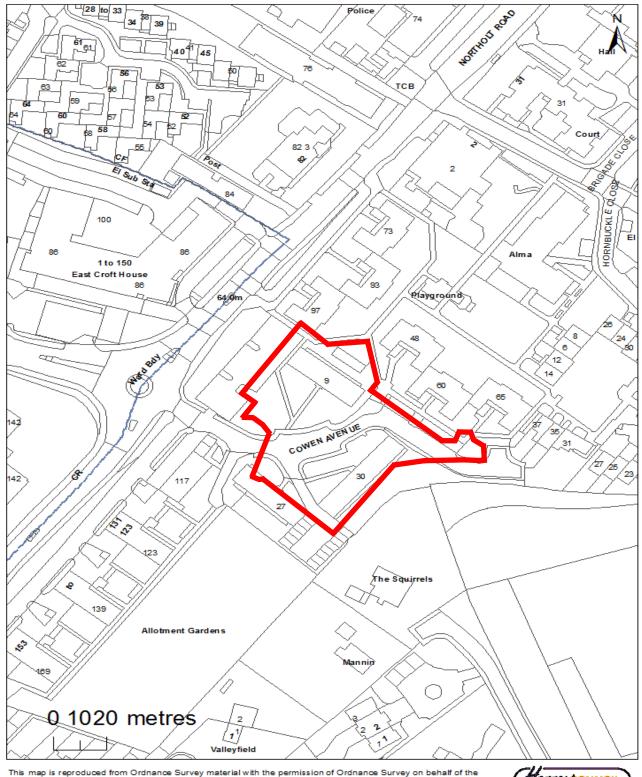


Flats 29 to 46 Cowen Avenue, South Harrow

P/2034/16



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Flats 29 to 46 Cowen Avenue, South Harrow

P/2034/16

LONDON BOROUGH OF HARROW

PLANNING COMMITTEE

7th September 2016

Application Number: P/2034/16 **Validate Date:** P/2034/16

Location: Flats 29 To 46 Cowen Avenue South Harrow

Ward: Harrow on the Hill

Postcode: HA2 0LU

Applicant: Harrow Council
Agent: Harrow Council
Case Officer: CATRIONA COOKE

Expiry Date: 11/07/2016

PURPOSE OF REPORT/PROPOSAL

The purpose of this report is to set out the Officer recommendations to The Planning Committee regarding an application for planning permission relating to the following proposal.

Conversion And Change Of Use of Storage Area On Ground Floor To Create One Additional Flat; External Alterations

RECOMMENDATION

The Planning Committee is asked to:

- 1) agree the reasons for approval as set out this report; and
- grant planning permission subject to the Conditions listed in Appendix 1 of this report

REASON FOR THE RECOMMENDATIONS

The development would redevelop an existing underused storage area to provide an additional one bedroom flat to the Council housing stock. There is no addition to the built form and it is considered that the proposal would not impinge on neighbouring amenities. The flat meets all minimum floor space standards. Accordingly, the development would accord with development plan policies and is recommended for grant.

INFORMATION

The application is reported to the Planning Committee as the subject site is owned by the Council and is over 100sqm in area. As such, it falls outside the scope of the exception criteria set out at Part 1(h) of the Scheme of Delegation dated 29th May 2013.

Statutory Return Type: E13 – Minor Dwellings

Council Interest: Council Owned

GLA Community Infrastructure Levy

(CIL) Contribution (provisional):

Local CIL requirement: £5,830

HUMAN RIGHTS ACT

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

£1,850

EQUALITIES

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

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

S17 CRIME & DISORDER ACT

Policies 7.3.B and 7.13.B of The London Plan and policy DM1 of the Development Management Polices Local Plan require all new developments to have regard to safety and the measures to reduce crime in the design of development proposed. It is considered that the development does not adversely affect crime risk.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 BACKGROUND PAPERS USED IN PREPARING THIS REPORT:

- Planning Application
- Statutory Register of Planning Decisions
- Correspondence with Adjoining Occupiers
- Correspondence with Statutory Bodies
- Correspondence with other Council Departments
- Nation Planning Policy Framework 2012
- London Plan 2016
- Local Plan Core Strategy, Development Management Policies, SPGs
- Other relevant guidance

LIST OF ENCLOSURES / APPENDICES:

Officer Report:

Part 1: Planning Application Fact Sheet

Part 2: Officer Assessment

Appendix 1 – Conditions and Informatives

Appendix 2 – Site Plan

Appendix 3 – Site Photographs

Appendix 4 – Plans and Elevations

OFFICER REPORT

PART 1 : Planning Application Fact Sheet

The Site	
Address	Flats 29 To 46 Cowen Avenue South Harrow
Applicant	Harrow Council
Ward	Harrow on the Hill
Local Plan allocation	None
Conservation Area	N/A
Listed Building	N/A
Setting of Listed Building	N/A
Building of Local Interest	N/A
Tree Preservation Order	N/A
Other	N/A

Housing		
Density	Proposed Density hr/ha	
	Proposed Density u/ph	
	PTAL	
	London Plan Density Range	
Dwelling Mix	Studio (no. / %)	
	1 bed (no. / %)	1
	2 bed (no. / %)	
	3 bed (no. / %)	
	4 bed (no. / %)	
	Overall % of Affordable Housing	
	Social Rent (no. / %)	
	Intermediate (no. / %)	
	Private (no. / %)	
	Commuted Sum	
	Comply with London Housing SPG?	YES
	Comply with M4(²) of Building Regulations?	NO

Transportation		
Car parking	No. Existing Car Parking spaces	0 (on-street & controlled car park available)
	No. Proposed Car Parking spaces	0
	Proposed Parking Ratio	0
Cycle Parking	No. Existing Cycle Parking spaces	unknown
	No. Proposed Cycle Parking spaces	0
	Cycle Parking Ratio	0:1

Public Transport	PTAL Rating	4
	Closest Rail Station / Distance (m)	South Harrow/407m
	Bus Routes	114, 258, 395, 398, 487, H10, H12
Parking Controls	Controlled Parking Zone?	Zone M
	CPZ Hours	Mon-Sat 10-11am and 2-3pm
	Previous CPZ Consultation (if not in a CPZ)	n/a
	Other on-street controls	n/a
Parking Stress	Area/streets of parking stress survey	n/a
	Dates/times of parking stress survey	n/a
	Summary of results of survey	n/a
Refuse/Recycling	Summary of proposed	No change to current
Collection	refuse/recycling strategy	situation

PART 2: Assessment

1.0 SITE DESCRIPTION

1.1 The application site comprises the basement storage units of flats 29 to 46 Cowen Avenue to the rear of Northolt Road.

2.0 PROPOSED DETAILS

- 2.1 The application proposes the retention of two storage units and conversion of remaining floorspace to one self-contained flat.
- 2.2 External alterations including replacement of two small windows in the south east elevation with doors for the retained storage units; replacement of six small windows with two windows to the same scale as windows for the remaining block on the north west elevation.

3.0 HISTORY

3.1 N/A

4.0 CONSULTATION

- 4.1 A Site Notice was erected on 09/06/2016 expiring on 01/07/2016.
- 4.2 A total of 18 consultation letters were sent to neighbouring properties regarding this application. The public consultation period expired on 09/06/2016.

4.3 Adjoining Properties

Number of Letters Sent	24
Number of Responses Received	1
Number in Support	0
Number of Objections	1
Number of other Representations (neither	0
objecting or supporting)	

- 4.4 1 objection was received from an adjoining resident.
- 4.5 A summary of the response received along with the Officer comments are set out below:

Details of Representation and date received	Summary of Comments	Officer Comments
Ms Roberts 30 Cowen Avenue	Objects to the application due to: • Anti-social behaviour; bin being set alight; rubbish thrown from upper flats • Existing problems with sewerage	Noted – the Housing office is aware of the anti-social behaviour. It is not considered that a residential unit at basement level would necessarily have these impacts. The Drainage Authority have raised no objection to the proposal and recommended a condition ensuring details of sewerage at submitted prior to conversion. This has been included as a condition.

