plan Policies 2.15, 4.7 and 4.8
- Core Strategy Policies CS1 L and M
- Harrow's Retail Study (2009)
- Harrow's Town Centre Shopping Frontage Surveys (produced annually)

#### Policy DM 37

##### Secondary and Designated Shopping Frontages

- A. Within the secondary shopping frontages of district centres and the designated frontages of local centres, as defined on the Harrow Policies Map, the use of ground floor premises for purposes that are appropriate to a town centre and primarily for visiting members of the public will be permitted provided that:

75 See NPPF Annex 2: Glossary.

76 See NPPF paragraph 23.

77 See Harrow Retail Study (2009) paragraph 18.32.

- a. in the case of local centres, the length of designated frontage in non-retail use at street level in the centre (including any extant planning permissions) would not exceed 50% unless it can be demonstrated that the proposed use would make a significant contribution to the centre's vitality and viability or Policy DM39: *Vacant Shops in Town Centres* applies;
  - b. in the case of district centres, the length of secondary frontage in non-retail use at street level in the centre (including any extant planning permissions) would not exceed 50% unless it could be demonstrated that the proposed use would make a significant contribution to the centre's vitality and viability or Policy DM39: *Vacant Shops in Town Centres* applies;
  - c. in the case of uses that would not create an active frontage, a window display or other frontage appropriate to the centre would be provided; and
  - d. the use would not be detrimental to the amenity of neighbouring occupiers (see Policy DM1) or highway safety.
- B. The Council will give consideration to the provision of community facilities within secondary frontages where it can be demonstrated that these will be open to visiting members of the public and would support the vitality and viability of the centre (for example, by encouraging linked trips to other shops and services within the centre), and subject to criterion (d) above.

**8.14** In addition to the Borough's nine district centres (see above) there are five local centres providing mainly smaller convenience stores and walk-to services for the locality in which they are situated. The secondary frontages of district centres and the designated frontages of local centres are appropriate locations for the full range of A Class uses, including take aways, and any other use which is primarily for visiting members of the public, such as laundrettes, taxi offices and amusement arcades. A strong presence of retail activity is important within secondary and designated frontages. Designated frontages form the basis for safeguarding and consolidating the basic convenience retail function of local centres. In the case of district centres, secondary frontages provide opportunities for retailers that may not be viable within the more expensive primary frontages but which nevertheless add to the overall retail capacity and attractiveness of the centre. The National Planning Policy Framework (2012) defines secondary shopping frontages as those that provide greater opportunities for a diversity uses such as restaurants, cinemas and businesses<sup>(78)</sup>, and states that local planning authorities should set policies for uses within town centres based on a clear definition of these and other frontages<sup>(79)</sup>. Harrow's Retail Study (2009) concluded that there is a continuing need to monitor uses within the shopping frontages of town centres and to protect Class A uses<sup>(80)</sup>. The Study went on to suggest changes to frontages within a number of the Borough's town centres, which have been taken forward through the Harrow & Wealdstone Area Action Plan and the Site Allocations DPD. The Council considers that 50% is a reasonable balance of retail and non-retail uses within secondary and designated shopping frontages, having regard also to the vitality and viability of the town centre concerned or (if relevant) Policy DM39: *Vacant Shops in Town Centres*. Detail on the method for applying policies on the change of use of shops is provided at Schedule 2.

78 See NPPF Annex 2: Glossary.

79 See NPPF paragraph 23.

80 See Harrow Retail Study (2009) paragraph 18.32.

**8.15** The broader mix of permitted activities within secondary and designated frontages may include some uses that, although appropriate within a town centre, do not create an engaging frontage for shoppers. In such instances the provision of a window display can help to create interest and variety.

**8.16** Residential use of floors above ground floor premises is a strong characteristic of Harrow's town centres and a part of what makes them vibrant and secure places even after the shops have closed. Town centre living offers immediate access to shops, services and public transport, and is often an attractive proposition for younger people. Whilst patently providing a different living environment to more traditional suburban areas, it will remain important to balance any impacts associated with ground floor uses with the preservation of a viable living environment for neighbouring residents.

**8.17** Take aways are now an established characteristic of most town centres and they offer a valued service to shoppers (when they are open during the day), residents and pub-goers. However take away uses can also result in increased litter, noise (particularly at night) and on-street parking requiring careful consideration of these issues when such uses are proposed.

**8.18** Pursuant to the broader spatial strategy for the Borough, Policy CS1 L of the Core Strategy promotes town centres as the focus for community life. Community facilities<sup>(81)</sup> such as cultural premises, places of worship, nurseries, educational establishments and healthcare services may compliment the diversity of uses open to visiting members of the public within secondary and designated frontages. They can positively contribute to the vitality and viability of the town centres by increasing footfall and the range of visitors to the town centre.

#### Key Policy and Guidance Links

- NPPF Paragraph 23, 24, 26 and 27
- London Plan Policies 2.15, 4.7 and 4.8
- Core Strategy Policies CS1 L and M
- Harrow's Retail Study (2009)
- Harrow's Town Centre Shopping Frontage Surveys (produced annually)

#### Policy DM 38

##### Other Town Centre Frontages and Neighbourhood Parades

- A. Within neighbourhood parades and the non-designated parades of town centres, as defined on the Harrow Policies Map, the use of ground floor premises for purposes that are appropriate town centre, community and economic uses will be permitted provided that:
- a. in the case of non A class uses, a window display or other frontage appropriate to the centre would be provided; and
  - b. the use would not be detrimental to the amenity of neighbouring occupiers (see Policy DM1) or highway safety.

81 See Harrow Core Strategy Appendix F: Glossary and NPPF paragraph 70.



- B. Residential is not an appropriate use of ground floor premises in neighbourhood parades and non-designated frontages of town centres and will be resisted.
- C. Extensions of 400 square metres or less within neighbourhood parades and non-designated parades of town centres will be assessed without the need for sequential assessment.

**8.19** Neighbourhood parades and non-designated frontages within town centres provide opportunities for genuine diversification of town centres to become hubs for local business, services and the community, without undermining the core retail and other principal functions that are protected by the primary, secondary and designated frontages. Potentially positive uses of premises within non-designated parades of town centres and neighbourhood parades include medical and dental surgeries, veterinary surgeries, showrooms, solicitors' offices and community centres. Such uses help to meet residents' needs locally, are easily accessible to people without a car or with restricted mobility, and are partially open to visiting members of the public (for example, to walk in and make an appointment). The provision of managed work spaces can help start-ups (including home working) and existing businesses to establish and grow by providing flexible office space and access to ancillary services such as meeting rooms, support and advice.

**8.20** The wide ranging mix of permitted activities within non-designated frontages and neighbourhood parades may include some uses that, although appropriate within a town centre, do not create an engaging frontage for shoppers. In such instances the provision of a window display can help to create interest and variety.

**8.21** Residential use of floors above ground floor premises is a strong characteristic of Harrow's town centres and neighbourhood parades, and a part of what makes them vibrant and secure places even after the shops have closed. Town centre living offers immediate access to shops, services and public transport, and is often an attractive proposition for younger people. Whilst patently providing a different living environment to more traditional suburban areas, it will remain important to balance any impacts associated with ground floor uses with the preservation of a viable living environment for neighbouring residents.

**8.22** Take aways are now an established characteristic of most town centres and they offer a valued service to shoppers (when they are open during the day), residents and pub-goers. However take away uses can also result in increased litter, noise (particularly at night) and on-street parking requiring careful consideration of these issues when such uses are proposed.

**8.23** Although not formally a part of the Borough's town centre network, neighbourhood parades are an important component of the Metroland character of Harrow and provide premises for shopping and related local-scale facilities which residents can easily walk-to from their home. In applying the sequential assessment to proposals for retail development it is not intended to frustrate the functioning of neighbourhood parades or those non-designated parades within town centres which may be more than 300m from the primary shopping area (and therefore defined as 'edge of centre' for retail purposes).

**8.24** Residential use of ground floor shop premises sends the strongest possible signal that a town centre or neighbourhood parade is in decline and, given the permanence of residential use, indicates that any attempt to regenerate it has been abandoned. Ground floor premises within town centres and neighbourhood parades provide opportunities for a full range of uses and activities that are not appropriate or are more difficult to accommodate within surrounding residential areas.

By providing dedicated mixed-use environments and accessible locations for walk-to shops, services, other businesses and community facilities, town centres and neighbourhood parades also contribute to the principles of lifetime neighbourhoods (see Policy DM2).

### Key Policy and Guidance Links

- NPPF Paragraph 24, 26 and 27
- London Plan Policies 2.15, 4.7 and 4.8
- Core Strategy Policies CS1 L and M
- Harrow's Retail Study (2009)

## VACANT PREMISES

### Policy DM 39

#### Vacant Shops in Town Centres

- A. In town centres with a vacancy rate exceeding 20% over a continuous period of two or more years, the use of ground floor premises that have been vacant and appropriately marketed for a period of one year will be permitted as follows:
  - a. within the primary shopping frontages of district centres, use for retail, financial & professional activities, restaurants & cafés and take-aways; and
  - b. within the secondary frontages of district centres and designated frontages within local centres, any use appropriate to a town centre and primarily for visiting members of the public.
- B. Proposals for the temporary use of ground floor premises that are vacant will be permitted whilst marketing is undertaken for a period of up to 5 years.
- C. Proposals that would be detrimental to the amenity of neighbouring occupiers (see Policy DM1) or highway safety will not be permitted.
- D. Residential use of ground floor premises in town centres will not be permitted under any circumstances.

**8.25** Vacant shop units in town centres are detrimental to their vitality and viability. Short term vacancies are a part of normal market activity as shops change hands and are refurbished for new traders, whilst economic cycles will lead to variability in the demand for town centre premises in the medium term. However long term vacancies may be indicative of more significant, structural problems within a town centre. Moreover, sustained high levels of vacancy within a centre can trigger a negative downward spiral as overall footfall levels reduce, the amount of inactive or 'dead' frontage increases, and perceptions spread that the town centre is in decline.

**8.26** The NPPF recognises that primary shopping areas and frontages are the areas where core retailing functions and uses will be located. Whilst efforts to reduce vacant frontage should focus on the core of centres where the need to maintain footfall and activity will be most critical, this should be balanced with the need to direct the least suitable uses to more peripheral parades where their potential to damage the proper role and function of the centre may be minimised.

**8.27** Temporary uses can help to reduce the perception of dead frontage and support other shops and services within the centre or parade, and can help to fulfil the demand for short term economic activities.

**8.28** Take aways are now an established characteristic of most town centres and they offer a valued service to shoppers (when they are open during the day), residents and pub-goers. However take away uses can also result in increased litter, noise (particularly at night) and on-street parking requiring careful consideration of these issues when such uses are proposed.

**8.29** Residential use of ground floor shop premises sends the strongest possible signal that a town centre or neighbourhood parade is in decline and, given the permanence of residential use, that any attempt to regenerate it has been abandoned. Ground floor premises within town centres and neighbourhood parades provide opportunities for a full range of uses and activities that are not appropriate or are more difficult to accommodate within surrounding residential areas. By providing dedicated mixed-use environments and accessible locations for walk-to shops, services, other businesses and community facilities, town centres and neighbourhood parades also contribute to the principles of lifetime neighbourhoods (see Policy DM2).

### Key Policy and Guidance Links

- NPPF Paragraph 24, 26 and 27
- London Plan Policies 2.15, 4.7 and 4.8
- Core Strategy Policies CS1 L and M
- Harrow's Retail Study (2009)
- Harrow's Town Centre Shopping Frontage Surveys (produced annually)

## Policy DM 40

### Mixed-Use Development in Town Centres

- A. Proposals for mixed use development in town centres will be supported. The appropriate mix of uses will be considered having regard to:
- a. the role and function of the centre;
  - b. the need to make efficient and effective use of previously-developed land;
  - c. the need to re-provide certain uses on the site in accordance with other policies;
  - d. the compatibility of the uses proposed; and
  - e. any other planning objectives considered to be a priority for the area.
- B. Proposals that would compromise any component of this policy, or would be detrimental to the vitality and viability of town centres, will be refused.

**8.30** Mixed use development in town centre locations delivers benefits that cut across a number of policy objectives. Residential uses add to levels of activity within centres after normal trading hours and can support the evening economy, as well as increasing levels of natural surveillance. Additional retail space can increase the 'critical mass' necessary to maintain the attractiveness of centres to shoppers, and therefore help to sustain existing shops. Offices, social infrastructure and other non-retail town centres uses also contribute to the creation of vibrant, vital places at the heart of local communities and in locations generally well served by public transport.

**8.31** The Borough's town centre hierarchy is set out at Appendix B of the Harrow Core Strategy (2012). Outside of the Harrow & Wealdstone Intensification Area, and excluding Edgware which is mainly located within the London Borough of Brent and is a major centre, the Borough's town centres are classified either as district centres or local centres. The role and function of centres is defined at Annex 2 to the London Plan (2011).

**8.32** Alongside the Harrow & Wealdstone Intensification Area, the redevelopment of previously developed land within town centres is at the heart of Harrow's spatial strategy for the sustainable accommodation of the Borough's projected growth. The redevelopment of town centre sites provides the opportunity for new development to include a mix of uses, including retail (if within or well related to designated frontages), business, leisure, tourism, community uses, health and residential development. In most situations the single use of sites within town centres is unlikely to constitute an efficient and effective use of previously developed land. However, in addition to considerations of context and compatible with other development in the town centre, the suitable or appropriate mix of uses to be provided on a site are likely to be informed to a large degree by the need to ensure the different uses proposed can coexist effectively and other policy requirements of the Development Plan, including requirements for active ground floor frontages, replacement office space or the achievement of locally specific sub area objectives set out in the Core Strategy.

#### Key Policy and Guidance Links

- NPPF Paragraph 24, 26 and 27
- London Plan Policy 2.15, 4.7 and 4.8
- Core Strategy Policy CS1 L and M

#### Policy DM 41

##### Evening Economy

- A. Proposals which enhance the evening economy of town centres will be supported having regard to:
  - a. the role and function of the centre;
  - b. the impact upon the amenity of residential occupiers (see Policy DM1) within and adjoining the centre; and
  - c. any parking or traffic implications.
- B. Proposals that would compromise any component of this policy, or would be detrimental to the vitality and viability of town centres, will be refused.

**8.33** The London Plan (2011) acknowledges the value of London's night time and evening uses for entertainment and socialising, and their contribution to the London economy. Policy 4.6 *Support for and Enhancement of Arts, Culture, Sport and Entertainment Provision* of the London Plan requires boroughs to identify local clusters of evening and night time entertainment in order to address need, and to minimise the impact on other land uses taking account of cumulative effects.

**8.34** Harrow's night time economy is not well developed, reflecting the range and proximity of restaurants, bars and clubs in central London. However late night return travel to Harrow can be time consuming and expensive, and as the population grows some potential exists to increase the choice and range of evening activities within the Borough. Reflecting its Metropolitan centre status and high public transport accessibility levels, the Core Strategy (2012) properly focuses support for the development of the evening economy upon Harrow town centre. Throughout the rest of the Borough, appropriate evening uses will help to diversify town centres and should contribute positively to their overall vitality and viability, as well as providing residents with more localised options for an evening out.

**8.35** The strong direction given by the Core Strategy for major new evening economy uses to locate in Harrow town centre will enable the Council and partner organisations to co-ordinate, in accordance with the London Plan, the provision of supporting public transport, policing and environmental services.

**8.36** The dispersal of evening uses to the secondary and tertiary parades will provide the most appropriate strategy for managing the environmental impacts of such uses by avoiding more easily-reached 'saturation' levels within the Borough's suburban town centres.

**8.37** Town centres in the Borough are characterised by residential uses above retail parades and have an immediate interface with the surrounding residential areas which they were designed serve. The close relationship between Harrow's town centres and residents is a strength and one which is mutually sustaining.

**8.38** Many evening uses are controlled by other regulatory and, as the appropriate licensing body, the Council has published a Licensing Policy (2010) for the consideration of licence applications for public entertainment, performance, dancing and the sale/consumption of alcohol.

**8.39** Although the Borough's town centres are well served by public transport some evening uses will nevertheless attract car-using customers, whilst other uses may lead to drop off and collection of customers by taxis.

#### **Key Policy and Guidance Links**

- London Plan Policies 2.15 and 4.6
- Core Strategy Policies CS1 L and M
- Harrow's Licensing Policy (2010)

# TRANSPORT AND WASTE **Chapter** **9**

Development Management Policies FINAL MAY 2013

## INTRODUCTION

**9.1** The National Planning Policy Framework (2012) highlights the important role of transport policies in facilitating sustainable development. The London Plan (2011) and Harrow's Core Strategy (2012) provide a clear, spatial framework which links development growth to public transport accessibility and capacity. The Council is committed to working with Transport for London and other partners to target finite resources to those parts of the highway and public transport network most in need of capacity, accessibility and qualitative enhancements. Chapter six of the London Plan contains a comprehensive suite of transport policies with planning decisions criteria that will apply to development proposals in Harrow. Policy CS1 of the Core Strategy sets out Harrow's strategic approach to the provision of car parking and the development of sites in areas of low public transport accessibility.

### Policy DM 42

#### Parking Standards

- A. Proposals that make on-site provision for parking will be supported where:
  - a. the number of vehicle parking spaces (including those with electric vehicle charging points) would have regard to the maximum London Plan standards;
  - b. there would be 1 motorcycle/ scooter parking space<sup>(82)</sup> per 20 car parking spaces subject to all developments with more than 10 car parking spaces having a minimum of 1 space; and
  - c. the number of cycle parking spaces would meet or exceed the minimum London Plan standards.
- B. Proposals involving parking provision that would not be consistent with the London Plan will be assessed having regard to any exceptional operational requirements, any special safety considerations and the desirability of achieving modal shift away from private car use.
- C. Proposals for car-free development within town centres will be supported where it can be demonstrated that:
  - a. there is sufficient public transport capacity to serve the trip demand generated by the development;
  - b. there would be adequate safeguards against parking on the surrounding highway network and in public car parks; and
  - c. the needs of blue badge holders would be met.
- D. Proposals that secure the delivery of car club schemes in lieu of parking provision for private vehicles will be encouraged.
- E. The design and layout of parking areas (including those for scooters, motorcycles and bicycles) should be safe, secure and fit for purpose. Access to and from the public highway

82 of dimensions 2 metres x 0.8 metre.

should maintain and, where necessary, improve safety and give priority to the convenience of pedestrians and cyclists.

- F. Proposals that would result in inappropriate on-site parking provision, having regard to the criteria in this policy, and those which would create significant on-street parking problems, prejudice highway safety or diminish the convenience of pedestrians and cyclists, will be resisted.

**9.2** Households in Harrow continue to exhibit comparatively high levels of car ownership. Nevertheless, it is likely that car ownership will be a preference for many residents and that this mode will continue to be a key component of economic activity and outer London inter-connectivity for the foreseeable future. The objective of this policy is to realise the transport benefits of Harrow's spatial strategy by ensuring that proposals contribute to modal shift in a manner that is appropriate to their location and which meets the transport needs of future occupiers/users of the development.

**9.3** The National Planning Policy Framework sets out the considerations to be taken into account when setting parking standards for development<sup>(83)</sup>. Transport is a matter of strategic significance to London as a whole and is therefore addressed in some detail in the London Plan. Policy 6.13 *Parking* of the London Plan sets out parking standards within ranges for various types of development, locations and levels of public transport accessibility, and are expressed as maxima. However it is noted that the Mayor of London is conducting a review of residential parking standards to consider the scope for greater flexibility in different parts of London and that he undertakes to bring forward alterations to the Plan and interim supplementary planning guidance<sup>(84)</sup>. The London Plan also sets out minimum requirements for the provision of cycle parking.

**9.4** In view of the demand generated by occupiers and users of development in outer London it is anticipated that many developers will continue to seek to provide parking as part of their proposals, and in many instances some level of vehicle parking is likely to be necessary for operational reasons. On-site provision for vehicle parking overcomes issues with on-street parking especially in residential areas where the road carriageway width is restricted and where parking results in congestion and can result in a hindrance to traffic flow.

