
REPORT FOR: CABINET

Date of Meeting: 15 September 2016

Subject: Consultation on proposed amendment to Waxwell Lane Conservation Area Boundary and an addition to the Harrow Local List

Key Decision: No

Responsible Officer: Paul Nichols, Divisional Director of Regeneration and Planning

Portfolio Holder: Keith Ferry, Deputy Leader and Portfolio Holder for Business, Planning and Regeneration

Exempt: No

Decision subject to Call-in: Yes

Wards affected: Pinner

Enclosures: Appendix 1: Draft local list description for Pinner Post Office and photographs
Appendix 2: Proposed amendment to the boundary of the Waxwell Lane Conservation Area
Appendix 3: Photographs of the area (and its buildings) proposed for inclusion within the Waxwell Lane Conservation Area

Section 1 – Summary and Recommendations

This report introduces the proposed inclusion of the Pinner Post Office on the Harrow Local List (as described in appendix 1) and a proposed amendment to the Waxwell Lane Conservation Area boundary (described in appendix 2), and requests the Cabinet to agree to undertake consultation on these proposals.

Recommendations:

Cabinet is requested to authorise the Divisional Director for Regeneration and Planning to undertake a consultation (as outlined in the body of the report) on:

- (1) the proposed inclusion of Post Office, Bridge Street, Pinner on the local list of buildings
- (2) the proposed amendment to the Waxwell Lane Conservation Area boundary.

Reason: (For recommendations)

1. To comply with the National Planning Policy Framework requirement that planning authorities ensure that they make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible.
2. Providing locally listed status to those buildings that have local merit will help protect Harrow's local historic and architectural interest and assist the Council to meet its corporate priority that seeks to *build stronger communities*.
3. To comply with the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires local planning authorities to from time to time determine whether any parts or further parts of the borough should be designated [s.69(2)].

Section 2 – Report

1. Introductory paragraph

- 1.1 The decision sought will provide an up to date Waxwell Lane Conservation Area boundary and local list, which will help maintain Harrow's unique historical local character which residents' value.

2. Options considered

- 2.1 The option of not reviewing the local list or the conservation area was considered but would mean the council's recognition of heritage assets would not be up to date.

3. Background

- 3.1 On 4th February 2016 a local resident, historian and member of the Pinner Local History Society contacted the Council requesting that Pinner Post Office be considered for inclusion in the Waxwell Lane Conservation Area and/or be locally listed. The Council's adopted Waxwell Lane Conservation Area Appraisal and Management Strategy (2009) states the Council's intention to review the existing Conservation Area boundary including careful survey and consultation.

4. Current situation

4.1 Local List Review

- 4.2 A Locally Listed Building is a building, structure or feature which is important in the local context due to its architectural or historic interest or its townscape/group value. They are important to our understanding of how Harrow came to be, and how different eras and styles of architecture combine to contribute to local character and distinctiveness. Their significance is however not sufficient to warrant national statutory listing.
- 4.3 At the request of the former Local Development Framework Advisory Panel, an SPD concerning Locally Listed buildings was approved by Cabinet on 12th December 2013. This report fulfills the SPD's requirement that the current list of Locally Listed Buildings be kept under review.
- 4.4 As set out in the Locally Listed Buildings SPD approved by Cabinet, the list of locally listed buildings is constantly under review, with recommendations taken from the public, Members and Council Officers.
- 4.5 Following the request for the Pinner Post Office to be considered for inclusion on the Harrow Local List, a detailed assessment has been undertaken including a site visit, gathering of photographic evidence, and research into the local history of the building. This assessment is outlined below against the Council's selection criteria for Local Listing, as set out in the Council's SPD. The criteria are broadly based upon those for statutory listing but with additional local considerations, such as the contribution made to the local environment and townscape:

- i. Architectural interest - including architectural design, decoration and craftsmanship;*

The Post Office was erected 1931-2 as part of the conversion of Bridge Street to a suburban shopping centre. It is a classic public building of its era, neat and functional. It has three round-headed windows at the ground floor, the central one of which has a fanlight specially designed to accommodate a clock, and single storeyed side wings with arched entrances. As well as space at the front for public business, the space behind and to the side has been used as a sorting office and public collection point. The full original

facilities provided are not known, nor the name of the architect. Unfortunately, architectural interest has been undermined somewhat by the addition of a first- floor extension above the right-hand entrance which has un-matching brickwork and a dummy tiled roof.

- ii. *Townscape/Group value - including important contributions to unified architectural or historic groups, areas of planned townscape, or the local townscape;*

Nevertheless, the building is a local landmark building, standing almost at the summit of Bridge Street, opposite the Police Station, statutorily listed, the Christian Science Reading Rooms, and The Oddfellows Arms, both locally listed; the first three are also twentieth century buildings. They make a coherent group of public or semi-public buildings around the junction of Bridge Street and Waxwell Lane. Until 1980 the group included that other badge of suburbia, a cinema.