4.6 Statutory and Non Statutory Consultation

4.7 The following consultations have been undertaken:

LBH Drainage

4.8 External Consultation

4.9 A summary of the consultation responses received along with the Officer comments are set out in the Table below.

Consultee	Summary of contents	Officer Comments
Pebwatch	No comments received.	Noted.

4.10 Internal Consultation

4.11 A summary of the consultation responses received along with the Officer comments are set out in the Table below.

Consultee	Summary of contents	Officer Comments
LBH Drainage	No objection subject to	Noted – condition
	conditions.	recommended

5.0 POLICIES

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

'If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.'

- 5.2 The Government has issued the National Planning Policy Framework [NPPF] which consolidates national planning policy and is a material consideration in the determination of this application.
- 5.3 In this instance, the Development Plan comprises The London Plan 2016 [LP] and the Local Development Framework [LDF]. The LDF comprises The Harrow Core Strategy 2012 [CS], Harrow and Wealdstone Area Action Plan 2013 [AAP], the Development Management Policies Local Plan 2013 [DMP], the Site Allocations Local Plan [SALP] 2013 and Harrow Local Area Map 2013 [LAP].

6.0 APPRAISAL

6.1 The main issues are:-

Principle of the Development Regeneration Character and Appearance of the Area Residential Amenity Floodrisk and Drainage Accessibility

6.2 Principle of Development

- 6.2.1 Policy 3.8 of The London Plan (2016) encourages the Borough to provide a range of housing choices in order to take account of the various different groups who require different types of housing. Further to this, Core Policy CS.I states that 'New residential development shall result in a mix of housing in terms of type, size and tenure across the Borough and within neighbourhoods, to promote housing choice, meet local needs, and to maintain mixed and sustainable communities'.
- 6.2.2 Having regard to the London Plan and the Council's policies and guidelines, it is considered that the proposed conversion of the disused storage area would constitute an increase in smaller housing stock within the borough, and would therefore be acceptable in principle.

6.3 Regeneration

- 6.3.1 The proposal would redevelop a currently underused storage area to provide an additional one bedroom flat. Thereby creating additional Council Housing Stock and creating local jobs during the refurbishment process.
- 6.3.2 The proposal is in accordance with the Council's Regeneration policies.
- 6.4 Character and Appearance of the Area
- 6.4.1 The NPPF makes it very clear that good design is a key aspect of sustainable development and is indivisible from good planning and should contribute positively to making better places for people.
- 6.4.2 The London Plan (2016) policies 7.4B and 7.6B set out the design principles that all boroughs should seek to ensure for all development proposals. The London Plan (2016) policy 7.4B states, inter alia, that all development proposals should have regard to the local context, contribute to a positive relationship between the urban landscape and natural features, be human in scale, make a positive contribution and should be informed by the historic environment. The London Plan (2016) policy 7.6B states, inter alia, that all development proposals should; be of the highest architectural quality, which complement the local architectural character and be of an appropriate proportion composition, scale and orientation.
- 6.4.3 Core Policy CS(B) states that 'All development shall respond positively to the local and historic context in terms of design, siting, density and spacing, reinforce the positive attributes of local distinctiveness whilst promoting innovative design and/or enhancing areas of poor design.'
- 6.4.4 Policy DM 1 of the Harrow Development Management Policies Local Plan (2013) reinforces the principles set out under The London Plan (2016) policies 7.4B and 7.6B and seeks a high standard of design and layout in all development proposals. It goes on to state, amongst other things, that developments should contribute to the creation of a positive identity through the quality of building layout and design, should be designed to complement their surroundings, and

should have a satisfactory relationship with adjoining buildings and spaces.