**9.5** Where car parking is proposed as part of new development, the London Plan requires 1 in every 5 of the spaces to make provision for electric vehicle charging. Such provision is a vital component of the practicality of electric vehicle use and therefore necessary to increase uptake of electric vehicles in the capital.

**9.6** The Manual for Streets (DCLG/DfT, 2007) states that, in 2003, motorcycles accounted for 5% of all motor vehicles and estimates that the space required for a motor cycle to park is 2m x 0.8m. Provision of dedicated space for motorcycles, as well as other two-wheeled motorised vehicles, ensures that these road users are catered for and contributes to the efficient use of land by avoiding the need for motorcycle users to park in car parking bays (and therefore helping to minimise the land take of parking areas overall).

**9.7** In some instances it may be necessary to provide a number of vehicle or cycle parking spaces that is not consistent with the London Plan standards. This can be due to specific operational requirements, for example to ensure the safety and free flow of the surrounding highway network.

83 These are: the accessibility of the development; the type, mix and use of the development; the availability of and opportunities for public transport; local car ownership; and an overall need to reduce the use of high emission vehicles.

84 Paragraph 6A.3A of the London Plan Early Minor Alterations (Published for public consultation February 2012)



Core Strategy Policy CS1 R undertakes to manage parking for new development to contribute to the delivery a modal shift away from private car use to more sustainable modes. However, and as recognised by the Outer London Commission<sup>(85)</sup>, the interpretation of the London Plan standards may also be determined by other policy objectives for outer London<sup>(86)</sup>.

**9.8** Car free developments are those that make no general on or off site provision for car parking other than that required to meet the needs of disabled persons. Such schemes are an effective means of delivering a modal shift away from private car use provided that future occupiers' ability to access their reasonable shopping, service and employment needs would not be disadvantaged, and that visitors and other users of the development (particularly in respect of non-residential uses) would not be severely disadvantaged by the absence of car parking. In Harrow, town centres provide the most suitable locations for car-free development; they provide occupiers with direct access to local shops, services and employment opportunities, and are generally served by multiple local bus services and/or a rail station for access to shops, services and employment elsewhere.

**9.9** The objective of car free residential development is undermined if on-street space or public car parks are freely available to future occupiers. The loss of capacity intended for shoppers and employees within the town centre may also adversely impact the proper functioning of the centre, whilst increased on-street parking stress within surrounding suburban areas poses a nuisance to existing residents and can degrade the residential environment.

**9.10** The London Plan requires all development to make provision for the parking needs of disabled people, including those proposals that are in all other respects car-free, with a minimum requirement for at least one 'blue badge' space on site or two off site.

**9.11** The London Plan encourages car sharing and car clubs<sup>(87)</sup> and Harrow's Local Implementation Plan promotes their use as one of a number of interventions to help reduce carbon dioxide emissions, increase environmental sustainability and improve air quality (strategic objective 4). Car clubs offer the benefit of reducing demand for individual car ownership whilst maintaining access to a car for multiple households.

**9.12** Parking areas that are overlooked and are well lit help to ensure that they are safe and secure. By contrast dark, isolated and poorly designed parking areas can negatively impact upon perceptions of safety and, as a consequence, lead to under-utilisation of dedicated parking space whilst adding to parking pressure elsewhere (such as on-street or by hardsurfacing of forecourts). Vehicle parking bays of appropriate dimensions and with sufficient manoeuvring space and visibility for the motorist benefit both driver and pedestrian safety. Cycle, scooter and motorcycle parking is an important mode of transport for some people but these vehicles are frequently susceptible to theft and Harrow's spatial strategy directs the Borough's development needs to be met on previously-developed land and most previously-developed sites already have at least one point of access onto the public highway network. Historic accesses can fall below modern standards (for example in terms of visibility or pedestrian priority) or otherwise be unsuited to more intensive vehicle movements and may be rectified through redesign or revised siting. Harrow's spatial strategy directs the Borough's development needs to be met on previously-developed land and most previously-developed sites already have at least one point of access onto the public highway network. Historic accesses can fall below modern standards (for example in terms of visibility or pedestrian priority) or otherwise be unsuited to more intensive vehicle movements and may be rectified through redesign or revised siting.

85 See paragraph 3.5 of the OLC Second Report, November 2012.

86 See London Plan Policies 2.6, 2.7 and 2.8.

87 See London Plan Policies 6.11 and 6.13.

### Key Policy and Guidance Links

- NPPF Paragraph 35, 39, 40
- London Plan Policies 6.9 and 6.13
- London Plan Table 6.2 and 6.3
- Core Strategy Policy CS1 R
- Harrow's Accessible Homes SPD
- Harrow's Residential Design Guide SPD

### Policy DM 43

#### Transport Assessments and Travel Plans

- A. Proposals for major development will be required to submit a Transport Assessment for objective review by the Council. The Transport Assessment should quantify the impacts of the proposal upon public transport, the highway network, the cycle network and upon conditions for pedestrians (See Policy DM2: *Achieving Lifetime Neighbourhoods*). Where multiple major developments are proposed in the area, the Council will encourage developers to co-operate to assess the cumulative impacts of the proposals upon transport.
- B. Proposals for major development will be required to satisfactorily mitigate the impacts identified in the Transport Assessment and any others arising from the Council's assessment of it. Mitigation measures will be required to contribute to the desirability of achieving modal shift away from private car use and should include the preparation and implementation of Travel Plans.
- C. Proposals that fail to satisfactorily mitigate the transport impacts of development will be resisted.
- D. Where necessary, construction logistic plans and delivery and servicing plans should be submitted with an application.

**9.13** Harrow's Transport Study (2010) provides a strategic assessment of the impact of development growth upon the capacity and performance of the Borough's public transport services and highway network. It also looked at issues affecting cyclists and pedestrians, most notably the availability and quality of cycle parking, and the quality of the public realm. Inherently, as a strategic assessment of long term growth, the Study does not provide the level of detail required to consider the transport impacts of individual proposals and therefore recommends the use of Transport Assessment and Travel Plans. London Plan Policy 6.3 *Assessing the Effects of Development on Transport Capacity* gives effect to Transport for London guidance on the detailed requirements for transport assessments and travel plans applicable to major planning applications.



**9.14** Transport assessments provide a foundation for the quantification of quantitative and qualitative impacts of development upon the existing transport network and on the environment. They are also important in showing how the likely transport impacts of a proposal will be managed and mitigated. In accordance with London Plan Policy 6.3, an assessment will be required with all major planning applications. Assessments should be proportionate to the scale of the proposal and will be required to address impacts on all relevant forms of public transport, the highway network, the strategic and local cycle network, and upon the conditions for

pedestrians. In areas where there are multiple, simultaneous major development proposals, the submission of individual transport assessments each dealing with the impact of one proposal is unlikely to address legitimate concerns about potential cumulative impacts. The Council will encourage, and facilitate where possible, developers to co-operate in such circumstances to either co-ordinate their individual assessments, or produce a single combined assessment.

**9.15** The requirement for Travel Plans seeks to ensure that once a development is occupied and operational, the management measures identified through the transport assessment are implemented and their effectiveness monitored. Travel Plans also play an important role in bringing forward initiatives that contribute to the achievement of a modal shift away from car use.

### Key Policy and Guidance Links

- NPPF Paragraph 32, 34, 35, 36 and 37
- London Plan Policies 6.3, 6.13, 6.14 , 7.14
- Transport for London guidance on workplace and/or residential travel plan
- Core Strategy Policy CS1 R
- Harrow's Transport Study (2010)

### Policy DM 44

#### Servicing

- A. Non-residential proposals will be required to make arrangements for servicing that maintain or improve the safety and flow of traffic on the public highway, and which protect the amenity of neighbouring occupiers. Proposals will be assessed having regard to:
- a. the relationship of the proposal with the surrounding highway network;
  - b. the availability of existing service roads; and
  - c. any existing safety concerns.

- B. Proposals for major development should make satisfactory arrangements for access to and servicing within the site during construction.
- C. Proposals that would be detrimental to safety, traffic flow or the amenity of neighbouring occupiers will be resisted.

**9.16** Commercial activities have varied and sometimes complex requirements for servicing by road based vehicles. Whilst many purpose-built industrial and business use estates have been designed to allow for off-road access and servicing by commercial vehicles, older premises and retail parades often have their servicing needs met on the street frontage. Attention to the servicing arrangements of new, non-residential proposals should ensure that commercial activities can be carried on in a manner that is both efficient to business and to highway and amenity interests. Where existing service arrangements are inadequate and create road safety concerns, this may mean such issues may need to be made good to enable the development to proceed. London Plan Policy 6.11 *Smoothing Traffic Flow and Tackling Congestion* requires boroughs to develop a package of measures which contribute to the objective of traffic flow and congestion management. The retention and effective use of existing servicing facilities, and the management of on-street servicing, will help to make the most efficient use of Harrow's finite road capacity.

**9.17** Site access and servicing arrangements during construction can have significant highway and amenity implications in their own right which can be avoided as part of the consideration of design and layout issues at an early stage of a development proposal.

### Key Policy and Guidance Links

- NPPF Paragraph 123
- London Plan Policies 6.3, 6.11, 6.13
- Considerate Contractor Code of Practice

### Policy DM 45

#### Waste Management

- A. All proposals will be required to make on-site provision for general waste, the separation of recyclable materials and the collection of organic material for composting. The on-site provision must:
  - a. provide satisfactory storage volume to meet the general, recycling and organic waste material arising from the site;
  - b. ensure satisfactory access for collectors and, where relevant, collection vehicles; and
  - c. be located and screened to avoid nuisance to occupiers and adverse visual impact.

**9.18** Core Strategy Policy CS1 X supports the objectives of sustainable waste management and requires new development to address waste management from design and construction stage through to end use, ensuring that it is managed towards the upper end of the waste hierarchy. This policy also seeks to achieve the outcomes set out in London Plan policies 5.16B and 5.18C. The upper end of the hierarchy is set out in Policy 5.16 of the London Plan and comprises:

- reduce waste;
- re-use waste; and
- recycle and compost.

**9.19** In recent years Harrow has successfully managed the volume of general waste going to landfill and increased recycling rates across the Borough. The Council therefore remains committed to the existing systems for the segregation of waste at source. However the number of containers required can be unsightly and cause obstruction, whilst the disposal of recycling and organic waste can cause nuisance in terms of noise and odour. Good design and layout of development, in accordance with Policy DM1 and DM22, can ensure waste and recycling facilities are integrated, functional and do not give rise to visual and amenity impacts.

#### **Key Policy and Guidance Links**

- Core Strategy Policy CS1 X
- Council's Code of Practice for the Storage and Collection of Refuse and Materials for Recycling in Domestic Properties (2008)

# COMMUNITY INFRASTRUCTURE

## **Chapter 10**

Development Management Policies FINAL MAY 2013

## INTRODUCTION

**10.1** The provision of appropriate community facilities, and inclusive access to such facilities, is a prerequisite for the proper functioning of any community. They range from health services, educational premises, places of worship and community halls. The Council is committed to supporting development that meets the needs of the Borough's residents. Harrow's Core Strategy identifies infrastructure requirements that include two new schools, a new polyclinic and a performing arts space and these strategic needs will be met within the Intensification Area through the Harrow & Wealdstone Area Action Plan.

**10.2** Recent years have seen the development of a new polyclinic, a faith-based school and a mosque; planning permission has also been granted for a major new community centre. As Harrow's diverse communities continue to establish, and as the provision of new schools and health facilities is decentralised, continued demand for the development of community facilities can be expected. The policies in this chapter seek to enable non-strategic community development to forward throughout the rest of Borough (beyond the Intensification Area) and to help protect existing facilities from pressure for redevelopment to competing land uses.

## Community and Educational Facilities

### Policy DM 46

#### New Community, Sport and Education Facilities

- A. Proposals for the refurbishment and re-use of existing premises for community, sport and educational facilities will be supported.
- B. Proposals for the provision of new community, sport and educational facilities will be supported where:
  - a. they are located within the community that they are intended to serve;
  - b. subject to (a) they are safe and located in an area of good public transport accessibility or in town centres; and
  - c. there would be no adverse impact on residential amenity (see Policy DM1) or highway safety.
- C. New education and indoor sport development should make provision for community access to the facilities provided.
- D. Proposals for the conversion of employment floorspace to community and educational uses will be considered having regard to:
  - a. the principle of the loss of employment floorspace space in accordance with Policy DM31: *Supporting Economic Activities and Development* & DM32: *Office Development*;
  - b. the impact of the use upon on other legitimate uses within the building and neighbouring buildings; and
  - c. the adequacy of parking and access arrangements.
- E. Proposals that would compromise any component of this policy will be refused.

**10.3** There are currently 50 state funded primary schools and 10 secondary schools in Harrow, as well as a number of colleges and non-state funded educational establishments. In addition, Harrow's PPG 17 Study (2010) records that there are 40 community centres and halls in the Borough, although a number of these were considered by users to be in a poor condition. Although not all schools and other educational establishments make their facilities available for public use, many do and together with the existing network of community centres and halls they provide a wide range of places for residents to participate in sport and community based activities. Refurbishment and, in the case of under-used or alternatively used facilities<sup>(88)</sup>, the re-use of community or educational premises can help to meet modern expectations of the quality of provision and residents' needs for such facilities.

**10.4** Facilities that are located in close proximity to the community they serve and have good public transport accessibility, achieve a number of benefits. They reduce the need to travel longer distances, encourage more sustainable modes of transport, and help to engender a sense of ownership of the facility by the community. In turn, this contributes to climate change mitigation, public health and wellbeing, and community cohesion.

**10.5** Public halls, sports halls and school facilities (such as playing fields, performing arts facilities and indoor sports facilities) that are unused for substantial periods of time represent an inefficient use of land and buildings and, in the long term, risk becoming unviable. Appropriate community access to major new halls and educational development will ensure efficient use of land and assets, and can help address deficiencies identified in Harrow's Open Space, Sport and Recreation Study (2011).

**10.6** Harrow's Local Economic Assessment (2011/12) points to potential employment growth in a number of community orientated sectors including education, health, arts, entertainment and recreation<sup>(89)</sup>. The Council recognises the need to manage the release of unsuitable, traditional employment floorspace and to encourage diversification of economic and related uses. Subject to economic development and town centre policies (see Chapters 7 & 8 and the London Plan) some community facilities may usefully occupy such sites or vacant office or shop premises in town centres. In so doing they may enhance town centre vitality and viability and help to deliver economic diversification and growth.

**10.7** Community and educational uses may generate parking and access requirements that are different in character to those of employment floorspace occupiers, and may therefore need to demonstrate how the requirements in Policy DM42 *Parking Standards* are to be satisfied.

#### Key Policy and Guidance Links

- NPPF paragraph 70, 72, 73 and 74
- London Plan Policies 3.17, 3.18, 3.19
- Core Strategy Policy CS1 G and Z
- Harrow's PPG 17 Study (2010)
- Harrow's Access for All SPD

88 Such as park pavilions converted to commercial use.

89 See paragraph 3.14 of the Assessment.



**Policy DM 47****Retention of Existing Community, Sport and Education Facilities**

- A. Proposals involving the loss of an existing community, sport or educational facility will be permitted if:
- a. there is no longer a need for that facility (having regard to the amount of local patronage, the quality of facilities offered and the duration and extent of marketing. (For proposals involving the loss of a public house, evidence of 12 months' suitable marketing activity will be required or evidence that the public house is no longer financially viable through the submission of trading accounts, or other similar financial evidence, whilst the pub was operating as a full time business)); or
  - b. there are adequate similar facilities within walking distance which offer equivalent provision; or
  - c. the activities carried on are inconsistent and cannot be made consistent with acceptable living conditions for nearby residents, or
  - d. the redevelopment of the site would secure an over-riding public benefit.
- B. Proposals for the redevelopment of community or educational facilities that secure enhanced re-provision on the site, or on another site which improves accessibility, will be supported.

**10.8** As well as providing for new development, it is important that a range of facilities are retained within the Borough to support and enable community activity. Harrow's existing community, sports and education facilities contribute to sustainable communities by providing venues for a wide range of activities and services, all of which add to the Borough's diversity and interest. As such, they make a significant contribution to people's mental and physical wellbeing, sense of place and community, learning and education. The Council therefore places great emphasis on the retention of existing facilities, particularly where they provide an important and accessible service to local residents and do not cause unacceptable disturbance.

**10.9** Many of Harrow's Public Houses are closely associated with the life and identity of local communities, playing a valuable role in providing informal community meeting places, and often offer a wider range of community functions. Pubs are also an integral part of the fabric of metroland Harrow, and form an important part of many streetscapes and shopping parades. Nationally, the number of Public Houses peaked in the late 19th century and has since fallen. In recent years Harrow has witnessed a steady decline in their provision, particularly through conversion to residential use in areas outside town centres. Consistent with the NPPF, the Council considers that public houses are community facilities and the Plan should guard against their unnecessary loss in accordance with Core Strategy CS1 Z unless alternative facilities are provided or it can be demonstrated that there is a general lack of demand for the Public House or that it is no longer financially viable. Continuing changes in society such as reduced tolerance of drinking and driving, increased home entertainment and adherence to religions promoting abstinence must also be recognised. Recent changes in legislation such as the requirement for outdoor smoking areas and recent changes in technology such as powerful sound systems have made the continued use of some premises incompatible with residential amenity.

### **Key Policy and Guidance Links**

- NPPF Paragraph 70, 72, 73 and 74
- London Plan Policies 3.1, 3.17, 3.18, 3.19
- Core Strategy Policy CS1 G and Z
- Harrow's PPG 17 Study (2010)

## **ENHANCING OUTDOOR SPORT FACILITIES**

## Policy DM 48

### Enhancing Outdoor Sport Facilities

- A. Proposals that would increase the capacity and quality of outdoor sport facilities, and those that would secure community access to private facilities, will be supported provided that:
  - a. there would be no conflict with Green Belt, Metropolitan Open Land and open space policies (see NPPF paragraphs 87-89, London Plan Policies 7.16 and 7.17, and Policy DM18: *Protection of Open Space*);
  - b. the proposal would not be detrimental to any heritage or biodiversity assets within or surrounding the site (see Policies DM7: *Heritage Assets*, DM20: *Protection of Biodiversity and Access to Nature* & DM21: *Enhancement of Biodiversity and Access to Nature*); and
  - c. there would be no adverse impact on residential amenity (see Policy DM1) or highway safety.
- B. Proposals for uses that would support outdoor sporting uses will be supported where they are:
  - a. ancillary in terms of size, frequency, use and capacity; and
  - b. do not displace or prejudice facilities needed for the proper functioning of the principal outdoor sports uses.
- C. Proposals for floodlighting will be supported where it would enhance sport facilities and would not be detrimental to the character of the open land, the amenity of neighbouring occupiers nor harmful to biodiversity.

**10.10** The enhancement of existing outdoor facilities can be hugely beneficial in meeting growing needs for open space, sport and recreational. Simple improvements such as better pitch drainage and maintenance can substantially increase the number of games that can be played on the pitch, whilst modern and inclusive changing accommodation can increase the attractiveness of sporting activities to a wider cross section of the community and therefore increase participation rates. Ancillary uses of facilities and pavilions are often an important income stream for sports clubs and a help to integrate them with the wider community. However uses that displace changing accommodation, equipment stores and other necessary built space or that introduces incompatible activities can pose a risk to the proper functioning of the outdoor sport space and create pressure for additional built facilities on open space.



**10.11** Many of Harrow's open spaces are enveloped by residential property. Open space provides an attractive outlook for neighbouring occupiers, whilst surrounding residential property helps to provide natural surveillance of open space and associated premises. However, the intensification of use and the introduction of buildings and facilities can be detrimental to the amenity of neighbouring residents and may impact upon highway safety.

