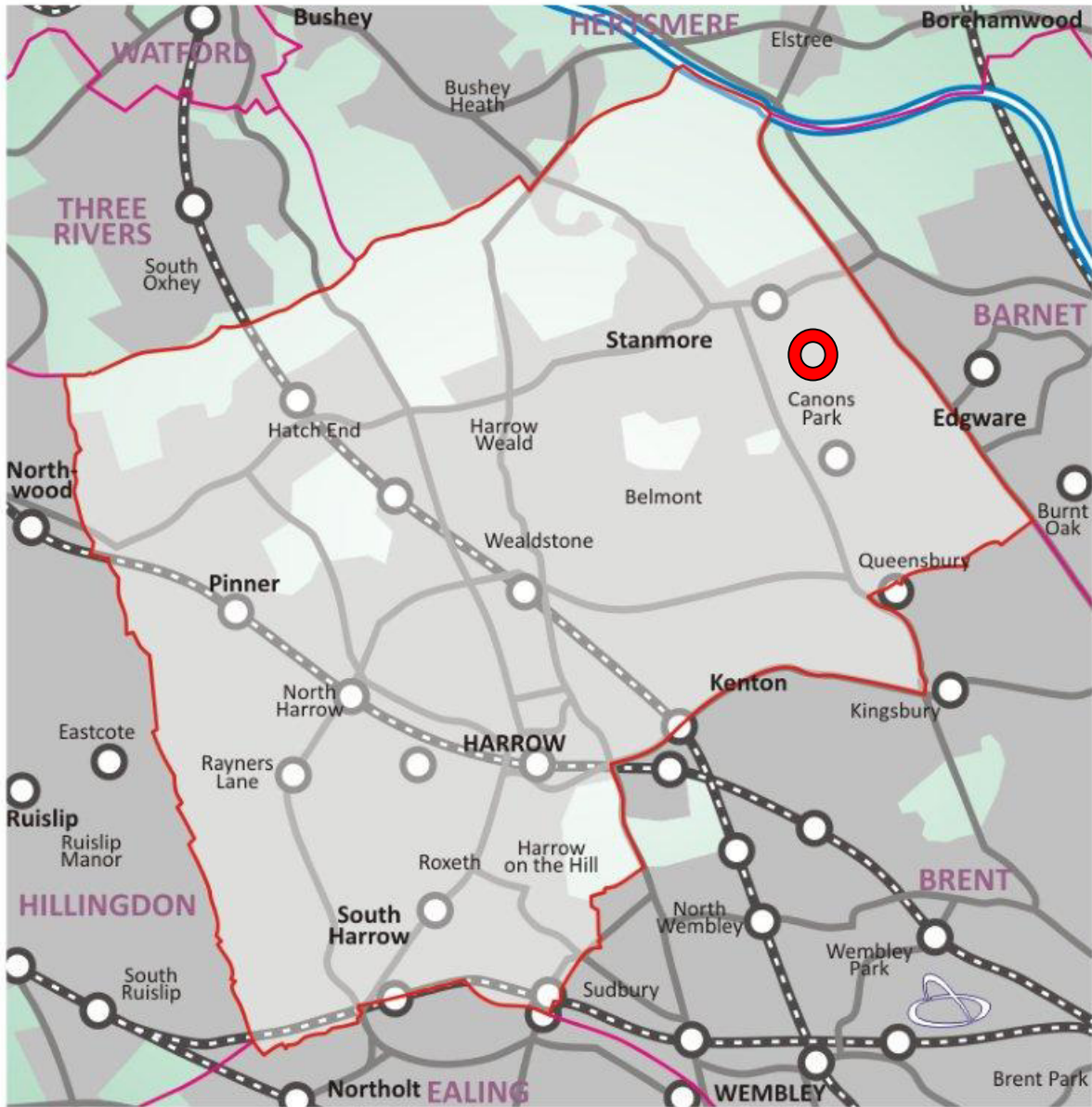
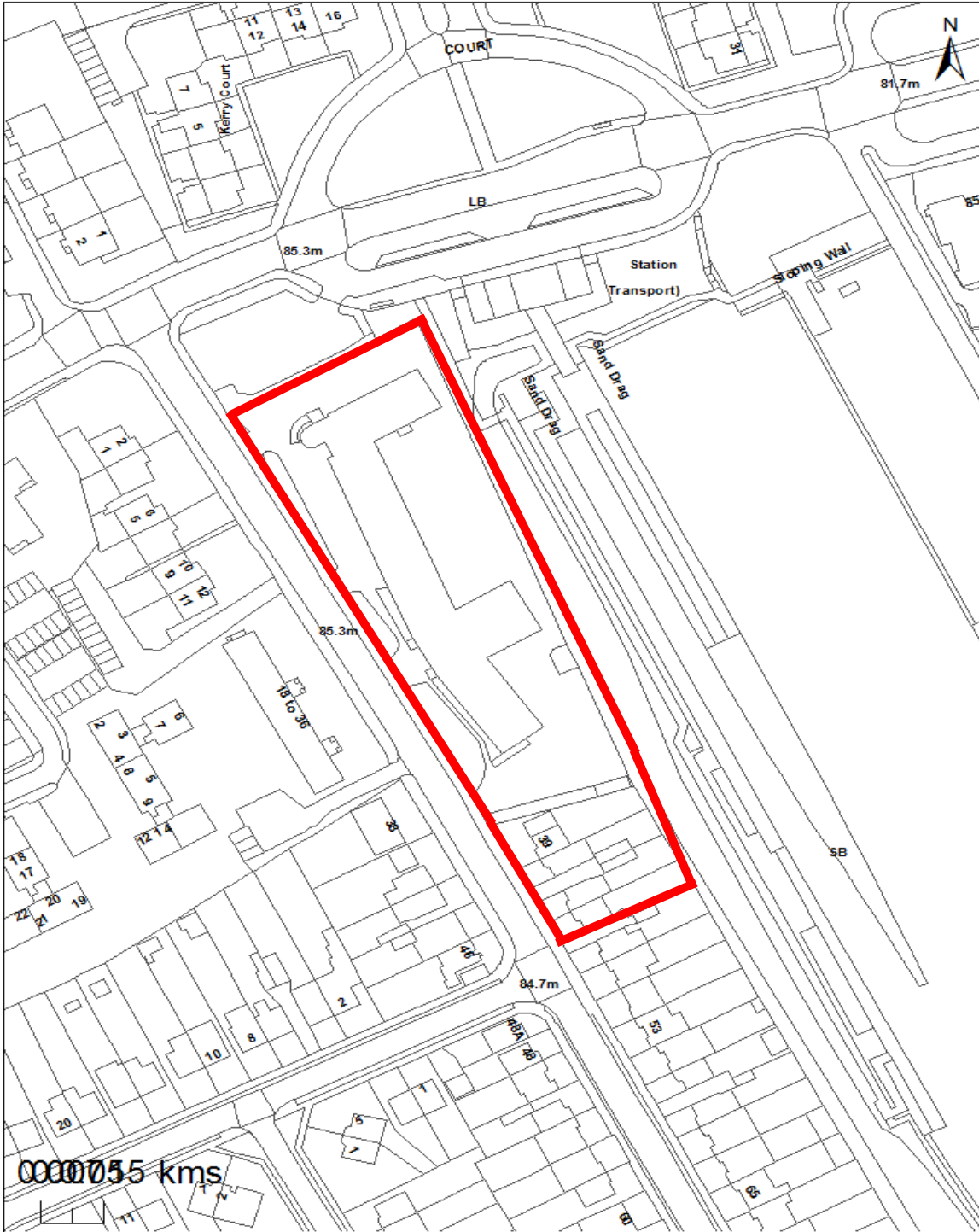


 = application site



Jubilee House, Merrion Avenue, Stanmore

P/1320/16



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<b>Jubilee House, Merrion Avenue, Stanmore</b>	<b>P/1320/16</b>
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# LONDON BOROUGH OF HARROW

## PLANNING COMMITTEE

16<sup>th</sup> November 2016

**Application Number:** P/1320/16  
**Validate Date:** 1<sup>st</sup> April 2016  
**Location:** Jubilee House, Merrion Avenue, Stanmore  
**Ward:** Canons  
**Postcode:** HA7 4RS  
**Applicant:** Elysian Stanmore Site Limited  
**Agent:** DP9  
**Case Officer:** Nicola Rankin  
**Expiry Date:** 1<sup>st</sup> July 2016 (Statutory) Application subject to PPA

### 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:

Demolition of existing office building and two pairs of (four) semi-detached houses and comprehensive redevelopment of the site to provide a mixed use development of 102 residential assisted/independent living units (Class C2) within a building of five to eight storeys and 70 residential units (Class C3) within a building of three to six storeys; with associated landscaping, basement and surface level parking; new vehicle access from Merrion Avenue

### RECOMMENDATION

The Planning Committee is asked to:

- 1) agree the reasons for approval and the conditions as set out this report in appendix 1; and
- 2) refer this application to the Mayor of London (the GLA) as a Stage 2 referral; and
- 3) subject to the Mayor of London (or delegated authorised officer) advising that he is content to allow the Council to determine the case itself and does not wish to direct refusal, or to issue a direction under Article 7 that he does not wish to direct refusal, or to issue a direction under Article 7 that he is to act as the local planning authority for the purposes of determining the application, delegate authority to the Divisional Director of Regeneration, Enterprise and Planning in consultation with the Director of Legal and Governance Services for the continued negotiation and completion of the Section 106 legal agreement and issue of the planning permission and subject to minor amendments to the conditions (set out in Appendix 1 of this report) or the legal agreement. The Section 106 Agreement Heads of Terms would cover the following matters:

### **Affordable Housing and Wheelchair Homes**

- A minimum of 11 homes within the C3 residential building (15%) to be provided as affordable homes (affordable intermediate units) in accordance with a schedule of accommodation to be approved in writing by the Council prior to the commencement of development or a commuted sum (equivalent to 15% of the C3 residential unit) towards off site provision; and
- 10% of affordable homes to be constructed as wheelchair homes.
- A review mechanism (to be agreed) to enable the financial viability of the development to be re-appraised at an appropriate time point (or points) during the course of the development to enable any additional affordable homes to be provided on-site, in the first instance, otherwise as a cash in-lieu sum for off-site provision.

**or;**

- A maximum of 7 homes within the C3 residential building to be provided as affordable homes (4 x Affordable rent and 3 x intermediate) (10%) or a commuted sum (equivalent to 10% of the C3 residential unit) towards off site provision plus a Reasonable Endeavours obligation on the Developer to secure and deliver lift improvements with TfL at Stanmore London underground Station up to the cost of £1.5million - in the event that such improvements cannot be secured/delivered by [ date to be confirmed] the balance of the £1.5million having first deducted the costs to Developer in undertaking the reasonable endeavours obligation shall be paid to the Council to be used towards additional Affordable Housing provision in its Borough.
- 10% of affordable homes to be constructed as wheelchair homes.
- A review mechanism (to be agreed) to enable the financial viability of the development to be re-appraised at an appropriate time point (or points) during the course of the development to enable any additional affordable homes to be provided on-site, in the first instance, otherwise as a cash in-lieu sum for off-site provision.

### **Class C2 Occupation Restrictions**

- All persons aged 65 and over
- Potential residents must undergo and pass a professional care assessment carried out by an appropriately qualified professional.
- All residents within the Class C2 block must sign up to a minimum of four hours care per week

### **Public Art**

- The developer shall deliver a piece of public art (up to the cost of £50, 000) first approved by the Council on the site by (date to be confirmed) or pay a financial contribution of 50,000 to the Council to fund delivery of public art in the Council's borough.

### **Transport and Highways**

- The developer to enter into a section 278 agreement to carry out alterations to the vehicle access points along Merrion Avenue and for the reduction of the two shared used parking bays. The developer to make good any alterations to the land on the

- highway.
- The developer to make a financial contribution to provide for the installation of a no loading restriction sign on the Highway.
  - The development to be 'resident permit restricted' and the developer to ensure that: (i) all marketing/advertising material makes reference to the fact that; and (ii) all sales and lettings agreements contain a covenant to the effect that; future owners, occupiers and tenants (other than those that are registered disabled) will not be entitled to apply for a residents parking permit or a visitor parking permit.
  - A revised Travel Plan to be submitted to the Council prior to the first occupation of the building.
  - A travel plan bond of £10,000 will be required to secure the implementation of all measures specified in the revised TP. In addition a £5,000 monitoring fee is required to cover the cost of monitoring the travel plan. The developer to ensure the effective implementation, monitoring and management of the travel plan for the site.
  - The developer to make practical space available on the site to accommodate a minimum of one parking space for car club vehicles. The developer to make reasonable endeavours throughout the life of the development to secure a car-club operator to provide a vehicle for that space. The car club bay should accommodate electric charging for electric/hybrid vehicles.

### **Employment and Training**

- The developer to submit to the Council for approval, prior to commencement of the development, a Training and Recruitment Plan. The developer to implement the agreed Plan.
- The developer to use all reasonable endeavours to secure the use of local suppliers and apprentices during the construction of the development.
- In the event that that the developer is unable to provide an employment and training plan to the satisfaction of the Council's Economic Development Department, a financial contribution of £231,000 to be paid by the developer to fund local employment and training programmes.

### **Decentralised Energy Networks**

- The developer to use all reasonable endeavours to agree terms pursuant to a connection between the site-wide CHP system and any existing or future decentralised energy network. Details to be submitted and approved in writing by the Local Planning Authority prior to the commencement of development.
- The developer to safeguard a route to be agreed with the Council to enable a connection to any existing or future district decentralised energy network.

### **Sustainability**

- A financial contribution of £24,120 towards off site carbon dioxide reductions.

### **Car Parking**

- Up to but no more than 30 car parking spaces to be sold independently of the C3 units

### **Legal Costs, Administration and Monitoring**

- A financial contribution (to be agreed) to be paid by the developer to the Council to reimburse the Council's legal costs associated with the preparation of the planning obligation and a further financial obligation (to be agreed) to be paid to reimburse

the Council's administrative costs associated with monitoring compliance with the obligation terms.

- Monitoring is equivalent to 5% of the overall financial contribution.

## **RECOMMENDATION B**

That if the Section 106 Agreement is not completed by 31<sup>st</sup> January 2017, or as such extended period as may be agreed by the Divisional Director of Regeneration, Enterprise and Planning in consultation with the Chair of the Planning Committee, then it is recommended to delegate the decision to **REFUSE** planning permission to the Divisional Director of Regeneration, Enterprise and Planning on the grounds that:

The proposed development, in the absence of a Legal Agreement to provide appropriate improvements, benefits and monitoring that directly relate to the development, would fail to adequately mitigate the impact of the development on the wider area and provide for necessary social, environmental and physical infrastructural improvements arising directly from the development, contrary to the National Planning Policy Framework (2012), policies 3.11, 3.13, 5.2, 6.3, 6.9, 6.10, 7.4, 7.5 and 7.6 of The London Plan (2016), Core Strategy (2012) policy CS1 and policies DM 1, DM 2, DM 12, DM 42, DM 43 and DM 50 of the Harrow Development Management Policies Local Plan and the Supplementary Planning Document: Planning Obligations (2013).

## **REASON FOR THE RECOMMENDATIONS**

### **INFORMATION**

This application is reported to the Committee as the application is for a major development and the number of residential units and floorspace proposed falls outside of the thresholds (six units and 400 square metres respectively) set by category 1(d) of the Council's Scheme of Delegation for the determination of new development.

Statutory Return Type:	Major Development
Council Interest:	None
GLA Community Infrastructure Levy (CIL) Contribution (provisional):	£636,475
Local CIL requirement:	£1,285,350

### **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.

### **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 Policies Local Plan require all new developments to have regard to safety and the measures to reduce crime in the design of development proposal. 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
- London Plan
- 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

Appendix 5 – Travel Plan Officer comments

## OFFICER REPORT

### PART 1 : Planning Application Fact Sheet

The Site	
Address	Jubilee House, Merrion Avenue, Stanmore, HA7 4RS
Applicant	Elysian Stanmore Site Limited
Ward	DP9
Local Plan allocation	Site H9
Conservation Area	Adjacent to Kerry Avenue Conservation Area
Listed Building	No
Setting of Listed Building	No
Building of Local Interest	Adjacent to Stanmore Station (Locally Listed)
Tree Preservation Order	No
Flood Zone	1 (low probability)
Town Centre	No
Employment Land	Non designated
SSSI/Site of Importance for Nature Conservation	Adjacent to Site of Importance for Nature Conservation (borough importance grade II)
Area of Special Character	No
Historic Park and Garden	No
Archaeological Priority Area:	No

Housing		
Density	Proposed Density hr/ha	623
	Proposed Density u/ph	249
	PTAL	3/4
	London Plan Density Range	200-700 hr/ha/ 45-260 u/ha
Dwelling Mix	Studio (no. / %)	C3: 15/ C2:
	1 bed ( no. / %)	C3: 27/ C2: 21
	2 bed ( no. / %)	C3: 21/ C2: 81
	3 bed ( no. / %)	C3: 7/ C2: 0
	4 bed ( no. / %)	C3: 0/ C2: 0
	Overall % of Affordable Housing	Scheme viability shows 0% Notwithstanding this, 10 or 15 % could be secured, subject to a review mechanism
	Affordable Rent (no. / %)	Option 1: 4/57% Option 2: 0
	Intermediate (no. / %)	Option 1: 3/42% Option 2: 11/100%
	Private (no. / %)	C2: 100% C3: 85/90%



	Commuted Sum	
	Comply with London Housing SPG?	Yes
	Comply with M4 <sup>(2)</sup> of Building Regulations?	Yes

<b>Non-residential Uses</b>		
Existing Use(s)	Existing Use / Operator	Office / Residential
	Existing Use Class(es) sqm	B1 and C3
Proposed Use(s)	Proposed Use / Operator	Residential and Assisted Living
	Proposed Use Class(es) sqm	C3 and C2
Employment	Existing number of jobs	50 plus tenants
	Proposed number of jobs	50 plus 62 construction sector jobs

<b>Transportation</b>		
Car parking	No. Existing Car Parking spaces	133
	No. Proposed Car Parking spaces	90
	Proposed Parking Ratio	0.51 per residential unit
Cycle Parking	No. Existing Cycle Parking spaces	
	No. Proposed Cycle Parking spaces	123 ( 112 long stay and 11 short stay)
	Cycle Parking Ratio	
Public Transport	PTAL Rating	3/4
	Closest Rail Station / Distance (m)	Stanmore London Underground station is approximately 120 metres to the northeast of the site.
	Bus Routes	Nearest bus stop approximately 200 metres to the north east of the site. Local bus routes within the vicinity of the site include 142, 324, 340, H12.
Parking Controls	Controlled Parking Zone?	Stanmore CPZ B Between London Road and the Southern access to the proposed development 8am to 630pm with pay and display permitted to a

		maximum stay of 4 hours. The rest of parking zone B to the south and west, between the hours of 3pm to 4pm.
	CPZ Hours	8am to 630pm
	Previous CPZ Consultation (if not in a CPZ)	N/A
	Other on-street controls within the vicinity of the site	Bus stops, pedestrian crossing, double and single yellow lines, shared use spaces, zigzag lines
Parking Stress	Area/streets of parking stress survey	<p>Areas surveyed include:</p> <ul style="list-style-type: none"> <li>• Merrion Avenue</li> <li>• Craigweil Drive</li> <li>• Sandymount Avenue</li> <li>• London Road</li> <li>• Copley Road</li> <li>• Rusper Court</li> <li>• Kerry Court</li> <li>• Kerry Avenue</li> </ul>
	Dates/times of parking stress survey	<p>A parking Beat Survey was undertaken on Tuesday 1<sup>st</sup> December 2015 at five time periods:</p> <ul style="list-style-type: none"> <li>• 0030-0530</li> <li>• 0800-0900</li> <li>• 1200-1300</li> <li>• 1500-1600</li> <li>• 1830-1930</li> </ul>
	Summary of results of survey	<ul style="list-style-type: none"> <li>• The early morning demand is shown to be approximately 55%, rising to 74.2% during midday, and maintaining a high level of occupancy, with 69.4% occupancy at the last recorded time between 18:30 and 19:30.</li> <li>• There are a total of 19 'Shared Use'</li> </ul>

		<p>spaces available within the surveyed network – these are all located on Merrion Avenue adjacent to the proposed development site, and are subject to the extended hours of operation of the Controlled Parking Zone, which operates between the hours of 8am to 6:30pm in this location.</p> <ul style="list-style-type: none"> <li>• There is an overnight occupancy level of 63.2% during the early morning period, which falls to 47.4%, before rising at midday to 78.9%. From midday the occupancy decreases, with a final observed occupancy of 57.9%.</li> </ul>
Refuse/Recycling Collection	Summary of proposed refuse/recycling strategy	Kerbside collection from Merrion Avenue. Collection will be undertaken from a waste presentation area within the site and bins will be managed by an on-site FM team.

<b>Sustainability / Energy</b>	
BREEAM Rating	N/A
Development complies with Part L 2013?	No 30%
Renewable Energy Source / %	PV Panels

## **PART 2 : Assessment**

### **1.0 SITE DESCRIPTION**

- 1.1 The site is 0.69ha in size and is located on the eastern side of Merrion Avenue, Stanmore at the Junction with London Road. The northern part of the site is currently occupied by a three storey 1960s office building (B1a Use class), comprising 5,040 (GIA) of office floorspace. The current use encompasses multiple serviced offices split into a wide range of suites ranging from approximately 5sqm to approximately 90sqm. The building is currently partially let with the majority of tenants, with the majority of tenants on monthly sub market tenancy agreements. It is considered that the exterior of the building is of low architectural merit.
- 1.2 The southern end of the site contains four semi-detached, two storey houses with an existing GIA of 470sqm.
- 1.3 The existing office building is 95.43 AOD on Average and 99.13m AOD at the highest point. The four semi-detached houses are between 93.98m and 93.68m AOD, reaching 95.27 AOD at the highest point. Topographically, there are only slight variations between levels across the site.
- 1.4 The site is currently served by two existing accesses providing access to and from the office parking and servicing area from Merrion Avenue. There are located at the northern and southern ends of the office building. Dropped kerb crossovers are provided into the driveways for the four residential homes located in the southern most part of the site.
- 1.5 The site benefits from good access to public transport with a PTAL rating of 4 'Good' at the north of the site and 3 'Moderate' at the south of the site.
- 1.6 The site is located within a controlled parking zone.
- 1.7 The existing site is dominated by buildings and hardstanding. A line of young birch trees forms the frontage to Jubilee House on Merrion Avenue with some under planting of amenity and shrubs. There are a number of mature trees in the immediate vicinity of the site located on neighbouring land. None of the trees on the application site are protected by a Tree Preservation Order.
- 1.8 The site is located adjacent to Stanmore Station which is the terminus of the Jubilee London Underground Line. It is bounded by a TFL car park to the north (beyond which is London Road). To the east of the application site is Stanmore Station, a 1.5 storey locally listed building with the railway tracks and a vegetated embankment running the full length of the eastern boundary. Beyond this is a TFL car park and two storey residential dwellings. The south of the application site is bounded by two storey residential demi detached dwellings, fronting Merrion Avenue. To the west of the application site are two storey terraced dwellings set back from Merrion Avenue by fairly deep landscaped frontages.

- 1.9 The site is located in a predominantly residential area with the exception of the adjacent Stanmore London Underground Station. Stanmore District Centre is located some 400 metres to the west of the site and contains a number of local shops and services.
- 1.10 The site is located within a Controlled Parking Zone with Resident permit/Pay and Display parking bays being located along the entire frontage of the site on Merrion Avenue. These bays operate between the hours of 8am to 6:30pm.
- 1.11 London Road to the north of the application site is main transport road and there are some larger blocks of flats on the approach to Stanmore town centre between approximately 4 and 8 storeys.
- 1.12 The site is located adjacent to the Kerry Avenue Conservation Area which is located to the north beyond London Road. The Kerry Avenue Conservation Area Appraisal and Management Strategy outlines the special interest relates to its unusual concentration of the modern or international style idiom demonstrated in its collection of inter-war and post-war houses which are on the whole well preserved in terms of the original fabric, details and layout. It notes that the continuity of building style, type and materials, while maintaining individuality, is central to the area's character.
- 1.13 The southern boundary of the site is adjacent to a Site of Importance for Nature Conservation (Canons Park and Stanmore Railway Embankments Site Borough Grade Importance Grade II).
- 1.14 The site is allocated within the Site Allocations Local Plan (site H9) for 35 homes and some potential employment use.

## **2.0 PROPOSED DETAILS**

### Headline Proposals

- 2.1 The application seeks planning permission for the redevelopment of the site for a mixed use scheme comprising residential assisted/independent living (Class C2) and Residential (Class C3). The uses would be located separately within two new buildings
- 2.2 The application seeks planning permission for:
- “Demolition of existing office building and four semi-detached houses and comprehensive redevelopment of the site to provide a mixed use development of 102 residential assisted/independent living units (Class C2) within a building of five to eight storeys and 70 residential units (Class C3) within a building of three to six storeys; with associated landscaping, basement and surface level parking; new vehicle access from Merrion Avenue”*
- 2.3 The development comprises 102 C2 Assisted/Independent living units within the northernmost development block (A and D). The C2 residential

breakdown would consist of 21 x 1 bedroom units, 81 x 2 bedroom units and 11 x 3 bedroom units. The C2 flats would be split between small, medium, large, extra-large and penthouse sizes.

- 2.4 C2 units would have access to inset balconies, ground floor terraces and gardens as well as communal gardens and terraces.
- 2.5 A variety of communal spaces would be provided within the C2 building including a restaurant, informal café/bar area, multi-purpose activity room, library/lounge, hair salon, gym/physical therapy, assisted living dining room, doctor's surgery and 24 hour nursing centre. A total area of 2000m<sup>2</sup> would be provided within the basement, ground, first and sixth floor.
- 2.6 The development proposes a total of 70 C3 residential units within the southern block ( C and D). The development would comprise the following breakdown of C3 residential units: 15 x studio flats, 27 x 1 bedroom flats, 21 x 2 bedroom flats and 7 x 3 bedroom flats.
- 2.7 The C3 residential units will have access to either inset balconies or ground floor gardens.
- 2.8 Below ground development with an area of 4034m<sup>2</sup>. The basement would be accessed from a ramp and the northern end of the site from Merrion Avenue in the same location as the existing access to the site. The basement would include car parking, cycle parking spaces and motorcycle parking spaces, resident storage spaces, a staff lounge, a laundry facility, a medical clinic and a spa as well as plant and CHP spaces.
- 2.9 In relation to the C3 residential units, two affordable housing options are proposed. Option A would provide 10% affordable housing consisting of 4 affordable rented units and 3 intermediate units. Under option A, a further 1.5 million could be used to deliver step free access to Stanmore London Underground Station. Option B would provide 15% affordable housing consisting of 11 intermediate units. The affordable units would be located on the lower floors of the southern building and would be accessed from the main entrance of the building.

#### Layout and Height

- 2.10 The scheme is conceived as two individual buildings each with a central inset courtyard entrance in between two curved projecting bay elements. The flank and rear elevations of each building footprint would also be staggered. The two buildings would be separated by a minimum 6.8 metre gap at the front extending to approximately 17 metres towards the rear of the two buildings. The building heights are outlined in the table below.
- 2.11 From the south the massing of the proposed buildings gradually increase in size along Merrion avenue towards Stanmore London Underground Station. The C3 block increases in height from three to six storeys. The upper sixth storey would be set back from the main elevations.

- 2.12 The principal projecting bay elements of the C3 block would be three and five storeys. The three storey projecting bay would be set back from the back edge of the footpath by approximately 8 metres and the five storey projecting bay by approximately 7 metres. The inset courtyard entrance (5-6 storeys) would be set back from the back edge of the footpath between approximately 15.4 and 16 metres.
- 2.13 The building would have a maximum width of 68 metres and a maximum building depth of approximately 28.2 metres. The building would have a flat roof and the height would vary between approximately 9 metres and 18 metres above the proposed site level.
- 2.14 The upper sixth storey would be set back from the main principal front elevation between 3.3 and 8.2 metres.
- 2.15 The proposed C2 block on the northern side of the site increases in height from 5 to 8 storeys. The principal projecting curved bay elements of the C2 block would be five and six storeys. The five storey bay would be set back approximately 6.5 metres from the back edge of the footpath and the six storey bay approximately 3.8 metres. The upper seventh and eighth levels would be set back from the main elevations. The seventh storey would be set back from the main principal front elevation between 1.6 and 11.2 metres. The upper eighth storey would be set back from the front elevation of the building by between 4.4 and 16.2 metres.
- 2.16 The building would have a maximum width of 82.7 metres and a maximum depth of approximately 42.8 metres. The building height would vary between 15.6 metres to 25.2 metres above the proposed site level.

<b>Building</b>	<b>Storey</b>	<b>Height above AOD</b>	<b>Proposed Height Above Site Level AOD</b>
C3 Residential Units	1	88.650	+3.15
	2	91.650	+6.16
	3	94.650	+9.15
	4	97.650	+12.15
	5	100.650	+15.15
	6	103.574	+18.074
C2 Independent/ Assisted Living Units	1	89.025	+3.525
	2	92.025	+6.525
	3	95.025	+9.525
	4	98.025	+12.525
	5	101.175	+15.675
	6	104.400	+18.9
	7	107.625	+22.125
	8	110.700	+25.2

### Parking, Access and Servicing

- 2.17 The site has good access to public transport with a PTAL rating of 4 – ‘Good’ at the north end of the site and 3 ‘Moderate’ at the south end of the site. It is located in close proximity to Stanmore London Underground station which is approximately 120 metres to the north east of the site and a plethora of bus services along London Road and the Broadway.
- 2.18 Vehicular access to the site would be rationalised with one new access proposed to the basement via a two way ramp located in the northern most part of the site and accessed from Merrion Avenue. It is proposed that all residential car parking will be accessed from this northern access, with the exception of two short stay visitor parking bays which would be located at surface level within the C2 drop off area.
- 2.19 A total of 88 car parking spaces are proposed across the site within the proposed basement. 10% of spaces would be wheelchair accessible.
- 2.20 A total of 55 car parking spaces are to be provided for the C2 units. This includes 53 spaces at basement level and two short stay visitor car parking spaces at ground level within the drop off area. The proposed C2 parking would consist of 1 car club parking space, 5 employee parking spaces, 7 visitor parking spaces and 42 resident parking spaces.
- 2.21 A mini bus will be provided to transport residents to activities in the wider area.
- 2.22 The parking bays within the basement would be provided at 2.5 by 5 metres to provide sufficient rooms for residents to access and egress their vehicles.
- 2.23 A total of twelve accessible parking bays are to be provided to residents equating to 29% of the total parking provision. Each accessible bay would have 1.2m accessibility strips to aid movement into and out of the spaces.
- 2.24 Of the total parking provision for the C2 units, 20% spaces would have provision for electric vehicle charging, with a further 20% passive provision for future conversion.
- 2.25 The visitor bays at ground floor level are set out as parallel parking bays, each of which is 6m in length. Each bay is designed to facilitate access and egress by elderly and mobility impaired persons with step free routes provided to the building entrance.
- 2.26 A total of 35 C3 residential parking spaces will be provided at basement level. 20% of the C3 spaces would have provision for electric vehicle charging with a further 20% passive provision for future conversion. Parking is provided at a ratio of 0.5 spaces per unit including four disabled spaces.
- 2.27 Motorcycle parking is proposed within the basement of the site. A total of 9 spaces would be provided.



