

REPORT FOR: **Cabinet**

Date of Meeting:	19 March 2015
Subject:	Harrow School Supplementary Planning Document Consultation
Key Decision:	No
Responsible Officer:	Caroline Bruce, Corporate Director of Environment and Enterprise
Portfolio Holder:	Councillor Keith Ferry, Portfolio Holder for Business, Planning and Regeneration
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	Harrow on the Hill
Enclosures:	Appendix 1 - Harrow School Supplementary Planning Document Appendix 2 – Recommendation from LDF Panel – 5 March 2015

Section 1 – Summary and Recommendations

This report introduces a proposed Harrow School Supplementary Planning Document (SPD) for consultation. This SPD gives further guidance on Local Plan Site Allocation: GO1 - Harrow School, to fulfil the Plan's commitment to bring forward an SPD with an agreed masterplan for the School's future development.

Recommendations:

That Cabinet approve the Harrow School SPD, attached as Appendix 1, for public consultation.

Reason: (For recommendation)

To progress the preparation of an SPD as the most effective way of securing the principle of development for Harrow School's future needs, whilst preserving the special character, heritage and amenity of Harrow Hill in line with the adopted Local Plan's Site Allocation for the School.

Section 2 – Report

Background

2.0 Harrow School, located on Harrow Hill, is one of the UK's most famous educational institutions. Its estate comprises many listed and architecturally important buildings and is a significant asset. The School plays a vital role in maintaining a wide range of these assets and funding their improvement. However with changing educational methods and expected standards of facilities, it has its own development needs.

2.1 In recognition of this, Harrow's Site Allocations Local Plan document allocated the School Estate (Site Allocation G01) to establish the principle of the redevelopment and refurbishment of the School's buildings and facilities. It states that the Council will bring forward a masterplan to provide a framework for the School's future development proposals in the form of an SPD. This draft SPD realises that commitment and is a result of close working between the Council and the School to deliver proposals that will benefit the School, the wider community and the special character of Harrow Hill.

Proposed Harrow School SPD

Purpose and Overview

3.0 The purpose of the Harrow School SPD is to provide a framework within which planning applications for the School can be prepared and will be used by the Council as a material consideration when determining any future planning applications for the School. Consulting on the SPD will help the Council and School to engage with the community and share the School's

proposed plans to improve, alter and extend its buildings and school facilities over the next 10 to 20 years.

3.1 The SPD therefore describes the current situation within the school and the surrounding area, outlines the key issues faced, and sets out broad areas within the estate where new development is needed and the likely form this will take. It also details the proposed refurbishment of existing buildings to meet the School's future academic needs. It should be noted none of the proposals are to accommodate an increase in numbers at the School; rather they are solely to meet modern academic standards and to improve the facilities, amenity and environment on the Hill.

3.2 Thus, alongside proposals for new buildings, the SPD highlights proposals for providing new pedestrian routes and connections between boarding houses, academic departments and to the various sports facilities by improving safety and traffic flow through 'shared space' traffic management and improving visitor arrival facilities. It also has a strong focus on conserving and enhancing the historic and natural environments, including Metropolitan Open Land openness, sensitive landscaping, reinstating viewing corridors and creating first-class new buildings, facilities and spaces. There is a commitment in the SPD to continue to support the existing wider community and other schools' use of the sports and recreation ground and cultural facilities. The provision of new facilities will therefore be of great benefit to these groups.

New Development Proposals

3.3 There are a number of key developments that the SPD proposes. These include: proposed enhancements to the Ryan Theatre; the provision of a music auditorium; and new sports facilities (including a replacement sports hall and pool). These will specifically benefit existing users of these facilities, as well as providing capacity to accommodate greater local school and community use, especially proposals for a training pool and hockey pitch.