**10.12** Policy 3.19 *Sports Facilities* of the London Plan provides support for floodlighting where this would increase opportunities for participation in sport, but includes safeguards against harm to the local community and biodiversity. In Harrow, Green Belt and Metropolitan Open Land generally provide less intensively lit areas, an attribute that contributes to their non-urban character and which enables greater appreciation of the night sky. These areas also coincide with sites of biodiversity interest. Other forms of open space in the Borough are characteristically surrounded by residential property and are therefore potentially more sensitive in terms of direct amenity impacts. Floodlighting can play an important role in helping to increase the usability of outdoor sporting venues, and so increase their viability. Associated increases in the carrying capacity of sports facilities can also help to reduce identified deficiencies in access to sports facilities as shown in Harrow's PPG17, Open Space, Sports and Recreation Study. With sensitive location and careful design, the impact that floodlights can have upon amenity and biodiversity may be mitigated.

#### Key Policy and Guidance Links

- NPPF Paragraph 70, 73, 74, 81, 89
- London Plan Policies 3.1, 3.19
- Core Strategy Policy CS1 G and Z
- Harrow's PPG 17 Study (2010)

### Telecommunications

**10.13** Modern telecommunications systems have grown rapidly in recent years. Mobile communications are considered an integral part of the success of most business operations and individual lifestyles. They also contribute to sustainable development by allowing more flexible working practices which can mitigate the need for traditional forms of office accommodation and commuting patterns. To remain competitive, the Borough must respond positively to the needs of operators whilst ensuring that any adverse impacts of proposed new equipment are minimised and mitigated wherever possible.

**10.14** The National Planning Policy Framework (2012) requires local planning authorities to keep the number of radio and telecommunications masts to a minimum, consistent with the efficient operation of the network, and seek the use of existing masts, buildings or structures wherever possible. It also requires new equipment to be sympathetically designed and camouflaged, where appropriate.

**10.15** Many forms of minor telecommunications apparatus are permitted development and do not require planning permission, but in some instances are still the subject of prior approval procedures relating to siting and appearance considerations only. Permitted development is however curtailed in conservation areas and where Article 4 Directions are in place, and listed building consent will be required for installations on or within the curtilage of a listed building.

## Policy DM 49

### Telecommunications

- A. Proposals for the installation of telecommunications equipment will be supported where:
- the installation would be on an existing mast or building or, if a new mast is proposed, that it has not been not possible to find a suitable existing mast or building to meet operational requirements;
  - the siting and design of the installation would minimise its impact upon the amenity of neighbouring occupiers, the host building (where relevant) and the appearance and character of the area;
  - there would be no unacceptable impact upon areas of designated open space, heritage, landscape and biodiversity value; and
  - street-based installations would contribute to the principles of lifetime neighbourhoods including the rationalisation of any existing cabinets or other equipment.
- B. Where installation of telecommunications infrastructure is required to support the effective functioning of the emergency services, the Council recognises that compliance with the above criteria may not be feasible.
- C. Proposals for major development should make provision for communal satellite and digital television receiving equipment.
- D. Proposals that would prejudice any component of this policy will be refused.

**10.16** With continual advances in technology it is likely that demand for new telecommunications infrastructure will be sustained. It is in the interests of residents and businesses in the Borough that Harrow is provided with the necessary infrastructure which improves the quality of existing services and provides timely access to new services.

**10.17** There are already a number of telecommunications installations throughout the Borough that can be used to accommodate additional equipment. Telecommunications equipment on schools and other premises used primarily by children can cause anxiety within the community. On streets and within public spaces, a proliferation of cabinets can lead to cluttering and run counter to initiatives to declutter such environments. Whilst other areas, such as Green Belt, Metropolitan Open Land and Conservation Areas are likely to be sensitive to the installation of new masts and structures. The aim of the policy is therefore to ensure that the proliferation of new telecommunications structures is kept to a minimum, their visual impact is appropriately mitigated, and to provide opportunities for the rationalisation or screening of equipment already installed on existing masts, buildings and street cabinets.

**10.18** However, where new telecommunications provision is crucial to the operations of the emergency services, such provision should be enabled without undue impediment in the interests of the safety of Harrow residents.

### Key Policy and Guidance Links

- NPPF Paragraph 43 - 46
- London Plan Policy 4.11
- Core Strategy Policy CS1 Z
- Code of Best Practice on Mobile Phone Development (2002)
- International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines

## Planning Obligations

**10.19** While new development can make provision for new homes, employment and leisure facilities, and can improve our environment through use of renewable energy and improved landscaping, it can also place additional pressure on social and physical infrastructure and general amenity, and may require measures to be taken to remedy or mitigate such impacts.

### Policy DM 50

#### Planning Obligations

- A. Planning obligations will be sought on a scheme-by-scheme basis to secure the provision of affordable housing in relation to residential development schemes, and to ensure that development proposals provide or fund improvements to mitigate site specific impacts made necessary by the proposal.
- B. Applications that fail to secure an appropriate Planning Obligation to make the proposal acceptable will be refused.

**10.20** The introduction of Harrow's Community Infrastructure Levy will ensure that new development helps to fund the cost of new or enhanced strategic infrastructure. The list of the types of infrastructure to be funded by CIL is set out in the Regulation 123 list available on the Council's website, such as schools, libraries and healthcare, the use of planning obligations can ensure that any site specific impacts are appropriately mitigated, thereby ensuring the new development is sustainable.

**10.21** While the Council expects most impacts of development to be mitigated through good design and layout, in accordance with Policy DM1, some impacts are likely to require physical works or other forms of improvement to mitigate them. However, the nature of site specific impacts means they vary widely depending on the site, its local context, and the development proposed. Therefore, beyond the requirements for affordable housing, it is not possible to ascribe a set of circumstances under which certain types of obligations will be sought as a norm. To assist developers and others to understand what types of obligations may be sought, and how these may be best met, the Council is preparing a Planning Obligations SPD.

#### Key Policy and Guidance Links

- Community Infrastructure Levy Regulations (2010) (amended)
- NPPF paragraphs 173, 203 -206
- Community Infrastructure Levy: An overview, DCLG (2011)
- CIL Guidance: Charge setting and charging schedule procedures, DCLG(December 2010)
- London Plan Policies 3.12, 4.9, 6.1, 7.14 and 8.2
- DMP DPD Policies DM7, DM24 and DM28

# Glossary

Development Management Policies FINAL MAY 2013



**Affordable Homes:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

**Allotments:** Land [other than private gardens] used for the cultivation of vegetables or fruit. Allotments can either be statutory [covered by the Allotments Act 1925] or non-statutory.

**Amenities:** The pleasant qualities of the environment. Amenities are those facilities which can make the internal and external environment more agreeable.

**Amenity Space:** Space about residential development exclusively for the enjoyment of the residents. It provides a setting for the development, a usable amenity area for occupiers and protects the amenities of neighbouring properties. Usable amenity space must enjoy privacy and security and the majority of the space must not be in permanent shadow. It does not include parking spaces, hardstandings, narrow strips unsuitable for sitting out in or small front gardens, which cannot ensure privacy and security.

**Authorities Monitoring Report:** A report published by local planning authorities assessing progress with and the effectiveness of a Local Development Framework.

**Archaeological Priority Area:** An area that contains concentrations of archaeological remains, and has been identified as important by English Heritage.

**Areas of Special Character:** Areas in Greater London, which are considered to be important to the character, history and appearance of London as a whole.

**Article 4 Direction:** Under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995, a local authority may [with the approval of the Secretary of State] remove specified development rights from the category of Permitted Development for a particular site.

**Backland Development:** Development of 'landlocked' sites behind existing buildings, such as rear gardens and private open space, usually within predominantly residential areas. Such sites often have no street frontages.

**Biodiversity:** The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

**Biodiversity Action Plan:** A strategy prepared for a local area aimed at conserving and enhancing biological diversity.

**Borough Distributor Road:** A road which provides a link between areas of the Borough served by Local Access Roads and the London Distributor Network.

**BREEAM:** Building Research Establishment Environmental Assessment Method, which owners and occupiers of buildings can use to assess the environmental impacts and costs of their operation, with a view to conserving energy and resources in the widest sense.

**Brownfield Land:** See definition of Previously-Developed Land.

**Bulk:** The size and volume of a building

**Business Use:** See definition of Use Classes Order.

**Capacity [in retailing terms]:** Potential spending by the public within the catchment area, with which to support existing and additional retail floorspace.

**Car Clubs, Car Pools and Car Sharing Schemes:** Different means of reducing mileage travelled by car. In Car Clubs, members generally live in car-free housing developments, which are situated where there is good access to public transport and town centre facilities. Members therefore do not need to own cars, but are able to hire a vehicle at preferential rates when they need one. Car Pools are similar, but a dedicated fleet is available on-site for residents of a development to hire, or an employer may provide such vehicles for employees travelling to work by non-car mode, but who need a vehicle once at work to carry out their duties. Car Sharing schemes allow employees who live in the same area to give lifts to each other to and from work.

**Catchment [in retailing terms]:** The geographical area from which a retail destination draws its trade. Sometimes measured in terms of 'drive-time.'

**Change of Use:** A change in the way that land or buildings are used. Planning permission is usually necessary in order to change from one 'use class' to another.

**Character:** A term relating to Conservation Areas or Listed Buildings, but also to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.

**Climate Change:** Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

**Combined Heat and Power [CHP]:** A system that provides both electricity and heating for a building or district. Often associated with recovery of heat from the burning of household refuse, or use of hot water as a by-product of industry.

**Community Infrastructure Levy:** A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area

**Community Facilities:** These include leisure and culture facilities (including arts, entertainment and sport facilities), licenced public houses, community offices and meeting places (including places of worship, libraries), facilities for children (from nursery provision to youth clubs), education (including adult education), social services, police and emergency services facilities, primary healthcare facilities (except for the use of premises attached to the residence of the consultant or practitioner), public toilets and facilities for cyclists.

**Community Strategy:** A Strategy for promoting the economic, environmental and social well-being of an area and contributing to securing the achievement of sustainable development.

**Conditions:** Requirements attached to a planning permission to limit, control or direct the manner in which a development is carried out.

**Conservation Area:** Areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. A Conservation Area Character Appraisal is a published document defining the special architectural or historic interest that warranted the area being designated.

**Conservation Area Consent:** Consent required for the demolition of an unlisted building within a conservation area.

**Contaminated Land:** Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.

**Controlled Parking Zone:** A zone where on-street parking is controlled by various means in accordance with local needs. Often this is in the form of a residents parking zone where parking is restrict to permit-holding residents during part of the day. Other measures include Pay and Display zones in town centres for shoppers and Short Stay parkers.

**Conversions:** Generally means the physical work necessary to change the use of a building from a particular use, classified in the Use Classes Order, to another use. Can also mean the sub-division of residential properties into self-contained flats or maisonettes.

**Core Strategy:** A Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area, having regard to the Community Strategy.

**Cumulative Impact:** A number of developments in a locality or a continuous activity over time that together may have an increased impact on the environment, local community or economy.

**Curtilage:** The area normally within the boundaries of a property surrounding the main building and used in connection with it.

**Cycle Network:** An integrated network of both on- and off-road routes to facilitate an easier and safer journey for cyclists.

**Density:** In the case of residential development, the relationship between the amount of residential accommodation in a development and the site area, expressed in terms of as a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

**Design Guide:** A document providing guidance on how development can be carried out in accordance with good design practice often produced by a local authority with a view to retaining local distinctiveness.

**Design and Access Statement:** A design statement can be made at a pre-planning application stage by a developer, indicating the design principles upon which a proposal is to be based. It may also be submitted in support of a planning application.

**Designated Frontage:** Primary and Secondary Frontage in Harrow Metropolitan Centre and in the District Centres and the core areas of Local Centres, in which restrictions on non-retail use will apply.

**Development:** Development is defined under the Town and Country Planning Act 1990 as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land.' Most forms of development require planning permission.

**Development Plan:** Documents that set out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. In the case for Harrow, it includes the Unitary Development Plan and the Regional Spatial Strategy [the London Plan]. These will be replaced by documents contained within the LDF, prepared under the Planning & Compulsory Purchase Act 2004.

**Development Plan Documents:** Development Plan Documents are prepared by local planning authorities and outline the key development goals of the Local Development Framework. Development Plan Documents include the Core Strategy, Development Management Policies, Site Specific Allocations and, where needed, Area Action Plans. There will also be an Adopted Policies Map, which illustrates the spatial extent of policies that must be prepared and maintained to accompany all DPDs. All DPDs must be subject to rigorous procedures of community involvement, consultation and independent examination, and adopted after receipt of the Inspector's binding report. Once adopted Development Management decisions must be made in accordance with them unless material considerations indicate otherwise. DPDs form an essential part of the Local Development Framework.

**Disabled Access:** The means by which disabled people [as defined in the Disability Discrimination Act 1995] can conveniently go where they want

**District Centre:** Shopping or groups of shops, separate from the town centre, usually containing at least one food supermarket or superstore and non-retail services such as banks, building societies and restaurants serving suburban areas or smaller settlements. They are medium-sized shopping and commercial centres providing for more than a local catchment. Some non-retail employment is usually located in these centres.

**EcoHomes:** An environmental assessment tool produced by Building Research Establishment Environmental Assessment Method [BREEAM] for residential housing.

**Edge-of-Centre:** For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

**Employment Areas:** Sites protected for employment use [B1, B2 or B8] against loss to other uses.

**Energy Efficiency:** Technologies and measures that reduce the amount of electricity and / or fuel required to do the same work.

**Environmental Impact Assessment and Environmental Statement:** Applicants for certain types of development, usually more significant schemes, are required to submit an Environmental Statement accompanying a planning application. This evaluates the likely environmental impacts of the development, together with an assessment of how the severity of the impacts could be reduced.

**Evidence Base:** The information and data gathered by local authorities to justify the 'soundness' of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.

**Flood Plain:** Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

**Flood Risk Assessment:** An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

**Forecourt:** Area in front of a building between the building line and the back edge of the footway.

**General Conformity:** A Local Development Document must be in general conformity with the strategy and proposals set out in the Regional Spatial Strategy as assessed by the Regional Planning Body [in London, it is the Greater London Authority]. Normally, it would only be where an inconsistency or omission of a policy causes significant harm to the implementation of the Regional Spatial Strategy that it would be considered not to be in general conformity.

**Geodiversity:** The variety of rocks, fossils, minerals, landforms, soils and natural processes [e.g. Erosion] that underlie and determine the character of the natural landscape and environment.

**Greater London authority [GLA] and Mayor of London:** The authority for London Government set up on 3 July 2000. The Mayor has strategic responsibility for producing a range of strategies, which impinge on land-use planning. In particular, the Mayor has responsibility for producing the London Plan.

**Green Belt:** A national policy designation that helps to contain development and limit urban sprawl, protect and preserve the countryside and agricultural land and promote brownfield development.

**Green Grid:** The Green Grid comprises a series of linked open spaces and footpaths, which are accessible to members of the public. Greening measures may involve the conversion of areas of surplus highway capacity to small green spaces, implementation of traffic calming measures, traffic management and restraint, planting of vacant, derelict or other open sites and tree planting within streets.

**Green Corridor:** Green corridors can link housing areas to the national cycle network, town and city centres, places of employment and community facilities. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal between wetlands and the countryside.

**Greenfield Land:** Sites which have not been previously developed at any time.

**Groundwater:** An important part of the natural water cycle present underground.

**Habitable Rooms:** Any room used or intended to be used for sleeping, cooking, living or eating purposes. Enclosed spaces such as bath or toilet facilities, service rooms, corridors, laundries, hallways, utility rooms or similar spaces are excluded from this definition.

**Health Check:** Health Checks are conducted at regular intervals within Harrow Metropolitan Centre and the District Centres. They give early warning of any signs that the centre may require closer scrutiny and action to counteract any problems. Among the data collected are: pedestrian flows at various set points in the centre, vacancy levels, length of vacancy, major retail representation, environmental quality and where known, rent and commercial yield levels.

**Highway:** A publicly-maintained road, together with footways and verges.

**Historic Parks and Gardens:** Parks or gardens of special historic interest, which are graded to reflect their relative status.

**Household Waste:** Refuse from household collection rounds, waste from street sweepings, public litter bins, bulky items collected from households and waste, which householders themselves take to household waste recovery centres.

**Housing Associations or Registered Social Landlords [RSLs]:** Non-profit making organisations, which use mainly Government funds to build, improve and manage the sale and rent of houses and flats.

**Housing Capacity Study:** An assessment of the potential of an area to provide additional housing.

**Housing Needs Survey:** A comprehensive assessment of the range and type of housing required in an area.

**Independent Examination:** The process by which a Planning Inspector may publicly examine a Development Plan Document [DPD] before issuing a report as to the soundness of the DPD. The Council may incorporate any recommended changes (if necessary) and then adopt the document or withdraw the document.

**Industrial Business Park:** Strategic employment site designated to accommodate research and development facilities and light industrial development [Class B1(b) and B1(c)] and which requires a higher quality environment and less heavy goods vehicle access than a Preferred Industrial Location. These two designations have been identified by the Greater London Authority.

**Infrastructure:** Basic services necessary for development to take place, e.g. roads, electricity, sewerage, water, education and health facilities.

**Intensification Area:** An area that has significant potential for increase in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use.

**Issues, Options and Preferred Options:** The consultation stages on Development Plan Documents with the objective of gaining public consensus over proposals ahead of submission to the Government for Independent Examination.

**Key Worker:** Regarded as professional, white collar and manual staff providing services deemed to be vital to the local economy and the maintenance of essential services. Includes planners, teachers, junior doctors, nurses and other hospital staff.

**Key Worker Housing:** Regarded as housing for people in jobs that provide services deemed to be vital to the local and wider London economy and the maintenance of essential services, where there is evidence of recruitment and retention problems. A key worker is on a low to moderate income that is insufficient to allow them to access open market housing either for rent or sale and includes those employed in the public sector.

**Landscape and Character:** The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, land form, soils, vegetation, land use and human settlement.

**Lifetime Homes:** Dwellings which are designated to a standard that allows easy adaptation to meet the needs of occupiers throughout their whole life.

**Listed Building:** A building of special architectural or historic interest. Listed buildings are graded I, II\* or II with Grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures. English Heritage is responsible for designating buildings for listing in England.

**Listed Building Consent:** Consent required for the demolition, in whole or in part of a listed building, or for any works of alteration or extension that would affect the character of the building.

**Local Centre:** A small group of shops and perhaps limited service outlets of a local nature [e.g. a suburban housing estate] serving a small catchment.

**Local Development Framework:** The Local Development Framework [LDF] is a non-statutory term used to describe a folder of documents, which includes all of the local planning authority's Local Development Documents. An LDF includes: Development Plan Documents and Supplementary Planning Documents, the Statement of Community Involvement, the Local Development Scheme and the Annual Monitoring Report.

**Local Development Scheme:** The local planning authority's time-scaled programme for the preparation of Local Development Documents that must be agreed with the Government and reviewed on an annual basis.

**Local Implementation Plans:** Statutory transport plans produced by London Boroughs bringing together transport proposals to implement the Mayor's Transport Strategy at the local level.

**Local Listing [or Building of Local Importance]:** Locally important building valued for contribution to local scene or for local historical situations but not meriting listed building status.

**Local Planning Authority:** The local authority or Council that is empowered by law to exercise planning functions.

**Local Transport Strategy:** A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local transport plans should be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the Regional Spatial Strategy.

**London Cycle Network:** A network of safe, convenient cycle routes suitable for use by all cyclists linking residential areas with all major centres of employment, retailing, leisure and with transport interchanges across London.

**London Plan:** The Mayor of London is responsible for producing a new planning strategy for the Capital. This replaces the previous strategic planning guidance for London [known as RPG3], issued by the Secretary of State. The London Plan is the name given to the Mayor's Spatial Development Strategy.

**Major Developed Site [in Green Belt]:** Sites located within the Green Belt which may be in continuing use or redundant and have a significant amount of built development.

**Massing: The three dimensional form of a building**

**Metropolitan Centre:** A shopping or commercial centre with a catchment area which extends outside the Borough, with good public transport links to a wide variety of destinations.

**Metropolitan Open Land:** This form of land includes open-air facilities and accommodates open-air recreational facilities, which serve the whole of London or significant parts of it. It contains features or landscapes of historic, recreational, nature conservation or habitat interest at a Metropolitan or national level. Metropolitan Open Land can also form part of a Green Grid.