- 2.28 Cycle parking is proposed within the basement of the site. Total C2 provision will comprise 10 long term and 9 short term spaces. Total C3 provision will consist of 102 long stay spaces and 2 short stay spaces.

#### Public Realm and Landscaping

- 2.29 The proposed landscape scheme would provide a mixture of shared and private front gardens across the frontage. A series of spaces will be created at ground floor level, consisting of entrances courts, amenity planting to the Merrion Avenue frontage and private patios to the ground floor flats.
- 2.30 There would be two principal forecourts to each of the C2 and C3 buildings. The entrance to the C2 residential building would be through a wide forecourt designed as a shared surface which would be surrounded by raised planters with intensive planting of small trees, clipped evergreen hedges and mixed flower shrubs and perennials.
- 2.31 The entrance to the C3 residential building is proposed as a green communal courtyard with no vehicular access. Raised planters are proposed which would divide the space into several smaller sitting spaces, leaving a west facing walkway. Small multi stem trees are proposed to add a vertical green element to the space. Three semi mature light canopy trees would be planted along the site boundary.
- 2.32 Two communal east facing sheltered courtyards are proposed for residents. One would be located on the eastern side of the C2 building. In addition, a communal garden and secure doorstep play area of 110sqm would be located to the rear of the site between the C2 and C3 residential blocks. Main landscape features in this area include raised planters with mixed planting and specimen shrubs, seating a high quality surface.
- 2.33 A communal roof garden would be provided on the 5<sup>th</sup> floor of the C2 elderly residential building and would provide space for multiple activities.
- 2.34 The C2 and C3 units facing towards Merrion Avenue would have access to patios surrounded by evergreen hedges. A strip of amenity planting would be provided along the frontage to provide a buffer to the adjacent public highway.
- 2.35 It is proposed to plant large trees in the two principal forecourts at the two ends of the site and smaller species in front beds along the private terraces.
- 2.36 Tall bamboo screening would be provided to the eastern boundary along the railway fence and a native hedge would be planted along the northern boundary to separate the site from the adjoining TFL car park.
- 2.37 A pathway would be provided around the assisted/independent living buildings, accessible through secure gates at either end of the building.
- 2.38 A number of birch trees within the site are proposed to facilitate the development. Tree replacement would consist of 8 semi mature trees across

the frontage of the site

- 2.39 The proposed boundary treatment would consist of an open western frontage along Merrion Avenue which would consist of courts and gardens. The northern boundary to the TFL car park will be screened with a native hedge. The eastern boundary would be screened by 3m tall bamboos. A 1 metre wide maintenance path will be retained between the bamboo and TFL fence. The southern boundary will be screened by an evergreen hedge between the site and No. 47 Merrion Avenue.
- 2.40 The palette of hard landscape materials would consist of high quality stone paving with setts and slabs of various sizes. It is proposed that the vehicular access surface would be a more robust darker surface whilst the pedestrian paths would be differentiated with a lighter shade. Seating across the site would be bespoke timber or stone benches. Planting would be contained in bespoke raised planters and clay pots.

#### Materials and External Appearance

- 2.41 The buildings would be articulated in solid masonry, with subtly differing shades to distinguish between the two buildings. Horizontal bands of flush faced brick between the heads of the windows and the cills would be contrasted with infill panels between window jambs where alternating brick courses project by approximately 25mm to add feature shadows to the elevations. The head and base of the flush bands would be delineated by continuous strips of pale reconstituted stone adding a feature shadow and acting as cills to the windows.
- 2.42 The masonry elements would be offset by bronze effect metalwork to the windows and balustrades to provide contrast to the texture of brick.
- 2.43 The proposed balustrades would be an intricate diamond pattern in reference to the art deco inspiration for the overall building.
- 2.44 A different material treatment is proposed for the set back upper storeys to set them apart from the main mass of the building. A slightly textured white ceramic tile is proposed for the elevations, broken by horizontal strips of mosaic tiles which would align with the transoms of the large windows to the upper floor dwellings.
- 2.45 Both buildings have clearly identifiable entrances placed in the inset courtyards. The masonry language of the main elevations steps progressively back from the main elevation line to create recessed front doors. The return reveals of the steps are proposed to be materially different, using glazed tiles to accentuate the stepping and add colour.
- 2.46 The C2 assisted/independent living block would have a projecting canopy linking the entrance to the vehicle drop off area.

## Sustainability

- 2.47 A number of measures are to be incorporated into the design to minimise carbon emissions and enhance the site's sustainability criteria, including the use of renewable energy in the form of solar PVs and a CHP energy centre.

### Proposed Amendments since submission of original application:

- 2.48 The applicant has removed the majority of windowless living spaces included in the C2 units. The minimal numbers remaining are intended to be used as home office space.
- 2.49 The layout of the C3 block have been revised to ensure that all units meet or exceed the minimum London Plan Internal Space Standards of accommodation.
- 2.50 The proposed development has sought to minimise the number of units being served by one core in each of the C2 and C3 buildings. Corridors have been divided by way of a fire door to meet the aspiration to limit 8 units being served by one core.
- 2.51 The internal corridor layouts have been amended to provide breakout/communal spaces. The scheme has included a void/light well at the upper floor levels. The entrance atrium to the C2 building has been widened on its eastern side to provide additional light into the building.
- 2.52 The number of single aspect north facing units within the north facing units has been reduced to 8%.
- 2.53 Additional renewable energy and passive design measures have been incorporated to contribute to energy reduction targets,
- 2.54 The Landscape proposals have been amended to relocate the play space towards the centre of the site and to amend the boundary treatment location to the south to ensure sufficient access to the driveway of the occupiers of No. 47.
- 2.55 Windows and balconies locations towards the southern flank of the C3 residential block have been amended.

## **3.0 RELEVANT PLANNING HISTORY**

- 3.1 There has been a number of planning applications and planning permissions for the redevelopment of the site in recent years.
- 3.2 Alterations to the existing building was granted planning consent in 2007 (P/1220/07) and again in 2011 (P/1444/10) part two, part three storey extension to the existing office building to provide thirty five flats involving alterations to the existing elevations.

3.3 In 2014 (P/2913/14), approval was granted for the approval of the existing offices to 67 self-contained flats under the office to residential permitted development rights.

3.4 In 2004 permission was refused to form an end gable and rear dormer, single storey rear extension and to convert the property into 3 self-contained flats at No. 39 Merrion Avenue. No. 43 Merrion Avenue has been extended with the addition of a single storey rear extension under EAST/45467/92/FUL.

#### **4.0 CONSULTATION**

4.1 10 Site Notices was erected on 8th April 2016 expiring on 29th April 2016.

4.2 Press Notice was advertised in the Harrow Times on the 14th April 2016 expiring on 5th May 2016.

4.3 The application was advertised as a major application, affecting the setting of a conservation area and a departure from the development plan.

4.4 Two neighbouring consultations have been undertaken. Under each consultation a total of 250 consultation letters were sent to neighbouring properties regarding this application. The 1st public consultation period expired on 27th April 2016. The 2nd public consultation expired on 10th October 2016.

#### **4.5 Adjoining Properties**

Number of Letters Sent	250
Number of Responses Received	139
Number in Support	12
Number of Objections	130 including the follow petition: <ul style="list-style-type: none"><li>• 1 Petition from Harrow Neighbourhood Champion for Merrion Avenue with 77 signatures</li></ul>
Number of other Representations (neither objecting or supporting)	3

4.6 1 objection was received from an adjoining resident from No. 47 Merrion Avenue making the following comments:

- Our house borders the development, and in addition to any potential loss of privacy and sunlight, we share access with number 45 Merrion Avenue which is planned to be demolished. We usually park in front of our garage and if such a development were to be given the go ahead, it appears we would potentially lose the space required to drive into our shared passage or garage. We do not have a paved driveway and there is no free parking on the road, therefore we would have no alternative parking arrangements without incurring significant cost and

inconvenience. The proposed plan implies that we will share an access with the new development, which is wholly unacceptable both operationally and legally.

- Our house (no. 47) is directly next door to the proposed development. My business is run from my home address and notwithstanding the issues around noise, my ability to work would be seriously jeopardised should the building works ever take place.
- If the development were to go ahead this would adversely affect mine and my 8 year olds sons' health.
- We were overlooked by the applicant's consultation despite being the most affected family in the area.

**Officer Response to No. 47**

- It is also noted that the occupiers of No. 47 have expressed concerns regarding restrictions on access to their driveway. Since the submission of the original application, the applicant has amended the Landscape strategy to ensure access to the garage of No. 47 would not be impeded.
- The Daylight and Sunlight Assessment submitted by the applicant has been independently reviewed and it has found the Daylight and Sunlight Impacts to be acceptable. This is discussed in details in the residential amenity section of the report.
- The development will inevitably cause noise and disruption during the construction period. However, a number of conditions are set out to mitigate the impacts as far as possible, including, a Construction and Environmental Management Plan.
- The applicant outlines that they have undertaken two rounds of consultation and that letters were submitted to No. 47 by GPS tracker. The Local Planning Authority has also undertaken two rounds of statutory consultation on the application. The proposals have been advertised in the local press and 10 site notices posted around the development site, including outside No. 47. Officers consider that the level of public consultation and statutory consultation would comply with the requirements of the legislation. The documentation has been available on the Council web page throughout the consultation process.

4.7 A summary of the responses received along with the Officer comments are set out below. The comments below are in addition to the comments received by No. 47 Merrion Avenue discussed above.

Summary of Comments	Officer Comments
<p>Objections to the application due to:</p> <p><b><u>Townscape, Character and Appearance</u></b></p> <ul style="list-style-type: none"> <li>• The height of the development is excessive, being far higher than other buildings nearby. The argument that it is a landmark building is flawed – there are no nearby comparable buildings and this building would not be on the main London Road, but in a residential street.</li> <li>• The development is not in keeping with the character of the</li> </ul>	<p>Issues relating to Character and townscape are assessed in section 6.5 of this report.</p>

<p>area and would adversely affect the residents.</p> <ul style="list-style-type: none"> <li>• The proposed project would result in an unduly bulky, unattractive and obtrusive form of development.</li> <li>• The proposed development will have an unsatisfactory relationship with other properties on Merrion Avenue and will not be in keeping with the detached and semi-detached properties in the surrounding area.</li> <li>• The proposed project will completely change local character of Merrion Avenue beyond recognition.</li> <li>• The proposals would introduce an unsympathetic and obtrusive form of development, in the street scene.</li> <li>• The proposal would fail to respect the character and appearance of 38, 40, 42, 44 and 46 Merrion Avenue and other neighbouring properties to the detriment of the character and appearance of the surrounding area.</li> <li>• The increase in storeys is not in keeping with the local area and will be an eyesore.</li> <li>• Six to eight storey building in this road will spoil the look of the present residential layout.</li> <li>• Any replacement buildings on the site, must be a similar height to the existing buildings and not dominate them through excessive height and restrictive light access.</li> <li>• The building that replaces 39-45 Merrion Avenue should be no more than two storeys high with a pitched roof or 3 storeys high with a flat roof. The proposed new building replacing the office should be no more than 4 storeys with a flat roof.</li> <li>• It is quite clear that the developer wants a building more than double the existing height and under these circumstances, I categorically object to this proposal.</li> <li>• The development will have a negative impact on the environment, especially the view seen from Merrion Avenue.</li> <li>• The proposed design is completely out of keeping with the local low rise nature of this residential area.</li> <li>• The proposed height is far in excess of the current Jubilee House, and will cover a much larger area if 4 homes are also being demolished.</li> <li>• Care/assisted homes in multi storey development is absurd, a two storey building would be most apt and logical.</li> <li>• The semi-detached houses is not part of the current office space for Jubilee House and will in a development that will be overbearing to neighbouring properties and will set a precedent.</li> <li>• The application documents show selective views to show only best case views. Views of the full site and as would be seen from Merrion Avenue have not been provided.</li> <li>• The proposed buildings are more suited to a green/brownfield site or town centre rather than a residential area.</li> <li>• The impact on having an eight storey building and an influx of permanent residents and visitors is huge – the character, look and feel of the road will be totally changed.</li> <li>• The proposed 6 to 8 storey is contrary to the local policies.</li> </ul>	
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<ul style="list-style-type: none"> <li>• We would argue that the new building would have a very negative impact on the area as shown in view 6 and 7 of the townscape and visual impact assessment.</li> <li>• The proposed new building looks more outdated than the current one and ruins the suburban feel of the town.</li> <li>• This is a money making scheme for the developer which has taken no consideration on the impact of the local area.</li> <li>• The existing 1930s semi-detached houses are part of Harrow and Stanmore's history.</li> <li>• The combined mass, bulk and proximity of the two buildings at the site would lead to an overdevelopment of the site, changing the open and local characteristics of the surroundings. It will be unsympathetic to the surrounding townscape and will not enhance the Merrion Avenue Street Scene or preserve the suburban characteristics of Stanmore.</li> <li>• The build will dominate and subsume the character and appearance of the property and surrounding areas and not harmonise with the architectural style and character of the area.</li> <li>• With the exception of Stanmore Station, the buildings within half a mile radius of Jubilee House are all residential with the exception of a seven storey building on Oak Lodge Close, Stanmore – the proposed development will be an isolated eyesore surrounded within half a mile radius of low density and low rise dwellings.</li> <li>• Loss of Garden Land / Overdevelopment</li> </ul> <p><b><u>Impact on Heritage Assets</u></b></p> <ul style="list-style-type: none"> <li>• The development will have a negative impact on the vista of Stanmore Station, a listed building – the renders clearly show the height will negatively impact the view.</li> <li>• The planning submission documents use a low view point to try and minimise the visual impact of the development on Stanmore Station – however this still fails as it is apparent that the significant increase in height is especially negative in the landscape, environment and townscape.</li> </ul> <p><b><u>Traffic and Parking</u></b></p> <ul style="list-style-type: none"> <li>• The density of proposed accommodation will seriously increase the volume of traffic entering and leaving Merrion Avenue. It is already a very busy junction onto a very busy road.</li> <li>• Traffic on London Road already causes major problems to the local residents and the proposals will add significant traffic to the street and to London Road.</li> <li>• The proposed parking is totally and grossly inadequate for the development size and will place an even greater burden on the surrounding area which is already subject to strict Council parking control.</li> <li>• Parking permit fee has increased from £25.00 to nearly £70.00 and it's now difficult to find an available space to park even if one holds a permit. If this development goes ahead, the new</li> </ul>	<p>Issues relating to Heritage are assessed in section 6.5 of this report.</p> <p>Issues relating to Traffic and parking are assessed in section 6.7 of this report.</p>
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<p>residents should not have the right to apply for a permit otherwise parking in this road will be impossible.</p> <ul style="list-style-type: none"> <li>• Due to the increased level of apartment buildings in this area, the average journey time between Merrion Avenue and Stanmore is now between 12 and 15 minutes during peak time.</li> <li>• Parking is already difficult to get and it is inevitable people will park on both sides of Merrion Avenue, at the junction with London Road, meaning it will be blocked all the time outside the current yellow line restrictions.</li> <li>• Parking is a massive problem for residents in Merrion Avenue. I believe the applicant made massive plans to reduce parking spaces available should the proposal be acceptable.</li> <li>• The overall number of parking spaces will be reduced yet there will be an increase in vehicles for visitors, staff and residents.</li> <li>• The development will result in increased noise and disturbance through traffic and deliveries and cause obstructed access.</li> <li>• The junction of Merrion Avenue and London Road is already dangerous and I have witnessed numerous accidents as cars turn in and out of the road, coupled with commuters, children and general pedestrians – putting up a new development for retired residents will only increase the issue.</li> <li>• There are no parking plans for the guests of the flats or consideration for Wembley events which the office block currently relieves.</li> <li>• Given the building of a new school off Honeypot Lane and planned extensions to Aylward First and Middle School and North London Collegiate on Du Cros Drive, Merrion Avenue is increasing becoming a cut through route to these schools. The proposed development will significantly add to traffic congestion and bottlenecks currently experienced across Merrion Avenue. There is no mention of the number of disabled parking spaces that will be made available – given the number and nature of the residents at the proposed site, there will be a greater need for disabled parking which this application does not appear to have factored. The supporting documentation incorrectly assumes that car sharing will be widely adopted by its residents and that a high number of C2/C3 residents will not own cars. Whilst C2 residents may own fewer cars, this should be balanced with C3 units which are likely to have more than one car. It would be incorrect, discriminatory and possibly non-binding, from a legal perspective, to assume that the residents of the proposed site will need to adhere to any form of car free arrangement that prevented on street parking permits for residents.</li> </ul> <p><b><u>Residential Amenity</u></b></p> <ul style="list-style-type: none"> <li>• The proposed development, by reason of its excessive size, depth and height and would be unduly obstructive and overbearing. It would have an unacceptable adverse impact on the residential amenities of 38, 40, 42, 44 and 46 Merrion</li> </ul>	<p>Issues relating to Residential amenity are</p>
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<p>Avenue.</p> <ul style="list-style-type: none"> <li>• The proposal would result in overlooking to adjacent properties along Merrion Avenue.</li> <li>• Our house (no. 47) is directly next door to the proposed development. My business is run from my home address and notwithstanding the issues around noise, my ability to work would be seriously jeopardised should the building works ever take place.</li> <li>• The development will result in loss of light and overshadowing, in particular properties occupying 2 to 44 and 47 to 49 Merrion Avenue. Renders in the planning documents are only shown for the “best case scenario” and omit the true level of light reduction and shadows at other times of the day where sunlight will be blocked by the development.</li> <li>• The size and height of the building will completely over shadow the houses opposite, infringing their privacy. This will inevitably block natural light to the houses opposite. The loss of daylight, sunlight and overshadowing will be significant during the mornings and in the winter months when the sun is lower in the sky.</li> <li>• Sunlight impacts are shown only for best case where sunlight comes from the west – the impact of sunlight from the east would show far greater shadowing of Merrion Avenue, Merrion Court and even onto London Road.</li> <li>• The proposed 3 to 5 storey building will completely overlook my property which will lead to a huge loss of privacy and will totally prevent the peaceful enjoyment of our homes and gardens.</li> <li>• The construction of the proposed project will cause long and severe disruption, not only to the residents of Merion Avenue but to other residents along London Road and Marsh Lane.</li> <li>• The planning application does not mitigate sufficiently against noise arising from the 24 hour staffing activities expected within the site nor the increased number of delivery vehicles and ambulance visits expected.</li> <li>• The amount of natural lights will be significantly reduced in the front bedrooms, front living rooms and front dining room of our property – We consider it completely unacceptable that the report concludes that if we remove the obstructions being the “overhanging eaves” on our property and those on the houses opposite the development, the VSC will be acceptable and pass and become BRE compliant. We note that no account has been taken of the two windows to our attic bedroom and four out of eight windows fail the VSC and are not BRE compliant unless we remove the eaves of our house. Also, some of the analysis undertaken was carried out in March 2016 – the angle of direct sunlight into our property (and neighbouring properties will be much higher in march than during the winter months (No. 38 Merrion Avenue).</li> <li>• The Daylight and Sunlight report does not give an independent and fair conclusion.</li> </ul>	<p>assessed in section 6.6 of this report.</p>
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<ul style="list-style-type: none"> <li>• Privacy will be significantly impacted in the front bedrooms, front living room and front dining room of my property (No. 38 Merrion Avenue). A number of the units will be facing our bedrooms and attic bedroom and will have a direct view into our children's bedroom (No. 38 Merrion Avenue).</li> <li>• The current application encroaches more significantly within the residential fabric of the area compared to the extant consent – the resultant relationship is overbearing and unneighbourly.</li> <li>• There is insufficient set back to the side boundary with No. 47 Merrion Avenue resulting in overlooking issues.</li> </ul> <p><b><u>Environmental</u></b></p> <ul style="list-style-type: none"> <li>• The proposed development would seriously affect the health of neighbouring residents as a result of dust.</li> <li>• The proposed development will adversely affect the surrounding area in terms of microclimate, wind turbulence, overshadowing, reflected glare and telecommunication interference.</li> <li>• The proposed siting of the refuse and recycling bins would result in a cluttered appearance that would detract from the appearance of the properties on the site, the streets scene and the character and appearance of the area.</li> </ul> <p><b><u>Biodiversity</u></b></p> <ul style="list-style-type: none"> <li>• This development will result in loss of garden space and habitat for wildlife and birds.</li> </ul> <p><b><u>Community Involvement</u></b></p> <ul style="list-style-type: none"> <li>• The proposed application is far larger than one we were originally asked to view by the developers, both in height and area. Originally only two houses being knocked down, now it's four and further storeys are being added to the building.</li> <li>• We are disgusted that whereas the majority of our neighbours appear to have been consulted on this proposed project, we were blatantly overlooked despite being the most affected family in the area (47 Merrion Avenue).</li> <li>• Please do not allow the applicant to build 8 storeys, we were originally told the building would be a maximum of 5.</li> <li>• The consultation process is invalid as the development was potentially misinterpreted showing a much smaller development than the one that was finally submitted.</li> <li>• I request an extension to the consultation as most residents are unaware of the change to the plans.</li> </ul>	<p>Issues relating to environmental impacts are assessed in section 6.10 of this report.</p> <p>Issues relating to biodiversity are assessed in section 6.9 of this report. Please refer to comments below this table.</p> <p>Please refer to comments below this table on the applicants' public consultation.</p>
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<p><b><u>Housing and Affordable Housing</u></b></p> <ul style="list-style-type: none"> <li>• The development is a pseudo social housing project being used as getting approval for the commercial flats. The supposed social housing will be a highly profitable business in its own right, far beyond the means of the general public.</li> <li>• Justification based upon fulfilling Harrows requirements for care/assisted housing, is not clearly defined how it will benefit Harrow and no precise numbers on places that will actually be reserved for Harrow residents.</li> <li>• I value Merrion Avenue as a quiet, residential road and believe that the urban density of the proposed development is excessive.</li> <li>• We are concerned with the proposed social housing and potential antisocial behaviour.</li> </ul> <p><b><u>Infrastructure</u></b></p> <ul style="list-style-type: none"> <li>• There are major concerns about the local infrastructure being able to cope.</li> <li>• I am worried about the water supply to residential properties in Merrion Avenue which is already under heavy strain.</li> <li>• There will be additional pressure on the water pressure and general drainage in the area.</li> <li>• Schools and GPs whose services have been deteriorating due to the growing population will be unable to cope.</li> </ul> <p><b><u>Loss of office space</u></b></p> <ul style="list-style-type: none"> <li>• There is very little office space for new businesses in the surrounding area.</li> </ul> <p><b><u>Consultation</u></b></p> <ul style="list-style-type: none"> <li>• Given the scale of this development and the number of document registered, 28 days to comment on the application is not sufficient. We would request the Council to grant a further 3 months extension for the public to give their response after seeking expert advice.</li> <li>• Not all the application documents on the website can be opened.</li> </ul> <p><b><u>Other</u></b></p> <ul style="list-style-type: none"> <li>• The developers are more interested in profit making than in peoples welfare.</li> <li>• I cannot see how the proposal at Merrion Avenue can go ahead as I understand the deeds of 39-45 Merrion Avenue, permit only</li> </ul>	<p>Issue concerning housing and affordable housing are discussed in section 6.4 of this report</p> <p>Issues relating to infrastructure are assessed in section 6.12 of this report.</p> <p>Issues relating to Loss of office space are assessed in section 6.2 of this report. Please refer to comments above this table.</p> <p>Please refer to comment below regarding consultation.</p> <p>Covenants on the land are not material planning</p>
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<p>the development of houses, a nursing home or a school and that also consent must be obtained in writing from the Canons Park Estate Co Ltd.</p> <ul style="list-style-type: none"> <li>• There will be depreciation in the value of my property at Merrion Avenue which is of great concern to me.</li> <li>• This proposal is all about making money and not for the good of the community.</li> <li>• The site benefits from extant planning permission to later only the existing office block and convert it to accommodate 65 flats. This consent does not include the demolition of the existing office building and four semi-detached houses. The proposed is a completely different proposal and should not have the original consent transferred in any way.</li> <li>• Step free access to Stanmore Station appears to be a statement of intent and at this stage is not part of the planning application – Lift access at Stanmore Station is a separate initiative with no guarantee that it would be successful. Authorisation from Transport for London to undertake development on its site has not been granted. It is also not clear if the step free access will be available for public use.</li> <li>• The approval of the proposed application and its development will set a precedence of similar size builds within Stanmore.</li> <li>• The proposed application makes a misleading assumption that future occupants of the proposed development will be people already residing in Harrow.</li> <li>• Given that more than half the residents will be within the retirement ages, it makes more sense to have a low rise development complex – in the event of a fire where lift use will not be available and evacuating aged residents from 6-8 floors introduces implications around safety.</li> <li>• The potential downturn of the property market may mean we will end up with a shell or a building site.</li> <li>• The company has net worth of £8, 108.00 as per the latest financial statement – how will they be able to manage a project of this level.</li> </ul> <p>The following comments have been made in support of the application:</p> <p><b><u>C2 Assisted Living Units</u></b></p> <ul style="list-style-type: none"> <li>• We are both elderly people and sternly believe that this is a fantastic idea, particularly the residential accommodation for the elderly.</li> <li>• Although there are many elderly residents in the local area, there is no such accommodation for the elderly of mixed ethnicity.</li> <li>• We support having more accommodation of this kind, for the local elderly, who we think do not have the options they require.</li> <li>• The new assisted living apartments will offer a variety of</li> </ul>	<p>considerations.</p> <p>Loss of property values are not material planning considerations.</p> <p>The conversion from office to residential under the prior approval process was considered under separate legislation and is no longer extant.</p> <p>Planning applications must be considered on their own merits.</p> <p>Comments on Stanmore lift are considered in section 6.7 and 6.4 of this report.</p> <p>The development has been designed to be fully inclusive and accessible for all users. The development will be subject to Building regulations requirements to address issues of fire safety. This is not a material planning consideration.</p> <p>A condition is attached to ensure the development is constructed, completed and</p>
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<p>facilities for the over 65s and will be very close to a railway station, bus stops and shops.</p> <ul style="list-style-type: none"> <li>• We think the development is an amazing concept for retired living.</li> </ul> <p><b><u>Design, Character and Appearance</u></b></p> <ul style="list-style-type: none"> <li>• We consider the architectural design is of sufficient quality and that the height and architectural mass are appropriate for the site.</li> <li>• We feel that the design and architectural mass is appropriate for the site, especially as the buildings would be set back from Merrion Avenue.</li> <li>• The existing ugly office block does not compliment the look of the area – the new proposals would create a high-quality attractive development, more architecturally in keeping with the character of the area.</li> </ul> <p><b><u>Social/Economic</u></b></p> <ul style="list-style-type: none"> <li>• The proposed development will enhance the area and will be beneficial to local shopping.</li> </ul> <p><b><u>Stanmore Station Lift Access</u></b></p> <ul style="list-style-type: none"> <li>• The fact that Elysian have offered to help with a lift in Stanmore Station should be grasped with both hands and this would provide significant benefits for the local community.</li> </ul>	<p>retained in accordance with the submitted plans.</p> <p>The financial status of the developer is not a material planning consideration.</p> <p>As the C2 units are for private sale, it is not within the remit of the LPA to place restrictions on the developer to ensure a proportion of residents will be existing Harrow residents. However, it is likely that a number of Harrow residents will be able to benefit from the proposals.</p>
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**Public Consultation**

A number of other comments have been received in respect of the Applicant’s Public Consultation outlining it was misleading in respect of final proposed height. The applicant has made the following comments in relation to this:

- The public consultation boards for both exhibitions were clear on the proposed height of the buildings. At the first public exhibition, the board titled Developing our Design stated ‘This is for two separate buildings ranging in height from three to six storeys, along with two setback floors that have been recessed to minimise their impact on view around the site.’ This text statement was accompanied by an indicative view alongside Merrion Avenue showing the top floors.
- In addition, at the second public exhibition, several CGIs were shown including indicative view from London Road indicative view along Merrion Avenue without trees (to clearly show the design without landscape screening) alongside Artist’s impression of proposed view along Merrion Avenue. These images were designed to give local residents the opportunity to visualise the development and all clearly show the building height (including two recessed top floors). Samples of the design

boards from the second consultation meeting and the submitted drawings are found in the Design and Access.

- The project team also spent a great deal of time discussing the proposed height of the buildings in detail with interested residents during both consultation events. The team has consistently been fully open regarding height from indicative design stage through to the second consultation event prior to submission. Both sets of exhibition boards are available in the appendices of the Statement of Community Involvement.