6.4.5 The proposal relates to the conversion of a storage area into a self-contained flat. There will be no extensions to the property. The storage area is currently underused and there is evidence of anti-social behaviour near the secluded basement. It is considered that the proposal would make a positive contribution to the character of the area and would reinforce the positive aspects of local distinctiveness. Officers consider the re-development of the site would provide an increased sense of place, vibrancy and identity within the community and would successfully integrate into the surrounding suburban context. external alterations to the windows at the basement and the introduction of doors to the retained storage areas to the rear of the property would match the windows and doors of the existing block and would therefore be in keeping with the area. As such, the proposal is considered to comply with The National Planning Policy Framework (2012), policies 7.4B, 7.6B and 7.8 C and D of The London Plan (2016) core policy CS1 B and D of the Harrow Core Strategy (2012) and policies DM1 and DM 7 of the Harrow Development Management Polices Local Plan (2013).

6.5 Residential Amenity

- 6.5.1 Policy 7.6 of The London Plan (2016) states that "Buildings and structures should not cause unacceptable harm to the amenity of the surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate".
- 6.5.2 Policy DM 1 of the Harrow Development Management Polices Local Plan (2013) requires that: "All development and change of use proposals must achieve a high standard of privacy and amenity of neighbouring occupiers". "The assessment of the design and layout of proposals will have regard to: "the massing, bulk, scale and height of proposed buildings in relation to the location, the surroundings and any impact on neighbouring occupiers".
- 6.5.3 The proposed conversion would not result in any additional built form and therefore it is considered that there would be no impact on the residential amenities of neighbouring properties with regard to overshadowing and visual amenity. The windows of the unit would offer views of the public domain and therefore there would be no impact with regard to overlooking or loss of privacy.

6.6 Amenity Impacts on the Future Occupiers of the flats

Policy DM 27 of the Harrow DMP LP (2013) states that: "Residential development proposals that provide appropriate amenity space will be supported. The appropriate form and amount of amenity space should be informed by

- 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)."

- 6.6.1 The proposed flat would have access to the community amenity space which is considered to be appropriate and would accord within the standards set out in the Mayoral Housing SPG (2016).
- 6.6.2 Table 3.3 of the adopted London Plan (2015) specifies minimum Gross Internal Areas (GIA) for residential units. Paragraph 3.36 of the London Plan (2016) specifies that these are minimum sizes and should be exceeded where possible. The use of these residential unit GIA's as minima is also reiterated in Appendix 1 of the Council's adopted SPD.
- 6.6.3 The room sizes of the flat are shown in the table below, along with the minimum floor areas for rooms as recommended by the Mayor of London Housing SPG (March 2016)

	Gross Internal Floor Area	Bedroom
Mayor of London Housing SPG (2016)	1 bedroom, 2 person (50sqm)	Double 11.5sqm
Proposed flat	53 sqm	Double 11.88

6.6.4 With reference to the above table, it is considered that adequate Gross Internal Area and adequate room sizes of the flat would result in an acceptable form of accommodation.

6.7 Refuse

- 6.7.1 The proposed unit would use the existing communal bin storage which is considered acceptable.
- 6.7.2 In summary, officers consider that the proposal would accord with the National Planning Policy Framework (2012), policies 3.5C and 7.6B of The London plan (2016), policies DM 1 and DM 27 of the Harrow Development Management Polices Local Plan (2013), Supplementary Planning Guidance: Housing Design Guide (2012) and adopted Supplementary Planning Document (SPD): Residential Design Guide (2010). This condition will be included.

6.8 Flood Risk and Drainage

- 6.8.1 The application site is located in a critical drainage area of Harrow. Policy DM10 was introduced to address surface water run-off and flood risk from developments. The application would not result in a net increase in development footprint and therefore there would no increase in surface water run-off rates. It is noted that an objection has been received regarding issues with sewerage at the site. However, the Drainage authority has raised no objection and has recommended a condition to ensure that details of sewerage are approved prior to the occupation of the unit.
- 6.8.2 In conclusion, the development is considered to fulfil the objectives of the NPPF concerning managed impacts upon flood risk and would satisfy London Plan (2015) policies 5.12, 5.13 and 5.14, policy CS1 U of the Harrow Core Strategy,

and policy DM 10 of the Harrow Development Management Policies Local Plan (2013).