- iii. *Historic interest - illustrating aspects of local/national social, economic, cultural or military history; and*

The historic interest lies in the Post Office's role in the provision of suburban shopping areas and public facilities between the two world wars. It, together with the aforementioned buildings, and the cinema, now gone, formed a group at top of the vista up Bridge Street. It is part of Pinner's identity as a centre. Several other public service buildings were erected in this decade in Pinner, notably the Telephone Exchange, now demolished, and the Fire Station in Pinner Road, a locally listed complex within the Pinner Road Conservation Area.

- iv. *Close historical associations - with locally/nationally important people or events.*

There are no associations with important people or events.

- 4.6 Given the above historic, group and architectural interest, it is considered the building may merit inclusion on the local list. Public consultation is therefore recommended.

4.7 Waxwell Lane Conservation Area Review

- 4.8 Following the recommendation of the Council's adopted CAAMS for Waxwell Lane Conservation Area and the local historian, it is proposed to consult on the inclusion of the following within the Waxwell Lane Conservation Area:

- i. 60-68 (even) Waxwell Lane
- ii. 2 and 3 Little Common
- iii. The Post Office Bridge Street
- iv. All of the Little Common open space

- 4.9 The Planning (Listed Buildings and Conservation Areas) Act 1990 identifies conservation areas as being 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve and enhance' [s.69(1)(a)].
- 4.10 The Act also requires local planning authorities to from time to time review previous processes of identifying areas for designation as conservation areas and to determine whether any parts or further parts of the borough should be designated [s.69(2)]
- 4.11 Paragraph 127 of the National Planning Policy Framework (NPPF) indicates that 'when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest'.
- 4.12 At a local level, the Council has identified six criteria for designation of conservation areas within the borough. The criteria have been in place since at least 1989, including inclusion in the Borough's 2004 Unitary Development Plan and more recently, within the SPDs relating to conservation areas.
- 4.13 These are listed below along with how the proposed extended area would meet these criteria:

- (a) *Areas with a high concentration of listed buildings whether statutorily or locally listed*

Criterion not currently met - but may be if the recommendation for local listing of the post office is followed.

- (b) *Areas of historical, social, economic and/or architectural merit*

The cottages have architectural and historic interest. Their surrounding soft greenery complements their setting. Numbers 60-68 are high quality Arts and Crafts style Edwardian villas not dissimilar to others in the Waxwell Lane Conservation Area i.e. 49 Waxwell Lane, 48-54 Waxwell Lane and similar to all those in the Moss Lane Conservation Area. Red brick, clay tiles and partial rendering are the dominant materials and particularly notable design features include projecting bays, decorative ridge tiles, decorative clay finials, decorative timber porches and timber dentil courses. Two notable politicians of the 1950's, Lord Diamond and Tom Driberg lived at number 66.

The Post Office as stated is a classic public building of its era, neat and functional. It has three round-headed windows at the ground floor, the central one of which has a fanlight specially designed to accommodate a clock, and single storeyed side wings with arched entrances. As well as space at the front for public business, the space behind and to the side has been used as a sorting office and public collection point.

- (c) *Areas with a high proportion of buildings built prior to 1920, which remain largely unaltered*

60-68 Waxwell Lane and numbers 2 and 3 were built prior to 1920.

- (d) *Areas built post 1920 that are innovative in planning or architectural detail, and where a large proportion remain unaltered*

This criterion is not met.

- (e) *A significant group of buildings with distinct physical identity and cohesiveness*

This criterion is met. The Post Office relates well to others in the existing conservation area given it is a local landmark building, standing almost at the summit of Bridge Street, opposite the other landmark, the Police Station (statutorily listed), the Christian Science Reading Rooms, and The Oddfellows Arms, both locally listed; the first three are also twentieth century buildings. They make a coherent group of public or semi-public buildings around the junction of Bridge Street and Waxwell Lane. Similarly as stated numbers 60-68 are high quality Arts and Crafts style Edwardian villas not dissimilar to others in the Waxwell Lane Conservation Area i.e. 49 Waxwell Lane, 48-54 Waxwell Lane. Also the use of high quality traditional materials and style unifies all proposed buildings for inclusion with the existing buildings within the conservation area.

- (f) *Areas which have a special quality, where the site layout and landscaping are of exceptionally high quality and/or contain historic open space, natural landmarks or topographical features*

This criterion is met in part given the alteration to the boundary would include an area of historic open space i.e. Little Common which is currently divided in two. At present the conservation area boundary cuts across part of Little Common. Its edge follows no definable feature. It is noted though that the landscaping here is not of exceptionally high quality. The northern part of the common at present contains a children's play area and cycle track both dating from the sixties, which are in serious need of upgrading. The surrounding coppice of oak also needs attention. Notably though, the open nature of the surrounding land to the north, south and east is protected by Metropolitan Open Land. The treescape is also of vital importance with its scot pines and ancient hedgerows.

