
REPORT FOR: CABINET

Date of Meeting:	15 September 2016
Subject:	Proposed draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS) for public consultation
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:	Headstone North
Enclosures:	Appendix - Draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS)

Section 1 – Summary and Recommendations

This report introduces the draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS) contained within Appendix 1, and requests Cabinet to approve the document for public consultation.

Recommendations:

Cabinet is requested to:

- (1) Authorise the Divisional Director – Regeneration and Planning to undertake a public consultation (as outlined in the body of the report) on the proposed draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS), which if subsequently approved by the Cabinet after consultation, will form an appendix to the adopted Pinner Conservation Areas SPD.

Reason: (For recommendations)

Pinner Road Conservation Area was designated on 19th March 2015 and is the only one of Harrow's 29 conservation areas not to have an associated adopted CAAMS. When adopted the Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS) will form an appendix to the Pinner Conservation Areas SPD and so constitute part of the Harrow Local Plan. It will form a material consideration in the determination of planning applications both at planning committees and appeal proceedings. The guidance document will also provide useful guidance to relevant Council departments when dealing with issues relating to Pinner Road Conservation Area. Before adoption can take place formal consultation on the SPD is required and amendments to it may be made as a result. These would be reported back to the Planning Policy Working Group and Cabinet prior to adoption.

Section 2 – Report

1. Introductory paragraph

- 1.1 This report outlines the proposal to undertake a public consultation on the draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS). Doing so will progress the preparation of a CAAMS for Pinner Road CA, the only CA remaining without such a document.

2. Options considered

- 2.1 The Council, at its Strategic Planning Advisory Panel meeting of 18 July 2006, agreed that Supplementary Planning Documents (SPDs) with appendices of CAAMS for each Conservation Area would be produced to cover the borough's Conservation Areas. To date, SPDs have been

produced for Harrow on the Hill, Pinner and Stanmore and Edgware conservation areas which include CAAMS for 28 of the 29 Conservation Areas. Not to produce a CAAMS for the recently designated Pinner Road Conservation Area would be inconsistent with the approach adopted elsewhere and represent a gap in the Local Plan, with regard to this conservation area.

3. Background

- 3.1 Work commenced in 2006 to review the existing conservation area appraisals and management strategies, and to prepare Supplementary Planning Documents (SPDs) to cover geographical clusters of conservation areas within the borough. Following the adoption of the Harrow on the Hill, Pinner, Stanmore and Edgware and the Harrow Weald SPDs, the Pinner Road Conservation Area was designed in March 2015.

4. Current situation

- 4.1 Following the adoption of the Pinner Road Conservation Area, work commenced on the production of the draft Pinner Road CAAMS. The CAAMS outlines the areas special architectural and historic character and key problems, pressures and opportunities for enhancement and key management recommendations.

4.2 Special Interest

- 4.3 Pinner Road CA's special interest comprises its largely unaltered, good condition and high quality, early 20th century architecture of cohesive and uniform character and historic and social merit. Along with its strikingly planned geometric layout and landscaping, the area is quite distinct from typical surrounding suburban development. These qualities give special architectural, historic and social merit to the area.

- 4.4 There is a high degree of architectural and historic merit within the area. All its buildings are listed or locally listed with the exception of the firemen's cottages, toilet block and the Lodge, Capel Gardens. All its buildings are post 1920 and innovative in planning or architectural detail given their geometrically planned layout, their ornamental boulevard gardens and green open spaces giving a high quality to its landscaping. Architectural centrepieces include Capel Gardens and Pinner Court (1935-6) which are two remarkable and exceptionally fine and complete examples of suburban Metroland, inter-war Modernist/Art Deco apartment building design. They have striking and unifying features including strong lines, Crittall-style windows, and Art Deco style lampstands and fountain.

- 4.5 The area also has good historic and social merit. The cemetery and its buildings provide a good example of one of a number of cemeteries built to serve the new suburbs between the two World Wars. The fire station, training tower and cottages are the only known example of an inter-war fire station complex in Harrow, its Art Deco style and symmetrical layout with its ancillary cottages, complementing that of the flats. The flats' Art

Deco design echoes that of the grade II listed Elm Park Court in Pinner and is of social interest given its colonial or hacienda style of the mid-1930s intended for the middle-classes aping a Hollywood lifestyle.

4.6 There is a distinct physical identity and cohesiveness to the area given its high quality, well cared for and largely unaltered architecture and as each part of the conservation area was built as a unified group (first the cemetery, second the flats, and third the fire station and associated buildings) to relate to each other as well as itself.