6.9 Accessibility

- 6.9.1 The London Plan (2016) requires all new development in London to achieve the highest standards of accessibility and inclusive design as outlined under policy 7.2. Policy DM 2 of the Harrow DMLP (2013) seeks to ensure that buildings and public spaces are readily accessible to all.
- 6.9.2 The flat would be accessed at the rear from a steep staircase, Officers consider that it would be unreasonable to require the unit to be accessible and adaptable in this instance due to site specific circumstances.

7.0 CONCLUSION AND REASONS FOR APPROVAL

7.1.1 The proposed redevelopment of the underused storage area would provide an additional small residential unit for the Harrow Council housing stock and would not have an undue impact on the character of the area or the residential amenities of neighbouring occupiers.

APPENDIX 1: CONDITIONS AND INFORMATIVES

Conditions

1 <u>Timing</u>

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

Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

2 Approved Plans and Details

The development hereby permitted shall be carried out in accordance with the approved plans: 160115 RDG Z03 XX EL B 003 Existing Elevations; 160115 RDG Z03 XX EL B 003 South West Elevation; 160115 RDG Z03 XX EL B 003 North West Elevation; 160115 RDG Z03 XX EL B 003 North East Elevation; 160902 RDG Z01 B1 PL B 001; 160902 RDG Z01 B1 B 0003; 160115 RDG XX ST PL B 0012

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

3 Materials

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those used in the existing building.

Reason: To safeguard the character and appearance of the Area.

4 Drainage

The development hereby permitted shall not be occupied until works for the disposal of sewage have been provided on site in accordance with details to be submitted to, and approved in writing by, the Local Planning Authority. The works shall thereafter be retained.

To ensure that the necessary construction and design criteria for the development proposals follow approved conditions.

Reason:To ensure that adequate drainage facilities are provided in accordance with Sewers for Adoption.

Informatives

1 Policies

The following policies are relevant to this decision:

National Planning Policy Framework (2012) (NPPF)

The London Plan (2016):

- 3.3 Increasing Housing Supply
- 3.5 Quality and Design of Housing Developments
- 3.8 Housing Choice
- 5.2 Minimising Carbon Dioxide Emissions
- 5.3 Sustainable Design and Construction
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 6.3 Assessing Effects of Development on Transport Capacity
- 6.9 Cycling
- 6.13 Parking
- 7.1 Building London's Neighbourhoods and Communities
- 7.2 An Inclusive Environment
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.6 Architecture

Harrow Core Strategy 2012

Core Policy CS 1 – Overarching Policy Objectives

Harrow Development Management Polices Local Plan (2013)

Policy DM 1 - Achieving a High Standard of Development

Policy DM 2 – Achieving Lifetime Neighbourhoods

Policy DM 10 – On Site Water Management and Surface Water Attenuation

Policy DM 12 – Sustainable Design and Layout

Policy DM 14 – Renewable Energy Technology

Policy DM 23 – Streetside Greenness and Forecourt Greenery

Policy DM 24 – Housing Mix

Policy DM 27 – Amenity Space

Policy DM 42 - Parking Standards

Policy DM 44 - Servicing

Policy DM 45 – Waste Management

Relevant Supplementary Documents

Supplementary Planning Document – Residential Design Guide (2010)

2 <u>Pre-application engagement</u>

Statement under Article 35(2) of The Town and Country Planning (Development Management Procedures) (England) Order 2015

This decision has been taken in accordance with paragraphs 187-189 of The National Planning Policy Framework. Harrow Council has a pre-application advice service and actively encourages applicants to use this service. Please note this for future reference prior to submitting any future planning applications.

3 Considerate contractor code of practice

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

4 Party Wall Act

The Party Wall etc. Act 1996 requires a building owner to notify and obtain formal agreement from adjoining owner(s) where the building owner intends to carry out building work which involves:

- 1. work on an existing wall shared with another property;
- 2. building on the boundary with a neighbouring property;
- 3. excavating near a neighbouring building,

and that work falls within the scope of the Act.

Procedures under this Act are quite separate from the need for planning permission or building regulations approval.