4.14 An area should meet two or more of the above criteria to be considered for inclusion for in a conservation area. Therefore public consultation is recommended. Under the Planning (Listed Buildings and Conservation Areas) Act 1990, there is no requirement to consult specifically on proposals to amend the boundary of a conservation area. However, it is considered good practice to consult on any boundary changes and so this is now recommended.

5. Implications of the designation as heritage assets

5.1 Local List

5.2 The inclusion of a building/structure on the Local List does not change the existing planning controls that already apply to these buildings, including their demolition. Inclusion on the Local List is also not primarily intended to restrict development, but will seek to ensure that any proposals take into consideration the local significance of the building. The only real implication therefore of including a building or structure on the Local List is that it will change the level of consideration given by the Council to preserving the buildings' character and appearance when planning proposals are assessed.

5.3 This means that the Locally Listed Buildings SPD will be a material planning consideration in assessing any proposals, and the Local Planning Authority (LPA) will consider, in a planning application for works to a locally listed building, any special local interest in relation to the property before a decision is made. Many development works, such as, external alterations, extensions and changes of use will need planning permission from the Council. Therefore, any proposals put forward are expected to respect the particular character and interest of the building. Guidance on how this might be achieved is set out in the SPD, which is intended to assist applicants make successful applications.

5.4 Conservation Area

5.5 If the Waxwell Lane Conservation Area boundary is extended following public consultation the general consequences are as follows:

- i. The Local Planning Authority is under a general duty to ensure the preservation and enhancement of conservation areas
- ii. Notice must be given to the local authority before works are carried out to any tree in the area
- iii. Planning permission is required for the demolition of any unlisted building in the area and the local authority or the Secretary of State may take enforcement action or institute a criminal prosecution if permission is not obtained.
- iv. The requirements for planning permission are somewhat different in a conservation area. In this instance though, since the majority of residential units are flats and therefore require planning permission any way for most works unless they include certain sustainable development proposals. There would only be slightly higher requirement for planning permission for sustainable development equipment on walls or road slopes that are the main elevations visible from a road or part of the curtilage visible from the road.
- v. Extra publicity is given to planning affecting conservation areas; and the planning authority is to take into account the desirability of preserving and enhancing the character of the area when determining such applications.

- vi. It would mean fewer types of advertisements can be displayed with deemed consent.

5.6 Consultation

5.7 For the proposed amendment to the boundary of the conservation area and addition of the building to the local list it is proposed to have the following consultation:

- a. Letter to:
 - i. those within the existing conservation area,
 - ii. those within the area proposed to be added to the conservation area,
 - iii. the proposed locally listed building,
 - iv. the Conservation Area Advisory Committee,
 - v. the Pinner Local History Society,
 - vi. the Pinner Association,
 - vii. the Twentieth Century Society,
 - viii. the Victorian Society and
 - ix. Historic England
- b. Place an advert in the local paper and site notices up on lampposts in the area and outside the building.

5.8 The consultation would take place for six weeks and ask for views on the proposals in relation to the criteria for Conservation Area status and locally listed building status. The results of that consultation will be addressed within a follow up report to the Working Group and Cabinet.

5.9 Deliberations of the Planning Policy Work Group

5.10 A Planning Policy Working Group meeting was held on Wednesday 24 August 2016 to consider the draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS) and the draft amendment to Waxwell Lane Conservation Area Boundary and an addition to the Harrow Local List.

5.11 In considering the draft document, the Working Group made the following comments (draft):

The Group received a report of the Divisional Director – Regeneration and Planning which introduced a proposal to extend the existing Waxwell Lane Conservation Area boundary to include a number of additional residential properties, the Post Office (Bridge Street) and all of the Little Common open space. Additionally, the report identified that it is proposed to include the Post Office on the Harrow Local List. The report outlined the proposed consultation arrangements and that the outcomes of the consultation would be reported back to the Working Group and Cabinet before any of the proposals were implemented.

It was queried if there was any indication of what concerns may come out during the consultation. Officers indicated at this stage there was no indication of what, if any, issues may come forward in any representations received during the consultation process.

Members asked how these proposals had come forward and why they were being progressed at this point in time. Officers indicated that the proposals had been suggested by a local resident / historian. Officers had assessed the proposals against the criteria relating to Conservation Areas and Locally Listed buildings and concluded that there was sufficient merit in the proposals for them to progress to consultation.