#### 4.8 Statutory and Non Statutory Consultation

4.9 The following consultations have been undertaken\*:

LBH Environmental Health  
 LBH Highways  
 LBH Travel Plan Officer  
 LBH Planning Policy  
 LBH Design  
 LBH Conservation Officer  
 LBH Landscape Architects  
 LBH Waste Officer  
 LBH Biodiversity  
 LBH Housing Enabling  
 LBH Drainage Authority  
 LBH Social Services (Head of Care Management)  
 LBH Economic Development  
 TFL  
 Greater London Authority  
 Environment Agency  
 Designing Out Crime Officer, Metropolitan Police Service  
 Affinity Water  
 Thames Water Authority  
 London Underground  
 Campaign for a Better Harrow  
 Stanmore Society  
 Canons Park Residents Association  
 Ministry of Defence

#### 4.10 External 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
Greater London Authority/ Transport for London	<p><b>Employment Floorspace:</b> The applicant has successfully demonstrated that the site has little prospect of providing viable office space, and the loss of employment space is considered acceptable.</p> <p><b>Housing:</b> The provision of 70 residential units and 103 assisted/independent living units (which should be appropriately secured by section 106 agreement)</p>	The GLA comments are considered in section 6.2 to 6.12.

is strongly supported. It is recognised that a large proportion of one and two bed units may be appropriate in this location, however, the Council should confirm that this meet local housing needs. The proposed density is appropriate. The applicant should provide details of the calculation of play space requirements, and further information may be required on the availability of play space for older children.

**Affordable Housing:** The Council should provide GLA officers with their own independent assessment of viability prior to the referral of any stage two application, in order to confirm that the proposal will provide the maximum reasonable amount of affordable housing.

**Historic Environment:** GLA officers consider that no harm will be caused to heritage assets with the impact being largely neutral and in some cases beneficial.

**Urban Design:** The architectural quality of the scheme is considered to be good; however the residential quality requires some improvement. The applicant should confirm that direct street access will be provided for ground floor units, clarify the purpose of the additional windowless living spaces included in some C2 units; confirm that floor to ceiling heights will achieve a minimum of 2.5 metres, revise the floor layouts to reduce the number of units accessed from each core and remove north facing single aspects units and detail how privacy will be maintained between adjacent units in the blocks.

**Inclusive Design:** The applicant should clarify the number and location of the assisted/independent living units meeting Building Regulation M4(3). The council should secure M4(2) and M4(3) requirements by condition.

**Noise:** The recommended specification for the proposed units to ensure that a suitable noise environment should be secured by condition,

**Transport:** The proposal would not result in any material impacts on the nearby strategic road and local public transport services; however the highway improvements should be secured through a section 278 agreement; any changes to the controlled parking zone should be secured through a section 106

<p>GLA Post Stage 1 Comments</p>	<p>agreement and future occupiers prevented from applying for permits, details of cycle parking should be secured by condition; a Delivery and Servicing Plan and Construction Logistics Plan should be secured by condition and the full travel plan should be secured through the section 106 agreement.</p> <p><b>Climate Change:</b> The applicant has broadly followed the energy hierarchy and sufficient information has been provided to understand the proposals as a whole. Further information is required before the proposals can be considered acceptable and carbon dioxide savings verified. The carbon dioxide savings fall short of the target within policy 5.2 of the London Plan and the applicant should consider the scope for additional measures aimed at achieving further carbon reductions. The proposals are acceptable in terms of London Plan Policies 5.12 and 5.13.</p> <p>The responses in relation to play space, access to the street, internal layout, cores and corridors, single aspect north facing units, floor to ceiling heights, privacy, wheelchair standards are considered to be acceptable.</p> <p><b>Energy</b></p> <p><b>Demand for Cooling:</b> The applicant has provided SAP compliance worksheets for a selection of the dwellings and has confirmed that only a small number of apartments are proposed to have cooling. Moreover, the applicant has confirmed that the actual cooling requirement is lower than the notional, for the non-domestic elements. The results of the SAP assessment show that a significant number of spaces are predicted to be at a medium risk of overheating. Further passive measures should be considered in line with Policy 5.9 to avoid the risk of overheating and Part L compliance data sheets of the sample dwellings should be provided to demonstrate that there is only a slight risk of high summer temperatures.</p> <p><b>District Heating Network:</b> The applicant has done further research and identified that Barratt Homes was the developer of the Stonegrove and Spur Road Estate; this is welcomed. An email was sent asking about the possibility of a connection to the heat network however no response has been received; a copy of this correspondence has been provided. Given that it has been more than a few months since</p>	<p>Additional responses submitted by the applicant to the GLA, dated 2 June 2016</p>
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the original email was sent, the applicant should further pursue and provide a response from the developer with regards to the option of importing heat from the Stonegrove and Spur Road Estate.

**On-site Energy Centres:** The applicant has confirmed that the proposed plant arrangement will act as one energy centre linked together, even though located in two areas of the building. An LTHW diagrammatic has been provided showing how the two plant rooms will be interlinked and how both blocks will be connected to the site wide heat network. The plant room on basement level of the Care Block will include a CHP and boilers whereas the plant room of the Non-Care Block will only include boilers. The applicant has provided the monthly hot water and space heating profiles indicating the CHP contribution to the total demand. The expected CHP size is circa 79kWth based on the profile provided. No further information required.

**Heating and Cooling:** The applicant has stated that the current strategy for the non-domestic areas is to provide a VRF system for both the space heating and space cooling following on from planning issues and space constraints associated with locating a chiller on the roof. According to the applicant, the DHW will still be taken from the main heat network of which CHP is the lead heat source. This strategy is not in-line with the submitted Energy Strategy and has not been mentioned earlier. In order to demonstrate compliance with the energy hierarchy the use of CHP should be optimised before considering the use of renewables for heating. Further information should be provided on how the ASHPs proposed will not impact on the optimisation of the CHP system and on ensuring that the non-domestic elements of the development are designed to connect to district heating in the future. The applicant should also provide information on the control strategy for ensuring that any air conditioning system installed on site is only used when needed. Finally, should such an option be agreed to be taken forward, the applicant should revise the calculations to reflect any savings associated with the incorporation of a heat pump (VRF) under the 'be green' scenario, rather than the 'be lean' or 'be clean' tiers of the energy hierarchy. Any heat generated by a heat pump with a Coefficient of Performance (CoP) of 2.5 or higher is considered renewable.

<p>Further Post Stage 1 Energy Comments</p>	<p><b>CO2 Reductions:</b> The applicant has stated that the responses submitted provide the necessary evidence to demonstrate that sufficient policy compliant CO2 reduction measures have been planned and incorporated into the proposals. Further measures beyond what has been proposed were found to be unviable and the applicant is therefore willing to pay a carbon offsetting payment to make up the difference in accordance with London Plan Policy. It is still regarded that further passive and renewable measures can be incorporated in the design of the development in order to further reduce the on-site carbon emissions. The comments above should be addressed before any offsetting payment is agreed between the Council and the applicant.</p> <p><b>Item 60:</b> Many thanks for the further information provided. Item 60 can now be considered closed, however please note the suggested condition.</p> <p>The demand for cooling will be minimised through insulation on pipework, carefully selected shading and appropriate proportions of glazing; however cooling is proposed for a number of the units. The applicant should provide evidence that Policy 5.9 'Overheating and Cooling' has been followed in order to minimise the cooling demand. SAP compliance worksheets should be provided and the applicant is strongly encouraged to undertake dynamic thermal modelling in line with CIBSE TM52. If cooling is still proposed, the applicant should then provide information on the cooling demand (kWh/sq.m.).</p> <p>(Set 5) The applicant has modelled and assessed the impact of different types and colours of curtains/blinds and of increased ventilation flow rates. These can be achieved through increased ventilation plant size including ductwork and grille size or by increasing flow rates in the already proposed plant, with an impact on noise. The additional modelled measures reduce the overheating risk of the sample units to slight or non-significant. The applicant has stated that the inclusion of these measures will be considered at the next stage of design. No further information is required at this stage however a dynamic overheating analysis should be submitted and approved prior to occupation, by the Council, and this should be secured through a condition.</p> <p><b>Item 62:</b> Set 1) The applicant has done further research and identified that Barratt Homes was the</p>	
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developer of the Stonegrove and Spur Road Estate; this is welcomed. An email was sent asking about the possibility of a connection to the heat network however no response has been received; a copy of this correspondence has been provided. Given that it has been more than a few months since the original email was sent, the applicant should further pursue and provide a response from the developer with regards to the option of importing heat from the Stonegrove and Spur Road Estate.

(Set 2) The applicant has stated that email correspondence has been provided highlighting the technical issues due to distance (loss of efficiency due to pipework loss), and routing; however this has not been provided.

(Set 3) The applicant has now provided the correspondence with Barratt. The contact at Barratt outlines some of the challenges with extending the network but concludes that connection to the network is not technically impossible and therefore the applicant would need to make the decision for connection on commercial grounds. However, the applicant has not provided any information to demonstrate whether or not connection to the network would be viable for the scheme. This item remains outstanding.

(Set 4) The applicant has stated that, following a review of the proposed route, pipework would have to cross a number of main roads and an underground line. While this would not be technically impossible, the legal aspects of crossing these areas, the impact on the programme and the high associated costs would deem such a connection financial unviable. No further information required at this point however a condition should be applied requesting that, prior to commencement of works on site, further investigation should be undertaken in order to re-evaluate and fully pursue this option.

**Item 64:** The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 20 kWp of photovoltaic (PV) panels. A reduction in regulated CO2 emissions of 9 tonnes per annum (3%) will be achieved through this third element of the energy hierarchy (Be Green'). Given that the overall savings target has not been met, the installation of additional solar PV or more efficient panels is strongly recommended in order to

	<p>maximise carbon savings on site and comply with Policy 5.7.</p> <p>The applicant has stated that Appendix E of the Energy Strategy has shown that the maximum possible area of PV panels has been provided and that the efficiency of the panels will be considered further in the detailed design stages. The applicant should justify why roof Level 7 cannot be used for further PV installation. Moreover, the applicant is strongly recommended to maximise carbon savings on-site by taking into account, sooner rather than later, the incorporation of higher efficiency panels.</p> <p>The applicant has confirmed that Level 7 Roof has been included in the PV assessment which has been updated to include the additional area and high efficiency PV panels. The updated total PV capacity installed is 46kWp with anticipated carbon savings in the order of 20 tonnes p.a. This is welcomed. No further information required.</p> <p><b>Item 65:</b> The BRUKL files provided have used a heating system with an efficiency of 300% for both 'Be Lean' and 'Be Clean' scenarios. The applicant should clarify what this system is, as the heating demand is assumed to be met via the CHP unit proposed. In line with the energy hierarchy, the use of CHP should be optimised before considering the use of renewable technologies. The applicant should confirm that the CHP will be the lead heat source for all building uses, including space heating.</p> <p>The applicant has stated that the current strategy for the non-domestic areas is to provide a VRF system for both the space heating and space cooling following on from planning issues and space constraints associated with locating a chiller on the roof. According to the applicant, the DHW will still be taken from the main heat network of which CHP is the lead heat source. This strategy is not in-line with the submitted Energy Strategy and has not been mentioned earlier. In order to demonstrate compliance with the energy hierarchy the use of CHP should be optimised before considering the use of renewables for heating. Further information should be provided on how the ASHPs proposed will not impact on the optimisation of the CHP system and on ensuring that the non-domestic elements of the development are designed to connect to district heating in the future. The applicant should also</p>	
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provide information on the control strategy for ensuring that any air conditioning system installed on site is only used when needed. Finally, should such an option be agreed to be taken forward, the applicant should revise the calculations to reflect any savings associated with the incorporation of a heat pump (VRF) under the 'be green' scenario, rather than the 'be lean' or 'be clean' tiers of the energy hierarchy. Any heat generated by a heat pump with a Coefficient of Performance (CoP) of 2.5 or higher is considered renewable.

The applicant has updated their energy strategy to allow for the CHP to provide heating and domestic hot water to the ancillary areas as requested. The ASHP is confirmed to only provide cooling when required and the controls strategy will be developed in line with this assumption. The BRUKL report has been provided to support the above statement. No further information required.

**Item 66:** Based on the energy assessment submitted, a reduction of 75 tonnes of CO2 per year in regulated emissions is expected, compared to a 2013 Building Regulations compliant development, equivalent to an overall saving of 27%. The carbon dioxide savings fall short of the target within Policy 5.2 of the London Plan and the applicant should consider the scope for additional measures aimed at achieving further carbon reductions.

The applicant has stated that the responses submitted provide the necessary evidence to demonstrate that sufficient policy compliant CO2 reduction measures have been planned and incorporated into the proposals. Further measures beyond what has been proposed were found to be unviable and the applicant is therefore willing to pay a carbon offsetting payment to make up the difference in accordance with London Plan Policy. It is still regarded that further passive and renewable measures can be incorporated in the design of the development in order to further reduce the on-site carbon emissions. The comments above should be addressed before any offsetting payment is agreed between the Council and the applicant.

With the above revisions, the applicant has improved the performance of the site-wide development and the current achievable carbon savings are circa 30% over a Part L compliant baseline. The on-site carbon

	dioxide savings fall short of the targets within Policy 5.2 of the London Plan however it is accepted that there is little further potential for carbon dioxide reductions onsite, and therefore in liaison with the borough the developer should ensure the short fall in carbon dioxide reductions, equivalent to 13.4 tonnes of CO2 per annum, is met off-site. No further information required at this stage.	
Environment Agency	No comments.	
Secured by Design Officer	The security design proposed is acceptable.	
London Underground	We have no objection to the planning application. However we do ask that a condition is included on any planning permission for details of all foundations, basement and ground floor structures, or for any other structures below ground level, including piling are submitted and approved by the local planning authority in order to ensure that the development does not impact on the exiting London Underground transport Infrastructure.	A condition is recommended
Thames Water	Thames Water would advise that with regard to sewerage infrastructure capacity, we would not have objection to the planning application.  We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Should the local planning authority be minded to approve the planning application, Thames Water Would like an informative attached to the planning permission regarding groundwater risk management.	An informative is attached.
Ministry of Defence	The application site occupies aerodrome height and birdstrike statutory safeguarding zones surrounding RAF Northolt. I can confirm that the MOD has no safeguarding objections to this proposal.  However, the MOD recognises that cranes may be used during the construction of tall buildings at this site. These may affect the performance of the navigational aids and air traffic safety. If planning permission is granted then it will be necessary for the developer to liaise with the MOD prior to the erection of any cranes or temporary tall structures.	A condition is recommended

	<p>The MOD requests that a condition such as the one below be included in any planning permission granted to ensure that the MOD is notified of when and where cranes will be erected.</p> <p><b>Submission of a Construction Management Strategy</b></p> <p>Development shall not commence until a construction management strategy has been submitted to and approved in writing by the Local Planning Authority covering the application site and any adjoining land which will be used during the construction period. Such a strategy shall include the details of cranes and other tall construction equipment (including the details of obstacle lighting).</p> <p>The approved strategy (or any variation approved in writing by the Local Planning Authority) shall be implemented for the duration of the construction period.</p> <p>Reason: To ensure that construction work and construction equipment on the site and adjoining land does not obstruct air traffic movements or otherwise impede the effective operation of air traffic navigation transmitter/receiver systems.</p>	
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4.12 Internal Consultation

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

<b>Consultee</b>	<b>Summary of contents</b>	<b>Officer Comments</b>
Highways Authority	<p><b>Access and Highways</b></p> <ul style="list-style-type: none"> <li>The development site is located to the north-east of Merrion Avenue. It is proposed to take vehicular access into and out of the site via a basement car park which will be used by residents of both the residential and assisted living elements, visitors and staff. Further vehicular access will be made at surface level for servicing and drop-off/pick-ups. Merrion Avenue provides access to a number of premises and is between 6.1m and 7.3m wide with paved footways approximately 1.8m wide on both sides.</li> <li>The transport assessment identifies that that there would be a forecast net reduction of 720 total person trips across the course of a whole day. It is accepted that the overall traffic impact of the</li> </ul>	This is discussed in section 6.7

	<p>development will not have an adverse effect on the capacity of the highway network, especially when the previous use of the site is taken into account. There are, however, some physical aspects of the highway layout that need to be amended to facilitate the development.</p> <ul style="list-style-type: none"> <li>• The existing site has two vehicular accesses for the office building and the residential properties have private driveways.</li> <li>• The proposed access will take the form of a two-way ramp to a basement car park; a surface level drop off area provides step free access to the assisted living units and a further delivery bay will provide for secure medical deliveries and morgue collections.</li> <li>• In order to facilitate refuse collections, alterations to the existing on-street parking layout will be required. This will result in a net reduction of two shared use parking bays. This work would need to be facilitated through a section 278 agreement.</li> </ul> <p><b>Parking</b></p> <ul style="list-style-type: none"> <li>• The location of the development near to Stanmore town centre means that there is good access to public transport (PTAL 3-4), both underground and bus services, and sustainable transport modes will be the main modes of travel. Car parking provision will be in accordance with London Plan 2015 standards.</li> <li>• The development proposes 88 car parking spaces at basement level. For the residential (C3) element, there are to be 35 allocated spaces with 4 being disabled bays. For the assisted living element, there will be 30 standard spaces for residents plus 12 disabled bays. The remaining spaces are 5 spaces for visitors with one being a disabled bay; 5 spaces for staff with one being a disabled bay and one car club space. 9 motorcycle parking spaces will also be provided. Electric vehicle charging points will be provided at a rate of 20% active and 20% passive for future provision for both the residential and the assisted living elements.</li> <li>• The layout of the basement car park is acceptable, however, every effort should be made to locate disabled bay close to lifts to ensure easy access. It is also essential that there is an accessible route to the lifts from each of the disabled bays.</li> <li>• Further parking provision will be made at surface level in the form of two short stay visitor spaces</li> </ul>	
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	<p>within the drop off area. Parking for a mobility bus will be made available in the delivery bay.</p> <ul style="list-style-type: none"> <li>• This level of provision of parking spaces is considered acceptable given the good public transport accessibility at this location. In order to ensure that overspill parking does not adversely impact on the surrounding streets, it is advisable that the residents of the development would be restricted from eligibility for resident parking permits by way of a suitable condition and s106 agreement.</li> <li>• A total of 124 cycle parking spaces are proposed facilitating both long and short stay parking for the different types of use of the entire development. This level of provision is a positive approach to encourage cycling for residents, employees and visitors alike. All long stay cycle parking is to be provided within the basement car park using a stacking system.</li> </ul> <p><b>Servicing and Refuse</b></p> <ul style="list-style-type: none"> <li>• The proposals for servicing the development make provision for most activity to take place off highway, only refuse collections will need to be undertaken on-street. The rearrangement of the existing parking spaces will allow for the refuse lorry to stop safely without causing an obstruction to passing traffic. This area could also be utilised by larger delivery vehicles if required.</li> </ul>	
Travel Plan Officer	<p>A full revised travel plan is required prior to the first occupation of any of the buildings. A £10,000 travel plan bond is required, for travel plan remedial measures, if necessary. In addition a £5,000 monitoring fee is required to cover the cost of monitoring the travel plan.</p> <p>The detailed comments of the Travel Plan officer are under appendix 5 at the end of this report.</p>	This is discussed in section 6.7 and 6.12.
LBH Policy	<ul style="list-style-type: none"> <li>• The Harrow Local Plan seeks to direct office / employment uses towards town centres. The building is not located within a town centre or designated employment area (i.e. is a historical outcome we probably wouldn't approve now).</li> <li>• Policy DM32 only really seeks to protect existing, non-designated, out of centre offices only where there is a demand; the 12-month vacancy / marketing test is the mechanism to demonstrate this.</li> </ul>	Noted.

	<ul style="list-style-type: none"> <li>• The marketing material at the end of the Employment Policy note indicates that the site has been actively marketed and that the tenants are only there due to short-term tenancies / low rent, but there is limited evidence provided to support this view. We really need actual marketing materials stating the asking rate and then details of what the rates / terms they have had to accept.</li> <li>• The Local Plan recognises that there are a large number of dated office buildings within the borough, including Harrow Town Centre.</li> <li>• It is recognised that the office block is dated and in need of refurbishment, at considerable cost (the refurbishment rates quoted appear reasonable).</li> <li>• Given the Local Plan intention to focus office development within Harrow Town Centre, any investment to bring existing buildings up-to modern standards would preferably occur within Harrow Town Centre rather than a site such as Jubilee House.</li> <li>• The proposed use will provide an element of employment.</li> <li>• The site could be converted to a 100% residential scheme with no employment under office-to-residential prior approval (although this is only a secondary consideration).</li> </ul>	
Environmental Health	<p><b>Fixed Plant Noise:</b> A scheme to ensure all fixed plant in the development is designed and installed to meet the noise specification limits in the noise report accompanying the planning application should be submitted to and approved in writing by the LPA before the development commences.</p> <p><b>Environmental Noise affecting new occupiers:</b> A scheme for providing acoustic installation to windows, including provision of full mechanical ventilation, to meet the specifications of the noise report accompanying the planning application should be submitted to and approved in writing by the LPA before the development commences. I note that the desirable noise limits will not be achieved for some of the external balconies. However, I consider this is acceptable given the nature and locality of the development, and that alternative external space in the form of roof terraces will be available.</p> <p><b>Air Quality Assessment:</b> I note the air quality assessment predicts negligible impact on local air quality. Also the development will be air quality</p>	This is discussed in section 6.10

	<p>neutral.</p> <p><b>Construction Environmental Management Plan:</b> This does not contain sufficient information on how dust, and fumes from Demolition and Construction will be controlled and has not referred to the current best practice guidance. i.e <u>The Control of Dust and Emissions during Construction and Demolition, SPG, GLA, July 2014.</u> In order to safeguard amenity to nearby residential properties during the demolition and construction phases, it is recommended that a condition is imposed.</p> <p><b>NRMM:</b> The London Atmospheric Emissions Inventory (LAEI) estimates that in 2010 the Non-Road Mobile Machinery (NRMM) used on construction sites was responsible for 12% of NOx emissions and 15% of PM10 emissions in Greater London. Diesel exhaust emissions have also been classified as being carcinogenic to humans based on evidence that exposure is associated with an increased risk for lung cancer by The International Agency for Research on Cancer (IARC), which is part of the World Health Organization (WHO). To address this significant contribution of NRMM to London’s poor air quality, the GLA are seeking to control the emissions from this equipment from 1st September 2015 by establishing emissions standards for London.</p> <p>In regards to power supply the default position should be mains power connection to the site and justification will need to be provided for any higher emission alternative used. Diesel powered generators should only be used as last resort if no other options are available or practical. In order to safeguard amenity to nearby residential properties during the demolition and construction phases, it is recommended that that a condition requiring further details of any NRMM is submitted to the LPA before any development commences.</p>	
Conservation Officer	<p>Permission has been approved in the past for 3 additional stories facing London Road, with the third storey set well back from the road. The conservation observations at the time were that:</p> <p><i>“Despite the additional floors, the proposed development will have a limited impact on the character and appearance of the adjoining conservation area. The existing building already compromises views into and out of the conservation area, and it is not felt that the</i></p>	This is discussed in section 6.5

	<p><i>proposal will exacerbate this situation. There will be some impact on the setting of the locally listed station building (which is also within the above conservation area), particularly as the building is only 1½ storeys. However, Jubilee House is set back from the station by a reasonable distance and it is not felt that the increased height will have a significant negative effect.”</i></p> <p>The proposal has been approved in the past at 6 stories high in 2007. This proposal would be two storey but would be set well back. In my view the previous above conservation comments still apply.</p> <p>It is positive though that the proposal does not see Jubilee House moving any further forward since this set back is important.</p>	
Biodiversity Officer	<p>The preliminary avoidance and mitigation recommendations detailed within the Extended Phase 1 Habitat Survey and Inspection for Bats <u>must</u> be closely followed:</p> <ul style="list-style-type: none"> <li>• Production of a Construction Environmental Management Plan (CEMP) (paragraph 6.3.1)</li> <li>• Additional bat activity surveys (paragraph 6.3.2)</li> <li>• Mitigation for nesting birds (paragraph 6.3.3)</li> <li>• Invasive species (paragraph 6.3.4)</li> </ul> <p>The report (paragraph 6.4.1) also recommends a number of ecological enhancement measures which would align with Harrow’s Development Management Policy DM21 and the Harrow BAP 2015-2020 all of which I strongly support and see no reason why they could not be included:</p> <ul style="list-style-type: none"> <li>• Planting of new trees and / or possibly hedgerows;</li> <li>• ‘green areas’ within the Proposed Development seeded with a wildflower plant mix;</li> <li>• And that at least one additional area of targeted green wall or biodiverse roof incorporated into the designs.</li> </ul> <p>The report additionally recommends that house sparrow, starling and invertebrate boxes are incorporated into the development.</p>	This is discussed in section 6.9
Landscape Architect	<ul style="list-style-type: none"> <li>• The proposals show a limited amount of play space, in the south east corner of the development site, being squeezed into a small,</li> </ul>	This is discussed in section 6.5

	<p>tight space. There is also limited scope for a meaningful landscape setting around the west, north and east boundaries of the site, since the space available for landscaping and planting is minimal. To the north and east of the site the landscape is, in the main simply boundary treatment bamboo screening and hedgerow with three small communal landscaped spaces. The southern boundary has no proposal for any soft landscape treatment. The residential units and residential care units are proposed very close to the boundary with the railway line/TfL, leaving very little space for a vegetation screen.</p> <ul style="list-style-type: none"> <li>• The Landscape Architect appears to have provided soft landscape enhancement where possible and in particular in front of the two main entrance areas, to the western side of the proposed development. However, overall, the site would be dominated by the buildings, raised beds and hard landscape paving, with limited communal amenity space, minimal soft landscape and a small play area. The play area has been squeezed into the south east corner of the site, offering limited scope for varied play equipment. Due to the overall design of the building layout, the opportunities for landscape enhancement and a visual setting of this scheme are limited.</li> <li>• From the outset, a landscape setting and soft greenery for the building should have been considered and developed to provide more meaningful soft landscape proposals with larger and more useable communal amenity spaces. High quality design is required together with high quality materials, much more extensive allocation of amenity space and spacious footpath routes for the use of the residents.</li> <li>• It is regrettable that the proposal is to remove the existing semi mature birch trees, in order to construct and accommodate the building footprint. These existing trees provide streetscene impact and are an attractive feature in the street. It is acknowledged that the proposal is to replace the existing trees with 8 semi mature trees, however, it would be some years before the new trees provide similar streetscene impact.</li> <li>• Attention to a good, regular, high standard of management and maintenance of all the landscape areas would be essential. Particular attention would be required on the tight landscaped areas in the site, such as the bamboo</li> </ul>	
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	<p>(along the northeast boundary) and native hedge adjacent to the railway line fence / car park (along the northwest boundary). These strips are proposed to be maintained from a narrow 1metre wide maintenance path. The total width if the strip adjacent to the railway measures approximately 3 metres, and, this is to accommodate the footpath, bamboo screen planting and maintenance strip – the space would be cramped. The adjacent proposed footpath, noted in the Design and Access statement ‘to allow residents to take exercise around the perimeter of the site’ would feel uncomfortably tight, contained between the railway and boundary fencing /bamboo screen / native hedge and hard up against the adjacent buildings. The proposed footpath is the left over space adjacent to the boundaries of the site, not a particularly interesting experience or pleasant place to be.</p> <ul style="list-style-type: none"><li>• The proposed planting may need to be tough to tolerate the local microclimate. Since there are few opportunities for soft landscape at ground level, the inclusion of green roofs and green walls, to enhance the biodiversity, would be essential. A green roof could easily be combined with proposed Photovoltaic panels on the roof. Harrow Development Management Policy DM12, Sustainable Design and Layout, states that the development proposals should ‘incorporate techniques that enhance biodiversity, such as green roofs and green walls (such techniques will benefit other sustainability objectives including surface water attenuation and the avoidance of internal and urban over-heating)’. The benefit of green roofs and green walls would be to compensate for the lack of soft landscape on the ground in addition to other benefits such as absorbing rainfall and adapting the local environment to climate change.</li><li>• Much larger, more spacious soft landscape areas are required, rather than the space in the main being allocated to pedestrian arrival and vehicle drop off points and left over spaces. More detail is required for the landscape proposals with high quality natural paving materials, meaningful spaces for interesting, communal garden areas with more intricate, detailed seasonal planting, with seating and a joy to be.</li></ul> <p>If you are minded to approve this application the following hard and soft landscape conditions would</p>	
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	<p>be required:</p> <ul style="list-style-type: none"> <li>• Landscaping to be Approved – including planting plans (at a scale not less than 1:100), specification, schedules of plants, noting species, plant sizes and proposed numbers / densities and an implementation programme.</li> <li>• Hard landscape Material Details</li> <li>• Landscaping Scheme - Implementation including a period of 5 year period for replacements of soft landscape</li> <li>• Boundary Treatment</li> <li>• Levels – existing and proposed levels.</li> <li>• Management and maintenance objectives and programme for all the communal landscape areas.</li> <li>• Green roof Condition if these are incorporated into any proposal</li> </ul>	
Drainage Authority	No objection, subject to conditions relating to surface water, surface water storage and attenuation and disposal of sewage.	This is discussed in section 6.11
Economic Development	<ul style="list-style-type: none"> <li>• Harrow Council through the Harrow Ambition Plan 2020 and its Regeneration Strategy has objectives to support local businesses, reduce worklessness and increase skills in the borough.</li> <li>• Maximising Job Opportunities during the construction phase</li> <li>• Given the amount of development proposed on site, a comprehensive construction employment training initiative would be put in place. This would be secured through a s106 agreement. Currently, the Council uses the following formula. £3,500 for every £1m cost of construction</li> <li>• It should be noted, that Access to Jobs is not limited to construction jobs on site, but can include site security, logistics, landscaping, and any ancillary work connected to the development.</li> <li>• It will be a requirement on the developer to submit for Harrow Council's approval a Recruitment and Training Plan. This will be a plan in writing setting out measures to facilitate the provision of construction training for residents from within the Council's administration area and the nature and extent of which shall be agreed jointly by the Council and the Owner to include: <ul style="list-style-type: none"> <li>a) employment initiatives opportunities relating to the construction of the Development and details of sector delivery;</li> <li>b) the provision of appropriate training with the</li> </ul> </li> </ul>	This is discussed in sections 6.3 and 6.12

	<p>objectives of ensuring effective transition into work and sustainable job outcomes;  c) the timings and arrangements for implementation of such initiatives and  d) suitable mechanisms for the monitoring of the effectiveness of such initiatives</p> <ul style="list-style-type: none"> <li>• It will also be a requirement of the developer to set out how Harrow based companies could benefit from supply chain opportunities generated by the development of Jubilee House.</li> <li>• In both instances the council is happy to work with the developer and main contractor to help with recruitment, placement and supplier market warming events.</li> </ul>	
Waste Department	<p>We obviously have a concern on the 12 mtr distance for bin travel at the assisted living block as this exceeds our health &amp; safety risk assessments for bulk bins and could potentially lead to claims from staff that they are being intentionally placed at risk by being asked to go outside of the risk assessment stipulation. The only other point is the risk of cars being parked on the single yellow line in Merrion Avenue outside the collection points (blue badge holders etc). This may also increase the distance of bin travel and may lead to collections being rejected by the collection crews.</p>	<p>This is discussed in section 6.10</p>
Design Officer	<ul style="list-style-type: none"> <li>• The applicant team has engaged with Harrow design officers in a collaborative process over the past year.</li> <li>• Layout: The strategy of stepping blocks and courtyards responds well to the conditions on either side of the site; breaking up the extent of elevation to Merrion Avenue and providing some shelter to the train line edge.</li> <li>• Massing: While design officers recognise that the height of the main block is an increase from the prevailing heights in the surrounding context, the carefully modulated setbacks along Merrion Avenue help mitigate the impact of the additional height on neighbouring houses. The outlook for residents immediately opposite the scheme would arguably be an improvement on the existing, with generous landscaped courtyards to the street and well-designed elevations which employ high quality materials and subtle ornament to provide visual interest. In addition, the upper two storeys</li> </ul>	<p>This is discussed in section 6.5</p>



	<p>to the assisted living blocks have considerable setbacks, making them almost indiscernible from key angles e.g. in relation to the station building.</p> <ul style="list-style-type: none"> <li>• Architecture and elevations: The influence of 1930s mansion blocks is clear in the form and composition of the elevations, and references the modernist architecture of the nearby Kerry Avenue conservation area. The buildings have a distinct identity, which is both contemporary and contextually sensitive, and design officers are of the opinion that the development is an example of high quality architecture.</li> </ul> <p>A rich palette of brick and ceramic tiles has been proposed. Subtly different brick colours and bonds are used along the length of the buildings, emphasising the horizontal banding and providing variety. The use of high quality materials and details will be key to the success of the development. Design officers support the material examples given in the application, but physical samples will be required to confirm exact products. It will be important to agree large-scale samples and 1:1 mock-ups prior to construction work commencing.</p> <ul style="list-style-type: none"> <li>• Landscape: Design officers consider that the quality and definition of the five landscaped courtyard spaces proposed would provide a good level of usable communal amenity space. The roof garden is a positive addition to the scheme, and the interface between internal and external communal spaces has been carefully designed throughout. The generous landscaped edge, and courtyards, to the street edge would also be of considerable benefit to the surrounding area.</li> <li>• In summary, Harrow design officers are supportive of the application and are of the opinion that it is an ambitious and high quality development. The scheme has the potential to raise the bar for the design of assisted and independent living developments in Harrow.</li> </ul>	
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## 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
- Housing
- Character and Appearance of the Area, Townscape and Design Quality/ Impact on Heritage Assets
- Residential Amenity
- Transport and Parking
- Lifetime Neighbourhoods
- Trees and Biodiversity
- Sustainability and Environmental
- Drainage
- Infrastructure and Planning Obligations

### 6.2 Principle of Development

6.2.1 The National Planning Policy Framework (NPPF) was published by the Government in 2012 as a streamlined replacement of the previous suite of national planning policy statement and associated publications. For decision making purposes, although the NPPF is not a 'development plan document, it is a material consideration.