"The Party Wall etc. Act 1996: Explanatory booklet" is available free of charge from:

Communities and Local Government Publications, PO Box 236, Wetherby, LS23 7NB

Please quote Product code: 02 BR 00862 when ordering

Also available for download from the CLG website:

http://www.communities.gov.uk/documents/planningandbuilding/pdf/133214.pdf

Tel: 0870 1226 236 Fax: 0870 1226 237

Textphone: 0870 1207 405

E-mail: communities@twoten.com

5 GLA CIL

Please be advised that approval of this application (either by Harrow Council, or subsequently by PINS if allowed on Appeal following a Refusal by Harrow Council) will attract a liability payment of £1,850 of Community Infrastructure Levy. This charge has been levied under Greater London Authority CIL charging schedule and s211 of the Planning Act 2008.

Harrow Council as CIL collecting authority on commencement of development will be collecting the Mayoral Community Infrastructure Levy (CIL).

Your proposal is subject to a CIL Liability Notice indicating a levy of £1,850 for the application, based on the levy rate for Harrow of £35/sqm and the stated chargeable floorspace of 53 sqm

You are advised to visit the planning portal website where you can download the appropriate document templates.

http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

6 Harrow CIL

Harrow has a Community Infrastructure Levy which will apply Borough wide for certain uses of over 100sqm gross internal floor space. The CIL has been examined by the Planning Inspectorate and found to be legally compliant. It will be charged from the 1st October 2013. Any planning application determined after this date will be charged accordingly.

Harrow's Charges are:

Residential (Use Class C3) - £110 per sqm;

Hotels (Use Class C1), Residential Institutions except Hospitals, (Use Class C2), Student Accommodation, Hostels and HMOs (Sui generis)- £55 per sqm;

Retail (Use Class A1), Financial & Professional Services (Use Class A2), Restaurants and Cafes (Use Class A3) Drinking Establishments (Use Class A4) Hot Food Takeaways (Use Class A5) - £100 per sqm

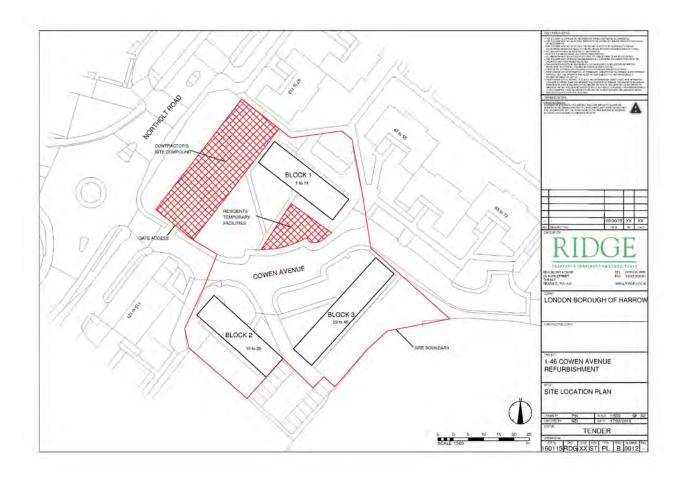
All other uses - Nil.

The Harrow CIL contribution for this development is £5,830.

7 **Drainage**

The applicant should contact Thames Water Utilities Limited and Harrow Drainage Section at the earliest opportunity.