4.7 *Key problems and management recommendations*

4.8 These are listed within the draft document with suggested solutions recommended. These are listed as: pressure to replace windows and doors to Capel Gardens flats, works that have disrupted the uniform architectural to the firemen's cottages and various maintenance issues including to the Pinner Court lampstands, the cemetery Lodge and gates on Pinner Road and floor surfaces in the grounds of Pinner Court and Capel Gardens.

4.9 Recommendations include proposals for suitable repair/maintenance works, guidance on replacement windows, advice on possible grants and proposed article 4 direction for the firemen's cottages (1-18), Pinner Road to restrict permitted development under Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 requiring planning permission for the following works:

- a. Any other alteration to the roof of a dwelling house being development within Class C of Part 1 of Schedule 2 of the Order
- b. The erection or construction of a porch outside any external door of a dwelling house being development within Class D of Part 1 of Schedule 2 of the Order
- c. The provision of curtilage of the dwelling house of any building or enclosure, swimming or other pool required for a purpose incidental to the enjoyment of the dwelling house as such, or the maintenance, improvement or other alteration of such a building or enclosure being development within Class E of Part 1 of Schedule 2 of the Order
- d. The painting of the exterior of any building or work being development within Class A of Part 2 of Schedule 2 of the Order

4.10 *Reviewing the Conservation Area Boundary*

4.11 Post designation of the Conservation Area, there has been concern expressed by the residents of the Lodge, Capel Gardens as to the appropriateness of the conservation area boundary for including their property. Its significance in relation to the remainder of the conservation area has been questioned and the fact that they were not aware of the original consultation concerning the proposed designation of the area.

- 4.12 Whilst there is no statutory obligation for the Council to consult prior to designating a conservation area, public consultation for this designation took place from September to December 2014. This was in the form of: letters to local amenity groups and Historic England (then English Heritage), the owners/occupiers of all the houses/flats and buildings in the area and to Nower Hill High School adjacent to the proposed conservation area; site notices within the proposed area and an advert in the local paper. Each advert, site notice or letter of consultation provided three weeks for a response. It was intended that all addresses within the proposed conservation area would be consulted. In generating this list, the Lodge was inadvertently left off in error and an apology has been made to the residents for this. However, there were other forms of notification used, including site notices and an advert in the local paper to give the residents the opportunity to be made aware of the proposed conservation area and to respond accordingly. Regardless, the proposed public consultation on the draft CAAMS will provide the residents with the opportunity to formally raise their concerns and queries about this designation and for these to be considered by the Cabinet.
- 4.13 Drafting the draft appraisal has provided the opportunity to review the inclusion of the Lodge, Capel Gardens as a review of boundaries is a key part of any conservation area appraisal. The matter was reconsidered and as a result the document explains fully why the conservation area boundary is as it is, including reference to the Lodge, Capel Gardens.
- 4.14 It explains that, at first glance the Lodge to Capel Gardens may appear to relate to the remainder of houses on this side road rather than the rest of the conservation area. However, its name, siting and design all ensure it clearly relates to the Capel Gardens' development and so, in turn, the rest of the conservation area. Its Modernist inspired features include its smooth render finish, clean, straight lines and raised geometrical render banding detail, all of which match that on the flats. Its siting and name also show that it was built to relate to the Capel Gardens' site as it was constructed immediately adjacent to the flats, within what was originally its landscaped grounds as their Porter's Lodge. The lodge therefore has social historical merit, and associative value with the flats.
- 4.15 It is noted that the Lodge does not hold all the same features as the locally listed flats, partly because its original design was simpler (e.g. it was never intended to have the roof flex of the flats), but also because unlike the flats it has been altered since construction so its original green pantiles and Crittall windows have been replaced with tiles and windows that do not match. This explains why the property was not locally listed like the flats since local listing relates purely to the architectural or historic interest of individual buildings, rather than an area.
- 4.16 Process, including consultation
- 4.17 This follows the same format and topics as the other CAAMS within the borough to identify the special character and appearance of the area and ways of ensuring its ongoing conservation.

4.18 Subject to approval from Cabinet, the CAAMS will go out to public consultation later in 2016 for a period of six weeks. This is to encourage consultation responses on this document. Notification letters will be sent to ward councillors, amenity groups, Conservation Area Advisory Committee members and other stakeholders. The document will be available to view at a number of places, including the Council's website and the Civic Centre (upon appointment / request). The document may be subject to revision in line with feedback received from the consultation process. The results of the public consultation process and how these have been addressed in finalising the CAAMS, will be presented back to Cabinet before seeking formal adoption. This process will also allow a formal opportunity for the residents of The Lodge to make representations to the Council and for these to be considered by Cabinet.