3.4 The bullet points below outline the proposed new developments that the SPD contains. It should be noted that these proposals are indicated by red line boundaries showing the preferred location for each new building, and would be the subject of full planning applications. The SPD provides the framework for establishing the broad principles of land use and the in-principle acceptability of the development. It also contains detailed design guidance for each area of the Estate and highlights issues such as relationship with other buildings and heritage. Each development proposal contains a detailed commentary on policy issues and relevant constraints with specific guidance which any proposal will need to adhere to. The SPD does not contain detailed plans and specifications for each building (this will be a part of any planning application), as this is a long term masterplan for the Estates development and renewal. The proposals are as follows:

- Create a High Street visitor hub / School reception around the footprint of the former Dove Cottage. This will provide a more visible, impressive and accessible "point of arrival" for School

visitors together with a new location for the School Admissions Department;

- Improve the environment of the High Street by providing a Shared Surface to reduce the dominance of motor vehicles primarily through lower speeds and improved pedestrian and parking facilities;
- New Science Building and improved English teaching space towards the bottom of the Hill. Additional and more appropriate teaching space is required for both English and Sciences in light of the current shortfall of adequate provision. Science subjects have become extremely popular and this trend is increasing, therefore, there is a need for modern accommodation and more laboratories for teaching the new curriculum.
- Develop a new Drama Studio through extension of the Ryan Theatre and conversion and relocation of the existing squash courts adjacent to the Theatre. This facility is required to complement drama at the Ryan Theatre and would restore a drama facility for minor productions (which was sacrificed a few years ago in order to create teaching space for the introduction of Photography and a co-located I.T. department). The Ryan Theatre has no separate drama teaching space which severely disadvantages this element of the curriculum. In addition the foyer to the existing Ryan Theatre is cramped. A new extension would address both needs.
- Provide a new Music Centre directly to the south of the existing music department. This will address the requirement for a properly equipped performance and rehearsal auditorium of the optimum size, together with a solution to a current shortage of practice rooms and instrumental tuition space.
- Create a new Sports Centre to provide a replacement for the existing structurally unsound Sports Centre and swimming pool. This new Sports Centre would be better positioned in relation to the external sports facilities developed in the last 10 years and with a range of modern fitness facilities which will be appropriate for third party use; a pavilion for tennis and golf (whilst solving a serious sports equipment storage problem); as well as providing a pitch-side medical facility. The additional requirements will mean the replacement facility will be larger than the existing Sports Centre building (which will be demolished) but does also provide for rationalisation of many smaller ancillary buildings as well. It is proposed that the new sports hall and swimming pool building would be sited adjacent to the existing sports hall, with the existing sports halls footprint returning to open space. Of note, there would be two pools, one of which would be a training pool and thus a great asset not only for Harrow School, but to

the wider community including local schools who could also benefit from these facilities.

- Refurbish the existing historic minor sports facilities which are located part way down the '100 steps'. This facility comprises the old squash courts, rackets and fives courts and waiting / changing facilities. These are frequently used at the School, both for Harrow School pupils and visiting competitors. The facility is in urgent need of refurbishment and provision of modern and adequate changing facilities. It is proposed that the squash courts are reinstated into their original location, which is regarded as the original home of the game of squash.
- Provide additional all-weather pitches for hockey and football together with changing rooms and parking for visiting teams.
- Provide extended / refurbished Art facilities to enable completion of a visual and creative arts zone with all relevant and necessary facilities co-located.
- Demolish Peel House, the Gardener's Store and Grounds' Stores work bases in order to create a new landscaped core extending from the Chapel to the sports fields, opening up views from both the back of the Chapel out to Wembley and London City and back up to the School from the sports fields, and to relocate inappropriate buildings.
- Relocate a 5-a-side football pitch close to its associated boarding house, as the current one is remote.
- Provide additional car parking as current provision is insufficient for visiting parents, and the public.
- Utilise existing under-developed or previously developed vacant sites along Harrow Park to provide new staff housing.

Key Land Use Issue

3.5 The new landscaped core that is proposed to extend from the sports fields all the way up to the Chapel at the top is proposed to become Metropolitan Open Land (MOL), preserving its openness and creating a permanent expanse of landscaped attractive space, providing an improved view of the heritage assets on the Hill and their setting. This will enhance the setting of the Hill and provide better pedestrian movement throughout the core of the Estate. This would be secured through a S106 planning obligation relating to the proposed sports zone development.