**Mixed-Use:** Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.

**Natural Surveillance:** The discouragement to wrongdoing by the presence of passers-by or the ability of people to be seen out of surrounding windows. Also known as passive surveillance [or supervision].

**Nature Conservation:** The protection, management and promotion of wildlife habitat for the benefit of wild species, as well as the communities that use and enjoy them.

**Need [in retail terms]:** The balance of supply and demand between retailers and consumers. Often expressed as personal expenditure available to support additional shops to extensions to existing shops.

**Neighbourhood Parade:** Those clusters of frontages serving the immediate catchment area with day-to-day essentials.

**Non-Retail Use:** Uses outside Class A1 of the Town and Country Planning (Use Classes) Order 1987 [as amended].

**Open Space:** All space of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, canals, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.

**Open Space Deficiency Area:** residential areas more than 400m from public open space.

**Out-of-Centre:** Development separate from town centres but not immediately adjacent to them.



**Overlooking:** A term used to describe the effect when a development or building affords an outlook over adjoining land or property, often causing loss of privacy.

**Overshadowing:** The effect of a development or building on the amount of natural light presently enjoyed by a neighbouring property, resulting in a shadow being cast over that neighbouring property.

**Permitted Development:** Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning (General Permitted Development) Order 1995 (as amended).

**Phasing or Phased Development:** The phasing of development into manageable parts, e.g. an annual rate of housing release for a large development that may need to be controlled so as to avoid destabilising housing markets and causing low demand.

**Photovoltaics / Photovoltaic Cells:** Conversion of solar radiation [the sun's rays] to electricity by the effect of photons (tiny packets of light) on the electrons in a solar cell, e.g. a solar-powered car or a calculator.

**Planning & Compulsory Purchase Act 2004:** The Act updates elements of the Town & Country Planning Act 1990. The Planning and Compulsory Purchase Act 2004 introduces a statutory system for regional planning; a new system for local planning; reforms to the Development Control and Compulsory purchase and compensation systems; and removal of crown immunity from planning controls.

**Planning Condition:** A condition attached to a planning permission

**Planning Inspectorate:** The Planning Inspectorate is the Government body responsible for the processing of planning and enforcement appeals; holding inquiries into local development Plans; listed building consent appeals; advertisement appeals; reporting on planning applications 'called in' for decision by the Secretary of State; examinations of Development Plan Documents and Statement of Community Involvement; various Compulsory Purchase Orders; rights of way cases; and cases arising from the Environmental Protection and Water Acts and the Transport and Works Act and other highways legislation are also dealt with. The work is set in agreement with Department for Transport, the Department for Communities and Local Government and where applicable, the National Assembly for Wales.

**Planning Permission:** Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline planning applications, or be sought in detail through full planning applications.

**Preferred Industrial Location:** strategic industrial / warehousing locations [Use Classes B2 and B8] identified by the Greater London Authority and in the London Plan and protected for these uses in the Plan.

**Previously-Developed Land or Brownfield land:** Previously-developed land is that which is or was occupied by a permanent structure [excluding agricultural or forestry buildings], and any associated fixed-surface infrastructure. The definition covers the curtilage of the developed land. It does not include land in built-up areas such as private residential gardens, parks, recreation

grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Primary Shopping Frontage:** An area where retailing and the number of shops in a town centre is most concentrated.

**Proposal Site:** Site where the Council expects to see development in the next 15 years or where a particular use is to be safeguarded, or where the Council is currently considering alternative uses.

**Protected Species:** Protected species or species found to be uncommon or under threat are those species of plants and animals that are afforded legal protection, e.g. under the European Union Birds Directive and Habitats Directive. Priority species are identified in The UK Biodiversity Action Plans and the London Action Plans. Some of the species included within the scope of national, regional and local Biodiversity Action Plans may not have statutory protection.

**Public Realm:** Those parts of a village, town or city [whether publicly or privately owned] available, for everyone to use. This includes streets, squares and parks.

**Public Transport Accessibility Levels [PTAL]:** An assessment of the proximity to, and regularity of public transport services ranked on a scale.

**Recycling:** The reprocessing of waste either into the same product or a different one.

**Regeneration:** An holistic approach to improving geographical areas which experience one or more of the following: high unemployment, poor housing, social exclusion, environmental decline, high incidence of ill health, compared to the surrounding areas. Problems are tackled with an inter-disciplinary and inter-agency approach.

**Renewable Energy:** Renewable energy is energy flows that occur naturally and repeatedly in the environment, e.g from the wind, water flow, tides or the sun.

**Repairs Notice [as served on a listed building and buildings in a conservation area]:** There are three types of notice that the Council can serve on the owner of a listed building, i.e. Under Sections 48, 54 and 76 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Sections 54 and 76 can be used in urgent cases to make a listed building wind and weather-tight. The Council states the minimum work required and may [if the owner does not do so] carry out the work itself and recover the costs from the owner. This Section can also apply in special circumstances to unlisted buildings in conservation areas. A Repairs Notice under Section 48 can be served in respect of a statutory listed building which is derelict.

**Retail Floorspace:** Total floor area of the property that is associated with all retail uses. Usually measured in square metres. May be expressed as a net figure [the sales area] or in gross [including storage, preparation and staff areas].

**Retail Impact:** The potential effects of proposed retail development upon existing shops.

**Retail Warehouses:** Large, usually out-of-town or out-of-centre units selling non-food items such as DIY, furniture, leisure and household goods.

**Saved Policies / Saved Plan:** Policies within Unitary Development Plans that are saved for a time period during replacement production of Local Development Documents.

**Secondary Shopping Frontage:** A retailing area, secondary to the primary shopping frontage, that provides greater opportunities for a diversity of uses.

**Section 106 Agreement [or Planning Obligation]:** A legal agreement under Section 106 of the Town & Country Planning Act 1990. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.

**Sequential Approach / Sequential Test:** A planning principle that seeks to identify, allocate or develop certain types or locations of land before others, e.g. Brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites. For housing, development on greenfield sites will only be considered if there are no opportunities for developing previously-developed land. For retail, town centre locations are the first preference. If no suitable sites are available, then edge-of-centre sites are the next preference, and only if there are no suitable sites in these locations should out-of-centre sites be considered.

**Shared Ownership:** Housing schemes provided on the basis of shared equity [i.e. The occupiers part-buy, part-rent the property], allowing the occupiers to buy what they can afford with the flexibility to increase the degree of ownership if they so wish.

**Site of Special Scientific Interest:** A site identified under the Wildlife and Countryside Act 1981 [as amended by the Countryside and Rights of Way Act 2000] as an area of special interest by reason of any of its flora, fauna, geological or physiographical features [generally, plants, animals, and natural features relating to the Earth's structure].

**Soundness:** A Development Plan Document is considered 'sound' if it is based upon good evidence and has been prepared in accordance with all the necessary procedures including the measures set out in the authority's Statement of Community Involvement.

**Spatial Development:** Changes in the distribution of activities in space and the linkages between them in terms of the use and development of land.

**Spatial Planning:** Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

**Spatial Vision:** A brief description of how the area will be changed at the end of a Plan period.

**Special Needs Housing:** Housing to meet the needs of groups of people who may be disadvantaged, such as the elderly, the disabled, students, young single people, rough sleepers, the homeless, those needing hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats.

**Statement of Community Involvement:** The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all Local Development Documents and Development Management decisions. The Statement of Community Involvement is an essential part of the Local Development Framework.

**Statutory:** Required by law [statute], usually through an Act of Parliament.

**Statutory Body:** A Government-appointed body set up to give advice and be consulted for comment upon Development Plans and planning applications affecting matters of public interest. Examples of statutory bodies include: English Heritage, Environment Agency, Health & Safety Executive and Sport England.

**Statutory Undertakers / Statutory Utilities:** Bodies carrying out functions of a public character under a statutory power. They may either be in public or private ownership such as Post Office, Civil Aviation Authority, the Environment Agency or any water undertaker, any public gas transporters, supply of electricity, etc.

**Sui Generis:** A building or land use in a class of its own unrelated to any other use class within the Town and Country Planning (Use Classes Order) 1987 [as amended].

**Supplementary Planning Document:** A Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

**Sustainability Appraisal [including Environmental Appraisal]:** An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

**Sustainable Design and Construction:** Design and construction in accordance with environmentally sound principles of building, material, energy and water use. Such a building would minimise energy use making the most of natural light, solar gain and natural ventilation; minimise pollution through the use of non-polluting materials; and make a positive contribution to the ecology of the surrounding area through the use of turf roofs, judicious planting and landscaping. Use may also be made of renewable energy technologies, such as photovoltaics and solar water heating, grey water recycling and recycled building materials.

**Sustainable Development:** A widely-used definition drawn up by the World Commission on Environment and Development in 1987: 'Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'

**Sustainable Drainage Systems:** A range of techniques that reduce flood risk and improve water quality by reducing the rate and quantity, and improving the quality of surface water run-off.

**Sustainable Travel / Sustainable Transport:** Often meaning walking, cycling and public use of transport [and in some circumstances 'car sharing'], which is considered to be less damaging to the environment and which contributes less to traffic congestion than one-person car journeys.

**Town Centre:** The commercial or geographical centre or core area of a town.

**Town Centre Management:** A forum of traders, businesses and local authorities to agree and undertake co-ordinated management and care the retail area, promote trade and funding improvements.

**Town Centre Uses:** A diverse range of town centre uses including, retail, social, leisure and cultural, housing, employment and other uses.

**Town Centres:** Includes a range of different-sized centres, including market and country towns, traditional suburban centres, and quite often, the principal centre[s] in a local authority's area.

**Traffic Calming:** A form of traffic management which involves implementing a set of measures aimed at making vehicular traffic more 'friendly' to the surrounding area and to pedestrians, cyclists, etc usually by slowing traffic down and aiming to displace through traffic to appropriate roads around the 'calmed' area, or controlling its passage through the area.

**Traffic Management:** Measures undertaken to improve the environment or road safety by controlling the roadspace. Measures range from controlling road junctions and regulating the times and places for parking to the reallocation of available roadspace to favour buses, cyclists and / or pedestrians.

**Traffic Restraint:** The implementation of comprehensive measures to dissuade drivers from using their cars for the whole or part of their journeys, and to use public transport or other means instead. There are various methods, e.g. Parking restraint [restricting the amount of total parking available all the time, or at certain times in a town centre]; road pricing [charging each vehicle for entering an area by means of various automatic charging methods]; pedestrianisation and vehicle bans.

**Travel Plan:** A travel plan aims to promote sustainable travel choices, e.g. cycling as an alternative to single occupancy car journeys that may impact negatively on the environment, congestion and road safety. Travel Plans can be required when granting planning permission for new developments.

**Tree Preservation Order:** A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a Tree Preservation Order may not normally be topped, lopped or felled without the consent of the local planning authority.

**Urban Design:** The art of making places. It involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, to create successful development.

**Urban Heat Island Effect:** Where higher ambient air temperatures are experienced after sunset in comparison with rural areas. The urban heat island is traditionally described as the volume of air within cities below roof level that possesses higher temperatures than the surrounding rural air at a similar height.

**Use Classes Order:** The Town and Country Planning (Use Classes) Order 1987 [as amended] puts uses of land and buildings into various categories.

**Viability:** In terms of retailing, a centre that is capable of commercial success.

**Vitality:** In terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.

**Waste:** Waste is any material or object that is no longer wanted and requires disposal. If a material or object is re-usable, it is still classed as waste if it has first been discarded.

**Water Conservation:** Minimising or reducing water consumption through measures such as water recycling, water efficient appliances, [e.g. Showers, low-flush toilets and spray taps] and Sustainable Drainage Systems.

**Wildlife Corridor:** Strips of land, e.g. along a hedgerow conserved and managed for wildlife, usually linking more extensive wildlife habitats.

**Windfall Site:** A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan. Most 'windfalls' are referred to in a housing context. They tend to be very small sites for one or a small number of homes.

# Town Centre Frontages **Schedule 1**

Development Management Policies FINAL MAY 2013

## Town Centre Frontages

**1.1** This schedule contains the addresses of the designated shopping frontages in Harrow as shown on the adopted policies map. It should be noted that in the event of any changes to address etc, the extent of the frontages as illustrated on the Policies Map will have primacy.

### Harrow Metropolitan Centre

Primary Frontages	Secondary Frontages
269 -339 Station Road	203-267 Station Road
314 - 326 Station Road	1-8 Central Parade
1 - 59 St Anns Road	341-385 Station Road
2 - 86 St Anns Road	140-190 Station Road
Kiosks St Anns Road	276-312 Station Road
St Anns Centre Internal Malls	328-380 Station Road
St Georges Centre Internal Malls (Ground Floor)	2-36 College Road
	17-51 College Road
	63-77 College Road

### Edgware Major Centre

Primary Frontages	Secondary Frontages
None	1-19 Whitchurch Lane
	1-11 Lanson House, Whitchurch Lane
	81-103 High Street
	1-4 Handel Parade

## District Centres

### Burnt Oak

Primary Frontages	Secondary Frontages
53 -127 Burnt Oak Broadway	129 - 195 Burnt Oak Broadway

### Kingsbury

Primary Frontages	Secondary Frontages
None	704 - 740 Kenton Road

### North Harrow (but see 'Harrow Local Development Order' below)

Primary Frontages	Secondary Frontages
None	1-9 Broadway Parade
	17-22 Broadwalk
	33-49 Station Road
	51-69 Station Road
	352-378 Pinner Road
	73-87 Station Road
	60-70 Station Road



Primary Frontages	Secondary Frontages
	34-56 Station Road
	435 Pinner Road
	340-348 Pinner Road
	13-15 Broadwalk, Pinner Road
	23-28 Broadwalk, Pinner Road
	493-539 Pinner Road

## Pinner

Primary Frontages	Secondary Frontages
2-36 High Street	6-12 Love Lane
1-27 High Street	1-2 Chapel Lane
Barbers Walk	36-60 Bridge Street
Bishops Walk	69-95 Bridge Street
2-12 Bridge Street	100-120 Marsh Road
18-34 Bridge Street	185-211 Marsh Road
9-67 Bridge Street	1-5 Station Approach
1-9 Red Lion Parade	38-52 High Street
1-19 Love Lane	29-39 High Street
2-4 Love Lane	

## Rayners Lane

Primary Frontages	Secondary Frontages
411-475 Alexandra Avenue	399-409 Alexandra Avenue
297-357 Rayners Lane	420-472 Alexandra Avenue
320-376 Rayners Lane	378-426 Rayners Lane
	377-433 Rayners Lane
	2-26 Village Way East
	1-21 Village Way East

## South Harrow

Primary Frontages	Secondary Frontages
218-330 Northolt Road (excluding 230b,c,d )	297-347 Northolt Road
223-233 Northolt Road	
235-271 Northolt Road	
273-295 Northolt Road	

## Stanmore

Primary Frontages	Secondary Frontages
14-82 The Broadway	1-12 Buckingham Parade
Sainsbury, The Broadway	1-11 Stanmore Hill
	29-55 The Broadway
	1-11 The Broadway
	2-36 Church Road
	1-33 Church Road

### Wealdstone

Primary Frontages	Secondary Frontages
19-71 High Street	1-13 Masons Avenue
The Sam Maguire P.H.	1-17B High Street
26-66 High Street	1-15B Headstone Drive
The Case is Altered P.H.	Post-Office - 32 Headstone Drive
	2-22 High Street
	73-111b High Street
	1-2 Church Parade
	86-112 High Street
	2-14 Canning Road

### Local Centres

#### Belmont

Designated Frontage
Belmont Hotel (P.H.)
15-27 Belmont Circle
404-412 Kenton Lane.
498-508 Kenton Lane
397-405 Kenton Lane
3-9 Warwick Parade
1-5 Station Parade

#### Harrow Weald

Designated Frontage
323-461 High Road
330-338 High Road
350-352 High Road
364 High Road (Homebase)
2-10 Weald Lane

#### Hatch End

Designated Frontage
246-420 Uxbridge Road
381-389 Uxbridge Road
407-521 Uxbridge Road

#### Kenton

Designated Frontage
136-204 Kenton Road

## Queensbury

Designated Frontage
246-272 Streatfield Road
179-219 Streatfield Road
3-11 Queensbury Circle Parade
381-451 Honeypot Lane

## Sudbury Hill

Designated Frontage
137-169 Greenford Road
142-172 Greenford Road

## Neighbourhood Parades

**1.2** A number of neighbourhood parades have been identified throughout the Borough, and are designated on the Policies Map and listed in Appendix D of the Harrow Core Strategy 2012.

## Town Centre Hierarchy

**1.3** Appendix D of the Harrow Core Strategy 2012 identifies the hierarchy of town centres (Metropolitan, Major, District and Local) in Harrow.

## Harrow Local Development Order

**1.4** For a period until 30th June 2015<sup>(90)</sup> the following addresses are the subject of a Local Development Order (LDO) which grants planning permission for the change of use of ground floor premises to the following classes as defined in the Town and Country Planning (Use Classes) Order 1987 (*as amended*): Class A1 (shops); Class A2 (financial and professional services); Class A3 (restaurants and cafes); Class B1 (business) limited to office use; and Class D1 (non-residential institutions) limited to a maximum of 150m<sup>2</sup> of health centre, day nursery, public hall and non-residential education and training uses. For the avoidance of doubt, the Order does not permit a change of use to Class A4 (drinking establishments) or Class A5 (hot food take-aways).

## North Harrow Local Development Order (until 30th June 2015)

Road	Number
Station Road	34-70 (evens) (ground floor only)
	51-87 (odds) (ground floor only)
Pinner Road	340-378 (evens) (ground floor only)
	435 (ground floor only)
	547-555 (evens) (ground floor only)

<sup>90</sup> However it should be noted that the Council is committed to review the operation and effectiveness of the LDO annually following its coming into effect on 1st July 2012, and that the Council may wish to amend the LDO during this period or extend it, with or without modification, after 30th June 2015.

# Method for Applying Changes of Use Shops Policy **Schedule 2**

Development Management Policies FINAL MAY 2013

## General Principles

**2.1** The Council will adopt the following procedure to calculate the percentage of change to the retail frontage and the relative proportions of frontage in retail and in non-retail use. Only premises within the parades identified in Schedule 1 and shown on the Policies Map as either Primary, Secondary (Metropolitan, Major or District Centre) or Designated (Local Centre) frontage will be included in the calculation. Premises will be categorised according to their authorised use.

**2.2** The retail frontage for each parade or centre will be made up from all those uses that fall within Class A1 of the Town and Country Planning (Use Classes) Order 1987 (UCO).

**2.3** The non-retail frontage will be made up of the following uses:

1. Premises in Use Class A2 of the UCO.
2. Premises in Use Class A3-A5 of the UCO
3. Premises in Sui Generis use which form part of the identified shopping frontage including for example launderette's, taxi offices, car showrooms, amusement centres, driving school offices and premises for the hire of cars; and
4. B1 offices that occupy premises that form a continuous part of the identified shopping frontage.

**2.4** Alleyways, gaps in the frontage and access ways to rear premises of first floors are excluded from the calculation.

**2.5** Vacant premises will be included in the calculation according to their authorised use. Premises with valid unimplemented planning permission for non-retail use will count as non-retail.

**2.6** Where planning consent is granted for a change of use of any premises for non-retail use subject to the completion of a legal agreement, the premises will be classified as non-retail for the purpose of the calculation within the period specified for completion of that agreement.

**2.7** When new frontage is created through new build or redevelopment it will be added to Schedule 1 and incorporated into the calculation of the retail/non-retail frontage.

## Methodology for measuring

**2.8** The measurement for each shopfront is that distance across the front of the premises facing onto an identified street frontage. If the frontage is irregular in shape then it is broken down into measurable sections.

**2.9** Pilasters between shops in parades are divided equally between the adjoining premises.

**2.10** Return frontages will only be included where:-

1. The return is onto a street frontage included in the identified shopping frontage (see Schedule 1); or
2. The return includes a display window, shop doorway or service till and clearly forms a part of the shopping area.