6.2.2 The NPPF was taken into consideration as part of the examination-in-public of Harrow's Core Strategy, prior to the adoption of the Strategy in 2012, and informed the preparation of Harrow's other Local Plan documents prior to their adoption in 2013. Both the Core Strategy and the other Local Plan documents are therefore fully in accordance with the principles and policies of the NPPF.

- 6.2.3 The National Planning Policy Framework (NPPF) was published by the Government on March 27th 2012. The NPPF does not change the law in relation to planning (as the Localism Act 2012 does), but rather sets out the Government's planning policies for England and how these are expected to be applied. It remains the case that the Council is required to make decisions in accordance with the development plan for an area, unless other material considerations indicate otherwise (S.38(6) of the Planning Act). The development plan for Harrow comprises:
- The London Plan (consolidated with alterations since 2011) 2016
  - The Local Development Framework [LDF] comprising:
  - The Harrow Core Strategy 2012
  - Development Management Policies Local Plan 2013
  - Harrow and Wealdstone Area Action Plan 2013
  - Site Allocations Local Plan 2013
- 6.2.4 The NPPF sets out policies and principles that local planning authorities should take into account, when both preparing local plans, and determining planning applications. The policies within the NPPF are a material consideration that should be given significant weight.
- 6.2.5 At the heart of the NPPF is the presumption in favour of sustainable development. Under paragraph 7 it sets out three dimensions to sustainable development: economic, social and environmental. It goes on to state under paragraph 8 that these roles should not be taken in isolation as they are mutually dependant and thus to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life (Para. 9).

#### Delivery of Site Allocation Uses

- 6.2.6 Turning to the detail of the sites allocation, it is included as site H9 in Harrow's Site Allocations Local Plan document. The allocation is identified as suitable for the delivery of comprehensive residential development. The site allocation also identifies a component of employment use if necessary to satisfy policy DM 32 of the Local Plan (2013).
- 6.2.7 The subject proposal is for comprehensive residential re-development. However, the application site excludes the northern TFL car park. The site allocation includes an indicative figure of 35 homes for the residential use which is based on a lapsed planning consent (P/1220/07 and P/1444/10).
- 6.2.8 The methodology for calculating the potential residential capacity of sites is explained at Appendix B of the Site Allocations Local Plan document; the appendix notes that housing capacity figure attributed to each site is indicative not prescriptive and that the actual number of dwellings that may be achieved on each site may be determined by many considerations, including design & layout, the size & type of homes to be provided and scheme viability.

- 6.2.9 The proposal is for 172 homes. Within the strategic policy context, the indicative status of the housing capacity figure included in the site allocation and taking into account the approach to the design and layout of the scheme, the provision of 172 homes is not inappropriate. The form of the development, comprising flatted blocks properly manages the transition between the urban character of London Road and the more suburban character of Merrion Avenue.
- 6.2.10 The proposal is considered accord with the objectives of policy DM 32 as discussed below and would also deliver employment through the proposed C2 building. It is therefore concluded that the proposal would acceptably deliver the proposed site allocation.

#### Loss of Office Floorspace – Policy Framework

- 6.2.11 Paragraph 22 of the NPPF notes that “planning policies should avoid the long term protection of sites for employment use where there is no reasonable prospect of a site being used for that purpose. Where there is no reasonable prospect of a site being used for its allocated employment use, applications for alternative uses of land or buildings should be treated on their own merits having regard to market signals and the relative need for different land uses to support sustainable local communities.”
- 6.2.12 Paragraph 51 of the National Planning Policy Framework supports the conversion of commercial premises to residential use where there is an identified need for additional housing and no strong economic reasons why such development would be inappropriate.
- 6.2.13 At a regional level, the London Plan does not specifically protect office use outside of designated employment and industrial areas, albeit policy 4.2 (Offices) does support rejuvenation of the office stock in viable locations.
- 6.2.14 At the local level, the Harrow Core Strategy states that: *“The core Strategy Policy to consolidate Harrow’s office sector in Harrow Town Centre, is likely to promote the conversion of redundant and longstanding vacant out of town centre offices to mixed use employment and housing, especially where there are still well located in respect of public transport. This could be an important source of alternative accommodation or alternatively, flatted affordable housing provision to meet a need for one and two bedroom homes”.*
- 6.2.15 Policy DM32 of the Harrow Development Management Policies Local Plan (2013) states that: *“D. The redevelopment or change of use of offices outside of designated town centres and business use areas will be permitted where the building has been vacant for more than 12 months and there is genuine evidence that all opportunities to re-let the accommodation have been fully explored, including evidence of suitable marketing over a 12 month period.”*
- 6.2.16 Supporting paragraph 7.15 notes that: *“Nearly 60% of Harrow’s offices date from the 1960s and 1970s and were designed for single public and private sector occupiers. The stock suffers high levels of vacancy due to the general oversupply of large, outdated office space that is not suited to meeting local*

*needs. The high levels of vacancy mean that rental values are comparatively low, which in turn discourages investment and renewal. Speculative provision of new offices to meet the needs of Harrow's local market and achieve modest, longer term growth in office floorspace, as indicated in the Employment Land Review (2010), is therefore unlikely in the short term."*

- 6.2.17 Supporting paragraph 7.16 notes that: *"The Borough's Core Strategy seeks to focus consolidation and renewal of office space upon Harrow town centre, both to reflect its Metropolitan centre status and where the potential of mixed-use development to help deliver significant components of replacement floorspace is greatest. However, there will continue to be a role for office space beyond Harrow town centre and it is therefore necessary to provide for this and to manage the release of floorspace pursuant to the spatial strategy's aim of reducing overall levels of vacancy in the Borough, securing the retention of existing space which continues to be fit for purpose, and encouraging the provision of new space which supports the proper functioning of town centres."*
- 6.2.18 As outlined above the subject site is allocated as a Housing Proposal Site (Site H9) in the Local Plan Site Allocations. This notes that: *'The site is suitable for comprehensive residential development, subject to assessment against Policy DM32 of the Development Management Policies Local Plan demonstrating that there is a surplus of office floorspace in the Borough'.*

#### Appraisal

- 6.2.19 As noted above, Local Plan Development Management Policy DM32 requires evidence of 12 months marketing, demonstrating there is no need for the existing office floorspace, for redevelopment to be considered acceptable. The application is accompanied by a statement from the Site's letting agent which states that the site has been actively marketed for a number of years but there remains a large number of vacant units. It is outlined that the existing tenants are only there due to short term tenancies/low rent. It is further stated that the tenants are on multiple flexible tenancy agreements which confirms the difficulty in attracting tenants who are willing to commit to long lease lengths.
- 6.2.20 The supporting commentary to Local Plan Development Management Policy DM32 acknowledges that large parts of the existing office stock in the Borough is dated, suffers from high levels of vacancy and is not suited to meet local needs. It is recognised that the office block is dated and in need of refurbishment, at considerable cost. The refurbishment quotes provided have been reviewed and in officer opinion appear to be reasonable.
- 6.2.21 Notwithstanding the above, the Core Strategy and Local Plan Policy DM32 do seek to protect viable office space where there is a realistic demand for them and they are fit for purpose, regardless of their location outside of town centres. However the intent of the policy, and indeed that of the Core Strategy is, to focus the consolidation and renewal of office spaces within the Borough's established centres. This is in line with all levels of the planning framework which note that office floorspace should be directed to existing

town centres or designated areas, both in the interests of sustainability and in respect of maintaining the vibrancy and vitality of those locations. Having regard to the local plan intention to focus office development within Harrow Town Centre, any investment to bring existing buildings up-to modern standards would preferably occur within Harrow Town Centre rather than a site such as Jubilee House.

- 6.2.22 The Alternative Use report contains analysis of the existing tenancy schedule (which contains over 50 tenants) and concludes that the majority of tenancies are on short term, monthly licenses of varying size including start-ups and small enterprises. The report asserts that this highlights how flexible the landlord has had to be in order to attract tenants in comparison to other office building in the town centre which can acquire notably higher rents than Jubilee House. It is further emphasised that occupiers do not have covenants to commit to standard lease lengths. Consequently these factors are outlined as contributing to an unsustainable pattern of occupation.
- 6.2.23 The supporting Alternative Use Report highlights that the existing short term tenants provide a low rental return that is not sustainable going forward. It is stated that the combination of rising build costs and low rental yields make the refurbishment of the property unviable. The Alternative Use Report concludes that in a no investment scenario, the building is likely to further deteriorate resulting in an increasing viability challenge in respect of any future refurbishment/redevelopment.
- 6.2.24 The Local Plan Site Allocations (site H9) also outlines the need for any site to demonstrate a surplus off office floorspace in the Borough. The Alternative Use report provides evidence of surplus available office floorspace within Harrow town centre which offers a much wider range amenities and quality space. As such, it is considered likely that even with a significant amount of capital expenditure, with the aspirations to turn Jubilee House into HQ office space, occupiers would tend to favour stock in the more established markets like the town centre.
- 6.2.25 Officers accept that the achievable rental yield available at the location would not allow for viable refurbishment of the building. It is also acknowledged that the attractiveness of the site for potential tenants is further diminished with the absence of any local amenities in close proximity to the building. As such whilst there remains some demand for the existing tenancy within the building, it is accepted that this is not sufficient to secure the long term occupation of the building. Overall, having regard to the evidence of surplus office space in the Borough, together with the relatively poor condition of the building, level of vacancy and historical take up and low rental yield the landlord has had to accept, it is accepted by officers that the refurbishment of building in this location is unviable.
- 6.2.26 It should be noted that the proposed use will also provide an element of employment including during the construction process. The applicant outlines that the proposed development would generate 50 full time employees, including medical staff, facilities management, social care and hospitality and maintenance. In this regard, it is considered that the applicant has sufficiently

demonstrated that all potential options have been explored to provide a viable future for the building without success and therefore the loss of office space does not fundamentally conflict with the aims of policy DM 32 of the Harrow DMLP (2013).

- 6.2.27 For the reasons outlined above, the loss of office floor space, would therefore be acceptable in relation to the policy objectives of the National Planning Policy Framework (2012), policy 4.7 of The London Plan (2016), policy DM 32 of the Harrow Development Management Policies Local Plan (2013) and site H9 of the Local Plan Site Allocation DPD (2013)

Acceptability/Need of C2 Assisted/Independent Living Use – Policy Framework

- 6.2.28 The National Planning Policy Framework (2012) (NPPF) acknowledges at the outset that there is a need to ‘house a rising population, which is living longer and wants to make new choices’ (page i). *‘Local authorities are instructed to provide for a wide choice in high quality homes, planning for a mix of housing based upon both current and future demographic trends and the needs of different groups in the community including families and older people’* (paragraph 50).
- 6.2.29 London Plan policy (2016) 3.16 outlines the need for additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population. It states that *“development proposals which provide high quality social infrastructure will be supported in light of local and strategic needs assessments...Facilities should be accessible to all sections of the community and be located within easy reach by walking, cycling and public transport”*. Further to this, 3.17 *‘Health and Social Care Facilities states that “proposals that provide high quality health and social care facilities will be supported in areas of identified need, particularly in places easily accessible by public transport, cycling and walking”*.
- 6.2.30 The London plan (2016) (policy 3.8 supporting paragraph 3.50) states that the “The Mayor has identified the growing and changing requirements for housing older people in London as one of the most important emerging planning issues for London. It is anticipated that between 2011 and 2036 ‘over 65s’ could increase by 64% and ‘over 90s’ could grow in number by 89,000.” The Mayor’s Housing Supplementary Planning Guidance (2012) contains specific guidance with respect to older people, confirming that the growing number of older Londoners require a range of housing options to meet their needs. The SPG also recognises that most of the future requirement for older Londoners is likely to come from owner occupiers and that all London boroughs have a shortfall of private specialist housing provision.
- 6.2.31 Paragraph 3.50b states: *“Research suggests that the choices open to older Londoners to move into local specialist housing may have been constrained through inadequate supply. Extending these choices through a higher level of specialist provision will in turn free up larger family homes for family occupation. Over the period 2015-2025, older Londoners may require 3,600-4,200 new specialist units per annum. At the mid-point of this range, these*

*might be broken down broadly into 2,600 private units pa, 1000 in shared ownership and some 300 new affordable units. There may also be a requirement for 400-500 new bed spaces per annum in care homes”*

- 6.2.32 Table A5.1 provides indicative strategic benchmarks to inform local targets and performance indicators for specialist housing for older people (including sheltered accommodation, extra care accommodation and nursing home care) between 2015 and 2025. The annual benchmark figure for Harrow is stated as 150 units.
- 6.2.33 The Core Strategy (paragraph 3.5) notes that Harrow’s population is growing and will continue to grow during the life of the plan. Also that the demographic of residents is changing. Households are getting smaller, life expectancy is anticipated to increase, and technological advances are changing the way people live and work. Therefore, improving the quality of life for Harrow’s residents, whilst at the same time accommodating these demographic changes, is a key challenge. New housing will need to provide a form and standard of accommodation which meets the reasonable requirements and expectations of the population, in a way that achieves more sustainable lifestyles through the location, form and mix of land uses, and building design.
- 6.2.34 Core Strategy Paragraph 4.1 recognises that population growth and demographic changes will continue to drive housing need across West London. The challenge for the Core Strategy is to manage the changes this will bring to Harrow in a manner that achieves sustainable development and communities. Provision will need to be made for housing growth that reflects the requirements of those that will occupy it, but to do so without detriment to the Borough’s character and the wider environment.
- 6.2.35 One of the principal borough wide objectives identified in core policy CS1 is to: *“Deliver homes which are affordable, accessible and meet their occupiers needs including the elderly, the disabled, larger households, vulnerable adults and the Gypsy and Traveller Community”*.
- 6.2.36 Local plan policy DM 29 states that “ the Council will support proposals on previously developed land for sheltered housing, care homes and extra care housing (across all tenures) for older people and those who may be vulnerable, provided that the proposal is accessible by public transport with good access to local amenities including shops and local facilities”.

### Appraisal

- 6.2.37 Elysian Stanmore Site Limited seek to provide seek to provide a range of accommodation in one location for elderly people downsizing from their family home and where care and medical support may be needed. The supporting documents outline that the proposed older persons accommodation would have 24 hour nursing staff and facilities to provide care to all residents as well as a range of communal facilities to keep them active and healthy. In this regard the applicant outlines the accommodation would fall firmly within the extra care accommodation category within Use Class C2 of The Town and Country Planning (Use Class Order) 1987.



- 6.2.38 It is recognised that categorising accommodation for older persons is sometimes difficult and in the past has been interpreted differently in planning case law over whether development is defined as a residential institution (C2) or dwelling house (C3). Paragraph 3.7.1.18 of the Mayors Housing SPG sets out the 'front door' test, whereby a self-contained unit with its own front door would indicate a C3 use. However, this paragraph also recognises that in some cases this may require refinement to take account of the components of care and support associated with some Extra Care schemes, which functionally are effectively C2 schemes. There is a significant amount of case law set by recent appeal decision which assert that the level of care provided together with the level of support services within a development are key factors in determining whether a development falls within class C3 (dwellings) or C2 (Residential Institutions).
- 6.2.39 Residential Institutions are defined in the Mayors Housing SPG as *“Nursing or residential care home providing non-self-contained residential accommodation for people who by reason of age or illness have physical, sensory or mental impairment, including high levels of dementia. Accommodation is not self-contained; meals and personal services are routinely provided to all residents. Communal facilities are likely to include a dining room and residents lounge. There will be a scheme manager and in house care team who provide a consistent presence. Personal or nursing care is a critical part of the accommodation package. Nursing homes include 24 hour medical care from a qualified nurse.”*
- 6.2.40 The Housing SPG (2016) states that: *“Extra care accommodation (also called close care, assisted living, very sheltered or continuing care housing); Self - contained residential accommodation and associated facilities designed and managed to meet the needs and aspirations of people who by reason of age or vulnerability have an existing or foreseeable physical, sensory or mental health impairment. Each household has self-contained accommodation and 24 hour access to emergency support. In addition extra care accommodation includes a range of other facilities such as a residents lounge, a guest room, laundry room, day centre activities, a restaurant or some kind of meal provision, fitness facilities and classes and a base for health care workers. The exact mix of facilities will vary on a site by site basis. Some domiciliary care is provided as part of the accommodation package, according to the level of need of each resident. Extra care housing aims to create a balanced community, bringing together a balanced proportion of people with different levels of care needs.”*
- 6.2.41 The applicants outlines that the proposed development would be age restricted, would require all residents to subscribe to a basic package of care which would be a minimum of 4 hours per week and to be provided with at least one daily meal. In addition, the proposed C2 use would include a range of communal facilities including space for a gym dining areas and medical facilities. The Design and Access statement is accompanied by a schedule of communal area which totals 1596.7sqm, equivalent to 10% of the overall floor area. In addition to this, there would also be an external communal area of

436.7sqm.

- 6.2.42 In view of the of provision of 24 hour nursing staff, quantum of floorspace dedicated to shared communal facilities, age restriction, the requirement for the provision of at least one daily meal and subscription to a minimum package of care, officers consider that a C2 classification would be appropriate in this case and would be broadly in line with the definition set out in the Mayors Housing SPG (2016). Nevertheless to ensure that the model would continue to operate as a C2 use class which would support the particular needs of the older demographic within the Borough and wider area, officers consider that it would be necessary to include section 106 obligations which restricts occupation of the C2 building to residents over 65, requires future occupiers to be in need of care to be assessed by a qualified medical professional and for occupiers to be provided with a minimum of 4 hours of care per week. In addition, a condition is recommended to safeguard the overall quantum of communal floor area outlined. Subject to these restrictions, it is considered the proposed model of assisted. Independent living constitutes a C2 use class.
- 6.2.43 The applicant's analysis of census data demonstrates that both Harrow and London as a whole are expected to experience a rise in the number of residents aged over 65 over the next 30 years. Over the 30 years between 1981 and 2011, the number of over 65s in Harrow increased by approximately 2,500 (annual growth rate of 0.3%). Over the next 30 years to 2041, the number of over 65s is expected to increase by 25,800 (annual growth rate of 1.9%).
- 6.2.44 The applicants have provided a comprehensive needs assessment which identifies that across London there is an annual need for provision of 1,541 owner occupied units and 465 shared ownership units over the period 2011-2021. It identifies that if demand continues at the same level by 2021 and there is no increase in supply, then by 2021, there would be an overall shortfall of 8000 bed spaces.
- 6.2.45 At the local level it is outlined that demand for private market care and extra care accommodation in Harrow will rise from 1647 beds in 2013 to 2806 beds by 2025. In this light it can be considered that given the significant increase in demand for private market accommodation, it is considered that any provision of extra care accommodation on the Jubilee House site, would be making a valuable contribution to addressing the shortfall of care accommodation provision in the borough.
- 6.2.46 Whilst the proposed units would make up a significant proportion of the identified target of 150 units annual target, there has been limited supply of such accommodation in the past. In light of the anticipated demand, officer consider that given the significant increase in demand for private market accommodation, the provision of extra care accommodation on the Jubilee House site, would be making a valuable contribution to addressing the shortfall of care accommodation provision in the borough.

- 6.2.47 Notably, in addition to the above considerations, the supporting needs assessment notes that Harrows housing stock has a high proportion of family sized homes, 64% of dwellings have three or more bedrooms, compared to 47% across London as a whole. Furthermore it states that there is a significantly high level of over 65s households living in large family homes (a total of 8,730 homes which equates to 58% of all over 65 households. This is substantially higher than the London average of 47% of over 65s living in family sized accommodation. Of the 8,730 family sized houses that are occupied by over 65s, 4,300 of these are single person households aged over 65 years. Under occupation of households is defined as having one or more spare bedrooms than is required by the household. Of households in Harrow occupied by residents aged over 65, 83% are under-occupied (a total of 12,234 dwellings). Having regard to this, officers acknowledge that the proposals would also have the potential to result in the release of under occupied family units within the Borough, thereby freeing up family homes and making a positive contribution to this housing need in Harrow.
- 6.2.48 Notwithstanding the issue of need the above stated national, regional and local plan policy context also requires that such development should be accessible by public transport with good access to local amenities. The site is located in a good location in terms of accessibility, noting the site has a PTAL rating of 3/4. In addition Stanmore District Centre is located approximately 400 metres to the west of the site which has a range of shops and services. As such, the proposed developed is considered to be in appropriate location and would accord with the requirements of the development plan in this respect.

#### C3 Dwellings – Policy Framework

- 6.2.49 The NPPF seeks to significantly boost the supply of housing. Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. Paragraph 50 supports the delivery of a wide choice of high quality homes, widening opportunities for home ownership and the creation of sustainable, inclusive and mixed communities.
- 6.2.50 Policy 3.3 of The London plan states that: *“The Mayor recognises the pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford.”*
- 6.2.51 The 2016 London Plan adopts an annual London-wide average housing target for the new plan period 2015-2025 of 42,389 p.a. of which Harrow’s annual target for the new plan period is 593 p.a. The targets contained within the London Plan fail to reconcile a potentially significant gap between household growth projections and the identified availability of land for new housing, meaning that the targets continue to be expressed as minima. There must be, therefore, a renewed emphasis on all boroughs meeting and exceeding their housing targets.

- 6.2.52 With regard to existing housing stock, policy 3.14 states that: *“Loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace.” However, it does recognise that renewal of housing stock can be necessary, especially where it leads to increased provision, better addresses housing needs, or improves quality”.*
- 6.2.53 Core Strategy Policy CS1 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”*

### Appraisal

- 6.2.54 Both the C2 and C3 housing would make a contribution to the 5,927 additional units required by the London Plan in LB Harrow from 2015 to 2025 and would therefore be in accordance with London Plan policy 3.3 and Local Plan policy CS1.
- 6.2.55 The development would also be in accordance with site H9 of the site Allocations DPD (2013). Whilst the site is only allocated for 35 dwellings, this was based on the previous planning permission granted on the site in 2007 (1220/07) and renewed under planning permission P/1444/10. Although the proposal would deliver a significantly greater number of units (172 unit) than identified in the AAP, this is not considered to be objectionable in principle, given the emphasis on the need to deliver beyond the minimum housing targets in The London Plan (2016).
- 6.2.56 Some representations have been received concerning the loss of garden land of the existing residential dwellings. The SPD Garden Land Development seeks to ‘provide clarity on the purposes of policies CS1.A/B whereby the Council seeks to resist development on “garden land”’. However, the subject Site is allocated for housing and is therefore in keeping with Spatial Strategy for the Borough. The proposal does not represent ‘garden grabbing’ and is part of the spatial approach to housing as defined in the Site Allocations Local Plan.
- 6.2.57 For the reasons given above, it is therefore considered that the application is in broad conformity with the development plan for the area. The principle of the development is therefore considered to be acceptable in officer’s opinion.

### 6.3 Regeneration

- 6.3.1 The London Borough of Harrow published a Regeneration Strategy for 2015 – 2026. The objective of this document is to deliver three core objectives over the plans life, which include;
- Place; Providing the homes, schools and infrastructure needed to meet the demands of our growing population and business base, with high quality town and district centres that attract business investment and foster community engagement;

- Communities; Creating new jobs, breaking down barriers to employment, tackling overcrowding and fuel poverty in our homes and working alongside other services to address health and welfare issues;
  - Business; Reinforcing our commercial centres, promoting Harrow as an investment location, addressing skills shortages, and supporting new business start-ups, developing local supply chains through procurement.
- 6.3.2 Whilst it is acknowledged that the proposed development would not address all of the aspects noted in the above bullet points, it would achieve the overall aspiration of regeneration of the borough. Currently, the site is underutilised, and is of low architectural and townscape value.
- 6.3.3 The proposed development allows the site to be used in a much more efficient way. The proposed development would provide additional housing to meet a growing population. Moreover, the proposal would help release under occupied and much needed family housing back into the local market. The mix of C2 and C3 uses in close proximity would provide a balanced community and encourage and foster community engagement between different generations.
- 6.3.4 The development would make a positive contribution to high quality place making in Stanmore. The development is considered to be of high quality architecture and design, thereby enhancing the appearance of the site and could act as a catalyst for improvements to the wider area.
- 6.3.5 It is anticipated that the development would generate 50 full time employees within a range of occupations including medical staff, facilities management, social care, hospitality and maintenance. In addition, the development would assist in providing employment for local trade workers. The applicant outlines that the proposed development would generate approximately 62 full time equivalent jobs within the construction sector. In order to ensure local residents of the borough can benefit from potential employment opportunities, a section 106 obligations can be secured in respect of training and employment opportunities.
- 6.3.6 It is also recognised that the development will make a contribution towards economic growth in the borough through increased expenditure from the C3 and C2 and residential uses within local business and services.
- 6.3.7 The supporting analysis submitted with the application demonstrates that the demand for private market care extra care accommodation in Harrow is expected to rise from 1,647 units in 2013 to 2,806 units by 2025. As such, the provision of elderly care would therefore make a valuable contribution to addressing the shortfall of private extra care accommodation within the Borough. In turn the provision of such accommodation would also help to reduce health and welfare issues in the Borough by reducing the Burden on health and social care systems. The proposed model of extra care accommodation encourages and promotes active and health lifestyles for the elderly with the aim of reducing health related issues and furthermore health and social care would be delivered more efficiently through the home environment.

6.3.8 It is therefore considered that the proposed development would meet the overarching principles of regeneration into the area.

## 6.4 Housing

### Affordable Housing – Policy Framework

- 6.4.1 Since the adoption of the National Planning Policy Framework [NPPF] in 2012, a strong emphasis has been placed on the viability and deliverability of Development Plan and development proposals. The NPPF and the adopted policies of the Development Plan, adopted in general compliance with the requirements of the NPPF, require LPAs to have regard to viability and the particular circumstances of each site to ensure the infrastructure costs associated with the development do not prejudice the delivery of proposal. The development proposal would deliver a wide-range of infrastructure to support the scheme both on site and through the provision of financial contributions in the form of Community Infrastructure Levy [CIL], which are discussed in other parts of this report. Affordable Housing is a form of social infrastructure, which if required at levels exceeding the 'maximum reasonable amount', would prejudice the delivery of development proposals.
- 6.4.2 Policy 3.11A of The London Plan sets out that 60% of the affordable housing should be for social and affordable rented accommodation and 40% for intermediate rent or sale of the overall affordable housing provision on any given development site. Policy 3.11B sets out that individual boroughs should set out in their Local Development Framework the amount of affordable housing provision needed.
- 6.4.3 Policy CS1.J of the Harrow Core Strategy 2012 sets an aim for 40% of new housing development in the borough to be affordable housing and states that the Council will seek the maximum reasonable amount of affordable housing on all development sites with a capacity to provide for ten or more units having regard to various criteria and the viability of the scheme. Such requirements are in line with London Plan policy 3.12.A/B which requires the maximum reasonable level of affordable housing to be provided. The reasoned justification to policy 3.12.A/B of The London Plan 2016 states that boroughs should take a reasonable and flexible approach to securing affordable housing on a site by site basis. The London Plan makes clear that affordable housing provision is a particular priority when securing developer contributions.
- 6.4.4 The Planning Obligations SPD (2013) requires an affordable housing tenure split of 60% social/affordable rent homes and 40% intermediate homes, which is consistent with policy 3.11 of the London Plan 2016.
- 6.4.5 Paragraph 6.34 of the Planning Obligations SPD (2013) states that: "*On-site provision is the Council's preference for how affordable housing will be provided by developers. Only where exceptional circumstances exist and where the Council is satisfied that it would be appropriate, will off-site provision be accepted.*"

- 6.4.6 Paragraph 6.31 of the “Planning Obligations and Affordable Housing SPG states that Residential care homes and nursing homes, where the accommodation is non-self-contained, fall within Use Class C2 (Residential Institutions), and are not subject to the affordable housing policy. As discussed in paragraph 6.2.37 of this report, the principle of the proposed C2 use is in officer opinion considered to be acceptable, subject to a section 106 agreement which would require all future residents to have a minimum age requirement of 65 years, require a minimum level of care per week and be assessed as being in need of care by an appropriate qualified medical professional. Officers consider that these measures would be sufficient to ensure the C2 building would continue to operate as such. The proposed C2 use is accepted subject to these occupation restrictions and would be subject to affordable housing obligations in this case.