3.6 This increase in Metropolitan Open Land is therefore, in part, an offset for the development of the new sports hall and swimming pools because whilst the proposed location is adjacent to the existing sports hall, it strays into

designated Metropolitan Open Land. Due to the increase from one to two swimming pools, plus an expanded sports hall and storage space / changing facilities, this new Sports Centre would be materially larger than the existing one. Therefore to ensure there is no net loss of Metropolitan Open Land, this new landscaped core of open space necessarily will need to be designated as MOL. With the demolition of the existing sports hall, plus Peel House and Gardeners work bases in this area, the impact on openness would in fact be positive. Similarly, the expanded Music Centre would encroach into the MOL boundary, and thus open land to the east of this proposed development equivalent in size and openness would be designated as MOL to ensure no net loss. Overall, taking into account the detailed policy considerations listed for each proposed development and the design guidance in the SPD that will need to be adhered to, the SPD provides a framework that can effectively manage these issues and give more certainty to the School and wider community with regards to the future development of the Harrow School Estate.

3.7 Additionally, given that much of the Estate is in a Conservation Area, and the number of listed buildings the Estate houses, there is necessarily a substantial amount of guidance for each of the areas where development is proposed, and indeed for each building, to ensure that development proposals do not harm the setting or character of any of these heritage assets. Input has been sought from English Heritage and the Council's Conservation Officer in devising this SPD, and comments made have been incorporated into the guidance. English Heritage will be consulted again during public consultation, and as and when any relevant planning application is submitted.

Consultation on the draft Harrow School SPD

4.0 In accordance with the Council's adopted Statement of Community Involvement (SCI) it is proposed to consult widely on the draft SPD. Specifically, the following consultation methods will be employed:

- notification by e-mail or letter to all persons/organisations listed on the existing Planning Policy database and on the Council's interactive consultation portal (where users have specified an interest in Town and Country Planning);
- publicity on the Planning Policy pages of the Council's website; and
- local press notice.

4.1 The consultation will be open for a period of four weeks and will commence as soon as possible following the approval of Cabinet. Officers will liaise with Harrow Communications team to ensure the consultation is publicised as widely as possible. During the consultation period, public meetings will be scheduled to enable residents and business owners to comment in person. The outcome of the consultation, and any resulting amendments to the SPD, will be reported back to Cabinet as part of the adoption process. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012, the Council

must publish a consultation statement explaining how any issues raised in representations have been addressed in the SPD.

Options Considered

5.0 There is one alternative option to the preparation of an SPD which is to do nothing. Notwithstanding the commitment in the Site Allocations Local Plan document to bring forward an SPD for the School, this is an option, albeit with some disadvantages as outlined below.

5.1 If the 'do-nothing' option was continued, Council officers, the Planning Committee and in certain cases, Planning Inspectors, would continue to exercise judgement when making decisions on specific proposals that Harrow School put forward, but without the guidance the SPD would provide. However such an approach without this overall agreed framework for the School's future development may give rise to greater uncertainty and longer decision making, and does not allow for the more strategic consideration of the Estates development as a whole, including giving guidance on key land use principles, notably that of development in Metropolitan Open Land. Set against the benefits and relatively modest costs associated with the preparation of an SPD, this option can be discounted.

Implications of the Recommendation

Performance Issues

6.0. The adopted Core Strategy contains a detailed schedule of monitoring indicators, with associated targets, triggers and contingency actions, to ensure that the delivery of Harrow's spatial vision remains on track (and if necessary, brought back on track) throughout the plan period (2009-2026). These indicators are monitored through the continuing publication of the Authority's Monitoring Report (AMR).

6.1 The purpose of the proposed SPD is to help Harrow School continue to thrive as a leading public school, whilst preserving and enhancing the character and appearance of the area. A number of targets in the AMR relate directly to this, including a specific target to retain Harrow School as a major institution within the Borough, and indicators monitoring the impact of proposals on heritage assets, and areas of special character. These indicators will therefore be used to monitor the impact of this SPD.