## Formula for calculation

**2.11** The percentage for non retail frontage of a centre can be calculated as follows:-  $100 / \text{Total Frontage} \times \text{Total Non Retail Frontages}$

**2.12** Each shopfront has been measured by officers of the Council. The classification of premises, details of individual frontage lengths and the current percentage of non-retail frontage in the Metropolitan, Major, District and Local Centres is available from the Council upon request.

# Harrow Protected Views **Schedule 3**

Development Management Policies FINAL MAY 2013

### Harrow's Protected Views

**3.1** The methodology for assessing the impact of proposals upon a landmark viewing corridor and wider setting consultation area is set out in the Mayor of London's *London View Management Framework: Supplementary Planning Guidance* (2012). Paragraph 18 of the SPG requires a planning application for a proposal affecting a view to be accompanied by an analysis that explains, evaluates and justifies any visual impact on the view. For the avoidance of doubt, this SPG will apply to Harrow's Protected Views as it does to a Designated View in the London Plan. For each relevant assessment point the analysis must include an accurate topographical survey and specify the height of the camera relative to the ground.

#### Protected views within an urban setting

1. Harrow View
2. Roxborough Road Bridge
3. St. Ann's Road
4. Gayton Road

#### Protected medium-range views from open space

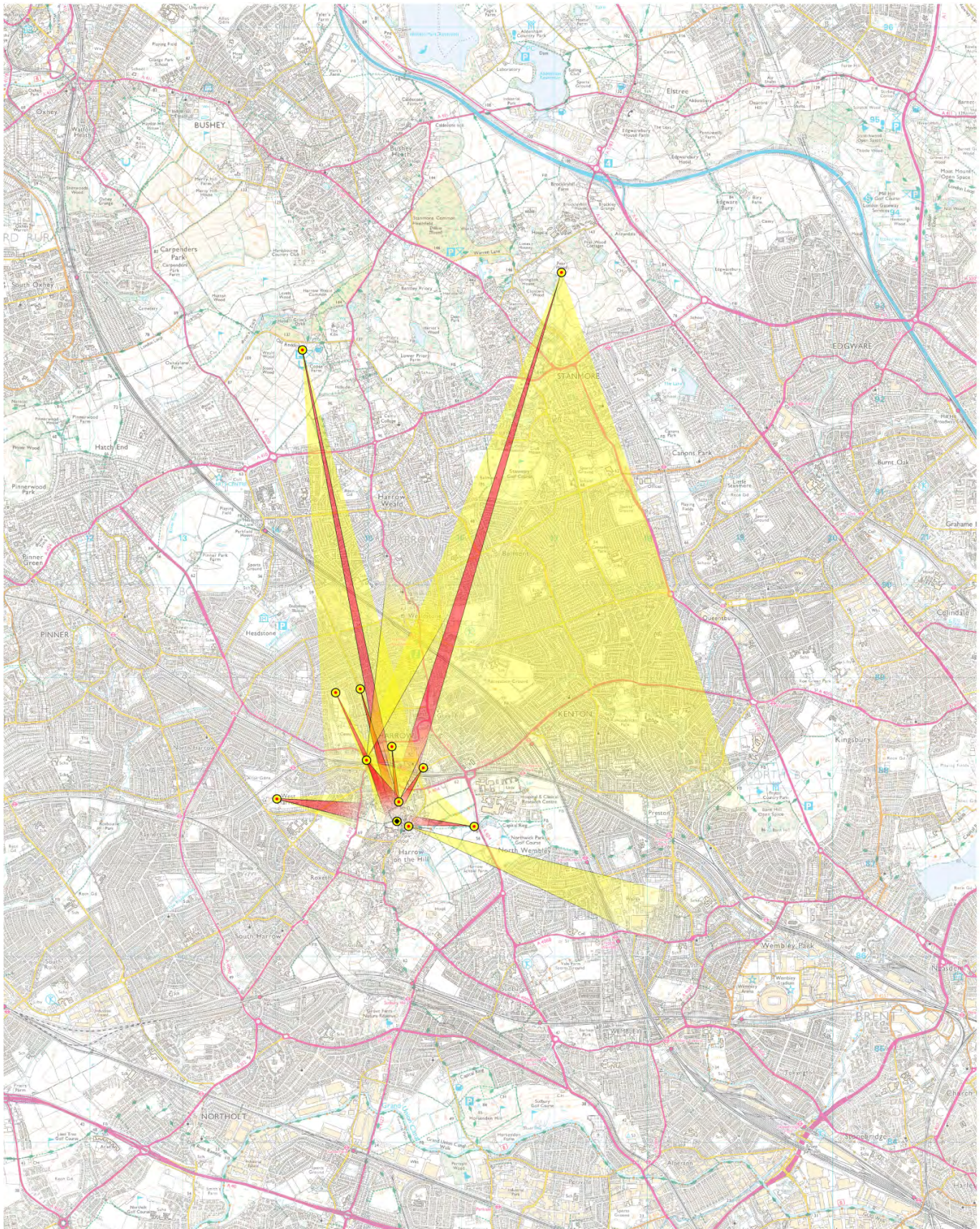
5. Capital Ring, Harrow School Playing Fields
6. Harrow Recreation Ground
7. West Harrow Recreation Ground

#### Protected long-range views from open space

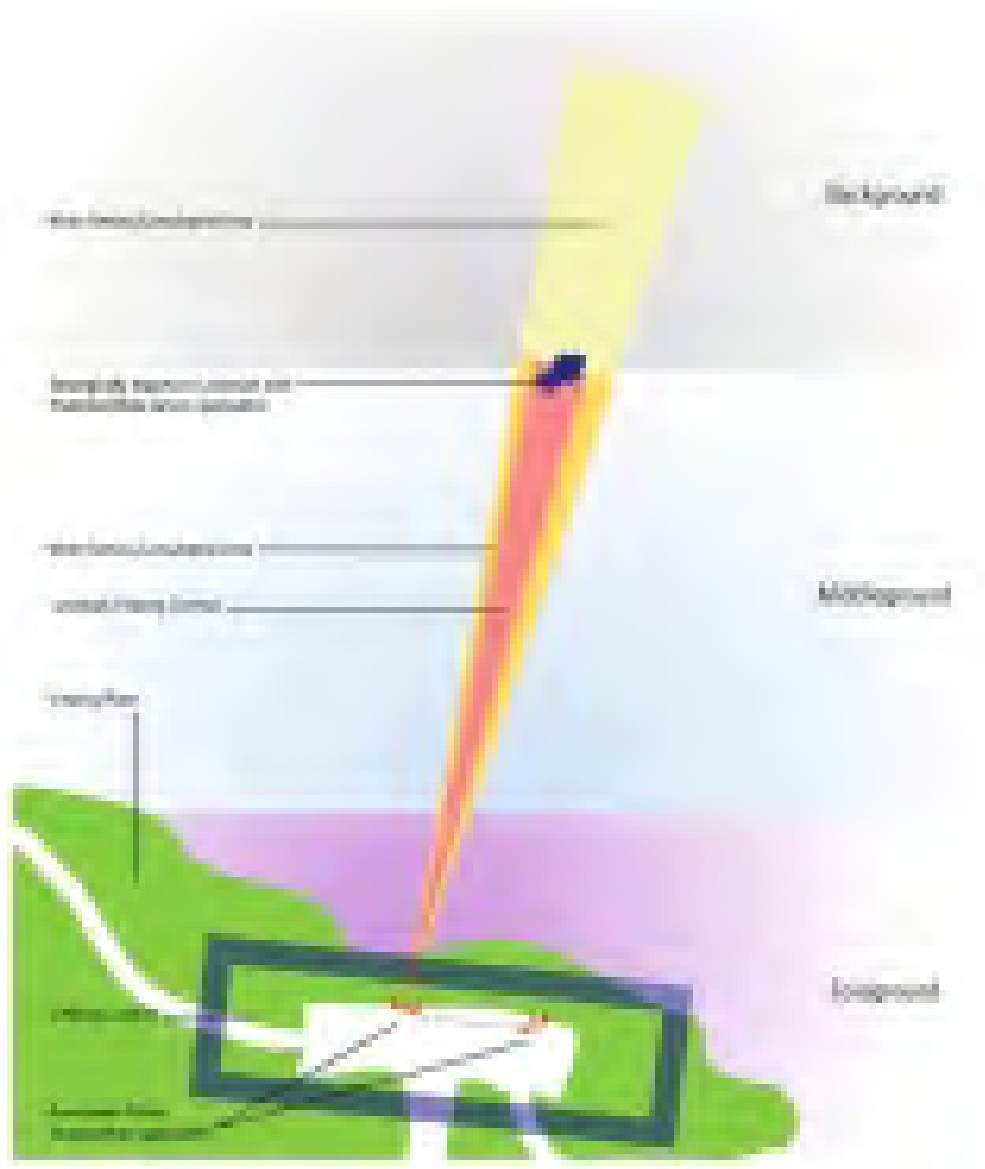
8. The Grove
9. Capital Ring, Football Lane
10. Old Redding
11. Stanmore Country Park Extension, Wood Farm



### Harrow's Protected Views: Combined Map



### London View Management Framework: Components of a Protected View

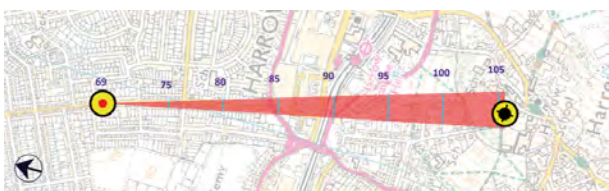


**3.2** On all the diagrams below the threshold height for each view cone is shown in metres above ordnance datum (AOD).

## Protected Views within an urban setting

### 1. Harrow View

**3.3** The Harrow View viewing location extends southwards from the junction of Harrow View with Radnor Road and Buckingham Road to the the point contiguous with the north boundary of St. Saviour's Court and No. 48 Harrow View, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow on the Hill is prominent on the skyline with St. Mary's Church a clearly visible feature atop the wooded hill. The Council will control development in the foreground and middle ground to conserve the clear views and prominence of Harrow on the Hill, and buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### Description of the View

**Viewing Location:** Harrow View is a busy road, set within a residential area, which provides access towards Harrow Town Centre. It is flanked on both sides by broad pavements, which are frequently used by pedestrians, as well as by cycle lanes. The viewing location feels secure partly because of the width of the pavements and partly due to the two storey residential properties which face on to the road on both sides. Views towards Harrow on the Hill and St Mary's can be obtained from several points on this road, particularly from the eastern pavement. Grid Ref of assessment point: E514913, N188880

**The View:** Harrow on the Hill is prominent on the skyline and in the background from this perspective and the steeple of St Mary's is clearly visible at the top of this wooded hill. Harrow Town centre is a recessive element in the middle ground of the view, largely screened by the residential buildings

and garden vegetation in the foreground. The foreground comprises the frontages and front elevations of residential properties and the road itself. The view is valuable because St Mary's and Harrow on the Hill are impressively prominent, but also because the visual context of the residential townscape in the foreground provides a strong visual link between Harrow and Harrow on the Hill.

### **Visual Management Guidance**

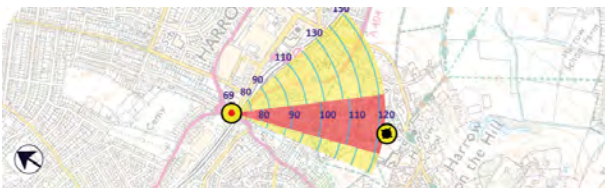
**Foreground and Middle Ground:** Residential structures in the fore and middle ground should remain low level to conserve clear views and retain the visual prominence of Harrow on the Hill within the view. Town centre buildings should not exceed the maximum heights indicated within the photograph.

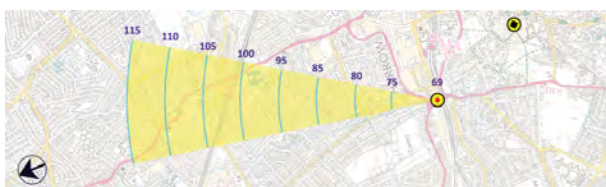
**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that improvements to the public realm are made in this location to encourage more pedestrian and cycle use of this road. Improvements could include surfacing treatments to pavements and/or road and relocation of some lighting columns to minimise obstruction to views.

**2. Roxborough Road Bridge**

**3.4** To the west of the main road bridge over the Metropolitan and Chiltern railway lines is a separate bridge for cyclists and pedestrians. On the north side of this bridge, as defined in the Harrow Views Assessment (2012), is a location that provides both a long range view towards Harrow Weald Ridge and a short range view towards Harrow on the Hill and St. Mary's Church. The location demonstrates the prominence of Harrow on the Hill in the context of existing mid-rise buildings in the centre whilst simultaneously being one of the few points close to the town centre that also achieves views Harrow Weald Ridge, providing the viewer with a strong sense of place. The Council will control development in the foreground and middle ground to maintain or enhance the prominence of Harrow on the Hill and to conserve the continuity of the Harrow Weald Ridge line. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.





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### Description of the View

**Viewing Location:** A footpath and cycleway on a separate bridge running parallel with Junction Road, allowing pedestrians and cyclists to bypass two roundabouts and cross the Metropolitan Line. **Grid Ref of assessment point: E514982, N188091**

**The View:** This viewpoint provides a rare opportunity to view St Mary's and Harrow on the Hill in the context of Harrow Town Centre; in particular it demonstrates clearly how prominent the Hill is even when compared with the mid-rise buildings within the centre. This is also one of the very few points close to the Town Centre which also allows views towards the Harrow Weald Ridge. There is therefore visual connectivity with the two key landmarks within Harrow, which thus provides the viewer with a strong sense of place. However, the foreground of the view is occupied by a number of distracting urban elements including traffic on the Junction Road.

### Visual Management Guidance

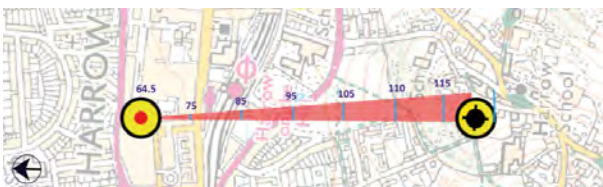
**Foreground and Middle Ground:** There is potential to improve this view by removing or at least simplifying some of the existing urban elements in the foreground, particularly those which cross the skyline (such as the lighting column seen to the right of St Mary's). Any development or redevelopment in the fore and mid ground should seek to maintain or enhance the prominence of Harrow on the Hill by not exceeding the levels shown.

**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view and the history of Harrow on the Hill and St Mary's.

### 3. St. Ann's Road

**3.5** The St. Ann's Road viewing location occupies the pedestrianised, civic space in front of St. George's Shopping Centre and the Royal Oak Public House in the heart of Harrow town centre, as defined in the Harrow Views Assessment (2012). The location provides a close range 'canyon' view towards Harrow on the Hill and St. Mary's Church framed in this town centre setting between buildings located either side of Clarendon Road. The Council will control development in the foreground and middle ground to de-clutter the view and where possible enhance the setting of St. Mary's Church in the view. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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## Description of the View

**Viewing Location:** An area of public realm adjacent to St Ann's Shopping Centre and also adjacent to other shops and cafes. The main axis of this pedestrianised area is orientated west-east, and this view follows a branch from the main axis which links with the bus station and Harrow on the Hill railway station. These links with the transport interchange mean that this route is commonly used. **Grid Ref of assessment point: E515254, N188259**

**The View:** St Mary's appears on the skyline in the background of the view and provides a strong visual link between the Town Centre and Harrow on the Hill. The view is linear and through a canyon of existing office buildings, one of which (to the west) impinges on the Hill and towers over St Mary's. The middle ground of the view contains the bus station and also some medium rise buildings which again impinge on views towards Harrow on the Hill. In the foreground are a number of streetscape elements which interfere with the vista.

## Visual Management Guidance

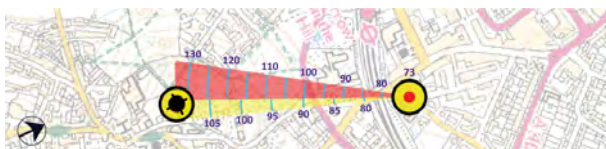
**Foreground and Middle Ground:** There is significant potential to improve this view by removing some of the streetscape furniture (e.g. signage, gates). As a strategic aim it would be beneficial to remove some of the medium rise office buildings to the south of the bus station and to re-model the buildings in the foreground so that they show more respect for the setting of St Mary's.

**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view and the history of Harrow on the Hill and St Mary's. In the long term there may be potential to enhance the public realm here so that people are able to enjoy this location as a place in its own right.

### 4. Gayton Road

**3.6** The Gayton Road viewing location occupies a small area of public realm to the west of the junction of Gayton Road with Lyon Road, as defined in the Harrow Views Assessment (2012). The location provides a close range view of Harrow on the Hill as an elevated, wooded feature in the skyline which contrasts starkly with the foreground buildings. The Council will control development in the foreground and middle ground to maintain or enhance the visibility of Harrow on the Hill. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### **Description of the View**

**Viewing Location:** An area of public realm and seating to the north of a pavement on Gayton Road and at the junction with Lyon Road. The space is at the rear of properties on Station Road and opposite to Gayton Library. The raised beds, and seating are in a poor condition and the adjacent road is busy. The rear of properties on Station Road present an untidy appearance and a largely inactive edge which provides little informal surveillance. **Grid Ref of assessment point: E515591, N188030**

**The View:** Most locations along Station Road and Gayton Road present no opportunities to obtain views towards Harrow on the Hill and St Mary's, so the views from this section of Gayton Road are surprising and impressive, not least because the spire and Hill are surprisingly elevated within the view and the wooded hill contrasts starkly with the townscape in the fore and middle ground. The skyline position of the Hill further emphasises this impact. The foreground to the view comprises car parking, retail units and mid-rise buildings along Gayton Road and Station Road. Air conditioning units and street furniture also break the skyline.

## Visual Management Guidance

**Foreground and Middle Ground:** There is potential to improve this view by removing some of the existing elements which interrupt the skyline, such as street lighting and air conditioning units. Any development or redevelopment in the fore and mid ground should seek to maintain or enhance the visibility of Harrow on the Hill.

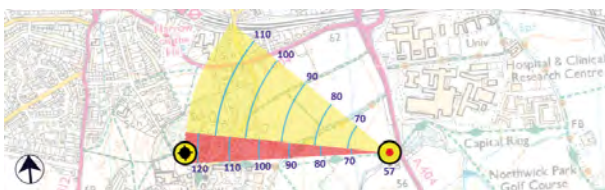
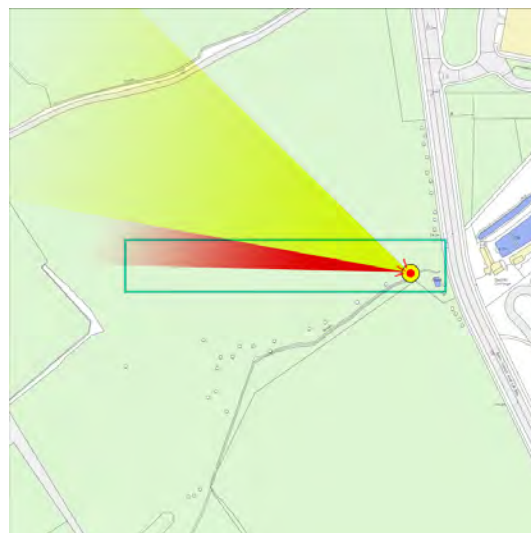
**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view and the history of Harrow on the Hill and St Mary's. The hard and soft landscape of the viewing place should be improved to make this more attractive to users. In the long term there may be potential to increase the active edge on both sides of Gayton Road so that there is more informal surveillance in this location.