#### Appraisal

- 6.4.7 The proposal is also considered to meet local plan requirements for high quality architecture and public realm on the site. It is acknowledged that these local plan requirements will have a bearing on overall development viability. Nevertheless, it should be noted that Harrow’s CIL has been deliberately set at a level that seeks to ensure that affordable housing will continue to be viably delivered.
- 6.4.8 Were the scheme to provide 40% affordable housing based on the total number of units, this would equate to 28 C3 affordable units, of which, if applying the policy compliant split of 60/40, 17 would be affordable rented units and 11 shared ownership units.
- 6.4.9 The overall mix of affordable rented units has been reviewed by the Council’s Housing Department who have outlined that this is acceptable in terms of current identified local need in the borough.
- 6.4.10 The applicant’s assessment has been the subject of an independent appraisal by Andrew Golland Associates (AGA). AGA has scrutinised the applicant’s viability assessment using the GLA ‘Three Dragons’ Toolkit. All of the assumptions (land costs, finance, professional and marketing fees, build costs, sales values and velocities etc.) contained within the applicant’s appraisal have been tested and with the exception of the constructions costs, professional fees and sales values, were considered to be reasonable and fair. Officers consider that these assumptions are fair and reasonable. Officers also consider that the professional fees are reasonable and would align with other comparable developments in Harrow.
- 6.4.11 In light of the comments from AGA, the Council commissioned an independent assessment of the construction costs which was undertaken by WT Partnership. The independent assessor concluded the overall construction cost of the development to be marginally below the applicants figure and therefore WT Partnerships independent cost review was adopted within the applicant’s appraisal. In respect of the C3 and C2 residential sales values, the Council commissioned a further independent assessment

undertaken by BNP Paribas using the 'Argus' toolkit. BNP concluded the residential sales values adopted by the applicant to be reasonable. However, they outlined that in respect of C2 sales values for the particular product offered by the applicant, a suitable comparable within the area is extremely difficult to source. As such, in respect of the C2 values, it was concluded that there is insufficient evidence in order to prove the actual value of the assisted living units. Due to the lack of evidence in this regard, BNP have recommended that a review mechanism is incorporated within the section 106 agreement so that the scheme viability can be rerun at latter date using outturn values. Overall, BNP conclude that the applicants appraisal to be reasonable, which outlines a negative land value of circa £6 million and therefore the scheme is not able to support any affordable housing.

- 6.4.12 Notwithstanding this, the applicant proposes to offer on-site affordable housing for the site. Two options are proposed as follows:
- Option 1 – 10 % consisting of 4 Affordable Rented Units and 3 intermediate units) with an additional £1.5 million for step free access to Stanmore Station or
  - Option 2 – 15% of C3 residential units consisting of 11 intermediate units
- 6.4.13 The applicant has provided indicative location for the units which would be located on the lower floors of the southern building and would be accessed from the main entrance of the building.
- 6.4.14 With regard to option 1, this would provide a broadly compliant policy compliant tenure split together with the provision of £1.5 million to contribute towards the delivery of a step free access at Stanmore station.
- 6.4.15 Notwithstanding the status of Stanmore Station being designated as being wheelchair accessible, it is considered that the existing ramp is unusable for wheelchair users – as a result of the steepness of the gradient. The applicant outlines they have undertaken 12 months of feasibility work and have secured an in principle agreement with Transport for London for the provision of a new lift at Stanmore Station. The applicant outlines that based on the extensive work and negotiation undertaken there is a great deal of confidence that the lift can be delivered. However this would be subject to formal TfL approval, which can only happen post consent being granted.
- 6.4.16 The applicants' intention is to deliver the lift, to benefit the wider community including the elderly residents of the proposed development, many of whom might have mobility challenges. As part of a section 106 agreement, it is proposed to fund up to £1.5 of non-refundable monies, to be used towards delivering the lift to Stanmore Station, after obtaining all TfL consents.
- 6.4.17 For the avoidance of doubt, £1.5m is the maximum that is proposed towards the TfL lift. Delivery of the lift would depend on the detailed final consent of TfL. The applicant has stated they would endeavour to move delivery of the lift forward at the earliest possible time. However, if consent from TfL is not forthcoming within a certain reasonable period to be decided with the Council, for reasons outside of the applicants control, then it is proposed that the £1.5



million would be transferred to the Council's Affordable Housing fund (off site provision).

- 6.4.18 TFL Have provided the following response to the Council in respect of the installation of the lift: *"The applicant, Harrow Council and TfL have been discussing the feasibility of installing a lift at Stanmore station in order to provide step free access at the station. In recent meetings TfL confirmed support for the installation of the lift but have made it clear throughout these discussions that delivery of the lift is reliant on funding being made available from the development and/or other Council contributions. The indicative cost of the scheme is £8-£10 million. TfL is seeking confirmation that the development will contribute £1.5 million towards the cost of installing the lift as well as Council contributions. TfL are currently undertaking a review of its Step-Free Access programme and will communicate further information once this process is complete. This is likely to be in early 2017. The proposed developer's contribution will strengthen the case for prioritising lift installation at Stanmore station."*
- 6.4.19 It should be noted that, TFL have outlined that Stanmore Station is not within its 'Step Free Access Programme' at the moment and as such they are unable to commit to any additional funding that might be required to deliver the lift. This is because the station is already technically designated 'step-free'. This is discussed in more detail in section 6.6.33 of this report. The Mayor of London is currently in discussion with TFL regarding the possibility of expanding the 'Step Free Access Programme' but as noted above, TFL have outlined the details of this are unlikely to be known until at least March 2017. As such, it is likely other financial contributions and section 106 monies would need to be secured from other developments in order to meet the necessary funding required.
- 6.4.20 Officers acknowledge the access to Stanmore Station is poor and the delivery of the lift would be a positive benefit for the surrounding community including the future residents of the assisted living block. It would make a further contribution in respect of inclusive access and lifetime neighbourhoods in line with the requirements of paragraph 57 of the NPPF, policies 7.1 and 7.2 of the London Plan and policy DM2 of the local plan. Nevertheless, in officers' opinion, the delivery of the lift at Stanmore Station is not required to mitigate the impacts of the development or make the development acceptable in planning terms. Furthermore, the transport assessment shows a marginal net reduction in two way trips by all public transport modes, including a net reduction in underground trips. The London Plan makes clear that affordable housing provision is a particular priority when securing developer contributions. The provision of a lift would result in only 10% affordable housing provision on the site, whereas 15% would be achieved without the lift. Given, there is strong policy case for the delivery of affordable housing on the site, officers consider that the priority should be for this. It is therefore considered that limited weight should be given to the delivery of the lift in the overall consideration of the planning merits in this application. It should also be noted that there is significant uncertainty in respect of the necessary funding required for the lift and timeframe for delivery. It is likely other contributions would need to be secured as indicated by TFL. Given the

uncertainty of delivering the lift, a planning obligation could be secured under option 1 to ensure a commuted sum (equivalent to the lift contribution) could be put towards further affordable housing if the delivery of the lift was not agreed within a specific timeframe.

- 6.4.21 With regard to option two, the proposed offer of 15% of class C3 residential use would consist of 11 intermediate units. The proposed offer would not comply with the Council's 60/40 tenure split for affordable rent and intermediate products. The offer has been referred to the Council Housing Department who have outlined that Intermediate housing in the Stanmore area is not a priority in this location, particularly as 50 shared ownership units have already been secured at nearby development Anmer Lodge within Stanmore Town Centre (Application ref: P/0412/14). Whilst on site provision is the Council's preference, paragraph 6.34 of the SPD: Planning Obligations outlines that offsite provision can be considered in exceptional cases. It states that: *"Only where exceptional circumstances exist and where the Council is satisfied that it would be appropriate, will off-site provision be accepted. Where exceptionally housing cannot be provided on or off-site a commuted sum will be required in lieu of provision to secure delivery of affordable housing on sites elsewhere."* In accordance with London Plan paragraph 3.74, exceptional circumstances include those where it would be possible to achieve a higher level of provision on an alternative site, better address priority needs or secure a more balanced community.
- 6.4.22 The Councils Housing Department does not consider that the proposed intermediate units would assist with priority housing in the Borough and there is a lack of need for intermediate products in Stanmore. As such, it is considered that exceptional circumstances exist in this case, in light of the required need in the borough for delivery off site. A contribution could be secured towards off site provision, which would be more beneficial to the needs of Harrow residents. The contribution could assist with Harrows own infill site programme which is on site and delivering family houses for affordable rent, thereby better addressing needs and contributing to more balanced communities within Harrow.
- 6.4.23 The final agreement of affordable housing delivery for either option one (10%) or two (15%) can be secured through a section 106 agreement as set out above.
- 6.4.24 The applicants' viability appraisal has been robustly scrutinised and tested by independent viability and cost consultants. Officers consider that the scheme viability sufficiently demonstrates that the proposed development is unable to deliver affordable housing. As such, the proposed affordable housing offers outlined are the maximum that the site could achieve at the present time. A review mechanism can be secured for either option one or two to enable the viability to be re-appraised on the basis of actual data, thus enabling the Council to secure the maximum possible offer for the site. Although, the scheme viability shows no affordable housing could be delivered, the proposed affordable housing offers would still make a positive contribution to affordable housing needs in Harrow. As the scheme would deliver the maximum reasonable amount of affordable housing, the development would

accord with the aims and objectives of the Development Plan in respect of affordable housing.

#### Housing Mix – Policy Framework

- 6.4.25 Paragraph 49 of the NPPF reminds local planning authorities that housing applications should be considered in the context of the presumption in favour of sustainable development.
- 6.4.26 London Plan and Local Plan policies on housing development must be viewed in the context of the forecast growth across London and Harrow's spatial strategy for managing growth locally over the plan period to 2026. In this regard, it should be noted that, following the adopted further alterations to the London Plan, London's annual housing monitoring target has increased from 32,210 to 42,389 homes p.a. and this includes Harrow's target which has increased from 350p.a. to 593p.a. For Harrow, this translates into a new ten year target to deliver 5,927 homes.
- 6.4.27 The NPPF in paragraph 50 encourages the delivery of a wide choice of high quality homes, based on current and future demographic trends, market trends and the needs of different groups in the community. London Plan Policy 3.9 and Core Strategy Policy CS1 I seek new development to contribute towards the creation of mixed and balanced communities. London Plan Policy 3.8 states that Londoners should have a genuine choice of homes that meet their requirements for different sizes and types of dwellings in the highest quality environments. Housing that responds to the varied needs of older people is also encouraged.
- 6.4.28 Harrow Core Policy CS1 (Overarching Policy) identifies that new residential development should 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. This includes the provision of a range of affordable housing tenures including social and affordable rent, as well as intermediate housing products such as shared ownership and shared equity.
- 6.4.29 Local Plan Development Management Policy DM 24 states that *the appropriate mix of housing will be determined having regard to: c. the location of the site, the character of its surroundings and the need to optimise housing output on previously-developed land.*
- 6.4.30 With regard to demand and supply within Harrow the DM Policies Local Plan (2013) notes at paragraph 6.6 that there is *"a significant shortfall of affordable housing of all sizes of accommodation, most notably two bedroom homes. It is important to note however, that the shortage relative to supply of affordable housing is greatest for three or more bedroom properties"*. Paragraph 6.7 notes that: *"In respect of the owner occupied sector, in terms of size requirements, the data suggests a surplus for one and three bedroom homes whereas shortfalls existing for two and four or more bedroom homes"*.

## Appraisal

- 6.4.31 The Council has not prescribed a housing mix for the site in the Local Plan, preferring instead to advocate flexibility to respond to circumstances including the location and nature of proposed developments.
- 6.4.32 The tables below set out the proposed mix of residential units for the C3 and C2 elements of the proposed development:

<b>Class C2 Use Unit Mix</b>								
<b>Unit Size</b>	1 Bed Small	1 Bed Med	1 Bed Large	2 Bed Small	2 Bed Med	2 Bed Large	2 Bed Extra Large	Pent Large
	0	15	6	13	4	32	21	6
<b>Total</b>	21			70				11
	102							

<b>Class C3 Use Unit Mix</b>						
<b>Unit Size</b>	Studio	1 Bed 1P	1 Bed 2P	2 Bed 3P	2 Bed 4P	3 Bed 5P
<b>No. of Units</b>	15	0	27	10	11	7
<b>Total</b>	15	27		21		7
	70					

- 6.4.33 The C2 accommodation is comprised of one and two bed units of various sizes which would respond appropriately to the needs of this type of tenure and is therefore supported by officers. In respect of the C3 component of the scheme, the location in relatively close proximity to Stanmore District Centre and good public transport links is likely to be attractive to small family or professional groups. The proposed unit mix of the development reflects the identified local need of 2 bed units which would respond appropriately to such groups. The provision of a component of three bedrooms flats would make a valuable contribution to the overall mix of homes within the development by extending choice across all tenures seeking larger accommodation. Having regard to the surrounding area which is characterised by traditional family housing, the proposed development would therefore make a positive contribution to increasing housing choice in the area.

## Density – Policy Framework

- 6.4.34 The London Plan sets out density ranges in Table 3.2 in support of policy 3.4 which states that: “*Taking into account local context and character, the design principles in chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density ranges shown in Table 3.2*”.

- 6.4.35 Paragraph 3.28 of The London plan states that *“It is not appropriate to apply table 3.2 mechanistically. Its density ranges for particular types of location are broad, enabling account to be taken of other factors relevant to optimising potential – local context, design and transport capacity are particularly important as well as social infrastructure (policy 3.16), open space (policy 7.17) and play (policy 3.6).”*
- 6.4.36 The Mayor’s Housing SPG, at paragraph 1.3.12, goes on to state that the density ranges should be *“used as a guide and not an absolute rule, so as to also take proper account of other objectives.”* It does not preclude developments with a density above the suggested ranges, but requires that they *“must be tested rigorously”* (para.1.3.14). This will include an examination of factors relating to different aspect of *“liveability”* of a proposal (dwelling mix, design and quality), access to services, management of communal areas and a scheme’s contribution to ‘place shaping’. The impact of massing, scale and character in relation to nearby uses will be particularly important – and *“design should be exemplary”*.
- 6.4.37 Harrow’s Core Strategy states that Development should optimise the use of land, corresponding to the distribution and density levels of housing to public transport accessibility levels and the wider accessibility of the location. Whilst density is not in itself a reason for refusal nor is a very high density necessarily representative of a poor quality development. However any shortfall in providing an acceptable standard of accommodation, such as in terms of amenity provision and internal room sizes, could be an indicator of too great a density proposed on this site.
- 6.4.38 The GLA stage 1 response considers that the site is located within an urban location, given that the site is within 800 metres of a district centre. Urban locations are defined within The London Plan (2016) as *“areas with predominantly dense development such as, for example, terraced houses, mansion blocks, a mix of different uses, medium building footprints and typically buildings of two to four storeys, located within 800 metres walking distance of a District centre or, along main arterial routes”*
- 6.4.39 The character of the surrounding area is generally urban in nature, having regard to the proximity of Stanmore Station and Stanmore District Centre and the taller four/five storey blocks of flats along London Road which is regarded as a main arterial route. However, there are aspects of the context which fit the ‘suburban’ character definition including the two storey semi-detached dwellings to the south along Merrion Avenue. Furthermore, the PTAL rating varies across the site with a rating of 3 in the southern portion of the site and 4 in the northern section. Overall, it could be considered as an urban site with some suburban characteristics. The average density across the site is calculated as 249 units per hectare and 623 habitable rooms per hectare. Therefore the density is within the range identified by The London Plan 2016 for an urban location. The higher density element are sited towards London Road which is considered to be appropriate, providing an acceptable transition to the lower more suburban characteristics to the south. Taking account of these factors and having regard to the location as well as the

proposed mix of units and design and layout of the development, it is considered that such a density is appropriate in this location.

- 6.4.40 In summary, it is considered that the proposed mix of homes/types would respond to the location of the site and the character of its surroundings whilst optimising the housing output of the allocated site within Stanmore. The proposal would add to the supply of contemporary new build homes in the area, all of which would achieve accessible and adaptable standards and 10% of which would also achieve the enhanced requirements needed to be classified as Wheelchair-standard homes. Taken together with the affordable housing component, it is concluded that the proposal would make a positive contribution to the creation of inclusive and mixed communities in the borough.

#### Character and Appearance of the Area, Townscape and Design Quality/ Impact on Heritage Assets

### 6.5 Design, Townscape and Heritage – Policy Framework

- 6.5.1 Paragraph 56 of the NPPF states that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Paragraph 58 of the NPPF outlines that planning policies and decisions should aim to ensure that developments:
- function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
  - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
  - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
  - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
  - create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
  - are visually attractive as a result of good architecture and appropriate landscaping
- 6.5.2 At a regional level, The London Plan puts equal emphasis on good design in Policy 7.1, and requires that development, in accordance with the lifetime neighbourhood principles enables people to live healthy, active lives; maximising the opportunity for community diversity, inclusion and cohesion.
- 6.5.3 Policy 7.4 (B) of the London Plan requires that buildings, streets and open spaces should provide a high quality design response that has regard to the

pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. Policy 7.6 of the London Plan (2015) outlines that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the widest quality materials and design it appropriate to its context. Buildings should have complimentary building materials, be of a proportion, composition, scale and orientation which enhances and defines the public realm.

6.5.4 London Plan policy 7.7 outlines a number of criteria which tall and large buildings should conform to and notes that such buildings should generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport. It outlines that they should not have an unacceptably harmful impact on their surroundings and that they should only be considered in areas whose character would not be adversely affected by the scale, mass or bulk of a tall or large buildings, urban grain and public realm (including landscape features), particularly at street level, individually or as a group, improve the legibility of an area by emphasising a point of civic or visual significance where appropriate.

6.5.5 Core Policy CS1.B specifies 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; extensions should respect their host building.'

6.5.6 Local Plan Policy DM1 (Achieving a high standard of development) states that:

*'A. All development and change of use proposals must achieve a high standard of design and layout. Proposals which fail to achieve a high standard of design and layout, or which are detrimental to local character and appearance, will be resisted.*

*B. The assessment of the design and layout of proposals will have regard to:*

*a. the massing, bulk, scale and height of proposed buildings in relation to the location, the surroundings and any impact on neighbouring occupiers;*

*b. the appearance of proposed buildings, including but not limited to architectural inspiration, detailing, roof form, materials and colour, entrances, windows and the discreet accommodation of external services;*

*c. the context provided by neighbouring buildings and the local character and pattern of development;*

*d. the provision of appropriate space around buildings for setting and landscaping, as a resource for occupiers and to secure privacy and amenity;*

*e. the need to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit;*

*f. the functionality of the development including but not limited to the convenience and safety of internal circulation, parking and servicing (without dominating the appearance of the development) and the appearance, capacity, convenience, logistics and potential nuisance of arrangements for waste, recycling and composting; and*

*g. the arrangements for safe, sustainable and inclusive access and movement*

*to and within the site.'*

## Appraisal

### Townscape, Scale and Siting

- 6.5.7 The site is situated in a predominantly residential suburb, immediately adjacent to the northern terminus of the Jubilee Line in Stanmore. However, it is also acknowledged that the characters between the north and the south of the site are very different with a notably more urban fabric along London Road than compared to the south. The A410 London Road is a busy main arterial road connecting Stanmore to Edgware and the M1 to the west and is sited in close proximity to the application boundary. In addition, of particular significance is the railway land to the east and the Stanmore Station building together with its associated car park and several bus stops which forms a busy transport hub.
- 6.5.8 In respect of the townscape character along London Road, it is noted that the land falls on the approach to the site from the centre of Stanmore to the west. From this approach, residential development, consisting predominantly of blocks of flats is located on both sides of London Road and is set behind mature bands of trees and shrub planting. A number of the blocks of flats have relatively large footprints and range in height between three to six storeys; although it is noted that majority of the larger blocks are a maximum of four storeys high. Generally, the blocks of flats site in open grassland with little defensible space together with areas of surface level parking. In terms of character and design they are generally late 20th century brick structures with a mixture of flat or pitched roofs. London Road widens to the east of the station with the main road flanked by single lanes to the north and south. These strips are densely planted with mature trees and shrubs which provide a buffer to the adjacent two storey detached housing.
- 6.5.9 To the north of London Road lies an inter war two storey housing estate lies the Kerry Avenue Conservation Area which forms it spine. The land slopes upward towards the north so the north section of the Conservation Area is at a notable higher level than the subject site. Kerry Avenue is set on an axis with the Station running north west for a distance of approximately 200m up to the southern edge of Stanmore Country Park. The entrance to Kerry Avenue is framed by two pairs of terraced, post war housing blocks.
- 6.5.10 The area lying directly to the south of London Road and east of the railway line is occupied by a substantial, post war suburban housing estate. In respect of Merrion Avenue, this is a relatively wide, tree lined tree with front gardens to houses, with some converted for parking. Whilst semi-detached properties line both sides of the street for much of its length, a change in character is perceptible north of the junction with Sandymount Avenue, where the sites existing office building comes into view. Merrion Court and a group of two storey terraced properties lie opposite the application site and are set back from the road with a generous grassed open areas between the front gardens and the pavement. The overall distance from the terrace of houses to the back edge of the pavement of the other side of Merrion Avenue is



approximately 30 metres.

- 6.5.11 The site does not contain any listed buildings. There are no listed buildings located within a radius of 350m from the centre of the site. The site does not contain any locally listed buildings. Stanmore London underground station on London Road is the closest locally listed building to the site. It lies approximately 15 metres to the north east of the sites eastern boundary.
- 6.5.12 The supporting Townscape Assessment and Design and Access Statement provide detailed analysis of the proposal in respect of its design and impact upon heritage assets. In terms of the methodology applied for the assessment, this is based on the London Plan View Management Framework SPG (2012) which is considered to be appropriate.
- 6.5.13 The proposed building mass and scale has been tested from selected viewpoints agreed with officers. A total of seven local townscape views have been included. It should be noted that none of these viewpoints are designated as protected views as identified in the local area map (2013). As evidenced in the accompanying Townscape and Visual Impact Assessment (TVIA), the proposed development would be visible in short and medium range views along London Road, all year round, although in a number of views it would be glimpsed through trees. Views would be considerably reduced during the summer months. The development will be clearly visible from the south of the site along Merrion Avenue. There will also be mid-range views of the development from Kerry Avenue, although views would be largely screened in some places from trees. When approaching Stanmore from Stanmore Country Park and the far northern parts of Kerry Avenue, the building would be clearly visible.
- 6.5.14 The assessment concludes that development will have positive impacts on the surrounding area as a result of the high architectural quality and significant urban design and public realm benefits of the scheme. The assessment outlines that where visible; it will be seen as a high quality scheme that will signal the location of Stanmore London Underground Station, aiding the orientation of those approaching from Stanmore Country Park.
- 6.5.15 As noted elsewhere in this report, officers agree with the conclusions of the Townscape Assessment in that the visual and townscape quality of the existing site is low, principally due to the occupation of the low quality dated post war office building which is surrounded by a hard surfaced car park. The building has a poor quality design and materials which have not weathered well. The poor character of the site is further compounded by the adjacent TFL car park on London Road which is enclosed by a chain link security fence. As such, it is considered that the application site and its immediate surrounding provide a poor quality environment which does not provide a positive contribution to the surrounding street scene or provide an attractive setting for adjacent locally listed station building or the Kerry Avenue Conservation area to the north.
- 6.5.16 In respect of the existing four semi-detached houses on the site, these are typical examples of post war suburban housing and are undistinguished

architecturally. As such, it is considered that the loss of the four semi-detached dwellings would not result in any detrimental impacts on the character and appearance of the surrounding area.

- 6.5.17 The proposal consists of two mansion blocks with a north south orientation along Merrion Avenue with courtyard spaces to each building providing communal amenity space. The width of the site increases towards the north and the width of both the C3 and C2 buildings also increase in width in correspondence with the site. The northern half of the proposed C2 block is wider and also turns to address the London Road frontage. The majority of the principal front elevations of the proposed C2 and C3 buildings, consisting of the projecting bay elements and inset courtyards, would respect the building line along the eastern side of Merrion Avenue. Although the northern half of the C2 building would be wider and come closer to the public highway, this is supported having regard to the change in character at this end of the road and also to ensure that the northern block would positively address London Road by also appearing as a primary elevation of the building. The proposed building line which would run parallel to Merrion Avenue would provide a strong, legible and contiguous edge to the street.
- 6.5.18 The building set backs noted in paragraph 2.12 and 2.15 are considered to be appropriate in terms of level of defensible spaces provided and is considered to provide an appropriate setting space to the building frontages and at the same time positively reflects the surround 'leafy' green suburban character. The submitted landscape plan indicates that dedicated access will be provided from the street for the ground floor C3 units which will assist in activating the street.
- 6.5.19 Whilst the overall footprint and height of the building would be substantial, the design approach helps to break this down due to the proposed seven metre gap between the buildings together with the varying rhythm of projecting bays and inset courtyards as well as the set back of the upper storeys. Officers consider that that the proposed composition of alternating masses and volumes helps ensure that the buildings do not visually merge into a continuous 'wall' of development and avoids a monotonous and excessively dominant appearance when viewed within the different surrounding context of the site (i.e suburban to the south and urban to the north).
- 6.5.20 Although two individual buildings are proposed they will be viewed together in the street scene along Merrion Avenue and work as a pair to achieve an appropriate stepping down in scale from north to south. The strength in the composition of the pair of buildings reinforced by the equivalence in height of the projecting 5 storey wings. They work together in mediating between the taller and lower elements of their respective ends. This would be appreciated in views looking up and down Merrion Avenue. The higher mass within the centre of the site which would be between six and seven storeys would be alleviated through the set back of these elements well back from the street (between approximately 15 and 16 metres from the back edge of the pavement) and behind the 5 storey wings, further reducing the impact on properties opposite.

- 6.5.21 The existing conditions will be enhanced by setting the new buildings back from the existing building line allowing for new landscaping. The proposed additional landscaping which would extend the full length of the frontage and the central courtyards will make a significant positive contribution to the surrounding townscape. Furthermore, a significant improvement of the site will be that the pedestrian will be given priority over the car, with a single point of access to the underground car park proposed at the north end of Merrion Avenue.
- 6.5.22 As the building would be at least two or three storeys higher than the surrounding building heights it would represent a taller building in terms of the definition of the local plan and London Plan (2016). As discussed above taller buildings are required to be justified in community benefit and urban design terms. It is acknowledged, that when viewed as a whole, the scale and height of both buildings would be substantially taller than their surroundings and would cause a significant change in local views. Whilst smaller in scale than the subject proposal, the unbroken linearity of the existing building which is set much closer to Merrion Avenue in places than the proposed development does not contribute positively and is not in keeping with the surrounding urban grain. The northern half of the C2 building would be the highest part of the proposal and would be sited closest to Stanmore Station. This is considered to be appropriate as it would signal the proximity of the station, providing wayfinding and legibility to the area. It is considered that both the northern and western elevations of the proposal would have an attractive appearance and would positively address both London Road and Merrion Avenue.
- 6.5.23 Officers consider that through their gradual transition in scale from south to north, their form and architectural language, the proposed buildings would provide a visual marker and high quality landmark for the approach to Stanmore town centre and Stanmore Station, a significant public transport hub, thereby strengthening the legibility of the surrounding townscape and would reinforce the urban character and contribute positively to the image of the area. The use of brick and the clear reference in the design to the Kerry Avenue Conservation Area will contribute positively to the surrounding urban character and their siting adjacent to the railway will also create a strong backdrop for the spaces and urban streets to the east.
- 6.5.24 As discussed in other section of this report, it is accepted that perceptions of the impacts on local views and visual outlook will vary among the surrounding neighbouring residents and a number of negative objections have been received from the closest neighbouring occupiers in respect of the perceived unacceptable scale and dominance of the buildings. However, it is considered that perceived local adverse impact must be weighed in balance against all other relevant material planning considerations including making effective use of brownfield land, optimising the housing output on the site, including provision of assisted living accommodation for the elderly in a highly accessible location, the high quality of the accommodation and design, its positive contribution to the Council's regeneration agenda (refer to section 6.3) and to affordable housing. On balance, officers consider that the design of the scheme has sufficiently addressed the difference in scale through the gradual increase in heights, the appropriate design as well as the provision

and the visual break between the buildings and that the perceived locally adverse impacts the proposal would have for a small number of residents would not outweigh the overall number of benefits of the proposal. As such, it is therefore concluded that the provision of 'taller buildings' on the site is considered to be acceptable as they would not have an unacceptably harmful impact on their surroundings and would meet the requirements of the development plan set out above.