APPENDIX 2: SITE PLAN



APPENDIX 3: SITE PHOTOGRAPHS



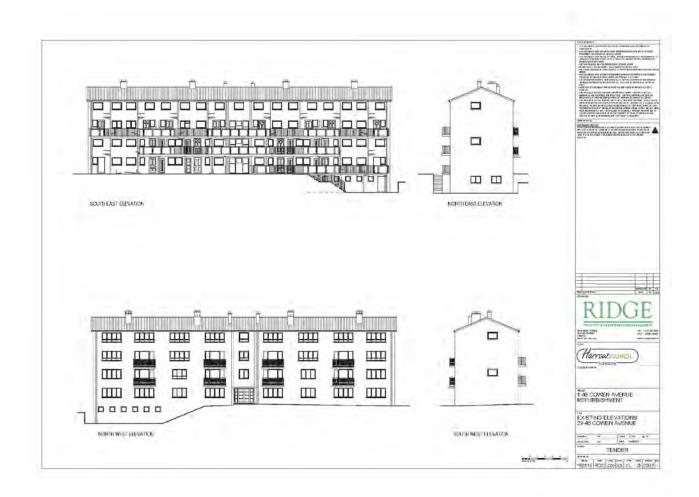




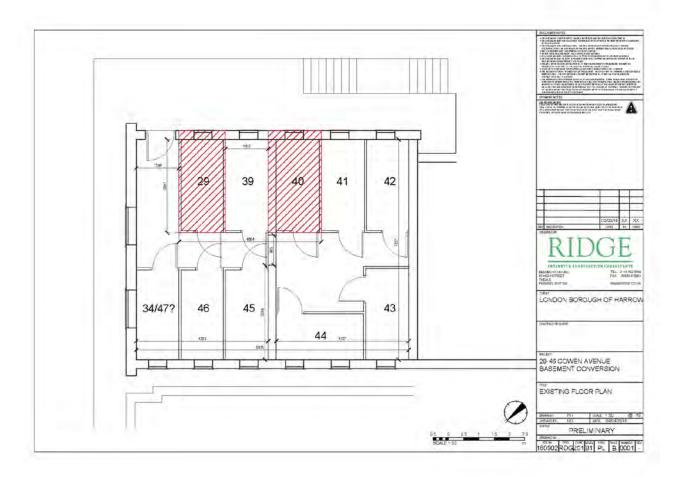


APPENDIX 4: PLANS AND ELEVATIONS

EXISTING ELEVATIONS



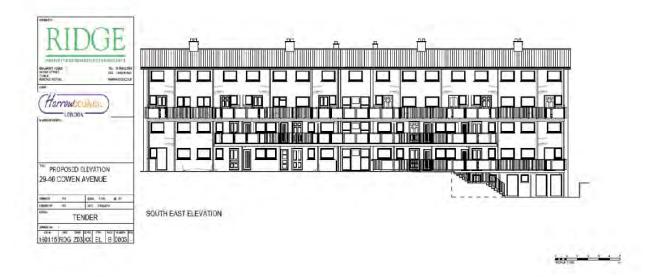
EXISTING FLOORPLANS



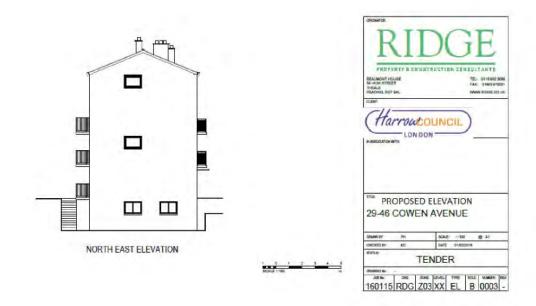
PROPOSED NORTH WEST ELEVATION



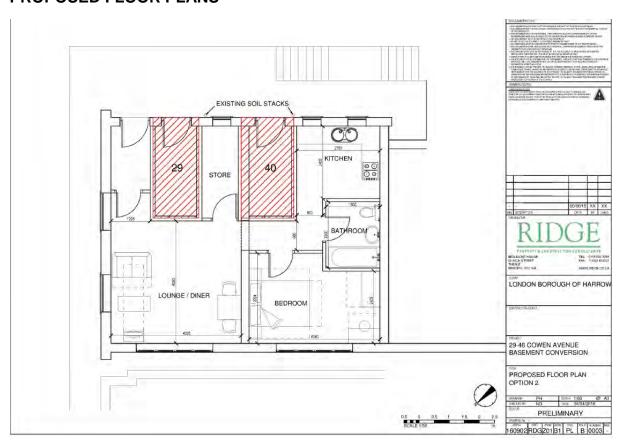
PROPOSED SOUT EAST ELEVATION



PROPOSED NORTH EAST ELEVATION



PROPOSED FLOOR PLANS



SITE PLAN