## Protected medium-range views from open space

### 5. Capital Ring, Harrow School Playing Fields

**3.7** The Capital Ring forms a continuous inner<sup>(91)</sup> orbital walking route that passes through green areas including the Metropolitan Open Land around Harrow on the Hill. The viewing location relates to a section of the Capital Ring to the west of Watford Road, as defined in the Harrow Views Assessment (2012). The open foreground accentuates the prominence of Harrow on the Hill whilst the absence of background development in the view mean that the Hill and St. Mary's Church remain the focal point. The Council will control development in the foreground and middle ground to conserve the existing uninterrupted views of Harrow on the Hill and St. Mary's Church. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### Description of the View

**Viewing Location:** The Capital Ring is a strategic walking route which passes through green areas of both urban and suburban London. At this point the path crosses the Harrow Playing Fields, and there is a kinetic sequence of views towards Harrow School, Harrow on the Hill and St Mary's which is impressive and remarkable given the proximity of Harrow Town Centre. **Grid Ref of assessment point: E516140, N187399**

91 As distinct from the 'outer' orbital route formed by the London Loop.

**The View:** The open foreground accentuates the prominence of Harrow on the Hill and also provides an apt context for the school. Importantly buildings within the Town Centre are not particularly visible and consequently the relative elevation of Harrow on the Hill is emphasised, and the buildings on the Hill, including St Mary's, remain the focal point.

### **Visual Management Guidance**

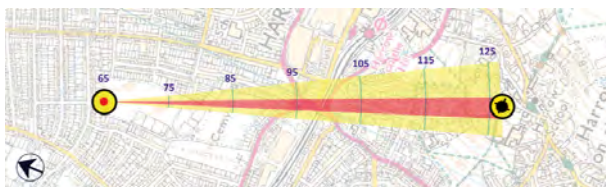
**Foreground and Middle Ground:** It is important that the foreground is kept open and free from structural vegetation to allow the continued enjoyment of the linear views towards Harrow on the Hill and St Mary's. No buildings of significant mass within Harrow Town Centre should exceed the levels indicated on the photograph to ensure both that the Hill remains a prominent feature in relation to its setting and that St Mary's remains the focal point of the view.

**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view and the history of Harrow on the Hill and St Mary's. The existing management regime for the playing fields should be maintained to ensure that open views towards Harrow on the Hill are conserved.

### 6. Harrow Recreation Ground

**3.8** The Harrow Recreation Ground viewing location occupies the area to the north of the open space at its entrance/exit point with Cunningham Park, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow on the Hill is prominent on the skyline with St. Mary's Church a clearly visible feature atop the wooded hill. The Council will control development in the foreground and middle ground to conserve the clear views and prominence of Harrow on the Hill, and buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### **Description of the View**

**Viewing Location:** Harrow Recreation ground is a well-used park set within a residential area of Harrow. Views towards Harrow on the Hill are particularly clear from the northern end of the park, which includes surfaced paths, grassed areas suitable for picnics and informal play and benches.

**Grid Ref of assessment point: E514647, N188842**

**The View:** Harrow on the Hill is prominent on the skyline and in the background from this perspective and the steeple of St Mary's is clearly visible at the top of this wooded hill. Harrow Town centre is a recessive element in the middle ground of the view, largely screened by parkland trees in the foreground. Much of the fore and middle ground is therefore occupied by the parkland itself, which provides an attractive setting for the linear views towards Harrow on the Hill.

## Visual Management Guidance

**Foreground and Middle Ground:** It is important that the parkland foreground is kept open and free from structural vegetation to allow the continued enjoyment of the linear views towards Harrow on the Hill and St Mary's. The level of development within Harrow Town Centre should not exceed the levels indicated on the photograph to ensure that the Hill remains a prominent feature in relation to its setting.

**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view and the history of Harrow on the Hill and St Mary's. The existing management regime for the park should be maintained to ensure that open views towards Harrow on the Hill are conserved.

## 7. West Harrow Recreation Ground

**3.9** The West Harrow Recreation Ground viewing location occupies an area alongside the main footpath which traverses the open space between Wilson Gardens and The Ridgeway, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow on the Hill is prominent on the skyline with St. Mary's Church a clearly visible feature atop the wooded hill rising above a long terrace of two storey dwellings in the middle ground. The Council will control development in the foreground and middle ground to conserve the clear views and prominence of Harrow on the Hill, and buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### Description of the View

**Viewing Location:** West Harrow Recreation Ground is a well-used park set within a residential area of Harrow. Views towards Harrow on the Hill are clear from both the grassed areas and also the main path which passes through the middle of the park, linking Wilson Gardens and Butler Road with Ridgeway and Shaftesbury Avenue. **Grid Ref of assessment point: E514014, N187696**

**The View:** Harrow on the Hill is prominent on the skyline and in the background from this perspective and the steeple of St Mary's is clearly visible at the top of this wooded hill. The middle ground is formed by the residential townscape of West Harrow and the foreground comprises the green space within the park itself. Harrow town centre is not visible within the view.



## Visual Management Guidance

**Foreground and Middle Ground:** It is important that the parkland foreground is kept open and free from structural vegetation to allow the continued enjoyment of the linear views towards Harrow on the Hill and St Mary's. The level of development within the residential areas of West Harrow should not exceed the levels indicated on the photograph to ensure that the Hill remains a prominent feature in relation to its setting.

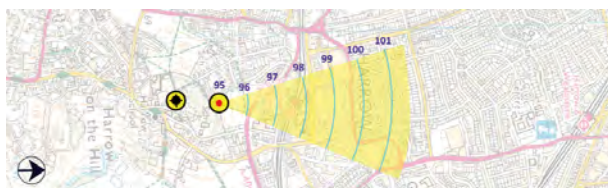
**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view and the history of Harrow on the Hill and St Mary's. The existing management regime for the park should be maintained to ensure that open views towards Harrow on the Hill are conserved.

## Protected long-range views from open space

### 8. The Grove

**3.10** The Grove viewing location is situated on the upper reaches of this north facing hillside open space, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow Weald Ridge forms a panorama that can be appreciated in the context of the foreground open space and the mid-rise buildings of Harrow town centre in the middle ground. The Council will control development in the foreground and middle ground to maintain the panoramic views and to ensure that the general level of development within Harrow town centre does not exceed the maximum height indicated in the Assessment. Any significant built mass should ensure that Harrow Weald Ridge remains the prominent feature from this viewing location.



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### Description of the View

**Viewing Location:** A well-used public open space crossed by public rights of way, used for picnics in warm weather and also with benches orientated in the direction of the view. Set within a conservation area on the slopes below St Mary's and adjacent to residential areas. Views over Harrow Town centre towards harrow Weald Ridge are clearest from the southern end of the open space. **Grid Ref of assessment point: E515328, N187664**

**The View:** The key characteristic of this view is that it provides a strong visual link between Harrow on the Hill, Harrow Town centre, Wealdstone, and the Harrow Weald Ridge. As such the view is distinctive and unique to Harrow. The parkland foreground provides an attractive setting for the panorama and allows viewers to enjoy different viewing positions. Harrow Town centre, in the middle ground of the view, is mid rise but, importantly, buildings do not breach the Harrow Weald Ridge from this perspective.

## Visual Management Guidance

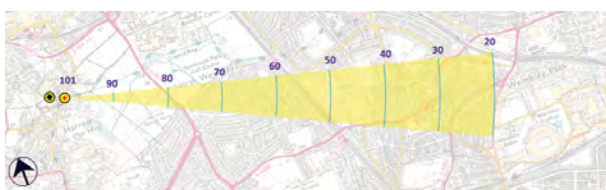
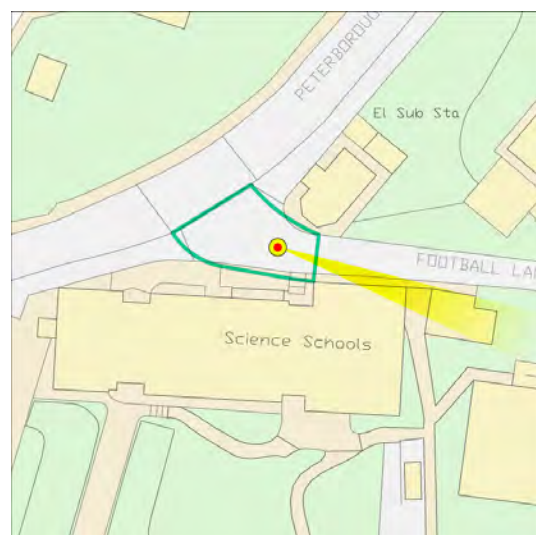
**Foreground and Middle Ground:** It is important that the parkland foreground is kept open and free from structural vegetation to allow the continued enjoyment of the panoramic views. The level of development within Harrow Town Centre should not exceed the levels indicated on the photograph with any significant built mass, to ensure that the Weald Ridge remains a prominent feature within this view.

**Background:** Harrow Weald Ridge should remain open and green to retain its rural character.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view. The existing management regime for the park should be maintained to ensure that open views towards the Weald Ridge are conserved.

### 9. Capital Ring, Football Lane

**3.11** Although not strictly open space, the viewing location at the top of Football Lane, Harrow on the Hill, forms a part of the Harrow section of the Capital Ring orbital walking route (see view 5) and is defined in the Harrow Views Assessment (2012). The location provides an impressive long range view over foreground buildings towards central London; Wembley Stadium and several of London's iconic tall buildings are clearly visible. The Council will control development in the foreground to ensure that this panoramic view remains open. Development in the middle ground is not within the Harrow's control but the Council will nevertheless object to proposals in neighbouring boroughs that may impede views towards important central London buildings in this panorama view. Changes to the background of this view are likely but would not change the character or value of this view.



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### **Description of the View**

**Viewing Location:** The Capital Ring is a strategic walking route which passes through green areas of both urban and suburban London. This section of the path rises up Football Lane and meets with Peterborough Road, passing through the centre of Harrow School and past St Mary's church. The viewing location is at the top of Football Lane and at the junction with Peterborough Road. **Grid Ref of assessment point: E515468, N187397**

**The View:** Viewers walking up the hill have their views initially foreshortened by the school buildings adjacent to the lane. However, at the top of the lane it is possible to gain impressive panoramic views over the ridgelines of the school buildings towards central London and also including Wembley Stadium. This sequential experience, with the gradual revelation of surprising and impressive long distance views, is very much part of the viewing experience at this location. Key landmarks in the background to the view include Wembley, the Shard, Post Office Tower, and Canary Wharf.

### Visual Management Guidance

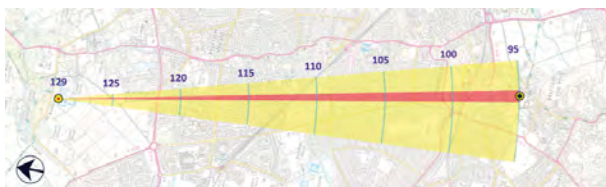
**Foreground and Middle Ground:** New buildings or amendments to existing buildings should not exceed the maximum levels indicated on the photograph, to ensure that these panoramic views remain open. Buildings within the middle ground of the view should, where possible, not screen existing views towards important buildings in the background so that long distance views towards central London remain possible.

**Background:** Changes to the background of this view are likely and would not change the character or value of this view.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view. Trees should be cut back to ensure that long distance views are maintained.

### **10. Old Redding**

**3.12** The Old Redding viewing location occupies a public car park and associated picnic area on high ground at Harrow Weald Ridge, as defined in the Harrow Views Assessment (2012). The location provides a long distance panorama across central London and Surrey, with Harrow on the Hill and St. Mary's Church clearly visible features on the middle ground. The Council will control development in the foreground and middle ground to conserve the existing uninterrupted panorama. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### **Description of the View**

**Viewing Location:** Old Redding is a public car park with adjacent picnic areas which offers panoramic views across Harrow and other Boroughs of London. The site is accessible by road and via the London Loop long distance trail. Trucks and lorries are specifically excluded from the site by barriers at the two site entrances, and consequently the Viewing Location is almost entirely used by families, couples and individuals who specifically visit the site to enjoy the views. **Grid Ref of assessment point: E514291, N192527**

**The View:** Harrow on the Hill and St Mary's are clearly visible on the skyline and in the middle ground, and there are also long views towards Central London and even Leith Hill in Surrey in clear conditions. Harrow Town centre can be clearly seen in the middle ground, with the building and stack of the Kodak works being particularly noticeable. The foreground comprises open grassland and fields on the lower slopes of the Harrow Weald Ridge, which provides an attractive setting to the panorama and allows clear long distance views.

### Visual Management Guidance

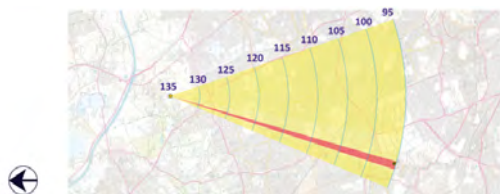
**Foreground and Middle Ground:** The foreground should be maintained as grassland to maintain the attractive setting for the view and conserve the openness of the views. Buildings in Harrow Town centre should not exceed the height indicated in the photograph to ensure that Harrow in the Hill remains a prominent feature in the view.

**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view. If possible it would be helpful to surface the car park to improve access to the viewing location.

## 11 Stanmore Country Park Extension, Wood Farm

**3.13** Planning permission has been granted for an extension to Stanmore Country Park on land at Wood Farm which includes high ground at Harrow Weald Ridge. The proposed viewing location, as defined in the Harrow Views Assessment (2012), would provide publicly accessible long range views towards central London, Wembley Stadium and Harrow on the Hill and St. Mary's Church. Protection will be afforded to this view upon implementation of the approved (or any alternative) Country Park Extension securing future public access to the identified viewing location. The Council will control development in the foreground and middle ground to conserve the existing uninterrupted panorama. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.



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### Description of the View

**Viewing Location:** This area is previously tipped ground which has planning permission to be restored into a country park adjacent to a small new housing site. The park will incorporate surfaced paths and a vantage point, as well as a small car park accessible from Wood Lane. **Grid Ref of assessment point: E517080, N193362**

**The View:** Harrow on the Hill and St Mary's are clearly visible on the skyline to the right of the view, Wembley Stadium at the centre and landmarks within central London to the left. This view therefore offers an excellent opportunity to view Harrow and Harrow on the Hill within the context of London as a whole.



### Visual Management Guidance

**Foreground and Middle Ground:** The foreground should be re-graded and maintained as open ground to optimise the visibility of the panorama. Buildings in Harrow Town centre should not exceed the height indicated in the photograph to ensure that Harrow in the Hill remains a prominent feature in the view.

**Background:** No new structures should be permitted which would breach the current skyline formed by St Mary's and Harrow on the Hill.

**Management of the Viewing Location:** It is recommended that interpretation is included at the Viewing Location to highlight the elements of the view.

# Harrow Unitary Development Plan (2004): Deleted Policies and Schedules **Appendix A**

Development Management Policies FINAL MAY 2013

**A.1** The tables below list the policies and schedules of the Harrow Unitary Development Plan (2004) that were deleted by the Secretary of State on 28<sup>th</sup> September 2007 and those deleted upon the adoption of the Harrow Core Strategy on 16<sup>th</sup> February 2012. The remaining Unitary Development Plan policies and schedules will be deleted upon the adoption of the Harrow Development Management Policies DPD.

### HARROW UNITARY DEVELOPMENT PLAN PART 1 POLICIES

Policy	Title	Date of deletion
S1	Form of Development and Pattern of Land Use	16 <sup>th</sup> February 2012
SEP1	Energy Use and Conservation	28 <sup>th</sup> September 2007
SEP2	Water	28 <sup>th</sup> September 2007
SEP3	Waste General Principles	28 <sup>th</sup> September 2007
SEP4	Biodiversity and Natural Heritage	28 <sup>th</sup> September 2007
SEP5	Structural Features	16 <sup>th</sup> February 2012
SEP6	Areas of Special Character, Green Belt and Metropolitan Open Land	28 <sup>th</sup> September 2007
SD1	Quality of Design	28 <sup>th</sup> September 2007
SD2	Conservation Areas, Listed Buildings, Sites of Archaeological Importance and Historic Parks & Gardens	28 <sup>th</sup> September 2007
SD3	Mixed Use Development	28 <sup>th</sup> September 2007
ST1	Land Uses and the Transport Network	28 <sup>th</sup> September 2007
ST2	Traffic Management	28 <sup>th</sup> September 2007
ST3	London-wide Highway Network	Upon Adoption of the Development Management Policies DPD
ST4	London-wide Transport Investment	16 <sup>th</sup> February 2012
ST5	London-wide Traffic Restraint Proposals	16 <sup>th</sup> February 2012
SH1	Housing Provision and Housing Need	28 <sup>th</sup> September 2007
SH2	Housing Types and Mix	28 <sup>th</sup> September 2007
SEM1	Development and the Borough's Regeneration Strategy	16 <sup>th</sup> February 2012
SEM2	Hierarchy of Town Centres	Upon Adoption of the Development Management Policies DPD
SEM3	Proposals for New Employment Generating Development	28 <sup>th</sup> September 2007
SR1	Open Air Leisure and Sporting Activities	28 <sup>th</sup> September 2007
SR2	Arts, Cultural, Entertainment, Tourist and Recreational Activities	Upon Adoption of the Development Management Policies DPD
SC1	Provision of Community Services	28 <sup>th</sup> September 2007
SI1	Implementation and Resources	16 <sup>th</sup> February 2012
SI2	Monitoring and Review	28 <sup>th</sup> September 2007

### HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: ENVIRONMENTAL PROTECTION AND OPEN SPACE

Policy	Title	Date of deletion
EP7	Renewable Energy	28 <sup>th</sup> September 2007
EP8	Energy, Conservation and Efficiency	28 <sup>th</sup> September 2007
EP9	Water Quality, Supply and Disposal	28 <sup>th</sup> September 2007
EP10	Sustainable Urban Drainage	28 <sup>th</sup> September 2007
EP11	Development within Floodplains	16 <sup>th</sup> February 2012
EP12	Control of Surface Water Run-Off	Upon Adoption of the Development Management Policies DPD
EP13	Culverting and Deculverting	16 <sup>th</sup> February 2012
EP14	Development Within Areas at Risk from Sewerage Flooding	Upon Adoption of the Development Management Policies DPD
EP15	Water Conservation	Upon Adoption of the Development Management Policies DPD
EP16	Waste Management, Disposal and Recycling Facilities	Upon Adoption of the Development Management Policies DPD
EP17	Waste Generating Activities	28 <sup>th</sup> September 2007

<b>Policy</b>	<b>Title</b>	<b>Date of deletion</b>
EP18	Landfilling	28 <sup>th</sup> September 2007
EP19	Aggregates	28 <sup>th</sup> September 2007
EP20	Use of Previously-Developed Land	16 <sup>th</sup> February 2012
EP21	Vacant and Disused Land and Buildings	16 <sup>th</sup> February 2012
EP22	Contaminated Land	Upon Adoption of the Development Management Policies DPD
EP23	Dangerous Substance Establishments and Major Accident Hazard Pipelines	Upon Adoption of the Development Management Policies DPD
EP24	Air Quality	28 <sup>th</sup> September 2007
EP25	Noise	Upon Adoption of the Development Management Policies DPD
EP26	Habitat Creation and Enhancement	Upon Adoption of the Development Management Policies DPD
EP27	Species Protection	Upon Adoption of the Development Management Policies DPD
EP28	Conserving and Enhancing Biodiversity	16 <sup>th</sup> February 2012
EP29	Tree Masses and Spines	Upon Adoption of the Development Management Policies DPD
EP30	Tree Preservation Orders and New Planting	Upon Adoption of the Development Management Policies DPD
EP31	Areas of Special Character	Upon Adoption of the Development Management Policies DPD
EP32	Green Belt-Acceptable Land	16 <sup>th</sup> February 2012
EP33	Development in the Green Belt	28 <sup>th</sup> September 2007
EP34	Extension to Buildings in the Green Belt Uses	Upon Adoption of the Development Management Policies DPD
EP35	Major Developed Sites in the Green Belt	Upon Adoption of the Development Management Policies DPD
EP36	Agriculture	Upon Adoption of the Development Management Policies DPD
EP37	Re-Use of Existing Buildings in the Green Belt	Upon Adoption of the Development Management Policies DPD
EP38	Recreational Uses in the Green Belt	Upon Adoption of the Development Management Policies DPD
EP39	Land for Recreation in the Green Belt	Upon Adoption of the Development Management Policies DPD
EP40	Buildings for Indoor Recreation Use in the Green Belt	Upon Adoption of the Development Management Policies DPD
EP41	Green Belt Management Strategy	Upon Adoption of the Development Management Policies DPD
EP42	Watling Chase Community Forest	Upon Adoption of the Development Management Policies DPD
EP43	Green Belt and Metropolitan Open Land Fringes	Upon Adoption of the Development Management Policies DPD
EP44	Metropolitan Open Land	Upon Adoption of the Development Management Policies DPD
EP45	Additional Building on Metropolitan Open Land	Upon Adoption of the Development Management Policies DPD
EP46	Green Chains	Upon Adoption of the Development Management Policies DPD
EP47	Open Space	Upon Adoption of the Development Management Policies DPD
EP48	Public Open Space	16 <sup>th</sup> February 2012
EP49	Allotments	Upon Adoption of the Development Management Policies DPD
EP50	Informal Areas of Open Space	Upon Adoption of the Development Management Policies DPD

## HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: DESIGN AND THE BUILT ENVIRONMENT

Policy	Title	Date of deletion
D4	Design and The Built Environment	Upon Adoption of the Development Management Policies DPD
D5	New Residential Development – Amenity Space and Privacy	Upon Adoption of the Development Management Policies DPD
D6	Design in Employment Areas	28 <sup>th</sup> September 2007
D7	Design in Retail Areas and Town Centres	Upon Adoption of the Development Management Policies DPD
D8	Storage of Waste, Recyclable and Reusable Materials in New Development	28 <sup>th</sup> September 2007
D9	Streetside Greenness and Forecourt Greenery	Upon Adoption of the Development Management Policies DPD
D10	Trees and New Development	Upon Adoption of the Development Management Policies DPD
D11	Statutorily Listed Buildings	Upon Adoption of the Development Management Policies DPD
D12	Locally Listed Buildings	Upon Adoption of the Development Management Policies DPD
D13	The Use of Statutorily Listed Buildings	28 <sup>th</sup> September 2007
D14	Conservation Areas	Upon Adoption of the Development Management Policies DPD
D15	Extensions and Alterations in Conservation Areas	Upon Adoption of the Development Management Policies DPD
D16	Conservation Area Priority	16 <sup>th</sup> February 2012
D17	Article 4 Directions	28 <sup>th</sup> September 2007
D18	Historic Parks and Gardens	Upon Adoption of the Development Management Policies DPD
D19	Ancient Monuments	Upon Adoption of the Development Management Policies DPD
D20	Sites of Archaeological Importance – Priority Areas	Upon Adoption of the Development Management Policies DPD
D21	Sites of Archaeological Importance – Design & Siting	Upon Adoption of the Development Management Policies DPD
D22	Sites of Archaeological Importance – Qualified Professional	Upon Adoption of the Development Management Policies DPD
D23	Lighting, Including Floodlighting	Upon Adoption of the Development Management Policies DPD
D24	Telecommunications Development	Upon Adoption of the Development Management Policies DPD
D25	Shopfronts and Advertisements	Upon Adoption of the Development Management Policies DPD
D26	Advertisements and Signs on Buildings	28 <sup>th</sup> September 2007
D27	Free Standing Advertisements	28 <sup>th</sup> September 2007
D28	Advertisement Hoardings	28 <sup>th</sup> September 2007
D29	Street Furniture	Upon Adoption of the Development Management Policies DPD
D30	Public Art and Design	Upon Adoption of the Development Management Policies DPD
D31	Views and Landmarks	Upon Adoption of the Development Management Policies DPD

## HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: TRANSPORT

Policy	Title	Date of deletion
T6	The Transport Impact of Development Proposals	Upon Adoption of the Development Management Policies DPD
T7	Improving Public Transport Facilities	16 <sup>th</sup> February 2012
T8	Rail Freight Transport	28 <sup>th</sup> September 2007
T9	Walking	16 <sup>th</sup> February 2012
T10	Cycling	16 <sup>th</sup> February 2012
T11	Cycle and Motor Cycle Parking in Public Places	16 <sup>th</sup> February 2012
T12	Reallocating Available Roadspace and Managing Traffic	Upon Adoption of the Development Management Policies DPD
T13	Parking Standards	Upon Adoption of the Development Management Policies DPD
T14	Public Car Parking	Upon Adoption of the Development Management Policies DPD
T15	Servicing of New Developments – off-highway service areas and access roads	Upon Adoption of the Development Management Policies DPD
T16	Servicing of New Developments – new service road proposals	Upon Adoption of the Development Management Policies DPD
T18	New Link Road from Brember Road to Northolt Road	Upon Adoption of the Development Management Policies DPD
T19	Heavy Goods Vehicles	Upon Adoption of the Development Management Policies DPD

Policy	Title	Date of deletion
T20	Heavy Goods Vehicles-Operating Centres	Upon Adoption of the Development Management Policies DPD

### HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: HOUSING

Policy	Title	Date of deletion
H3	New Housing Provision - Land Identified for Housing and Vacant Sites	Upon Adoption of the Development Management Policies DPD
H4	Residential Density	28 <sup>th</sup> September 2007
H5	Affordable Housing	28 <sup>th</sup> September 2007
H6	Affordable Housing Target	28 <sup>th</sup> September 2007
H7	Dwelling Mix	Upon Adoption of the Development Management Policies DPD
H8	Empty Homes and Property in the Borough	Upon Adoption of the Development Management Policies DPD
H9	Conversions of Houses and Other Buildings to Flats	28 <sup>th</sup> September 2007
H10	Maintenance and Improvement to Existing Housing Stock	Upon Adoption of the Development Management Policies DPD
H11	Presumption Against the Loss of Residential Land and Buildings	Upon Adoption of the Development Management Policies DPD
H12	Houses in Multiple Occupation	28 <sup>th</sup> September 2007
H13	Sheltered Accommodation	Upon Adoption of the Development Management Policies DPD
H14	Residential Institutions	Upon Adoption of the Development Management Policies DPD
H15	Hostels	Upon Adoption of the Development Management Policies DPD
H16	Travellers	16 <sup>th</sup> February 2012
H17	Access for Special Households with Particular Needs	Upon Adoption of the Development Management Policies DPD
H18	Accessible Homes	28 <sup>th</sup> September 2007

### HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: EMPLOYMENT, SHOPPING AND TOWN CENTRES

Policy	Title	Date of deletion
EM4	New Office Development	16 <sup>th</sup> February 2012
EM5	New Large-Scale Retail and Leisure and other Developments	16 <sup>th</sup> February 2012
EM6	Limiting Goods Sold at Out or Edge of Centre Developments	Upon Adoption of the Development Management Policies DPD
EM7	Redevelopment of Retail Premises	Upon Adoption of the Development Management Policies DPD
EM8	Enhancing Town Centres	28 <sup>th</sup> September 2007
EM9	Variety of Unit Sizes	Upon Adoption of the Development Management Policies DPD
EM10	Open Air Markets	Upon Adoption of the Development Management Policies DPD
EM11	Regeneration Areas	16 <sup>th</sup> February 2012
EM12	Small Industrial Units and Workshops	Upon Adoption of the Development Management Policies DPD
EM13	Land and Buildings in Business Use - Designated Areas	Upon Adoption of the Development Management Policies DPD
EM14	Land and Buildings in Business, Industrial and Warehousing Use - Designated Areas	Upon Adoption of the Development Management Policies DPD
EM15	Land and Buildings in Business, Industrial and Warehousing Use – Outside Designated Areas	Upon Adoption of the Development Management Policies DPD
EM16	Change of Use of Shops – Primary Shopping Frontages	Upon Adoption of the Development Management Policies DPD
EM17	Change of Use of Shops – Secondary Shopping Frontages	Upon Adoption of the Development Management Policies DPD

Policy	Title	Date of deletion
EM18	Change of Use of Shops – Designated Shopping Frontages of Local Centres	Upon Adoption of the Development Management Policies DPD
EM19	Change of Use of Shops in Non-Designated Parades	Upon Adoption of the Development Management Policies DPD
EM20	Change of Use of Shops Outside Town Centres	Upon Adoption of the Development Management Policies DPD
EM21	Long Term Vacancies	Upon Adoption of the Development Management Policies DPD
EM22	Environmental Impact of New Business Development	Upon Adoption of the Development Management Policies DPD
EM23	Environmental Impact of Existing Businesses	16 <sup>th</sup> February 2012
EM24	Town Centre Environment	Upon Adoption of the Development Management Policies DPD
EM25	Food, Drink and Late Night Uses	Upon Adoption of the Development Management Policies DPD
EM26	Amusement Centres	Upon Adoption of the Development Management Policies DPD
EM27	Retail Uses in Service Stations	Upon Adoption of the Development Management Policies DPD

## HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: RECREATION LEISURE AND TOURISM

Policy	Title	Date of deletion
R3	Public Open Space	28 <sup>th</sup> September 2007
R4	Outdoor Sports Facilities	Upon Adoption of the Development Management Policies DPD
R5	Intensive Use Pitches	Upon Adoption of the Development Management Policies DPD
R6	Informal Recreation	28 <sup>th</sup> September 2007
R7	Footpaths, Cyclepaths and Bridleways	Upon Adoption of the Development Management Policies DPD
R8	Play Areas	Upon Adoption of the Development Management Policies DPD
R9	Indoor Sports Facilities	28 <sup>th</sup> September 2007
R10	Arts, Culture and Entertainment	28 <sup>th</sup> September 2007
R11	Protecting Arts, Culture, Entertainment and Leisure Facilities	Upon Adoption of the Development Management Policies DPD
R12	Change of Use Above Ground Floor Level to Arts, Culture, Entertainment and Leisure	28 <sup>th</sup> September 2007
R13	Leisure Facilities	Upon Adoption of the Development Management Policies DPD
R14	Tourism	28 <sup>th</sup> September 2007
R15	Hotels and Guest Houses	Upon Adoption of the Development Management Policies DPD

## HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: COMMUNITY SERVICES AND ACCESSIBILITY

Policy	Title	Date of deletion
C2	Provision of Social and Community Facilities	Upon Adoption of the Development Management Policies DPD
C3	Nursery Provision in Residential Premises and Areas	Upon Adoption of the Development Management Policies DPD
C4	Nursery Provision in Other Premises	28 <sup>th</sup> September 2007
C5	Nursery and Childcare Facilities	28 <sup>th</sup> September 2007
C6	First and Middle Schools	28 <sup>th</sup> September 2007
C7	New Education Facilities	Upon Adoption of the Development Management Policies DPD
C8	Health Care and Social Services	Upon Adoption of the Development Management Policies DPD

Policy	Title	Date of deletion
C9	Doctors' Surgeries	28 <sup>th</sup> September 2007
C10	Community Buildings and Places of Worship	Upon Adoption of the Development Management Policies DPD
C11	Ethnic Communities	Upon Adoption of the Development Management Policies DPD
C12	Community Protection and Emergency Services	28 <sup>th</sup> September 2007
C13	Statutory Bodies and Utility Companies	28 <sup>th</sup> September 2007
C14	Public Conveniences	Upon Adoption of the Development Management Policies DPD
C15	Cemeteries and Crematoria	Upon Adoption of the Development Management Policies DPD
C16	Access to Buildings and Public Spaces	Upon Adoption of the Development Management Policies DPD
C17	Access to Leisure, Recreation, Community and Retail Facilities	Upon Adoption of the Development Management Policies DPD
C18	Special Mobility Requirements and Access to Transport	Upon Adoption of the Development Management Policies DPD

### HARROW UNITARY DEVELOPMENT PLAN PART 2 POLICIES: IMPLEMENTATION, RESOURCES AND MONITORING

Policy	Title	Date of deletion
I3	Planning Obligations and Legal Agreements	28 <sup>th</sup> September 2007
I4	Enforcement	28 <sup>th</sup> September 2007
I5	Proposals Map and Proposal Sites Schedule	Upon Adoption of the Development Management Policies DPD
I6	Supplementary Planning Guidance and Planning Briefs	28 <sup>th</sup> September 2007
I7	Public Consultation	28 <sup>th</sup> September 2007

### HARROW UNITARY DEVELOPMENT PLAN: SCHEDULES

Schedule	Title	Date of deletion
1	Glossary of Terms	Upon Adoption of the Development Management Policies DPD
2	Types of Publicly Accessible Open Space	Upon Adoption of the Development Management Policies DPD
3	Criteria for Assessing High Buildings	Upon Adoption of the Development Management Policies DPD
4	Views and Landmarks	Upon Adoption of the Development Management Policies DPD
5	Car Parking Standards	Upon Adoption of the Development Management Policies DPD
6	Service Road Proposals	Upon Adoption of the Development Management Policies DPD
7	Method for Applying Change of Use of Shops Policy	Upon Adoption of the Development Management Policies DPD
8	Town and Country Planning (Use Classes) Order (1987)	16 <sup>th</sup> February 2012
9	Key Document References	16 <sup>th</sup> February 2012



# Implementation and Monitoring

## **Appendix B**

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**B.1** To avoid duplication existing Core Strategy monitoring indicators have been used wherever possible. These are shown with the relevant monitoring indicator number and 'CS' in brackets. Where there is no appropriate existing indicator new monitoring indicators are proposed. Each of these is attributed a number as a continuation of the relevant Core Strategy monitoring theme (which relate to the Core Strategy overarching objectives) and 'new' in brackets.

**CHAPTER 1: CHARACTER AND AMENITY**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM1: Achieving a High Standard of Development	LC2 (CS)	Planning appeals dismissed for development adversely affecting Metroland and suburban character	100%	More than five appeals allowed for development adversely affecting Metroland and suburban character over a rolling three year period	Identify reasons and, if necessary, review policies for protection of character and if necessary revise to strengthen
	LC6 (new)	Proportion of appeals dismissed for development that fails to achieve a high standard of design and layout	100%	More than 20% of appeals allowed for development that fails to achieve a high standard of design and layout over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
	LC7 (new)	Proportion of appeals dismissed for development that fails to achieve a high standard of privacy and amenity	100%	More than 20% of appeals allowed for development that fails to achieve a high standard of privacy and amenity over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM2: Achieving Lifetime Neighbourhoods	LC8 (new)	Proportion of appeals dismissed for development that fails to contribute to the creation of lifetime neighbourhoods	100%	More than 20% of appeals allowed for development that fails to contribute to the creation of lifetime neighbourhoods over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM3: Protected Views and Vistas	LV1 (CS)	Development adversely affecting an identified local view	No applications approved for development adversely affecting an identified local view	One application approved involving development adversely affecting an identified local view over a rolling five year period	Review the reasons for the decision and if necessary review the policies for protection of identified local views and if necessary revise to strengthen
Policy DM4: Shopfronts and Signs	LC9 (new)	Proportion of appeals dismissed for inappropriate shopfront development and signs	100%	More than 20% of appeals allowed for inappropriate shopfront development and signs over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM5: Advertisements	LC10 (new)	Proportion of appeals dismissed for inappropriate advertisements	100%	More than 20% of appeals allowed for inappropriate advertisements over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM6: Areas of Special Character	ASC1 (CS)	Development adversely affecting an area of special character	No applications approved for development adversely affecting an Area of Special Character	More than one application approved for development adversely affecting an Area of Special Character over a rolling five year period	Identify reasons and, if necessary, review policies for the protection of areas of special character and if necessary revise to strengthen

**CHAPTER 3: CONSERVATION AND HERITAGE**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM7 Heritage Assets	HER1 (CS)	Heritage assets on the English Heritage 'at risk' register	None	Additional heritage assets on the English Heritage 'at risk' register	Review reasons and possible interventions

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
					If necessary amend heritage protection policies to strengthen
	HER3 (CS)	Development adversely affecting a heritage asset (except enabling development)	No applications approved for development adversely affecting a heritage asset	More than one application approved for development adversely affecting a heritage asset over a rolling five year period	Identify reasons and if necessary review policies for heritage protection and if necessary revise to strengthen
	HER10 (new)	Appeals dismissed for proposals that would harm, or lead to the loss of, the significance of a heritage asset	100%	More than one appeal allowed for harmful proposals over a rolling three year period	Identify reasons and if necessary review DPD policies and SPD guidance and if necessary revise to strengthen
	HER10 (new)	Appeals dismissed for proposals that would harm, or lead to the loss of, the significance of a heritage asset	100%	More than one appeal allowed for harmful proposals over a rolling three year period	Identify reasons and if necessary review DPD policies and SPD guidance and if necessary revise to strengthen
Policy DM8 Enabling Development	HER11 (new)	Enabling development approved which is the minimum necessary and only viable means of securing the long term future of a heritage asset	100%	More than one application refused for enabling development which is the minimum necessary and only viable means of securing the long term future of a heritage asset over a rolling three year period	Identify reasons and if necessary review the policy and if necessary revise to strengthen

## CHAPTER 4: ENVIRONMENTAL SUSTAINABILITY

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM9: Managing Flood Risk	FLO1 (CS)	Development approved contrary to Environment Agency advice	None	More than five applications approved over a rolling five year period	Identify reasons for decision and, if necessary, review site allocations relative to development need; if necessary allocate additional sites in areas of lower flood risk
	BIO3 (CS)	Development adversely affecting functional flood plain	None	More than five applications approved for development adversely affecting the functional flood plain	Review available sites to meet development needs and further allocate sites if necessary outside of the functional flood plain
Policy DM10: On Site Water Management and Surface Water Attenuation	FLO2 (CS)	Proportion of applications approved which achieve greenfield run-off rates	75% of qualifying applications	Less than 60% over a rolling three year period	Identify reasons and, if necessary, review policies in respect of viability/feasibility considerations and effectiveness of implementation; amend policies if necessary
	CCM6 (CS)	Proportion of applications approved for major residential development that achieve water use efficiency of 80 litres potable water per person per day	95%	Less than 75% over a rolling three year period	Review reasons and if necessary amend policies to address these
Policy DM11: Protection and Enhancement of River Corridors and Watercourses	FLO3 (new)	Proportion of applications approved which secure river restoration or enhancement	75% of qualifying applications	Less than 60% over a rolling three year period	Identify reasons and, if necessary, review policies in respect of viability/feasibility considerations and effectiveness of implementation; amend policies if necessary

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM12: Sustainable Design and Layout	CCM5 (CS)	Number of applications approved which incorporate renewable energy generation infrastructure	80%	Less than 65% over a rolling three year period	Review reasons and if necessary amend policies to address these
	CCM7 (CS)	Per capita carbon dioxide emissions in the Borough	Reduce by 4% per annum (improvements on 1990 baseline)	Less than 3% over two consecutive years	Review climate change strategy and amend if necessary  Identify reasons and, if necessary, review implementation and effectiveness of sustainable design and construction policies; amend if necessary
Policy DM13: Decentralised Energy Systems	CCM4 (CS)	Number of major applications approved which incorporate combined heat and power infrastructure	80%	Less than 65% over a rolling three year period	Review reasons and seek to address feasibility issues, including CIL/s106  If necessary amend policies or CIL or other obligations to address these issues
Policy DM14: Renewable Energy Technology	CCM5 (CS)	Number of applications approved which incorporate renewable energy generation infrastructure	80%	Less than 65% over a rolling three year period	Review reasons and if necessary amend policies to address these
Policy DM15: Prevention and Remediation of Contaminated Land	EFU5 (new)	Number of applications approved in accordance with a preliminary land contamination risk assessment	100% of qualifying applications	Less than 75% over a rolling three year period	Review reasons and, if necessary, amend policies to address these

**CHAPTER 5: OPEN SPACE AND THE NATURAL ENVIRONMENT**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM16: Maintaining the Openness of the Green Belt and Metropolitan Open Land	GMP1 (CS)	Loss of, or inappropriate development on, Green Belt and Metropolitan Open Land	No net loss of, or inappropriate development on, Green Belt or Metropolitan Open Land	More than one appeal allowed for development on Green Belt or Metropolitan Open Land	Review reasons for decision  Discuss with Mayor of London/GLA the effectiveness of policy controls  Review available previously-developed land for development needs; amend site allocations if necessary to ensure deliverable supply of previously-developed land
Policy DM17: Beneficial Use of the Green Belt and Metropolitan Open Land	GMP3 (new)	Appeals dismissed for uses that would harm the Green Belt and Metropolitan Open Land	100%	More than one appeal allowed for harmful proposals over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM18: Protection of Open Space	OS1 (CS)	Loss of open space to development (excluding appropriate functional development)	No net loss of open space to development	One application approved involving a net loss of open space to development over a rolling five year period	Review reasons for decision  Review supply and demand of open space and open spaces strategy  Review policies and amend policies if necessary to strengthen protection of open space