Environmental Impact

7.0 Sustainability appraisal is not required for supplementary planning documents but the Council must still consider whether there is a requirement for strategic environmental assessment (SEA). The proposed SPD does not (cannot) introduce new policy but simply supplements the Site Allocation (GO1) for the School which was subject to full sustainability appraisal (incorporating the requirements of SEA) at each formal stage of the Site Allocations documents preparation. Therefore, it is considered unlikely that

the SPD would give rise to significant environmental effects requiring SEA. This conclusion has been supported by an SEA Screening Opinion conducted by the Council which will be submitted to the Statutory Bodies (English Heritage, Natural England and the Environment Agency) upon commencement of public consultation for their verification.

Risk Management Implications

8.0 Separate risk register in place? Yes

8.1 As noted above, public participation is one of the regulatory requirements for the preparation of an SPD, and both the Regulations and the NPPF are clear about the secondary (non development plan) role of SPDs. The draft SPD the subject of this report has been prepared specifically for consultation purposes and recognising that it cannot introduce new policy or add to the burden upon development. Officers will manage the consultation and adoption of the SPD to ensure that it complies with regulatory requirements for the preparation of the SPD. Proper application of the SPD to relevant proposals should effectively eliminate the chance of any appeals being submitted.

Legal Implications

9.0 Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that, if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

9.1 Although the proposed SPD is not a development plan document it will, on adoption, be a material consideration in the determination of proposals for development by Harrow School within the Harrow School Estate (as delineated by the red line boundary in Site Allocation GO1) and any appeals against refusal of proposals. The adoption of the SPD and proper application of it to relevant proposals should however effectively eliminate the chance of any appeals being submitted.

9.2 The Council is required by law to consult on the SPD and to take into account all consultation responses received before adopting the SPD.

Financial Implications

10 The draft SPD and associated consultation and adoption represents a relatively minor project, the costs of which can be adequately contained within the existing LDF budget.

Equalities implications / Public Sector Equality Duty

11.0 By definition, supplementary planning documents cannot introduce new policies nor modify adopted policies and do not form a part of the development plan. Rather, their role is to supplement a 'parent' policy in a development plan document. The draft SPD the subject of this report

supplements Site Allocation GO1 of the Site Allocations Local Plan document. A full equalities impact assessment was carried out at each formal stage in the preparation of the Core Strategy and Site Allocations.

11.1. Therefore, there is no requirement to carry out an equalities impact assessment of the draft SPD the subject of this report, because the impact of implementing Site Allocations GO1 has already been considered as part of the Site Allocations equalities impact assessment. Nevertheless, EQIA screening has been conducted on the proposed SPD, which confirmed that there were no negative implications on any equalities group as a result of the SPDs guidance, and thus no need for a full EQIA to be undertaken.

Council Priorities

12.0 The decision sought will help the Council meet the priorities of a making a difference for communities and for businesses by helping protect the character and appearance of Harrow Hill and by providing new facilities that may be used by some community organisations / local schools By undertaking consultation on the SPD (and making changes as necessary once consultation has closed) it is demonstrating that the Council seeks and listens to the views of those concerned. Overall, the Council and Harrow School will be working together to make a positive difference in Harrow.

Section 3 - Statutory Officer Clearance

Name: Jessie Mann	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 18 February 2015		
Name: Elaine Bell	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 18 February 2015		

Ward Councillors notified:	Yes
EqIA carried out:	No (see paragraph 11 above)
EqIA cleared by:	N/A

Section 4 - Contact Details and Background Papers

Contact: Philip Crowther – Planning Officer, 0208 736 6188
philip.crowther@harrow.gov.uk

Background Papers: Harrow School SPD (draft for consultation) 2015
(See enclosure – Appendix 1)

**Call-In Waived by the
Chairman of Overview
and Scrutiny
Committee**

NOT APPLICABLE

[Call-in applies]