#### Impact on Heritage Assets

- 6.5.25 The NPPF describes the setting of heritage assets (page 56) as 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.
- 6.5.26 Paragraph 129 of the NPPF states that: 'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise'.
- 6.5.27 Paragraph 132 of the NPPF states: 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting'.
- 6.5.28 Paragraph 134 of the NPPF states: 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use'.
- 6.5.29 Policy 7.8 of the London plan outlines that; "development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate". "Development affecting heritage assets should...conserve their significance, by being sympathetic to their form, scale, materials and architectural detail".
- 6.5.30 Local Plan Policy DM 6: Areas of Special Character, states that 'proposals affecting an area of special character will be considered having regard to: 'a. the impact of the proposal upon the strategic value of the area of special character; b. the desirability of preserving or enhancing the environmental, architectural, historic and landscape features that contribute to the area of special character; c. the protected views to and from areas of special character.'
- 6.5.31 Local plan policy DM 7 identifies considerations in assessing the effects on heritage assets including proportion, scale, bulk and materials setting and "the preference to be afforded to proposals that both conserve and sustain

heritage assets and their setting.” Local plan policy AAP 4 states that development should “Conserve and enhance the significant of heritage assets, including their settings”.

- 6.5.32 The Site is located adjacent to the Kerry Avenue Conservation Area, which according to the Kerry Avenue Conservation Area Appraisal and Management Strategy, is of special interest on account of its unusual concentration of the Modern or International Style idiom demonstrated in its collection of inter-war and post-war houses. It notes that the continuity of building style, type and materials, while also maintaining individuality, is central to the area's character. It is recognised as the 'earliest domestic group in west London to adopt the principals of the modern movement' (Pevsner and Cherry, London 3: North West, 1991) and is, on the whole, well preserved in terms of the original fabric, details and layout'.
- 6.5.33 The local list description for Stanmore Station reads: 'Built in 1932, designed by C W Clarke, constructed of red brick, and one and a half storeys in height, both the front and rear elevations have hipped tile hung dormers with timber casement windows, with 10 and 20 small panes timber sash windows to rear. Interesting chimney stacks. In 1939 the station formed the north London terminus for the Bakerloo Line'.
- 6.5.34 The supporting Townscape and Visual Impact Assessment (TVIA) shows that the proposed development would be visible from points from within the nearby Kerry Avenue Conservation Area. However, the report demonstrates that the proposed building would be largely shielded by trees and existing development, although it is noted that the scale of the northern block would become more visually apparent in closer views from the north. In officers' opinion, it is considered that the upper storeys would be partially hidden and much less pronounced due to the set-backs from the façades. Officers also agree with the Townscape assessment in that where views of the building would be visible from the conservation area, it would enhance its setting, due to the high quality architecture, which appropriately echoes much of the modernist architecture of the conservation area. Although the scale of the building would be much greater, than the existing office building on the site, it is considered to provide a significant improvement over the low quality appearance of the existing building and site.
- 6.5.35 The proposed Townscape Assessment provides several views within the context of the locally listed Stanmore London Underground Station. The existing office building is set back from the locally listed building providing a generous setting space and visual break in development. However, as noted above, the proposed office building is considered to be a poor feature in the local townscape and currently detracts from the quality of views towards the locally listed station. The Visual Impact Assessment demonstrates that views towards Stanmore London Underground Station would be unimpeded by the proposed development. In officers opinion it is considered that that the views of the locally listed station would be enhanced by the proposed development as a result of the high quality design and architecture of the scheme. The proposal would preserve the setting space and building line to the north which is considered to be appropriate and would help ensure the proposed northern

elevation of the C2 block would not be overly dominant or overwhelming. In addition, as noted above, the upper seventh and eight storeys would not be unduly prominent due to their setbacks.

- 6.5.36 Some representations have been received from neighbouring residents expressing concerns in relation to the impact of the development in relation to views from the Kerry Avenue Conservation Area and locally listed station. However, in respect of this heritage asset the report finds that the only effects on setting would either be neutral or in some cases beneficial. The TVIA outlines that the carefully selected materials and details should provide a richness and level of visual interest will enhance local views with more to see and appreciate when you get closer to the site. Having regard to the 'great weight' that must be attributed to the protection of heritage assets, officers also consider that the proposals would not unacceptably harm either the adjacent conservation area or locally listed building. As considered above, the application site does not fall within any landmark or wider setting consultation viewing corridors as identified on the Harrow Local Area Map (2013) and as such there would be no detrimental impacts in this regard.
- 6.5.37 Overall, officers consider that the significance of the heritage assets would be preserved. Where the development would be visible in the setting of heritage assets, its impact would be mitigated through the use of high quality architecture, and materials. The application has been referred to the Council's Conservation officer who has also outlined that the proposed development would have a limited impact on the character and appearance of the adjoining conservation area to the north of the application site. The Conservation Officer has identified that there would be some impacts on the setting of the locally listed building (which is also within the Kerry Avenue Conservation Area), particularly as the existing building is only 1.5 storeys. However, as set out above there is a substantial gap of approximately 35 metres from the northern elevation of the building and London Road and a minimum gap of approximately 17 metres between the two buildings. Having regard to these factors, high quality architecture and above mentioned set backs of the upper floors, it is not felt that the increased height above the existing building would give rise to any unreasonable harm on the locally listed heritage asset. The proposed development would therefore not conflict with any of the above stated requirements of the Harrow development plan.

#### Design and Appearance

- 6.5.38 The applicant has adopted an Art Deco language for the buildings. The supporting Design and Access statement notes that some of the buildings within the Kerry Avenue Conservation Area are considered the earliest and best examples of domestic groupings of modern movement and international style architectural style buildings in west London and that the style and setting of the conservation area has informed the architectural and landscape proposals. The design concept is based on a U shaped form or 'armchair' composition which draws the building user towards the entrance. The applicant outlined that this is typified in many successful examples of Mansion Blocks by a central block framed by a pair of wings to form a courtyard whose fourth side is the public realm to which the building relates

- 6.5.39 Some of the buildings in the area, including some of the blocks of flats along London Road are considered to be of low quality or undistinguished architectural character. Although the proposed mansion block design is not typical throughout Harrow or not evident in the surrounding area, it is not considered necessary or desirable for the proposal to reflect other building typologies within the vicinity of the site in this case. Therefore the supporting Design and Access Statement outlines that the proposal does not seek to emulate adjacent building types but attempts to respond to them sympathetically with architecture appropriate to Harrow's past and future.
- 6.5.40 The building is softened through curved corners and balconies which provides strong reference to the nearby characteristics of the conservation area. The stepped heights of the buildings would result in the creation of depth and perspective in views of the development. The building will include feature elements which will help break down the scale of the buildings through the horizontal and vertical expression of elements, such as glazing, circulation, balconies and entrances.
- 6.5.41 The Art Deco language is adopted for both buildings in order to unify the development, whilst two different brick colours are proposed to differentiate between the buildings, providing clear reference to the different residential uses they will cater for. A lighter colour of brick is proposed for the C2 building and a darker shade for the C3 residential element of the scheme. The buildings will both have horizontal stone banding and square windows, providing a simple and domestic rhythm to the elevations. The mature and calm palette of the masonry elements would be offset by bronze effect metal metalwork to the windows and balustrades which would provide a contrast between the texture of the brick and the smooth matt shine of the metal elements.
- 6.5.42 The set back upper stories are proposed as materially different from the main body of the elevation in order to set them apart from the main mass of the building, providing further articulation and visual interest. Whilst different materials and larger fenestration is proposed for these more pavilion like elements of the building, the language of horizontal banding would also be reflected in these elements to ensure they would successfully integrate with the rest of the building. A slightly textured white ceramic tile is proposed for the elevations, broken down by horizontal strips of bronze mosaic tiles which will align with the transoms of the large windows to the upper floor dwellings.
- 6.5.43 Both buildings will have clearly identifiable entrances placed in the inset courtyards. The main entrances will be progressively stepped back to create recessed front doors. Glazed tiles will be used to accentuate the stepping and add visual interest and colour.
- 6.5.44 The proposed detailing of the masonry elements, windows and inset balconies has been well considered. The overall composition of materials is considered to be elegant and in keeping with the international style and art-deco precedents. The high quality design of the proposed buildings, which

are contextually appropriate to the adjacent Conservation Area, and architectural detailing such as large windows and the use of varying brick colours will provide a visually attractive and durable development.

- 6.5.45 Some design amendments have been during the course of the application including a new lightwell to the central corridor of the C2 building and amendments to the southern end of the C3 building to improve the relationship with No. 47 Merrion Avenue for privacy purposes. The amendments in plan have resulted in some minor changes to the elevations which are considered to contribute positively to the scheme.
- 6.5.46 Given the importance of the quality of the architecture and finished appearance of the proposal in making the proposed development acceptable on this site, it is considered necessary to ensure that the development is carried out to the standard promised in the application and that, as required by Local Plan policy, it maintains its attractiveness over the lifetime of the development. As such, suitable planning conditions are attached to ensure material details are agreed with the local planning authority. Subject to this, it is considered that the proposed contemporary architecture with clear references to the local vernacular and adjacent heritage assets will make significant positive contribution to the wider urban environment.

#### Landscaping and Public Realm

- 6.5.47 Paragraph 58 of the NPPF states that planning decisions should aim ensure that developments are visually attractive as a result of, inter alia, appropriate landscaping. London Plan Policy 7.5 Public Realm seeks landscape treatment, street furniture and infrastructure of the highest quality and calls for opportunities for greening to be maximised. Policy DM22 Trees and Landscaping requires landscaping that: is appropriate to the character of the area; is well laid out; achieves a visual setting for buildings; provides sufficient space for planting to grow; and supports biodiversity.
- 6.5.48 The building form would respond positively to public space by creating a diverse frontage with residential entrances and front gardens providing activity. Private west facing terraces will be screened from the road by a wide planting area with small trees. The landscaped frontage would be reflective of the 'leafy' suburban character along Merrion Avenue.
- 6.5.49 Both the C2 and C3 buildings would be set back behind generous planted courtyards. The site is cut off to the east by the railway line and so does not allow permeability towards this direction. Nevertheless a green edge will be provided around the perimeter of the buildings and a gap will be provided between the two buildings which will open up views towards the garden east of the building.
- 6.5.50 The entrance to the C2 care building will be planted with trees, evergreen hedges and mixed flowering shrubs and perennials. The space is designed as a shared surface to accommodate free pedestrian movement with a vehicular drop off. The entrance to the C3 building is designed as a green communal courtyard with no vehicular access and will be planted with



hedges, flowering plants and some semi mature trees as well as several smaller sitting spaces. It is considered that the proposed landscaped frontage of the site in particular will have significant positive impact on the appearance of the street scene and provide an attractive setting for the building.

- 6.5.51 Additional landscaped spaces to the east will include two semi private courtyard gardens, one which will be shared between the C2 and C3 residents. The proposed east facing courtyards and informal play area will offer further opportunities for social interaction and will be well overlooked. Tall bamboo screening would be provided along the railway fence and a native hedge would be planted along the northern boundary to separate the site from the adjoining car park. The provision of taller buildings along the edge of railways is not uncommon in urban areas and the setting space provided to the rear is considered to be acceptable, particularly as there is large tree and shrub embankment providing a further buffer to the edge of the station platform. The northern ground floor area of the C2 building would contain communal areas and storage spaces, whilst the upper floors would face out towards London Road. Having regard to the proposed layout on this side of the building, it is considered that the landscaped setting space on this side of the building would also be acceptable.
- 6.5.52 It is acknowledged that the landscaping areas beyond the northern, southern and east facing elevations would be limited for the scale of the building proposed. However, whilst the external landscaping is limited in these areas, the development will provide a variety of private and communal roof terraces as well as private amenity areas for all the flats. It is also considered that the landscaping proposed is of high quality and would offer a significant visual improvement over the existing site circumstances which is dominated by hard surfacing and cars. Having regard to these factors, together with the mixed characteristics and location of the site and the different typology of housing proposed, the type and amount of amenity space for the proposed development is considered to be sufficient in terms of addressing the needs of the future occupiers and in providing an appropriate setting for the building.
- 6.5.53 The proposed provision of landscaped areas and setting space for the building must also be balanced against the other policy considerations, namely the optimisation of housing output on brownfield site, in an accessible location, contribution to the provision of elderly housing accommodation, the Councils regeneration agenda and affordable housing. On balance, officers consider that the landscape proposals and setting space would be acceptable and would help create a coherent, biodiverse and attractive landscape setting for the development. Overall, it is considered that the landscape strategy will enhance the clear architectural design approach of the proposal, will help the buildings integrate successfully with their surroundings and respond to the needs of future residents of the buildings, whilst also enhancing biodiversity.
- 6.5.54 The detailed elements of the hard and soft landscaping proposals including selection of materials, detailed planting schedule, boundary treatment details and informal play equipment may be secured as part of the landscaping conditions of any planning permission.

## 6.6 Residential Amenity

### Residential Amenity – Policy Framework

- 6.6.1 The NPPF requires sustainable development, and as part of this developments should aim to minimise adverse effects on the local environment, which includes neighbouring properties.
- 6.6.2 Policy 7.6B, subsection D, of The London Plan (2016) states that new buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.
- 6.6.3 London Plan Policy 3.5 Quality of Design and Housing Developments sets out several criteria for achieving good quality residential development. The policy aims to ensure that developments enhance the quality of local places and create homes that reflect the minimum space standards and are fit for purposes in other respects. The policy also provides a commitment that the Mayor will issue guidance on implementation of the policy, and this commitment is fulfilled by the publication of the Mayor's Housing SPG (2016). The SPG sets out detailed guidance on a range of matters relating to residential quality, incorporating the Secured by Design principles, and these form the basis for the assessment below.
- 6.6.4 Core Strategy Policy CS1 K requires a high standard of design and layout across all tenures within a development and consistent with the London Plan and its associated SPG.
- 6.6.5 Policy DM1 of the Development Management Policies Local Plan (2013), which seeks to ensure that "proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of the development, will be resisted". The Council's Residential Design Guide supplementary planning document is also relevant.
- 6.6.6 With regard to privacy, policy DM 1D outlines that: "The assessment of privacy and amenity considerations will have regard to:
- a. the prevailing character of privacy and amenity in the area and the need to make effective use of land;
  - b. the overlooking relationship between windows and outdoor spaces;
  - c. the distances between facing windows to habitable rooms and kitchens;"

### Appraisal

#### Space Standards and Layout

- 6.6.7 Policy 3.5C of The London Plan requires all new residential development to provide, amongst other things, accommodation which is adequate to meet people's needs. It incorporates Government's nationally described space standard, adopted through the Minor Alterations to the London Plan (March

2016) which new dwellings are required to meet and outline considerations relating to size and layout of rooms in a dwelling, the 'approach', the 'home as a place of retreat', and climate change mitigation and adaptation. The nationally described space standard together with the other standards set out in the Mayor's Housing SPG (2016) are intended to ensure that all new homes are functional and fit for purpose and offer the potential to be occupied over time by households of all tenures.

- 6.6.8 The Nationally Described Space Standard sets out requirements for the Gross Internal (floor) area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms and storage. Table 3.3 of The London Plan specifies minimum GIAs for residential units and advises that these minimum sizes should be exceeded where possible. The use of these residential unit GIA's as minima is also reiterated in Appendix 1 of the Residential Design Guide SPD.
- 6.6.9 Since the original application was submitted the applicant has made a number of changes to the internal layout of the buildings in order to respond to concerns raised by the GLA and Harrow LPA as set out at paragraph 2.48 above.
- 6.6.10 The proposed development conforms to the minimum space standards set out in the London Plan and the adopted Residential Design Guide SPD. It is noted that a large proportion of the units would exceed the standards. The development would also achieve the minimum floor to ceiling height of 2.5 metres as required by the Housing SPG.
- 6.6.11 The SPG requires built in storage space to be provided in all new homes as follows:
- 1 bedroom x 1 person – 1.0m<sup>2</sup>
  - 1 bedroom x 2 person – 1.5m<sup>2</sup>
  - 2 bedroom x 3 person/4 person – 2.0m<sup>2</sup>
  - 3 bedroom x 4 person/5 person – 2.5 m<sup>2</sup>
- 6.6.12 In all cases the storage area should have a minimum height of 2 metres and a further 0.5 square metres is required for each additional occupant. All of the flats incorporate an element of storage space but, to ensure compliance with this standard, it is considered necessary to secure this as a condition of any planning permission.
- 6.6.13 The SPG also seeks adequate space and services to work from home. An indicative furniture layout is set out on the application drawings and this demonstrates that all of the flats, would have space for a table. As such, each flat would have space flexible for dining and home study/work activities.

#### Dual Aspect

- 6.6.14 The SPG seeks to avoid single aspect dwellings where: the dwelling is north facing (defined as being within 45 degrees of north); the dwelling would be exposed to harmful levels of external noise; or the dwelling would contain

three or more bedrooms. The definition of a dual aspect dwelling is one with openable windows on two external walls, which may be opposite (i.e. front & back) or around a corner (i.e. front and side) and the SPG calls for developments to maximise the provision of dual aspect dwellings.

- 6.6.15 As a result of staggered nature of the C2 and the C3 building design and internal floor layouts, the vast majority of the flats will be dual aspect.
- 6.6.16 The proposed plans and unit layouts have been amended to minimise the number of single aspect, north facing units present within the C2 building. The total number of C2 units has been reduced from 103 to 102. In total only 8% of the units within the C2 block would remain single aspect north facing. Furthermore, the majority of the north facing units in the C2 building would be one bedroom units rather than larger family sized units. The accompanying daylight and Sunlight Assessment demonstrates that all of the north facing units would receive adequate levels of sunlight. The flats would all have access to their own balcony which would increase levels of outlook for future occupiers. It is considered that the single aspect flats within the development would be off-set to some extent by the good internal layout and circulation for each of the units. As such, this aspect of the development is considered to be acceptable.
- 6.6.17 The GLA raised concerns in their initial stage 1 comments regarding the potential development of the car park adjacent to the northern boundary of the site and how this could be detrimental in terms of outlook for the north facing units. Harrow LPA are not considering any proposal for the redevelopment of this site at this time. Officers consider that this application should be assessed on its own merits. Notwithstanding this, maintaining the setting space in front of the locally listed building is considered to be highly important and any development which would result in the loss of this space would require careful consideration.

#### Private/Communal Amenity Space

- 6.6.18 Policy DM1 of the DMP seeks to inter alia ensure that development proposals provide an appropriate form of useable outdoor space. This is further reinforced under paragraph 4.64 of the SPD requires that residential development should provide appropriate amenity space. Paragraph 4.58 outlines that for blocks of flats communal amenity space provision is acceptable. Paragraph 4.61 states that "In all cases, in considering what is reasonable to meet the needs of the future occupiers and to provide an appropriate setting for the building, attention will be paid to the prevailing characteristics of development in the surrounding area"
- 6.6.19 The SPG seeks a minimum of 5 square metres private outdoor space for 1 & 2 person dwellings, increasing by 1 square metre for each additional occupant. A minimum depth and width of 1.5 metres is sought for all balconies and other private open spaces.
- 6.6.20 The development has sought to maximise the provision of private amenity space on site. The scheme includes the use of balconies, private garden

space, communal garden space and child playspace, provided towards the rear of the site, away from the road.

- 6.6.21 All of the C2 units would either have access to a private inset balcony or ground floor garden terrace. The majority of the balconies/terraces will meet the minimum space standards set out in the London Plan. A large number of units will also significantly exceed the minimum requirements. In addition, both the C2 and C3 units will have access to additional communal amenity space in the form of a rooftop garden. Residents of the C3 block would have access to the 4th floor communal roof terrace with an area of 54sqm and residents of the C2 block would have access to the 6th floor communal roof terrace with an area of 121sqm. There will also be a further communal courtyard garden to the rear of the C3 building with an area 17sqm as well as the two principal east facing courtyards to each of the buildings.
- 6.6.22 The proposed amenity spaces provide a defensible space for privacy and have a useable layout. The layout of the courtyards and communal gardens will be landscaped, providing shelter from noise and pollution from the road and will also provide a high quality visual amenity for the surrounding residents as well as pedestrians along Merrion Avenue. It is considered that specific details of roof terrace and balcony privacy screen could be secured by an appropriate panning condition. On balance, having regard to the overall provision of amenity space proposed in the form of balconies, communal roof terraces and courtyard gardens, the proposal would comply with the development plan and is considered to be acceptable in this regard.

#### Entrances and Approach

- 6.6.23 The Mayor's Housing SPG (2016) calls for all main entrances to houses, ground floor flats and communal entrance lobbies to be visible, clearly identifiable, and directly accessible from the public realm (standard 8).
- 6.6.24 The Housing SPG (2016) also requires that active frontages should be maximised and inactive frontages minimised on the ground floor of buildings facing publically accessible space, in order to provide natural surveillance and activity (standard 10). Supporting paragraph 2.3.6 outlines that: *"The provision of ground floor residential units with front doors and windows directly fronting onto the public realm provides a number of significant advantages in terms of natural surveillance, activity and residents' social interaction and will be strongly supported where suitable and achievable."* Paragraph 2.3.7 goes on to say that in *"In applying this standard to dwellings, it is important to also consider potential noise, privacy and air quality issues particularly those associated with busy roads or adjacent land uses or activities, which may necessitate residential units being raised slightly from the ground floor. Given residential privacy issues associated with placing ground floor bedrooms fronting the public realm, living rooms or kitchens may provide a more suitable alternative."*
- 6.6.25 The entrances to each of the buildings are a key element of the design. Both buildings will have clearly identifiable entrances placed in the inset courtyards. The entrances to both the C2 and C3 buildings face onto Merrion Avenue

creating an active edge to the building.

- 6.6.26 The entrances will be progressively stepped back from the main elevations to create recessed front doors. In addition the C2/assisted independent living block is also proposed to have a projecting canopy linking the entrance to the vehicle drop off area. A different material approach is proposed including the use of glazed tiles and the addition of colour. As such the entrances will be clearly recognisable and accessible directly from Merrion Avenue.
- 6.6.27 The proposed ground floor residential units would have their own front entrance doors off the street via small front gardens. The ground floor residential units within the C3 projecting bay elements would be set back between 7 to 8 metres from the public highway and the ground floor C2 units would be set back between approximately 6.8 to 15 metres behind a green edge buffer zone which would extend across the full frontage of the site. It is considered that the ground floor units will provide significant activation along this part of Merrion Avenue, providing much improved security for the surrounding area. Having regard to the set backs outlined it is considered that the all units will be afforded acceptable levels of visual privacy from the street.

#### Shared Circulation

- 6.6.28 The SPG sets out the following guidelines (as relevant to the proposed development) for shared circulation space:
- Each core should be accessible to generally no more than eight units on each floor.
  - An access core serving 4 or more dwellings should provide an access control system with entry phones in all dwellings linked to a main front door with electronic lock release. Unless a 24 hour concierge is provided, additional security measures including audio-visual verification to the access control system should be provided where more than 25 dwellings are served by one core or the potential occupancy of the dwellings served by one core exceeds 100 bed spaces or more than 8 dwellings are provided by floor.
  - Where dwellings are accessed via an internal corridor, the corridor should receive natural light and adequate ventilation where possible.
  - All dwellings entered at the seventh floor (eighth storey) and above should be served by at least two lifts.
  - It is desirable that every wheelchair user dwelling is served by more than one lift.
- 6.6.29 The proposed development has sought to minimise the number of units being served by one core and the internal layout have been amended in this regard. Corridors have been divided by way of a fire door to meet the aspiration to limit 8 units being served by one core in both the C2 and C3 elements of the scheme.
- 6.6.30 Within the C3 building (blocks C and D), the lower levels (Ground to 3rd floor) would be served by two main lift and stair cores, one core with a dual lift and

one with a single lift. The fourth floor would be served by one dual lift and stair core and one separate stair core and the fifth floor would be served by one dual lift and stair core. The number of flats accessed from each core would not exceed 8.

- 6.6.31 In all cases the internal corridors will be served by either one or two windows. Although some artificial lighting and ventilation will likely still be required, it is considered that internal corridors will also benefit from adequate amounts of natural light and ventilation.
- 6.6.32 Within the C2 building there would be a dual lift and stair core at the northern and southern ends of the floorplates. The routes between each core and the associated flats pass a maximum of 4 other entrance doors which thereby helps break the communal spaces up into smaller sub communities. Furthermore, the corridors have been widened in areas around lift lobbies and around key junctions to provide breakout/communal spaces.
- 6.6.33 In addition, the applicant has also sought to improve level of light and natural ventilation into the building since the submission of the original scheme. The entrance atrium to the C2 building has been widened on the eastern side to allow additional natural light to enter the corridors other side. A void has been introduced at upper floor levels in the centre of the plan, connecting to the double height atrium at ground floor level. It is considered that additional light in this location will also benefit the communal space at ground floor level.
- 6.6.34 In addition to the central void proposed, levels 1, 5 and 6 have been amended to allow for additional openings in the plan to introduce further levels of natural light into the building.
- 6.6.35 Within the supporting Design and Access Statement, the applicant has outlined that the success of the development as an active and thriving community for the elderly is derived from the concentration of social communal spaces at ground floor level, where they rely on a critical mass of residents. As a result, the applicant has sought to provide smaller breakout spaces within the corridors rather than additional communal gathering spaces in order to encourage residents to use the communal facilities on the ground floor to get the benefit of socialisation and activities.
- 6.6.36 The stepping of the C2 corridor and the location of the new central lightwell ensures a single unbroken institutional space is avoided. As the plans and supporting visuals show, the introduction of the central void breaks the visual length of the corridor and would enable good level of natural light to be delivered into the heart of the building. Having regard to the amendments made and the desire to provide a focus for the communal spaces on the ground floor, on balance, officers consider that the improvement to the C2 internal layout sufficiently addresses initial concerns raised.
- 6.6.37 The applicant has advised within their supporting Crime Impact Statement that access control will be both audio and visual. It is considered that the details of this could be agreed and secured through an appropriate planning condition. The C2 building is also proposed to have a 24 hour concierge

service, situated adjacent to the main entrance, providing an additional level of security and monitoring. Taking into account all other factors, it is considered that proposed circulation space within the development is acceptable.

### Privacy

- 6.6.38 The SPG calls for habitable rooms within dwellings to be provided with an adequate level of privacy in relation to neighbouring property, the street and other public spaces. Paragraph 2.3.30 of the SPG refers to the acoustic as well as the visual privacy of homes within a development – see appraisal under heading noise impact below.
- 6.6.39 Paragraph 2.3.36 of the SPG notes that *“In the past, planning guidance for privacy has been concerned with achieving visual separation between dwellings by setting a minimum distance of 18 – 21m between facing homes (between habitable room and habitable room as opposed to between balconies or terraces or between habitable rooms and balconies/terraces). These can still be useful yardsticks for visual privacy, but adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density.”*
- 6.6.40 The starting point for the consideration of the subject proposal is its location next to the more urban character of London Road and high density character, making effective use of this previously-developed site. Future occupiers choosing to live at the development are likely to have different expectations about the level of privacy afforded from such a development than those choosing to live in more traditional, suburban environments.
- 6.6.41 All the units would receive good levels of privacy. In some instances there are windows that would be sited in close proximity of neighbouring units where the building elevations are stepped but none of these relationships would give rise to any direct overlooking.
- 6.6.42 Where there are dual aspects, balconies and terraces, the applicant has indicated where privacy screens would be located which is considered to be acceptable arrangement. The ground floor terrace and gardens would also be provided with defensible space in the form of planting and screening to secure privacy. The details of privacy screens and their location as well as appropriate landscape screening can be secured by a planning condition should approval be granted. It is noted that that the east facing window serving the corridor in the C3 block would face towards the private balconies of adjacent units. Furthermore, the west facing windows serving the corridor would face towards the private terrace at 3rd floor level. As such, a condition is recommended for these windows to be obscured so as not to result in any unreasonable overlooking of these private amenity spaces.
- 6.6.43 The C2 and C3 buildings would be separated by a gap between 7 and 15 metres from ground to 4th floor. The gap between the buildings would increase at 5th floor level between 16.3 and 19 metres. In order to avoid direct overlooking between the flats adjacent to the central access road, windows



and balconies have been carefully positioned and obscured glazing will be used for some secondary windows. Any views of the windows facing each other would be at oblique angles and there would not be any direct overlooking, thereby providing an acceptable relationship. A condition is recommended to ensure that the windows detailed as obscure glazed on the plans are implemented.

- 6.6.44 On balance, having regard to the high density nature of the proposal, which is consistent with the need to make effective use of this accessible site and recognising that those choosing to live in a high density development are likely to have different expectations about privacy, it is considered that the relationships between residential buildings and between the flats would secure a standard of privacy that would be commensurately high for the vast majority of future occupiers and that the small number of flats adjacent to the central access road would have acceptable standards of privacy because of either oblique relationships or the fact these relationships would only relate to secondary windows which would be obscure glazed.

#### Daylight and Sunlight

- 6.6.45 The SPG (2016) states that “All homes should provide for direct sunlight to enter at least one habitable room for part of the day. Living areas and kitchen and dining spaces should preferably receive direct sunlight” (standard 32). Supporting paragraph 1.3.45 outlines that “*An appropriate degree of flexibility needs to be used when using BRE guidelines to assess the daylight and sunlight impacts of new development on surrounding properties as well as within new developments themselves. Guidelines should be applied sensitively to higher development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and the scope for the character and form of an area to change over time.*”
- 6.6.46 London Plan policy 7.6 states that buildings and structures should not cause unacceptable harm to the amenity of surrounding land and building.
- 6.6.47 Local Plan Policy DM1 includes among its amenity considerations the adequacy of light and outlook within buildings (habitable rooms and kitchens).
- 6.6.48 An assessment of potential impacts on sunlight, daylight and overshadowing has been undertaken and accompanies the application. The daylight and sunlight report is based on the Building Research Establishment’s (BRE) ‘Site Layout Planning for Daylight and Sunlight: A Good Practice Guide’. The assessment considers the impact on the site’s residential neighbours, and on the quality of sunlight and daylight to the new residential dwellings and open space. The methodology adopted is considered to be appropriate.
- 6.6.49 The applicant outlines in their supporting Planning Statement that the scale and mass of the buildings has been informed by the Daylight and Sunlight Assessment.