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
	OS8 (new)	Appeals dismissed for inappropriate ancillary development and inappropriate uses of ancillary buildings	100%	More than one appeal allowed for inappropriate ancillary development/uses over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM19: Provision of New Open Space	OS5 (CS)	Accessibility improvements to PPG 17 open space typologies	Reduce deficiencies by 5% on the 2010 baseline for each open space typology	Less than a 1.5% reduction achieved on four out of the six open space typologies by 2015/16	Undertake an analysis to understand the barriers to achieving improved accessibility to open space  Consider options to address identified barriers alongside changes to relax net loss where enhancements to accessibility can be secured in areas of greatest deficiency  Alternatively consider options for more direct policy intervention
	GG1 (CS)	Implementation of Green Grid projects	100% of projects funded and/or implemented by 2026	Less than 30% of projects funded and/or implemented by 2016/17  Less than 60% of projects funded and/or implemented by 2012/22	In association with local amenity groups review the reasons for performance to date and, if necessary, amend the project implementation arrangements, including funding streets, including the requirements and effectiveness of s106 and Community Infrastructure Levy
	OS9 (new)	Appeals dismissed for major residential development that fails to make provision for open space	100%	More than one appeal allowed for residential development that fails to make provision for open space	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM20: Protection of Biodiversity and Access to Nature	BIO6 (new) <i>(see AMR E2)</i>	Change in areas of biodiversity importance	No loss of biodiversity habitat within the Borough	Any net loss of biodiversity habitat within the Borough	Identify reasons and if necessary review policies and Biodiversity Action Plan, and if necessary revise to strengthen
	BIO7(new)	Appeals dismissed for development involving a net loss of biodiversity value on site	100%	More than one appeal allowed for development involving a net loss of biodiversity value on site	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM21: Enhancement of Biodiversity and Access to Nature	BIO1 (CS)	Improve the quality of existing natural and semi-natural open space sites	70% of existing sites meet the recommended local quality standard by 2026 (based on 2010 baseline)	Less than 60% by 2016/17 Less than 65% by 2021/22 New PPG 17 Study in 2017/18 identifies material deterioration in quality compared to 2010 baseline	Review reasons why qualitative improvements are not being made and if necessary review the open spaces strategy and Biodiversity Action Plan  Review policies and amend if necessary to strengthen protection and delivery of qualitative improvements
	BIO2 (CS)	Sites of importance for nature conservation where positive conservation management has been or is being implemented)	80% of SINC where positive conservation management has been or is being implemented	Less than 60% by 2016/17 Less than 70% by 2021/22	Review reason why positive conservation management is not being implemented  Consider options to incentivise private landowners

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
				No increase in the number of SINC's in positive conservation management over a rolling three year period	Review policies and amend if necessary to strengthen protection  Review Biodiversity Action Plan and update if necessary
	GG1 (CS)	Implementation of Green Grid projects	100% of projects funded and/or implemented by 2026	Less than 30% of projects funded and/or implemented by 2016/17  Less than 60% of projects funded and/or implemented by 2012/22	In association with local amenity groups review the reasons for performance to date and, if necessary, amend the project implementation arrangements, including funding streets, including the requirements and effectiveness of s106 and Community Infrastructure Levy
Policy DM22: Trees and Landscaping	LC2 (CS)	Planning appeals dismissed for development adversely affecting Metroland and suburban character	100%	More than five appeals allowed for development adversely affecting Metroland and suburban character over a rolling three year period	Identify reasons and, if necessary, review policies for protection of character and if necessary revise to strengthen
	LC4 (CS)	Planning appeals dismissed for works to protected trees	100%	More than five appeals allowed for works to protected trees over a rolling five year period	Review effectiveness of relevant tree preservation orders and management procedures
Policy DM23: Streetside Greenness and Forecourt Greenery	LC2 (CS)	Planning appeals dismissed for development adversely affecting Metroland and suburban character	100%	More than five appeals allowed for development adversely affecting Metroland and suburban character over a rolling three year period	Identify reasons and, if necessary, review policies for protection of character and if necessary revise to strengthen

**CHAPTER 6: HOUSING**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM24: Housing Mix	HOU5 (CS)	Proportion of affordable housing from 2009	40% of housing delivered between 2009 and 2026 as affordable	Less than 500 by 2014/15  Less than 1,000 by 2018/19  Less than 1,600 by 2022/23	Discuss with Housing Dept and the Affordable Housing Delivery group the reasons for performance to date and review the affordable housing pipeline  Review policy application, viability and effectiveness; amend policy (in terms of tenure, size etc), review policy implementation (s106 arrangements/terms) or CIL requirements as necessary
	HOU6 (CS)	Proportion of 1, 2, 3, 4 and 5+ bedroom social/affordable rent units	Proportion in accordance with up-to-date housing mix; currently  7% one bedroom  36% two bedrooms  30% three bedrooms	More than 10% variance from any target within an up-to-date target mix over a five year rolling period	Review implementation with Housing Dept and development control officers, RSL partners and developers and amend if necessary

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
			17% four bedrooms  10% five+ bedrooms		
	HOU7 (CS)	Proportion of 1, 2, 3, 4+ bedroom intermediate units	Proportion in accordance with up-to-date target mix; currently:  35% one bedroom  30% two bedrooms  21% three bedrooms  14% four+ bedrooms	More than 10% variance from any target within an up-to-date target mix over a five year rolling period	Review implementation with developers and development control officers and amend if necessary
	HOU8 (CS)	Proportion of private and affordable dwellings providing family accommodation	25% of all housing to be three or more bedrooms	Less than 15% over a rolling five year period	Review reasons and discuss with developers, local agents and RSL partners potential changes to policies, s106 arrangements and/or site allocations; amend if necessary
Policy DM25: Office Conversions	LC2 (CS)	Planning appeals dismissed for development adversely affecting Metroland and suburban character	100%	More than five appeals allowed for development adversely affecting Metroland and suburban character over a rolling three year period	Identify reasons and, if necessary, review policies for protection of character and if necessary revise to strengthen
	HN8 (new)	Appeals dismissed for unacceptable conversion	100%	More than one appeal allowed for substandard conversion over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM26: Conversion of Houses and other Residential Premises	LC2 (CS)	Planning appeals dismissed for development adversely affecting Metroland and suburban character	100%	More than five appeals allowed for development adversely affecting Metroland and suburban character over a rolling three year period	Identify reasons and, if necessary, review policies for protection of character and if necessary revise to strengthen
	HN8 (new)	Appeals dismissed for unacceptable conversion	100%	More than one appeal allowed for substandard conversion over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM27: Amenity Space	HN9 (new)	Appeals dismissed for unacceptable amenity space provision	100%	More than one appeal allowed for unacceptable amenity space provision over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM28: Children and Young People's Play Facilities	OS10 (new)	Appeals dismissed for major residential development that fails to make provision for children and young people's play facilities	100%	More than one appeal allowed for residential development that fails to make provision for children and young people's play facilities over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
	OS5 (CS)	Accessibility improvements to PPG 17 open space typologies	Reduce deficiencies by 5% on the 2010 baseline for each	Less than a 1.5% reduction achieved on four out of the six open space typologies by 2015/16	Undertake an analysis to understand the barriers to achieving improved accessibility to open space

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
			open space typology		Consider options to address identified barriers alongside changes to relax net loss where enhancements to accessibility can be secured in areas of greatest deficiency  Alternatively consider options for more direct policy intervention
Policy DM29: Sheltered Housing, Care Homes and Extra Care Housing	NH5 (CS)	Number of additional leasehold sheltered dwellings	682 leasehold dwellings by end 2020/21	Less than 200 sheltered dwellings by 2015/16  Less than 400 sheltered dwellings by 2018/19	Identify reasons for under delivery, especially rates of converting existing social housing and in discussion with Housing Dept consider further options including allocating sites, negotiation on private schemes and use of s106  Discuss with Housing Dept the effectiveness/implementation of the supported accommodation strategy; amend if necessary
	NH6 (CS)	Number of additional supported housing units for people with learning disabilities	At least 103 units by end 2020/21	Less than 40 units by 2015/16  Less than 60 units by 2018/19	Identify reasons and discuss with Housing Dept the effectiveness/implementation of the supported accommodation strategy; if necessary review site allocations to make provision
	NH7 (CS)	Number of additional supported housing units for people with mental health problems	At least 185 units by end 2020/21	Less than 70 units by 2015/16  Less than 110 units by 2018/19	Identify reasons and discuss with Housing Dept the effectiveness/implementation of the supported accommodation strategy; if necessary review site allocations to make provision
Policy DM30: Large Houses in Multiple Occupation, Hostels and Secure Accommodation	HN9 (new)	Appeals dismissed for large houses in multiple occupation and hostels at odds with policy	100%	More than one appeal allowed for large houses in multiple occupation and hostels at odds with policy	Identify reasons and if necessary review policies and if necessary revise to strengthen

**CHAPTER 7: EMPLOYMENT AND ECONOMIC DEVELOPMENT**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM31: Supporting Economic Activity and Development	ELM1 (CS)	Amount of industrial land released to other uses	Not more than 11.2 hectares between 2009 and 2026	More than 11.2 hectares industrial land released for redevelopment to other uses	Identify reasons and if necessary review supply and demand of industrial space; if necessary amend policies to restrict further losses
	ELM3 (CS)	Hectares of strategic industrial location land at Honeypot Lane released for redevelopment to uses not within the definition and exceptions of Policy 2.17 of the London Plan	No release of SIL land at Honeypot Lane	More than five applications approved for redevelopment of SIL land to uses not within the definition and exceptions of Policy 2.17 of the London Plan over five years (rolling)	Discuss with Mayor/GLA the policy controls; review supply and demand of SIL land; if necessary amend policies and site allocations to safeguard the best remaining SIL and manage the release of other parts
	ELM5 (CS)	Square metres new floorspace on SIL land for uses within the London Plan Policy 2.17 definition	25,000m <sup>2</sup> (gross) by 2026	Less than 3,500m <sup>2</sup> (gross) by 2017/18	Discuss with Mayor of London/GLA/site owner the policy controls; if necessary amend local



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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
				Less than 11,000m <sup>2</sup> (gross) by 2020/21	policies to encourage appropriate new development
	ELM6 (CS)	Square metres new floorspace on business use and industrial & business use land for economic development uses	4,000m <sup>2</sup> (gross) by 2026	Less than 1,000m <sup>2</sup> (gross) by 2015/16  Less than 2,500m <sup>2</sup> (gross) by 2020/21	Discuss with landowners reason for performance and review market conditions and identify any barriers to development; if necessary amend local policies to encourage new economic development
Policy DM32: Office Development	ELM11 (CS)	Gross change in square metres of office B1a floorspace	40% re-provision (new or refurbished) upon redevelopment of existing office floorspace	Less than 40% over a rolling three year period	Review supply and demand for offices in Harrow town centre and the Borough; if necessary amend policies to restrict loss of existing office space
	ELM12 (CS)	Office B1a vacancy rates	Not greater than 10% by 2025/26	Not greater than 15% by 2015/16  Not greater than 12% by 2020/21	Review supply and demand for offices Borough-wide; if necessary amend policies to relax conversion/redevelopment of offices
Policy DM33: Working at Home	EMP4 (new)	Appeals dismissed for major residential development proposals that fail to adequate space for home working	100%	More than one appeal allowed for residential development that fails to adequate space for home working over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM34: Hotel and Tourism Development	TCR8 (new)	Appeals dismissed for new hotel proposals not complying with the sequential order of preference	100%	More than one appeal allowed for new hotel proposals not complying with the sequential order of preference over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
	HN10 (new)	Proportion of new hotel bedrooms that are wheelchair accessible	10%	More than one application allowed for new hotel development with less than 10% wheelchair accessible bedrooms over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen

**CHAPTER 8: TOWN CENTRES AND NEIGHBOURHOOD PARADES**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM35: New Town Centre Development	TCR1 (CS)	Pipeline supply of new retail floorspace	44,000m <sup>2</sup> net additional retail floorspace	Less than 15,000m <sup>2</sup> by end 2016/17  Less than 29,000m <sup>2</sup> by end 2020/21	In consultation with local Trader Associations, town centre managers and industry, review reasons why the trajectory is not being met and if necessary review the Retail Study and ensure up-to-date projections of need for new retail floorspace and identify any barriers to delivery  Review site allocations and development management policies in partnership with developers to secure delivery
	TCR3 (CS)	Number of applications approved for major retail	None	One or more applications approved for major retail development in out of centre	Review reasons for decisions and, if necessary, review site allocations and development management

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
		development in out of centre locations		locations over a rolling five year period	policies in partnership with developers to strengthen future delivery within town centres
Policy DM36: Primary Shopping Frontages	TCR9 (new)	Appeals dismissed for proposals detrimental town centre vitality and viability	100%	More than one appeal allowed for proposals detrimental town centre vitality and viability over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM37: Secondary and Designated Shopping Frontages					
Policy DM38: Other Town Centre Frontages and Neighbourhood Parades	TCR6 (CS)	Vacancy rate for each centre - total measured retail frontage	No more than 10% vacant frontage in centres	An increase in vacant retail frontage of more than 5% in any centre over a rolling five year period	Analyse causes of footfall decline in the centres affected and identify measures; revise development management policies if necessary
Policy DM39: Vacant Shops in Town Centres					
Policy DM40: Mixed-Use Development in Town Centres	TCR21 (new)	Appeals dismissed for proposals detrimental town centre vitality and viability	100%	More than one appeal allowed for proposals detrimental town centre vitality and viability over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
	TRC22 (new)	Number of applications approved for 100% major residential development in town centres	None	More than five applications approved for 100% major residential development in town centres over a rolling five year period	Identify reasons and, if necessary, review viability and implementation of policies; amend policies if necessary
Policy DM41: Evening Economy	TCR21 (new)	Appeals dismissed for proposals detrimental town centre vitality and viability	100%	More than one appeal allowed for proposals detrimental town centre vitality and viability over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
	TCR23	Number of licences for food and drink uses issues in town centres	Increase by 10% above 2012/13 baseline	Increase less than 5% or decrease by 2017/18	Identify reasons and, if necessary, review viability and implementation of policies; amend policies if necessary

**CHAPTER 9: TRANSPORT AND WASTE**

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM42: Parking Standards	TRA28 CS	Proportion of trips made by public transport	Reduce the proportion of trips made by car from a baseline (currently 51.9% of modal share) by a minimum of 5% over the period to 2026	Less than 1% reduction in the periods 2013/14, 2016/17, 2019/20 and 2022/23	Discuss with Mayor of London/TfL to establish reasons for performance and how these can be addressed
	TRA30 (new)	Appeals dismissed for proposals resulting in inappropriate on-site parking provision	100%	More than one appeal allowed for proposals resulting in inappropriate on-site parking provision	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM43: Transport Assessments and Travel Plans	TRA28 CS	Proportion of trips made by public transport	Reduce the proportion of trips made by car from a baseline (currently 51.9% of modal share) by a	Less than 1% reduction in the periods 2013/14, 2016/17, 2019/20 and 2022/23	Discuss with Mayor of London/TfL to establish reasons for performance and how these can be addressed

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
			minimum of 5% over the period to 2026		
	TRA31 (new)	Proportion of major applications submitted with a Transport Assessment	100%	95% of less major applications submitted without a Transport Assessment in any year	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM44: Servicing	TRA32 (new)	Appeals dismissed for proposals resulting in unsatisfactory servicing or access arrangements	100%	More than one appeal allowed for proposals resulting in unsatisfactory servicing or access arrangements	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM45: Waste Management	WAS6 (new)	Appeals dismissed for proposals resulting in unsatisfactory waste management arrangements	100%	More than one appeal allowed for proposals resulting in unsatisfactory waste management arrangements	Identify reasons and if necessary review policies and if necessary revise to strengthen
	WAS7 (new)	Proportion of major applications submitted with a Waste Management Plan	100%	95% of less major applications submitted without a Waste Management Plan in any year	Identify reasons and if necessary review policies and if necessary revise to strengthen

## CHAPTER 10: COMMUNITY INFRASTRUCTURE

Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
Policy DM46: New Community, Sport and Education Facilities	ICI16 (new)  (see AMR HLI 8.1)	Net increase in the number of community uses	A net increase in the number of sites providing community uses	No net increase or a reduction over a rolling five year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
	ICI4 (CS)	Provision of additional primary school capacity	Approval for and construction of new and extended schools in accordance with Harrow's school places plan	No permanent expansion under construction by end 2012/13 and annually thereafter to 2015/16	Discuss with education providers to establish reasons and address  Review Planning Obligation agreements and education contributions
	ICI5 (CS)	Provision of additional secondary school capacity	1 x new secondary school from 2016/17 and before 2025/26	No site identified for new secondary school by end 2016/17  No delivery or no funded proposals for delivery by end 2020/21	Discuss with education providers to establish reasons and, if required, allocate existing school sites for expansion as an alternative to new school provision
Policy DM47: Retention of Existing Community, Sport and Education Facilities	ICI13 (CS)	Retention of community uses	No net loss of community facilities unless compensation is provided	Loss of more than one community facility to other non-community uses, without compensation (using 2010 as the base year)	Review viability and implementation of policies; introduce development management policies to prioritise retention (in case of viability) or improve policy implementation
	ICI16 (new)	Redevelopment or change of use of public houses	No qualifying applications approved for redevelopment or change of use of public houses	More than one qualifying application approved for redevelopment or change of use of public houses in one year	Identify reasons and if necessary review policies for community facilities protection and if necessary revise to strengthen
Policy DM48: Enhancing Outdoor Sport Facilities	ICI17 (new)	Net increase in the number of community	A net increase in the number of sites providing outdoor sport facilities	No net increase or a reduction over a rolling five year period	Identify reasons and if necessary review policies and if necessary revise to strengthen

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Policy	Indicator Number	Indicator	Target	Trigger	Action/Contingency
		accessible outdoor sport sites	accessible to the community		
	OS5 (CS)	Accessibility improvements to PPG 17 open space typologies	Reduce deficiencies by 5% on the 2010 baseline for each open space typology	Less than a 1.5% reduction achieved on four out of the six open space typologies by 2015/16	<p>Undertake an analysis to understand the barriers to achieving improved accessibility to open space</p> <p>Consider options to address identified barriers alongside changes to relax net loss where enhancements to accessibility can be secured in areas of greatest deficiency</p> <p>Alternatively consider options for more direct policy intervention</p>
Policy DM49: Telecommunications	ICI18 (new)	Appeals dismissed for inappropriate telecommunications development	100%	More than one appeal allowed for inappropriate telecommunications development over a rolling three year period	Identify reasons and if necessary review policies and if necessary revise to strengthen
Policy DM50: Planning Obligations	ICI2 (CS)	Planning appeals dismissed for development not demonstrating adequate infrastructure capacity to serve the development	100%	More than 20% appeals allowed for development not demonstrating adequate infrastructure capacity to serve the development over three years (rolling)	Review viability and implementation of policies. Introduce development management policies to prioritise delivery (in case of viability) or improve policy implementation
	CCM5 (CS)	Number of applications approved which incorporate renewable energy generation infrastructure	80%	Less than 65% over a rolling three year period	Review reasons and if necessary amend policies to address these
	HOU5 (CS)	Proportion of affordable housing delivered from 2009	40% of housing delivered between 2009 and 2026 as affordable	<p>Less than 500 by 2014/15</p> <p>Less than 1,000 by 2018/19</p> <p>Less than 1,600 by 2022/23</p>	<p>Discuss with Housing Dept and the Affordable Housing Delivery group the reasons for performance to date and review the affordable housing pipeline</p> <p>Review policy application, viability and effectiveness; amend policy (in terms of tenure, size etc), review policy implementation (s106 arrangements/terms) or CIL requirements as necessary</p>