Members queried whether it was appropriate that one person's suggestion could trigger the resource intensive process currently being undertaken. Officers noted that national legislation and the Council's own Conservation Area Supplementary Planning Documents (SPDs) require that Conservation Area boundaries are reviewed on a regular basis. The Council's Locally Listed Building SPD also has a similar requirement for regular reviews. The current process in relation to Waxwell Lane reflects these requirements.

In the context of the process being 'triggered' by one person's suggestion, the Working Group discussed how the outcomes of any consultation would be responded to, for example, if there was not a strong groundswell of support for the proposals. It was requested that the consultation period be extended from the proposed four weeks to six weeks (with this occurring after the summer holidays) and that letters be sent to all properties within the Conservation Area to ensure adequate opportunity for potentially affected persons to make representations to the Council.

5.12 Performance Issues

5.13 Local Authorities have a statutory duty to publish proposals for the enhancement of their conservation areas under the National Planning Policy Framework and to make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. The proposal to publicly consult would help meet these objectives and to have a positive effect on local residents' perception of the degree to which the Council takes account of their views and how far people can influence decisions affecting their area, which are measured through the bi-annual Reputation Tracker.

5.14 Environmental Impact

5.15 The adopted CAAMS for Waxwell Lane Conservation Area includes consideration of how energy efficiency and microgeneration measures can be achieved whilst preserving the special character of the conservation area. This will therefore help the council to meet the Council's climate change strategy in terms of mitigation and adaptation for any newly adopted buildings in the conservation area.

5.16 Risk Management Implications

5.17 Risk included on Directorate risk register? No

Separate risk register in place? No

There are no significant risks from consulting on these proposals.

5.18 Legal Implications

5.19 The Council are required under section 69(2) of the Listed Buildings and Conservation Areas Act 1990 to carry out reviews 'from time to time' to determine whether any parts or further parts of their area should be designated as conservation areas; and if it so determines, that part(s) shall be so designated. Although there is no statutory requirement for consultation it is considered appropriate that the proposal to extend the Waxwell Lane Conservation Area is subject to a public consultation given the effect that such designation may have on future development proposals within the area. Members of the public will be able to comment on the proposals and those comments will be considered in advance of a formal decision being made.

5.20 The amended Local List would form an amendment to the Locally Listed Buildings SPD. 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.

5.21 Although the amended SPD is not a development plan document it is a material consideration in the determination of planning applications affecting locally listed buildings. The Council is required under the Town and Country Planning (Local Planning) (England) Regulations 2012 to consult on the SPD or amendments to the SPD and to take into account all consultation responses received before adopting the amended SPD. The amended Locally Listed Buildings Supplementary Planning Document would continue to form part of Harrow's formal planning policy. This report sets out the consultation procedure that will be undertaken in accordance with the statutory requirements.

5.22 Financial Implications

5.23 The costs of reviewing and amending the Harrow Local List and Waxwell Lane Conservation Area are met from within the 16/17 budgets of Planning Policy team..

5.24 Equalities implications / Public Sector Equality Duty

5.25 Was an Equality Impact Assessment carried out? No

5.26 EqIA is not considered necessary in respect of the identification, assessment and listing of a building. Such an assessment is based on

the architectural and historic merit of a building. Furthermore, the higher order Local Plan policy that contains the criteria against which building are assessed, was subject to an equalities impact assessment prior to its adoption.

5.27 EqIA screening was undertaken in the course of introducing the existing Pinner Conservation Areas that raised no matters of equalities impact of significance that would warrant a full EqIA. It is considered that the findings of the EqIA screening remain applicable to the current proposal to extend the existing Conservation Area designation.

5.28 Council Priorities

5.29 The decision made will help the Council meet the following corporate priorities and values:

- Build a better Harrow
- Do it Together.

5.30 The protection of these heritage assets via locally listed and /or conservation area status will ensure the conservation of these assets which adds to the quality of Harrow. The public consultation for this would involve communities.

5.31 Similarly, the report incorporates the administration’s priorities of making a difference for communities as the public consultation would involve communities.

Section 3 - Statutory Officer Clearance

Name: Jessie Man	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 08/08/2016		
Name: Catherine Knight	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 10/08/2016		

Ward Councillors notified:	YES
EqIA carried out:	NO
EqIA cleared by:	See body of report

Section 4 - Contact Details and Background Papers

Contact: Lucy Haile, Principal Conservation Officer, 0208 736 6101

Background Papers:

Pinner Conservation Areas Supplementary Planning Document, including Waxwell Lane Character Appraisal and Management Strategy, available at: http://www.harrow.gov.uk/info/200162/conservation/162/pinner_conservation_areas

Harrow Local Listed Buildings Supplementary Planning Document (SPD), available at: http://www.harrow.gov.uk/info/200162/conservation/857/locally_listed_buildings