- 6.6.50 In order to ensure the Daylight and Sunlight report is accurate and robustly tested, the Council commissioned an independent assessment of the Daylight and Sunlight report. This was undertaken By Delva Patman Redler.
- 6.6.51 The Daylight/Sunlight report notes the below the main methods of impact assessment in respect of daylight/sunlight and overshadowing. They were used for sunlight analysis and permanent shadow analysis for overshadowing of amenity areas:
- the Vertical Sky Component (VSC);
  - No Sky Line (NSL); and
  - The Annual Probable Sunlight Hours (APSH).
- 6.6.52 The above were all undertaken using a 3D computer software model. The Average Daylight Factor (ADF) has been considered in measuring light levels within the proposed units.
- 6.6.53 With regard to levels of daylight to the proposed C2 and C3 units, the results of the detailed assessments show that 126 of 128 (98%) of all rooms achieve target ADF values proposed by the BRE guidelines. Only two rooms record ADF values that do not meet target values, but only do so by a small margin (0.2%), and would not contribute to a noticeable effect to amenity. All rooms above the first floor will receive greater levels of light, as there are fewer local obstructions.
- 6.6.54 In terms of internal daylight levels to the future flats, the independent assessment concurs with the conclusions of the applicant assessment. Delva Patman Redler outlines that; *“all but two of the rooms achieve the target ADF values for room use. For the two rooms that do not meet the required standard, this appear to be the result of rooms being set back behind recessed balconies which trades external sky visibility for internal amenity. For apartments that have other bedrooms with good levels of daylight, a compromise in respect of one bedroom may be considered to be of lesser consequence.”* Having regard to these conclusions and the results of the applicant’s assessment, it is considered that all flats would receive acceptable levels of daylight.
- 6.6.55 In respect of daylight/sunlight to amenity spaces, the report considers the percentage of area that will enjoy at least 2 hours of direct sunlight on the 21st March. The results show that more than 50% of each of the proposed amenity areas within the development will receive at least 2 hours of sunlight on 21st March, with the majority of amenity space areas receiving a significantly higher percentage (between 62-100%). The proposal is therefore considered to be acceptable in this regard.
- 6.6.56 In conclusion, officers consider that whilst clearly it is desirable for a new development to achieve 100% compliance with the recommendations of the BRE guidelines, it is inevitable that a site of the proposed density will require consideration of some compromise between daylight/sunlight, the provision of highly valued residential amenity space (balconies) and other planning considerations that may influence the site layout and orientation of buildings.

It should also be emphasised here that the recommended BRE guidelines for daylight and sunlight – whilst a valuable tool for measuring the degree of daylight and sunlight that would be achieved – do not form a part of the adopted development plan. Rather, Local Plan Policy DM 1 requires a high standard of amenity and undertakes to have regard to a range of amenity considerations which includes, but is not limited to, the adequacy of light and outlook. Furthermore, the majority of flats would benefit from a dual aspect, and all flats would meet or exceed the London Plan minimum space standards, and have access to private amenity space. The daylight and sunlight for the proposed C2 and C3 flats is therefore considered to be acceptable.

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

- 6.6.57 Policy 3.6 of the London Plan requires that development proposals for housing to make provision for play and informal recreation, based on the expected child yield for the development. The Mayor's Play and Informal Recreation SPG provides further guidance on the implementation of Policy 3.6 including the levels and types of play provision required for different age groups.
- 6.6.58 The GLA's SPG 'Providing for Children and Young People's Play and Informal Recreation' states that 10 sqm of dedicated playspace (including both new and existing) should be provided for each child (0-18 years) in new developments. This can be achieved by a combination of on-site (doorstep playspace must be provided for children under 5) and off-site provision (within 400m), where appropriate
- 6.6.59 Local Plan Policy DM28 (Children's and young people's play facilities) states that: 'New residential proposals which result in a net increase in child yield will be required to provide children and young people's play facilities on-site.'
- 6.6.60 The Council's Planning Obligations SPD, informed by Harrow's PPG 17 Study, sets a quantitative standard of 4 square metres play space per child, while the quantitative standard in the SPG is 10 sqm.
- 6.6.61 The proposed C2 element of the scheme would not generate any child yield. In terms of the C3 element of the scheme, the applicant has submitted a play space strategy and supporting calculations within their Design and Access Statement and Planning Statement. Applying the child yields set out within the Mayor's Play and Informal Recreation SPG, it is calculated that the development would yield a total of 5 under 16 year olds. Due to the mix of units, the proposed C3 element would generate a GLA child yield requirement of 48.5 sqm. This total area covers London Plan play space requirements for children under 5, ages 5-11 years, and 12+. The proposed development provides 110 sqm of doorstep playable space, comfortably exceeding both Harrow Council and the London Plan's play space requirement. In addition to this dedicated play space, residents will also have access to the C3 block 4th floor communal terrace with an area of 54 sqm As such, quantitavley, the development would make acceptable provision.

- 6.6.62 Provision for older children would be met on site within the communal gardens. Having regard to the low child yield for this group of only 1 child over 12, this is considered to be acceptable in this case.
- 6.6.63 The SPG (2012) advises that play spaces should benefit from overlooking/passive surveillance and that if leftover, overshadowed or windy spaces are utilised they should be made worthy through innovative design. The play space has been designed to be a shared function with the surrounding residents and due to its location between the blocks towards the rear of the site, it will well overlooked by surrounding residencies. It will also receive good levels of sunlight due to its eastern location. Play will include some stone and timber equipment and sculptural seating elements.
- 6.6.64 All of the play space be located at ground level and would therefore be accessible to the mobility impaired. In accordance with the inclusion principles set out in the Mayor's Play SPG, it is considered that the equipment provided should make provision for children with disabilities and special sensory needs. This can be secured as part of the agreement of details, by condition.
- 6.6.65 Overall, officers consider that subject to approval of the details of the facilities to be provided, which can be secured as a condition of any planning permission, it is considered that the proposed play space offer would meet the qualitative requirements for doorstep and local playable space, as set out in the Mayor of London's Play and Informal Recreation SPG.

#### Noise and Vibration Impact

- 6.6.66 The NPPF (2012) outlines at paragraph 123: "Planning policies and decisions should aim to: "Avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development and Mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from a new development, including through the use of conditions"
- 6.6.67 London Plan Policy 7.15 (Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes) notes that 'Development proposals should seek to manage noise by:
- a - Avoiding significant adverse noise impacts on health and quality of life as a result of new development;
  - b - Mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on development or adding unduly to the costs and administrative burdens on existing businesses;
  - c - Improving and enhancing the acoustic environment and promoting appropriate soundscapes (including Quiet Areas and spaces of relative tranquillity);
  - d - Separating new noise sensitive development from major noise sources (such as road, rail, air transport and some types of industrial development) through the use of distance, screening or internal layout – in preference to sole reliance on sound insulation;

e - Where it is not possible to achieve separation of noise sensitive development and noise sources, without undue impact on other sustainable development objectives, then any potential adverse effects should be controlled and mitigated through the application of good acoustic design principles;

f - Having particular regard to the impact of aviation noise on noise sensitive development;

g - Promoting new technologies and improved practices to reduce noise at source and on the transmission path from source to receiver.'

- 6.6.68 Policy DM1 of the DMP, states under sub-section D (h) that when assessing privacy and amenity it will have regard to the impact of proposed use and activity upon noise, including hours of operation, vibration, dust, air quality and light pollution. This is further supported under The London Plan policy 7.15B.
- 6.6.69 Local Plan Policy DM 12 (Sustainable Design & Layout): states the following in relation to noise: "A. *The design and layout of development proposals should: (d) ... incorporate measures to mitigate any significant noise or air pollution arising from the future use of the development.*"
- 6.6.70 Paragraph 4.55 of the Residential Design Guide SPD specifies that 'the vertical stacking of rooms between flats should ensure that bedrooms do not overlap living rooms, kitchens and bathrooms on other floors. Where possible, the horizontal arrangement of rooms between flats in a block should also avoid bedrooms adjoining neighbouring living rooms, kitchens and bathrooms, as well as communal areas such as halls and stairs'.
- 6.6.71 Generally, and with some inevitable exceptions, the proposal secures good horizontal and vertical arrangement. Whilst there would be some inevitable overlap in some instances, it is considered that this could be sufficiently mitigated through the Building Regulation requirements.
- 6.6.72 The application is accompanied by an environmental noise survey which quantifies the existing ambient and background noise levels at the site in order to establish the design constraints on noise emissions from the operation of plant and also provides information required to establish the acoustic performance of the building façade and ventilation strategy to ensure that the internal living accommodation is to an acceptable standard. The assessment also incorporates a vibration survey to determine the potential impact of vibration intrusion from trains using the adjacent Jubilee Line.
- 6.6.73 The noise standards are assessed on the basis of "British Standard BS 4142: 2014 considered by government to be appropriate for assessing commercial operations and fixed building services plant noise and BS8233:2014, 'Sound Insulation and Noise Reduction for Buildings' which provides guidance for control of noise in and around buildings and suggests appropriate criteria and limits for different sections. The World Health Organisation (WHO): 'Guidelines for Community Noise – 1999' are also taken into account. These documents suggest suitable internal noise levels within living areas and bedrooms during the daytime and at night. Suitable sound levels are also

outlined for balconies, terraces and outdoor living spaces. An assessment of vibration is made in relation to British Standard 6472 which provides guidance on predicting the human response to vibration in buildings within specific frequency ranges as well as 'The Association of Noise Consultants (ANC) Guidelines'. The noise criteria and methodology for the assessment is considered to be appropriate in officer's opinion and the Councils Environmental Health department have raised no objection in this regard.

- 6.6.74 The surrounding noise climate is predominantly formed of road traffic noise from the road network immediately around the Site, in particular London Road (A410) to the north but also local traffic on Merrion Avenue. The surrounding noise climate to the east and south of the Site includes contributions from trains serving Stanmore London Underground Station and public announcements on the Jubilee Line.
- 6.6.75 As noted in the supporting Noise and Vibrations Report, a baseline for noise and vibration levels was established on the Site and surrounding areas. Noise monitoring was carried out in a number of locations and included: short-term attended measurements carried out during the day and at night; and unattended noise measurements lasting from several days up to a week. The nearest receptors were identified as the development itself and existing residential dwellings on London Road and Merrion Avenue.
- 6.6.76 The report recommends specifications for the proposed units to ensure that a suitable noise environment is achieved. It also provides recommendations for limits to all proposed plant to ensure that neighbours are not affected.
- 6.6.77 With regard to internal residential noise predictions for the future occupiers, the results show that the ventilation strategy should allow for full mechanical ventilation of all spaces to provide acceptable internal noise levels and will not be achievable by means of natural ventilation alone. Whilst notional glazing requirements on each façade have been submitted, detailed calculations will be required to be undertaken to determine refined glazing requirements. To this end, a planning condition is recommended for a scheme for providing acoustic installation to windows, including provision of full mechanical ventilation, to meet the specifications of the noise report accompanying the planning application to be submitted to and approved in writing by the LPA before the development commences.
- 6.6.78 The report also assesses external noise levels to amenity areas on the site including the balconies and terraces and the shared communal amenity spaces. The report outlines that for a seated resident on these balconies, the acoustic screening effect of a glazed balustrade is expected to reduce façade levels by approximately 3dB and that this would reduce noise levels for a seated receptor on the majority of the balconies to less than 55dB which would therefore achieve the WHO recommendation for external amenity areas. The report notes that for a limited number of balconies to the north of the development overlooking London Road and the Jubilee Line, noise levels of 55-66 dB are predicted for a seated receptor. Although this would exceed the WHO recommendation for amenity areas, this is considered to be acceptable, having regard to the urbanised nature and locality of the

development and as alternative amenity space in the form of roof terraces will also be available. The Councils Environmental Health officers also agree with this conclusion.

- 6.6.79 A mixture of communal and private roof terraces will be provided at fourth, fifth sixth and seventh level. The results of the noise assessment show that with a solid 1.2m high balustrade above each roof level, the proposed terraces will comply with the recommended WHO limit of 55dB during the daytime.
- 6.6.80 With regard to the combined operational building services plant, a daytime limit of 38 dB and night time limit of 31 dB is recommended. As such, a suitable planning condition is recommended to require a scheme to ensure all fixed plant in the development is designed and installed to meet the noise specification limits identified in the noise report, to be submitted to and approved in writing by the LPA before the development commences.
- 6.6.81 In terms of vibration, the report notes that attended vibration measurements of typical train movements from the Jubilee line to the east were conducted and used to determine the expected vibration dose value at the site during the daytime and night time. The results of the assessment indicate that vibration from train movements have a less the low probability of being the cause of adverse comment. The assessment also indicates that vibration levels are presently below levels at which vibration levels are perceptible. Additionally, an assessment of the impact of ground-borne noise from train movements has been conducted. The assessment indicates that the predicted ground-borne noise level at ground floor is below the recommended criteria of 35 dB. Additionally, the predicted noise level at higher floor levels in the development is likely to be less due to the attenuation from floor to floor. As such, overall the report finds that the operation of railway trains is considered acceptable without any requirement to install any vibration mitigation measures.
- 6.6.82 A Draft Construction Environmental Management Plan (CEMP) has been submitted, which identifies measures that would limit noise and disturbance during the construction process, ensuring an acceptable impact upon neighbouring residents. The document has been reviewed by Environmental Health who have outlined the document does not contain sufficient information on how dust, and fumes from Demolition and Construction will be controlled and has not referred to the current best practice guidance (The Control of Dust and Emissions during Construction and Demolition, SPG, GLA, July 2014.). A condition is therefore recommended for a final version of the CEMP to be submitted and agreed with the LPA, prior to the commencement of the development.
- 6.6.83 Cars, delivery lorries and other service vehicles associated with the development would access the site from Merrion Avenue. It is considered that noise, vibration, exhaust fumes and light pollution from vehicles associated with the development would be unlikely to have any significant adverse impact upon the living conditions of the neighbouring occupiers within this existing surrounding environment.

- 6.6.84 The most significant servicing activities would be likely to include twice weekly waste and recycling collections and deliveries in connection with the proposed assisted/independent living block. Potentially more frequent but less intrusive activities would be likely to include parcel deliveries, removal lorries etc. Provided that servicing activity within the proposed development is carried out at reasonable hours, officers consider that there would be no materially harm to the amenities of the neighbouring occupiers or future occupiers of the development. As such, a condition is recommended in this regard.
- 6.6.85 The locational advantages of the site that make it attractive to potential future occupiers (close to Stanmore District Centre and good PTAL level including proximity to Stanmore London Underground station) inherently mean that it will be a noisier environment to live in than other suburban residential areas. Opportunities to improve the acoustic environment or separate the new development from surrounding noise sources are limited; however the assessment shows that, with the exception of balconies, it is possible to mitigate the impact of the external noise environment by the installation of glazing and ventilation to an appropriate acoustic specification. In this case communal roof terraces will also be available to both residents of the C2 and C3 block which are within acceptable noise limits. The application has been referred to the Councils Environmental Health Department who have made no objection to the application, subject to the imposition of a condition requiring a suitable specification for the buildings. As such, through the use of appropriate mitigation measures, to be secured by condition, officers consider that effects in relation to noise and vibration can be adequately controlled. The above demonstrates that the Development fully accords with the NPPF (Paragraph 123), London Plan Policy 7.15 and Local Plan Policies DM 1 and DM12 and the Councils SPD: Residential Design (2010).

#### Impact of Development on Neighbouring Amenity

##### Daylight And Sunlight

- 6.6.86 In terms of assessing the daylight and sunlight impacts the proposals will have on surrounding buildings, the Mayors Housing SPG, calls for an appropriate degree of flexibility when using the BRE guidelines. It states *"guidelines should be applied sensitively to higher sensitive development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time (paragraph 1.3.45)"*.
- 6.6.87 Supporting paragraph 1.3.46 of the Mayors Housing SPG (2016) states that: *"The degree of harm on adjacent properties and the daylight targets within a proposed scheme should be assessed drawing on broadly comparable residential typologies within the area and of a similar nature across London. Decision makers should recognise that fully optimising housing potential on large sites may necessitate standards which depart from those presently experienced but which still achieve satisfactory levels of residential amenity"*



*and avoid unacceptable harm.*” Further to this it states that: “Quantitative standards on daylight and sunlight should not be applied rigidly, without carefully considering the location and context and standards experienced in broadly comparable housing typologies in London.”

6.6.88 The accompanying Daylight and Sunlight Assessment has assessed the potential impact of the proposed development upon the adjacent buildings. The following buildings were considered in the assessment:

- 48a Merrion Avenue
- 46 Merrion Avenue
- 44 Merrion Avenue
- 42 Merrion Avenue
- 40 Merrion Avenue
- 38 Merrion Avenue
- 30-36 Merrion Avenue
- 22-28 Merrion Avenue
- 18-20 Merrion Avenue
- 11-12 Merrion Avenue
- 7-10 Merrion Avenue
- 5-6 Merrion Avenue
- 3 Merrion Avenue
- 1 Merrion Avenue
- 1-2 White House Drive
- 47 Merrion Avenue
- 51 Merrion Avenue

6.6.89 As outlined above the main methods of assessment for the daylight and sunlight impact on neighbouring properties and overshadowing analysis include the Vertical Sky Component (VSC); No Sky Line (NSL) and The Annual Probable Sunlight Hours (APSH). The Councils independent assessor on Daylight and Sunlight impacts has confirmed the standards and methods used to be appropriate.

#### Daylight

6.6.90 The VSC method of assessment indicates that 72% of windows tested achieve BRE compliance. However, eighteen (18) of the thirty-two (32) windows that exceed the guidelines will experience VSC reductions of no more than 5% beyond the permissible 20% set by the BRE. Given the above, 88% of all windows tested would experience little to no noticeable change to daylight amenity, in terms of the VSC method of assessment.

6.6.91 The report outlines that the remaining windows, which experience changes in VSC beyond 25%, are obstructed by unusually deep overhanging eaves. It goes on to say that this inherent design feature reduces the existing view of the skydome, and exacerbates impacts that would otherwise be considered acceptable. The BRE guidelines suggested (paragraphs 2.2.11 and 2.2.12) that were these eaves removed, the windows would receive much higher levels of light, and would not experience significant reductions of light as a result of a neighbouring development. Nine fewer windows experience

noticeable VSC changes – a total therefore of 75%.

6.6.92 Of the remaining six windows that experience changes above 25%, the applicants Daylight and Sunlight report notes that:

- 22-28 Merrion Avenue - this building has two windows facing the proposed Development experiencing VSC changes that could be considered noticeable. The NSL method of assessment indicates that the retained daylight distribution to this room will remain at excellent levels (over 77% of the room is able to see the sky) and continue to provide good levels of daylight amenity.
- 18-20 Merrion Avenue - this building has two windows facing the proposed Development experiencing VSC changes that could be considered noticeable. The NSL method of assessment indicates that the retained daylight distribution to this room will remain at good levels (over 55% of the room is able to see the sky) and continue to provide good levels of daylight amenity.
- 47 Merrion Avenue – of the two effected windows, both in the flank of the property, one serves a bathroom, (given the use of frosted glass and its position above a soil stack). The other window serves a dual-aspect kitchen, and will experience no reduction in daylight distribution by reference to the NSL method of assessment.

6.6.93 With regard to the results of the applicants daylight analysis reported above, the independent assessment confirms that the following properties will experience only a negligible impact as a result of the development.

- 48A Merrion Avenue
- 46 Merrion Avenue
- 30-36 Merrion Avenue
- 5-6 Merrion Avenue
- 3 Merrion Avenue
- 1 Merrion Avenue
- 1-2 Whitehouse Drive
- 51 Merrion Avenue

6.6.94 The independent analysis outlines that the following properties will experience a minor adverse impact:

- 22-28 Merrion Avenue
- 18-20 Merrion Avenue
- 11-12 Merrion Avenue
- 7-10 Merrion Avenue
- 47 Merrion Avenue

6.6.95 Only two properties would experience a moderate adverse impact and these are 38 Merrion Avenue and 40 Merrion Avenue.

6.6.96 The initial conclusions of the independent assessment by Delva Patman Redler found that at 40 Merrion Avenue there are two windows that would

experience a reduction in VSC of over 30% from existing. One of these serves a room that has two windows and the average reduction for that room, when both windows are taken into account, is actually 24.44% and the impact on the room itself could therefore be considered to be minor rather than moderate adverse. At 38 Merrion Avenue, there would be three windows which would experience a reduction in VSC of between 30 and 36% from existing which would be noticeable by the occupiers.

- 6.6.97 In response to the independent report, the applicant provided additional calculations in relation to the daylight distribution results for 38 and 40 Merrion Avenue which were given further consideration by the independent assessor. In respect of the additional information provided by the applicant, Delva Patman Redler made the following comments and conclusions:
- 6.6.98 *“In order for the scheme to be fully compliant with the BRE standards in relation to any neighbouring building, it is necessary for both the vertical sky components (VSC) and no sky line (NSL) results to be met. Therefore, I do consider that the properties identified as experiencing a minor adverse impact are correctly identified as such. However, the fact that all of the properties identified as experiencing minor adverse impact will be fully compliant in relation to the NSL results does show that the perception of change in sky visibility within the rooms will effectively be negligible even though the change in sky visibility providing light to the face of the window will be a minor adverse impact.”*
- 6.6.99 *“Whilst the results from many neighbouring properties show a minor adverse impact, the minimal impact on the NSL results does mean that the rooms will still be left with little change in the area that can see some sky visibility. Therefore, while there will be a clear reduction in sky visibility, the NSL impact itself is negligible.”*
- 6.6.100 *“Additional information provided shows that the NSL results for 40 Merrion Avenue are fully BRE compliant with very little change in the internal sky contour. The rooms will have some sky visibility to almost all their room area and will therefore continue to appear to be well lit to an occupier. At 40 Merrion Avenue it would be appropriate to consider the overall impact as negligible, taking account of the very good levels of NSL to this building.”*
- 6.6.101 *“At 38 Merrion Avenue, four of the six windows tested will not meet the NSL standard. Point2 explain that the change in sky visibility to 38 Merrion Avenue is greater than for the other buildings because of its location, directly facing open land between existing buildings and therefore having particularly good levels of sky visibility at present. Of the four rooms that will not meet the NSL standard three will be left with 75% of their area and one will be left with 66% of its area seeing sky visibility on the working plane. These are good levels of sky visibility for an urban area and are also good levels of sky visibility for a suburban area.”*
- 6.6.102 A summary of windows that would experience a reduction greater than 20% VSC permitted by the BRE is outlined in the table below. It should be noted that the NSL results for all properties are good.

<b>Property</b>	<b>Summary Result</b>
7-10 Merrion Avenue	<ul style="list-style-type: none"> <li>• Reductions to six windows of between 20.42% and 21.15% from existing.</li> <li>• Worst case proposed VSC level is 24.65% which is very good.</li> </ul>
11-12 Merrion Avenue	<ul style="list-style-type: none"> <li>• Reduction to three windows of between 21.16% and 22.44% from existing.</li> <li>• Worst case proposed VSC level is 23.71% which is very good.</li> </ul>
18-20 Merrion Avenue	<ul style="list-style-type: none"> <li>• Reduction to six windows of between 20.6% and 25.78% from existing.</li> <li>• Worst case proposed VSC level is 20.63% which is reasonably good. This only applies to the first floor window. Ground floor windows have much better VSC at over 26% of all windows.</li> </ul>
22-28 Merrion Avenue	<ul style="list-style-type: none"> <li>• Reduction to eight windows of between 20.25% and 26.82% from existing.</li> <li>• Worst case proposed VSC level is 17.3% which is reasonably good. This applies to the first floor window. Ground floor windows have very good levels of VSC, between 23% and 28%.</li> </ul>
38 Merrion Avenue	<ul style="list-style-type: none"> <li>• VSC reductions to 5 windows of between 29.57% and 36.07% from existing.</li> <li>• This is a moderate adverse impact. Proposed VSC levels to the first floor, of the windows with over 20% VSC reductions, are around 11.75% to 13.68% which is relatively low.</li> </ul>
40 Merrion Avenue	<ul style="list-style-type: none"> <li>• Three windows experience reductions of between 32.87% and 34.33% from existing.</li> <li>• Proposed VSC levels of 4.82% and 11.15% will be low.</li> </ul>
47 Merrion Avenue	<ul style="list-style-type: none"> <li>• Reduction to two windows of 28.63% and 30.31% from existing. It should be noted that these windows are not considered to be protected with reference to the Councils SPD; Residential Design Guide (2010).</li> </ul>

6.6.103 Overall, having regard to the applicant report and the expert independent assessment undertaken on behalf of the Council, it can therefore be concluded that the proposal achieves BRE guideline levels of daylight to the majority of the windows of the nearest neighbouring residential properties surrounding the site. For those properties identified as having shortfalls in the VSC results, the shortfalls are marginal and they would be fully compliant in

terms of the NSL BRE requirement. The two properties that would be most affected, 38 and 40 Merrion Avenue would still receive very good levels of daylight for a suburban location. Indeed the independent assessment concludes that the impact on No. 40 could be regarded as *“negligible, taking account of the very good levels of NSL to this building”* and in terms of No. 38 that *“The levels of NSL to this building are still going to be good for a suburban location.”* Having regard to conclusions of the analysis discussed above and the need to make efficient use of this allocated, accessible and previously developed site, in officers’ opinion, it is considered that the impact of the proposal upon on the surrounding neighbouring residential buildings would not reasonably justify withholding planning permission.

- 6.6.104 As the majority of the nearest neighbouring windows affected by the development are assessed as achieving guideline levels of daylight, it is reasonable to extrapolate that the daylight impact of the development on daylight to property over a wider area (i.e. not the subject of the Assessment) would not be significant. In this and all of the above circumstances, therefore, it is considered that the proposal’s impact upon daylight to neighbouring property is acceptable.

#### Sunlight

- 6.6.105 Turning to sunlight, the applicants report has assessed the sunlight impacts of the development upon the south facing windows of the immediate neighbouring properties. Seven of the surrounding buildings have windows facing the Site and are within 90 degrees of due south. The APSH sunlight results show that 100% of all (13) rooms meet BRE compliance. The independent assessment also agrees with these conclusions.
- 6.6.106 As all of the nearest south-facing neighbouring windows affected by the development are assessed as achieving guideline levels of sunlight, it is reasonable to extrapolate that the impact of the development on sunlight to other windows (i.e. not the subject of the Assessment) would not be significant. In this and all of the above circumstances, therefore, it is considered that the proposal’s impact upon sunlight to neighbouring property is acceptable.

#### Overshadowing

- 6.6.107 The results of the detailed computer assessment show that all existing outdoor amenity areas receive at least 2 hours of sunlight on March 21st to at least 50% of their area. The implementation of the proposed scheme shows that there will not be a noticeable change from the existing baseline. The independent assessment confirms that the BRE standard is met with regard to overshadowing impacts.
- 6.6.108 It is acknowledged that a large volume of representations have been received expressing concerns over loss of light to neighbouring properties. A number of representations called for the applicants report to be independently assessed to give a fair and robust analysis which has been undertaken. The results of the independent assessment clearly accepts that there will be

impacts to some of the surrounding properties as discussed above but these are not outlined to be unreasonably harmful. Taking account of all the representations and analysis in officers' opinion, the development would have an acceptable impact upon neighbours' living conditions and the surrounding amenity areas in respect daylight, sunlight and overshadowing. As such the Development complies with the NPPF, policy 7.6 of The London Plan, Local Plan Policy DM1 and guidance within the Housing SPG (2016) and SPD: Residential Design Guide (2010) in that it does not cause unacceptable harm to the amenity of the surrounding buildings or spaces.

#### Visual Impact, Outlook and Privacy

- 6.6.109 In respect of overlooking Local Plan Policy DM1 states that:
- C. All development and change of use proposals must achieve a high standard of privacy and amenity. Proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of development, will be resisted.'*
- 'D. The assessment of privacy and amenity considerations will have regard to:*
- a. the prevailing character of privacy and amenity in the area and the need to make effective use of land;*
  - b. the overlooking relationship between windows and outdoor spaces;*
  - c. the distances between facing windows to habitable rooms and kitchens;'*
- 6.6.110 The Mayors Housing SPG recognises that in the past planning guidance for privacy sought to achieve visual separation between dwellings by setting minimum distances of between 18-21m between habitable rooms, with these distances being useful yardsticks for privacy. However it also says that adhering rigidly to these measures can limit the variety of urban space and housing types, and sometimes unnecessarily restrict density. The Housing SPG requires each dwelling to be provided with an adequate level of privacy in relation to neighbouring property, the street and other public spaces.
- 6.6.111 Further guidance on visual impact, light and outlook is contained in the Supplementary Planning Document: Residential Design Guide. Paragraph 4.66 states that "The relationship between buildings is a significant determinant of the amenity enjoyed by residents. The proximity, orientation and size of one building can impact upon the light, outlook and visual environment of occupiers of an adjoining building". Additionally, paragraph 4.67 outlines that "The size and siting of buildings must avoid unreasonable loss of light to, or overshadowing of, adjoining buildings and spaces. Developments which have an overbearing visual impact, when viewed from within a neighbouring building or its amenity space, and those which leave inadequate outlook from habitable room windows will not be acceptable. The 45 degree code will be used in conjunction with site circumstances to determine the appropriate relationship between buildings and 'protected' windows."