4.19 The Pinner Road CAAMS once adopted, will be an appendix to the Pinner Conservation Areas SPD which is supplementary to the adopted Core Strategy and the Development Management Policies Local Plan documents.

4.20 Consultation

4.21 For the proposed draft Conservation Area Appraisal and Management Strategy, it is proposed to have the following consultation:

a. Letter to:

- i. those within the existing conservation area,
- ii. the Conservation Area Advisory Committee,
- iii. the Pinner Local History Society,
- iv. the Pinner Association,
- v. the Twentieth Century Society and
- vi. Historic England

b. Place an advert in the local paper and site notices up on lampposts in the area and outside the building.

4.22 The consultation is take place for six weeks and seek 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 Cabinet.

4.23 Deliberations of the Planning Policy Work Group

4.24 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.

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

The Group received the report of the Divisional Director – Regeneration and Planning which introduced the draft Pinner Road Conservation Area Appraisal and Management Strategy (CAAMS) and proposed consultation arrangements. The CAAMS identifies the special character of the area, pressures facing it and proposed management actions, including an Article 4 Direction over the Firemen’s Cottages.

Concern was raised regarding the requirements relating to replacement windows, particularly Crittall-style windows. Officers indicated that pages 71 and 72 of the agenda provided guidance and links in relation to appropriate works to windows (with an emphasis on repair rather than replacement). It was also clarified that there were no grants available to assist in the repair of windows.

Members noted a number of typographical and ‘cut-and-paste’ errors within the draft document that should be corrected prior to consultation.

The Working Group discussed the inclusion of the Lodge within the Conservation Area and the concerns that had been raised by the owner. In this regard, it was queried whether the Council was being reasonable in expecting members of the public to address Conservation Area requirements (which are quite technical / specialist) to support their opinion. Officers indicated that the criteria would be included in the consultation material and that in relation to the Lodge, considerable dialogue had occurred with the owners regarding these criteria and the merits of including the property within the Conservation Area.

It was requested by the Working Group that the Pinner Road Conservation Area consultation also be six weeks and that officers ensure that the Lodge were directly notified of the consultation.

5. Implications of the Recommendation

5.1 Performance Issues

5.2 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 on the draft CAAMS with the aim of making this formally adopted planning guidance as an appendix to the SPD 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.

5.3 Environmental Impact

5.4 The draft CAAMS includes consideration of how energy efficiency and microgeneration measures can be achieved whilst preserving the special character of the Pinner Road conservation area. This will therefore help the council to meet the council's climate change strategy in terms of mitigation and adaptation. The CAAMS would then form part of the SPD for the Pinner Conservation Areas. This which would have a positive impact upon biodiversity, flora and fauna; air quality and pollution; traffic and transport; and waste and energy use within the Pinner Road Conservation Areas. This is because the SPD involves consideration of these factors whilst seeking to protect conservation areas from negative change whilst promoting positive change.

5.5 Risk Management Implications

5.6 Risk included on Directorate risk register? No

Separate risk register in place? No

There are no significant risks from consulting on this draft CAAMS.

5.7 Legal Implications

Supplementary Planning Documents (SPD) provides detail to support policies in the development plan and must be consistent with that plan. This CAAMS would form an appendix to the Pinner Conservation Areas SPD.

The Council is required under Town and Country Planning (Local Planning) (England) Regulations 2012 ("the Regulations") to consult formally on an SPD. Further under Regulation 129a) to report on who was consulted and to take into account representations received as a result of the consultation exercise before the document is adopted.

In the event that the Secretary of State finds the SPD, including the consultation process, does not comply with the Regulations, then the Secretary of State may direct the Council not to adopt the SPD.

5.8 Financial Implications

Costs for consultation, any amendments required and adoption would be contained from within the 16/17 budgets of Planning Policy team.

5.9 Equalities implications / Public Sector Equality Duty

5.10 Was an Equality Impact Assessment carried out? No

5.11 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 EqlA screening remain applicable to the current proposal to consult on adopting a CAAMS for the Pinner Road CA.

5.12 Council Priorities

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

- a. Build a better Harrow
- b. Do it Together

5.14 The CAAMS for the Pinner Road CA will ensure the conservation of this area which adds to the quality of Harrow.

5.15 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: 8 August 2016		
Name: Catherine Knight	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 9 August, 2016		

Ward Councillors notified:	YES
EqlA carried out:	NO
EqlA 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, available at:
http://www.harrow.gov.uk/info/200162/conservation/162/pinner_conservation_areas