- 6.6.112 The impact of the development would be most pronounced for the immediate neighbouring occupiers, including No. 45/47 Merrion to the South and No's 1 to 48A Merrion Avenue on the opposite side of the Road to the west.
- 6.6.113 In respect of No. 47 Merrion Avenue, the proposed residential building (blocks C and D) would respect the 45 degree code in the horizontal plane. There are no windows on the flank wall of No. 47 Merrion that would be protected as set out under paragraph 6.26 of the SPD (2010) and therefore no breach of the 45 degree code in the vertical plane would result. The southern flank wall of the development closest to No. 47 would be three storeys high and would be staggered. It would be separated from the southern boundary with No. 47 between 6.4 and 9.5 metres with a height of approximately 9 metres. Having regard to the compliance with the 45 degree code and the proposed gap to the boundary with No. 47, the relationship of the closest three storey part of the building is considered to be acceptable and would not result in an unreasonable overbearing impact or sense of enclosure. The height of the three storey element would only be marginally higher than that of the existing semi-detached dwellings and would provide a reasonable setting space, larger than the spacing between the other semi-detached dwellings along the street. The proposed first and second floors of this element would contain small secondary bedroom windows which would face towards the flank wall of No. 47. In order to ensure there are no impacts of perceived overlooking from these windows, a condition is recommended to ensure that they would be obscure glazed and non-opening below a height of 1.7 metres above the internal finished floor level. The closest rear facing balconies would be sited approximately 12.3 from the southern boundary. In order to prevent overlooking to the rear garden of No. 47, 1.6 metre privacy screens will be installed which is considered to sufficiently mitigate the impacts in officer's opinion. The precise details of the screens can be secured by an appropriate planning condition.
- 6.6.114 The southern flank wall of the fourth storey would be set off the boundary with No. 47 by 15 metres. This would also contain secondary flank wall windows. Given the relatively short distance to the garden of No. 47 from these windows and their elevated height, it is considered that the same condition as specified above should also apply to these windows. It is also noted that the flat roof above the third floor would provide a private terrace. Officers also consider it is necessary to ensure that appropriate screening details are also provided for this to prevent any loss of privacy from the southern side of the terrace. A condition is therefore also recommended in this regard.
- 6.6.115 In respect of the properties on the opposite side of Merrion Avenue separation distances range from a minimum of between 27-32m, with the taller elements proposed set further away at 36m. These significant separation distances are considered to be acceptable in officer opinion and would ensure no loss of privacy would result.
- 6.6.116 It is accepted that the existing building in its current form would provide a poor outlook for the surrounding neighbours due to its elongated unarticulated elevation and dated and tired exterior. In addition, there is a perimeter of hard surface level parking around the building, to the further detriment of the

character of the existing site and surrounding area. Jubilee House is a standalone office building in this location and as such cannot be regarded as being in keeping with the existing character of the area. Therefore, it is considered that a development on the site does not need to be in keeping with the existing character either. Notwithstanding this, it is acknowledged that careful consideration of scale, mass and bulk and impacts on visual outlook are crucial in determining the acceptability of this proposal.

- 6.6.117 The design response has evolved through pre-application discussions with the Council and officers consider that the proposed development does offer a number of improvements in respect of the visual outlook for surrounding neighbouring occupiers when compared to the existing site circumstances. The front elevation of the building is set back in certain points, creating two landscaped internal courtyards and would provide an active frontage along Merrion Avenue. The development would provide two individual buildings, providing a gap in the site, resulting in increased permeability and views through the site. There would also be significant greening and high quality landscaping along the frontage. In officers opinion the design is also well considered and would have a high quality appearance (please refer to Character and Townscape section of this report).
- 6.6.118 In terms of outlook, the proposal would undoubtedly have a significant visual presence for the occupiers of Merrion Avenue, in particular No. 1 to 48 Merrion Avenue opposite the application site. As such, officers accept that the scale and mass of the building would be perceived by a number of neighbouring occupiers as having an overbearing impact and would give rise to a reduction in levels of outlook. Indeed, it is acknowledged that a large volume of representations have been received from neighbouring occupiers in this regard. However, it is considered that the proposed separation distances between the buildings opposite the site are substantial and acceptable to ensure that no unreasonable and unacceptable harm would occur. In officers view, whilst the scale and massing of the building is significant compared to the surroundings the impact must be judged against the desirability of securing additional housing, including for the elderly, of appropriate density on this allocated, previously developed and highly accessible site.
- 6.6.119 The site is located within reasonably close proximity to Stanmore District Centre, which is approximately 450 metres (approximately 7 minutes' walk) and benefits from excellent public transport links with Stanmore London Underground Station and bus stops within a very short walk. The surroundings to the west and along London Road are more urban in character, London Road being a major arterial route connecting to Edgware. It is noted that the other taller buildings of upto nine storeys are located closer to Stanmore District Centre with some flatted development of upto four storeys being sited along London Road, closer to the application site.
- 6.6.120 Whilst noting, the more suburban lower density development to the south along Merrion Avenue and immediately opposite, it is considered that the proposed development responds appropriately to this transition in characters through the proposed layout and height of buildings across the site. The



scale of the building rises from three to eight storeys. The southern residential block is between three to six storeys which is respectful of the more suburban character of Merrion Avenue. The northern block would be between five and eight storeys and therefore responds to the more urban characteristics along London Road and will serve to mark the station which is a busy transport hub. The proposal will be delivered as two individual buildings, separated by a significant gap which will ensure there is not a continuous wall of development. The principal front elevations facing the street will be further broken up by trees and landscaping in the courtyards and through alternating masses and volumes. Furthermore, the use of setbacks at the upper levels helps to reduce the impact of the buildings on the surrounding context. In officers' opinion, the proposed development is also considered to be a high quality design which would tie into the Art Deco context of the adjacent conservation area. Whilst the relationship between the proposed development and the nearest neighbouring sites/buildings is such that some substantial visual impacts are inevitable, it is considered that these impacts must be balanced against the other planning benefits of the scheme. On balance, officers opinion, the harm that would be caused, is not outweighed by the other planning benefits of the proposals.

- 6.6.121 The proposal would make efficient use of this allocated, previously developed site and would replace a dated and unviable office building. Having regard to all of these considerations, it is considered that the proposal would achieve an appropriately high standard of visual amenity. With regard to privacy, the majority of the proposed development is separated by good distances from neighbouring properties and their amenity spaces. As discussed above, terrace and balcony privacy screens to the C3 residential block and obscure glazing to specific windows in the southern flank wall can be secured through planning conditions to ensure that there would be no unreasonable impacts on the closest neighbouring occupiers at No. 47 Merrion Avenue. Overall, it is considered that the development would achieve an appropriately high standard of privacy for neighbouring occupiers.
- 6.6.122 The proposed development would, of course, be visible to residential occupiers and over a much wider area, to the south and to the north beyond London Road. Nevertheless, given the conclusions about visual and privacy impact in relation to properties much closer to the application site than those within the wider area, it follows that the visual and privacy impact upon occupiers of all other affected properties would be acceptable.

## 6.7 Transport and Parking

- 6.7.1 The NPPF sets out the overarching planning policies on the delivery of sustainable development through the planning system. It emphasises the importance of reducing the need to travel, and encouraging public transport provision to secure new sustainable patterns of transport use.
- 6.7.2 The London Plan Policies 6.3, 6.9 and 6.13 seek to regulate parking in order to minimise additional car travel, reduce trip lengths and encourage use of other, more sustainable means of travel. The Parking Addendum to Chapter 6 of The London Plan sets out maximum parking standards for new

development dependent upon their use and level of public transport accessibility. It is noted that at supporting paragraph 6A.3A to the Parking Addendum sets out that there is scope for greater flexibility to the parking standards in different parts of London having regard to patterns of car ownership and use, levels of public transport accessibility, the need for integrated approaches to on-site and off-street parking, efficiency in land use and overall impact upon environment and the transport network.

- 6.7.3 The Development Management Policies DPD gives local interpretation of London Plan parking standards and detail requirements for sustainable Travel Plans. The document refers to the maximum London Plan standards for the parking standards of vehicles (including those with vehicle charging points) and cycle parking spaces. In addition, there would be “1 motorcycle/ scooter parking space per 20 car parking spaces subject to all developments with more than 10 car parking spaces having a minimum of 1 space”.

#### Existing Use

- 6.7.4 The site is currently occupied by B1 office use, with approximately 133 car parking spaces located at ground floor level. The four semi-detached dwellings to the south of the site, each have off street parking within the demise of the property.
- 6.7.5 Two existing accesses are provided to and from the office parking and servicing area from Merrion Avenue. There are located at the northern and southern ends of its demise. Dropped kerb crossovers are provided into the driveways for the four residential homes located in the southernmost part of the site.
- 6.7.6 The site is located within a Controlled Parking Zone with Resident Permit/Pay and Display parking bays being located along the entire frontage of the site on Merrion Avenue. These bays operate between the hours of 8am to 630pm.

#### Trip Generation

- 6.7.7 The Transport Assessment notes that there would be a significant reduction in daily vehicle trips to the site compared with the existing use.
- 6.7.8 The existing site generates a total of 121 and 116 trips, in the AM and PM peak hours, respectively. The majority of these are undertaken by London Underground, with 45 and 44 two-way trips in the AM and PM peak hour respectively. Car use is also high for the existing site, with 41 and 40, two-way trips being observed in the AM and PM peak hour respectively.
- 6.7.9 In terms of daily trip generation, the surveys undertaken on the Site observed a total of 1402 total person trips from the Jubilee House plus an additional 23 trips generated by the four houses semi-detached houses, equating to a total of 1425 daily total person movements. Of these, 433 two-way vehicle movements per day are generated by Jubilee House, with an additional 12 two-way daily vehicle movements being generated by the four houses within the southernmost section of the existing site, equating to a total of 445

existing vehicle movements.

- 6.7.10 The TA demonstrates that proposed development is forecast to result in a net reduction in two-way trips in both the AM and PM peak hours in comparison to the existing site. A reduction of 42 and 41 total person two-way trips in the AM and PM peak hours, respectively, including a reduction of 9 (AM) and 7 (PM) peak hour vehicle movements. A significant daily net reduction of 720 total person trips and 219 vehicle trips is also forecast relative to the existing use of the site. This significant net reduction reflects both the reduction in car parking on the site and the significantly greater number of movements generated throughout the day by the existing office use on the site.
- 6.7.11 It is outlined that the development would therefore reduce vehicle movements within the surrounding road network. Indeed it is considered that the net reduction in total person trips will result in a perceptible positive impact upon the operation of surrounding public transport and highway networks surrounding the Site during the AM and PM peak hours, with greater benefits being noticeable throughout the day, due to a 51% reduction in existing vehicle movements being forecast. Additionally, the transport assessment shows a marginal net reduction in two way trips by all public transport modes.

#### Parking

- 6.7.12 There are currently 133 parking spaces on site at ground level serving the office accommodation.
- 6.7.13 Car parking is to be provided on site in-line with London Plan and LB Harrow standards. A total of 88 car parking spaces are proposed within the basement with a further two spaces provided at ground floor level within the drop-off. Parking for a mobility mini-bus is also provided within the private delivery bay at ground floor level. A total of 55 car parking spaces are to be provided for the Assisted/Independent Living units. This includes 53 spaces at basement level plus two short-stay visitor car parking spaces at ground level within the drop-off.
- 6.7.14 A total of 35 car parking spaces are provided at basement level of the residential units, with all parking being allocated. Parking is provided at a ratio of 0.5 spaces per unit including four disabled spaces. It is noted that the level of car parking represents a 33% reduction on the existing parking spaces.
- 6.7.15 In total, 90 car parking spaces are provided, which represents a reduction of 43 car parking spaces relative to that of the existing site which is consistent with London Plan policy 6.13. It is also acknowledged that as the proposed parking provision will also be relocated below ground it would deliver a significant improvement to visual amenity for the area.
- 6.7.16 Notably the development would also provide visitor parking within the site, including two stay visitor parking bays at ground floor level within the drop off area for the assisted living units and five long stay spaces at basement level. A total of 5 employee spaces would also be provided in the basement. These spaces would make a positive contribution to help ensure parking demand is

accommodated within the site.

- 6.7.17 The proposed car parking provision will be in accordance with London Plan (2016) and policy DM42 of the Harrow DM Policies (2013). Having regard to the location of the development near to Stanmore town centre with good access to public transport including both underground and bus services (PTAL 3/4), the level of parking spaces is considered to be acceptable. Nevertheless, In order to ensure that overspill parking does not adversely impact on the surrounding streets, a section 106 obligation is recommended to ensure residents of the development would be restricted from eligibility for resident parking permits.
- 6.7.18 Officers consider that the layout of the basement is acceptable. The car park includes 17 accessible spaces for blue badge holders which are conveniently located adjacent to lift cores, which represents 10% of the C2/C3 units as required by policy 3.8 The London Plan (2016).
- 6.7.19 The development will provide a total of nine motorcycled parking spaces. For the C3 residential units, there would be a total of 103 long stay and 2 short stay cycle parking spaces. For the C2 assisted/independent living units, there would be 10 long stay spaces and 9 short stay spaces. All long stay cycle parking are to be provided within the basement car park using a stacking system. The overall provision of cycle parking and motorcycle parking spaces would be consistent with the requirements of the London Plan and policy DM 42 of the Harrow Development Management Policies Local Plan (2013). The overall provision and location is considered to be acceptable. It is considered necessary to attach a planning condition to ensure that the final details of the proposed cycle parking storage details are provided prior to the first occupation of the development.
- 6.7.20 A drop-off facility will be provided within the site to facilitate convenient and step-free access to the Assisted/Independent Living units, whilst also accommodating off-street servicing activity for the Assisted/Independent Living units, including food deliveries for the restaurant and general deliveries for residents. The drop-off also provides access to two short stay visitor car parking bays, which are screened from view of surrounding residents by landscaping. The drop-off accommodates ambulances, minibuses, online food delivery vehicles and fire tenders and will operate as a one-way loop with the all vehicles entering from the northern crossover and exiting from the southern crossover.
- 6.7.21 In addition to a mobility mini bus which would be housed on site, it is proposed to supplement the level of car parking on site with a car club for one space. It is therefore recommended that provision be included as part of a planning obligation to this end. Officers consider that the car club scheme can monitored via the travel plan and more spaces could be provided if there is demand.
- 6.7.22 Given the proposed parking ratio, further details will be required in relation to understand how general parking will be managed too. A condition is therefore recommended for a final car park management plan to be submitted and

approved by the Council prior to the first occupation of the development. The TA also outlines a commitment to provide up to 20% 'active' electric car charging spaces and up to 20% 'passive' charging spaces across the site. The details and location of these spaces can be secured by an appropriate planning conditions set out below.

- 6.7.23 It should be noted that the application has been referred to Transport for London who are satisfied that the proposal will not result in any material impacts on the nearby strategic road and local public transport services and that the proposal would comply with the London Plan (2016), subject to conditions and obligations relating to a construction logistics plan, delivery and servicing plan, location/details of electric vehicle charging points, cycle parking details, improvements to the footway along Merrion Avenue and securing a final Travel Plan.

#### Access, Servicing and Refuse Strategy

- 6.7.24 The existing site has two vehicular accesses for the office building and the residential properties have private driveways.
- 6.7.25 The proposed access will take the form of a two-way ramp to a basement car park; a surface level drop off area provides step free access to the assisted living units and a further delivery bay will provide for secure medical deliveries and morgue collections. A minor access will be provided between the northern and southern blocks to allow for occasional servicing of plant and maintenance of landscaping. There is also a minor access at the southern end of the site serving the garage associated with 47 Merrion Avenue.
- 6.7.26 With the exception of refuse collection, all general servicing for the Assisted/Independent Living units will be accommodated off-street utilizing the off-street drop-off facility plus a secure delivery bay. The secure delivery bay is located to the north of the Site, accessed from Merrion Avenue and will be used for sensitive deliveries requiring added security and/ or an enclosed and private space. Such deliveries will include drug deliveries for the on-site medical facilities, morgue collections, and the collection of waste arising from the medical centre.
- 6.7.27 Due to the narrow width of the Site which limits on-site servicing opportunities for Heavy Goods Vehicles, refuse collection will be undertaken from the kerbside on Merrion Avenue. To facilitate this, the existing car parking at the frontage of the Site will be reconfigured to provide 20m of kerbside approximately half way along the Site frontage between the Assisted/Independent Living units and the residential building on the Site.
- 6.7.28 The proposals would result in the net loss of two on street shared use parking bays at the frontage of the site on Merion Avenue from 17 to 15 spaces. A survey was undertaken as identified in the TA which demonstrates that during the peak period of parking utilisation, the existing Jubilee House accounted for between 4 and 5 vehicles of the overall demand (15 vehicles), equating to approximately 30% of the overall parking demand. The maximum underlying resident parking demand therefore equates to 10/11 vehicles, and excludes

any additional existing on-street demand associated with the four semi-detached houses located in the southernmost part of the Site boundary. As such, the TA adequately demonstrates that the loss of spaces would be more than offset by the removal of the demand of the existing officer operation and the proposals will at the very least and could maintain the existing availability of on-street parking spaces for residents, and should even generate an improvement in parking availability in this location. This work would need to be facilitated through a section 278 agreement as outlined in the recommended heads of terms above.

- 6.7.29 The application is also accompanied by a detailed waste strategy which has been reviewed by the Councils waste department. As refuse collection would be undertaken from the kerbside, a loading restriction sign would need to be installed along Merrion Avenue in order to prevent people from parking on the yellow line such as Blue Badge holders which could prevent the collection of refuse. This arrangement is considered to be acceptable to the Council waste department and the loading restriction sign can be secured by a planning obligation as recommended above.
- 6.7.30 The Delivery and Service plan details have been reviewed by the Councils Highways Authority who consider the information to be acceptable. Nevertheless, a condition is recommended for the details to be formalised in a Delivery and Service Plan prior to occupation of the building.

#### Travel Plan

- 6.7.31 The Council's Travel Plan Coordinator (TPC) has reviewed the submitted Travel Plan and the objectives and targets contained within. The TPC has recommended a number of changes to the Travel Plan and has recommended that the monitoring of this to be secured through a section 106 obligation. In addition to this, a recommendation has been made to impose financial penalties should the targets agreed in the travel plan not be met within the monitoring period. TFL have also reviewed the travel plan which is considered to be in line with TFL guidance. In order to ensure robust monitoring and effective mitigation of associated transport impacts arising from the development, it is recommended that a final version of the Travel Plan with set monitoring periods and associated travel plan bond should be secured by section 106 obligations.

#### Construction

- 6.7.32 The accompanying TA outlines that Elysian Stanmore Site Limited is fully committed to working with the community during the construction process to minimize environmental impacts during construction. The Framework Construction Logistics Plan (CLP) is considered to be acceptable; nevertheless, it is recommended that a full CLP is submitted to the Council for approval prior to the commencement of construction in order to ensure there would be no adverse highways impacts during the construction process.

### Step Free Access to Stanmore London Underground Station

- 6.7.33 The station platform at Stanmore Station is located approximately 7m below the primary entrance on London Road. In accordance with TfL's Station Planning Standards and Guidelines 2012 (SPSG), the primary means of access for such an elevation change should be either lifts or escalator facilities, but neither is present within the station.
- 6.7.34 Within the supporting documents the applicant outlines that whilst step-free access from the station car park to Stanmore London Underground Station is compliant with the SPSG, with well-maintained surfaces and multi-tiered ramp access to the platform level, the ramp connecting London Road and the station car park is sub-standard as it is significantly steeper than 1:20, over 80m in length, and provides no flat landings for rest. It is therefore considered to be very difficult to traverse for passengers with reduced mobility, such as the elderly and disabled persons who are not fortunate enough to have access to a car.
- 6.7.35 The applicants have outlined a proposal to deliver a lift to Stanmore station by providing 1.5 million of non-refundable monies, secured as part of section 106 agreement in order to provide benefits to both the wider community and for the future residents of the C2 units. The applicants have outlined that when taking into account the contribution towards the TfL lift and the on-site affordable housing provision, the above could be the equivalent to over a 20% level of affordable housing.
- 6.7.36 Officers acknowledge the access to Stanmore Station is poor and a new lift would be a positive contribution towards inclusive access and sustainable neighbourhoods objectives of the local plan. Nevertheless, in officer opinion, the delivery of the lift at Stanmore Station is not required to mitigate the impacts of the development or make the development acceptable in planning terms. Furthermore, the transport assessment shows a marginal net reduction in two way trips by all public transport modes, including a net reduction in underground trips. It is therefore considered that limited weight should be attributed towards the delivery of the lift in the overall consideration of the planning balance in this application. Furthermore, The London Plan makes clear that affordable housing provision is a particular priority when securing developer contributions. The provision of a lift would result in only 10% affordable housing provision on the site, whereas 15% would be achieved without the lift. Given, there is strong policy case for the delivery of affordable housing on the site, officers consider that the priority should be for this.
- 6.7.37 It should be noted that TFL have confirmed support for the installation of a lift at Stanmore Station, subject to funding being made available. Nevertheless, TFL have outlined that Stanmore Station is not within its 'Step Free Access Programme' at the moment and as such they are unable to commit to any additional funding that might be required to deliver the lift. This is because the station is already technically designated 'step-free'. London Underground have been in discussion with the applicant and advised that £1.5m will not be sufficient to deliver step-free access at the station – at least not the preferred

scheme costed by TfL. TfL have undertaken a feasibility study that puts the cost of the preferred scheme at c. £8-10m. Nevertheless, the developer has outlined they can deliver it at a much cheaper cost if they did the work themselves. TfL do not object to the principle of this, subject to the design complying with their governance and technical approval processes.

- 6.7.38 The Mayor of London is currently in discussion with TfL regarding the possibility of expanding the 'Step Free Access Programme' but TfL have outlined the details of this are unlikely to be known until at least March 2017. As such, it is likely other financial contributions and section 106 monies would need to be secured from other developments in Stanmore in order to meet the necessary funding required. This would be subject to other developments coming forward and therefore there is a great deal of uncertainty around the timeframe for possible additional funding. Given the uncertainty surrounding the funding of the lift and the strong need for affordable housing, officers recommend that a planning obligation is sought for a 15% affordable housing contribution which would provide greater benefit in the immediate future to Harrow residents.
- 6.7.39 Subject to the above mentioned conditions and on-going monitoring of the travel plan which can be secured by a section 106 agreement, for the reasons outlined above the transport impacts of the proposal are considered to be acceptable, having regard to the aims and objectives of above stated policies.

## 6.8 Lifetime Neighbourhoods

- 6.8.1 London Plan Policy 7.1 Lifetime Neighbourhoods requires development to: improve people's access to social and community infrastructure, shops, services, employment opportunities and public transport; contribute to healthy, active lives, social inclusion and cohesion, and people's sense of place, safety and security; and reinforce the character, legibility, permeability and accessibility of the neighbourhood.
- 6.8.2 London Plan 7.2 'An Inclusive Environment' requires that development proposals achieve the highest standards of accessibility and inclusion, not just the minimum.
- 6.8.3 Policy 3.8 of The London Plan (2016) requires that 90% of dwellings must comply with the requirements of Category M4(2) 'accessible and adaptable dwellings', broadly the equivalent of Lifetime Homes, and 10% of dwellings must comply with the standards of category M4 (3), 'wheelchair user dwellings.'
- 6.8.4 Local Plan Policy DM2 outlines that Achieving Lifetime Neighbourhoods requires the location, design and layout of development, and any associated improvements to the public realm, transport and other infrastructure, to contribute to the creation of lifetime neighbourhoods. In particular it calls for: non-residential development to be located to sustain town centres and local employment opportunities, and to be accessible to all;
- new residential development to ensure good access to services and facilities, and to provide accessible homes;



- all proposals to be safe and secure in accordance with Secured by Design principles; major proposals to demonstrate how they contribute to lifetime neighbourhoods within and beyond the site boundary;
- improvements to the public realm must achieve an inclusive, legible pedestrian and cycling environment; and
- accessible bus stops and provision of car parking for disabled people;
- major development within town centres to make provision for the comfort and convenience of all users.

6.8.5 As discussed elsewhere, the location of the site in close proximity to Stanmore District Centre and next to Stanmore London Underground Station means the site has very good links to the public transport system and a range of shops and services. The proposed community will help generate linked trips to the town centre, thereby helping to sustain and enhance this District Centre within Harrow and in particular would also help to enhance the vibrancy of this part Merrion Avenue/London Road. The development will also generate employment opportunities within the assisted living care block creating additional employment opportunities within the local area.

6.8.6 10% of new housing would meet building regulation M4 (3) 'wheelchair user dwellings'. A total of 11 units would be provided within the C2/assisted living block and a total of 7 units within the C3 residential block. All of the remaining residential units would meet building regulation M4 (2) – accessible and adaptable dwellings'. The applicant has outlined within their supporting design and Access statement that within the C2/assisted living block as the needs of residents change, category M4 (2) units can be enhanced to meet the specific needs for elderly people, particularly relating to reduced mobility, eyesight, hearing and mental acuity.

6.8.7 All entrances to the buildings will have level thresholds. All dwellings with access to balconies or gardens will have a level threshold. Refuse stores would be located a maximum of 30 metres from the entrance door of each flat. In addition, communal areas within the development will also be designed to ensure that the services offered are fully inclusive and accessible to all, not just the elderly but including those visiting the development.

6.8.8 Of the 88 car parking spaces at basement level for the proposed residential parking, this includes 10% accessible spaces. These spaces would be located in close proximity to the lift cores.

#### Secured by Design

6.8.9 The application is accompanied by a secured by Design Statement outlining the measures that have been adopted to reduce the risk and fear of crime. In order to achieve a scheme that provides a safe and secure environment, particularly given the needs of the residents of the C2 assisted /independent living building, car parking spaces are located in the secure underground car park. Due consideration has been taken to maximise overlooking by the residential units without compromising the privacy of individual units.

- 6.8.10 One of main qualities of the site is that it provides areas of landscaping for the users of the site. These spaces are clearly defined so that there is no ambiguity as to whether they are private or public spaces. The courtyards facing Merrion Avenue are considered as extensions of the public realm, and are well overlooked by the dwellings within. Courtyards and gardens to the rear of the site will be protected by fences and gates with secure fob access for residents only. The play space is designed to be a shared function with the surrounding residents so in order to prevent it being a site for antisocial behaviour it is well monitored by the surrounding residences. The buildings will provide good levels of natural surveillance. In addition where higher security is needed, CCTV cameras will be provided at all entrance/ exit points for vehicles, and building entrances will be protected by video entryphones.
- 6.8.11 Access points to the site are limited to the west-facing courtyards and play space, with all other paths and areas around the building protected by secure fences and gates. The residential components benefit from pedestrian access directly off Streets. Footpaths are designed to be lit to provide a safe route and also to provide the right level of illumination should a CCTV system be required.
- 6.8.12 To help reduce crime, the fear of crime and increase security, lighting will be provided along pedestrian routes. Increased lighting levels mark the main pedestrian and vehicle entrances to the site. The specific details of a lighting scheme can be secured by means of an appropriate planning condition. Disabled access points and majority of cycle parking are all subject to natural surveillance or securely within the buildings.
- 6.8.13 It is considered that overall the applicant has demonstrated that the internal layout of the development and its external spaces would be compliant with the adopted policies. The development would be inclusive and accessible to future residents and visitors alike and would create opportunities for employment and community activity that would contribute positively to the vibrancy within the immediate vicinity of the site and Stanmore District centre. By providing a mix of homes suitable for occupation throughout the life cycle, together with a proportion of homes suitable for wheelchair users, the development would contribute to the creation of an integrated community. Future occupiers would enjoy access to green communal space, communal facilities within the C2 block, public transport and economic opportunities within nearby Stanmore District Centre. A condition is recommended to ensure that the inclusive access strategy including the requirement to meet the Building Regulation requirements is outlined within the applicant supporting documentation is implemented. Subject to this condition, officers consider that the proposed development would comply with the policies outlined above.

## 6.9 Trees and Biodiversity

- 6.9.1 London Plan Policy 7.21 Trees and Woodland states that existing trees of value should be retained and that, wherever appropriate, additional trees should be planted in new development. Local Plan Policy DM22 Trees and Landscaping requires development proposals to include hard and soft

landscaping and calls for retained trees to be protected during construction.

- 6.9.2 The application is accompanied by Ecology and Arboricultural reports.
- 6.9.3 An Arboricultural report has been submitted with the application which identifies the surrounding trees and their quality level. The group of birch trees to the front of the application site are proposed for removal in order to facilitate the redevelopment of the site. All of these trees are identified as 'low' quality, fourteen are of 'low' quality. Nevertheless, it is considered that the trees are attractive and do have a positive street scene impact. It is acknowledged that the proposal is to replace the existing trees with 8 semi mature trees, although, it is noted it would be some years before the new trees provide similar streetscene impact.
- 6.9.4 The loss of trees on this site is clearly regrettable and the concerns expressed from neighbouring residents in relation to their loss are noted. However, the planting of new trees together with other landscape enhancement will sufficiently mitigate their loss, enhancing the sustainability and biodiversity of the site and contribute to the green infrastructure of the locality. Furthermore, the loss of trees on the site must be weighed in balance against all other material planning benefits of this proposal as noted elsewhere in this report. Having regard to the net gains in trees overall, officers consider that the harm that would be caused by the loss of the trees is strongly outweighed by the realisation of wider planning objectives. The replacement planting of trees can be secured through the provision of a hard and soft landscape condition.
- 6.9.5 By inference, the NPPF emphasises that one of the best ways to conserve the natural environment is to encourage the effective use of land by re-using previously-developed land to meet development needs<sup>161</sup>. At paragraph 118 the NPPF sets out the principles for conserving and enhancing biodiversity, which include resisting development that would: (i) cause significant harm that cannot be avoided, mitigated or compensated-for; or (ii) have an adverse effect on a Site of Special Scientific Interest (SSSI). Opportunities to incorporate biodiversity in and around developments are encouraged.
- 6.9.6 London Plan Policy 7.19 Biodiversity and Access to Nature echoes the need for development proposals to make a positive contribution to biodiversity, to protect statutory sites, species and habitats, and to help achieve Biodiversity Action Plan targets.
- 6.9.7 The Harrow Biodiversity Action Plan (2015 – 2020) defines Sites of Importance for Nature Conservation (SINCs) as 'greenspaces considered important for nature conservation due to the habitats and species they support.' Local Plan Policy DM 20: Protection of Biodiversity and Access to Nature, states that 'Proposals that would be detrimental to locally important biodiversity or that would increase local deficiencies in access to nature will be resisted.'
- 6.9.8 The Site is located immediately adjacent to Canons Park and Stanmore Railway Embankments, which is listed as a Site of Borough Importance Grade II Importance for Nature Conservation (SBINCII). There are no European

designated Sites within a 10km radius of the Site, with the closest UK statutory designated site located 255m from the Site; Stanmore Country Park Local Nature Reserve (LNR) (which is also a Site of Metropolitan Importance for Nature Conservation (SMINC)). Additionally, there are a total of 19 non-statutory designated sites within a 2km radius of the Site. With the exception of the Canons Park and Stanmore Railway Embankments SBINCII (considered further below), these sites lie at least 250m away from the Site. Due to the distance between the Proposed Development and these designated areas, no direct effects upon these receptors are anticipated.

- 6.9.9 The Report details that an extended Phase 1 habitat survey and bat building inspections were completed over two separate visits, 19th January 2016 and 3rd February 2016 with regard for standard Phase 1 habitat survey techniques (JNCC, 2010) and the good practice guidelines for bat surveys conducted by professional ecologists (Hundt, 2012 and Collins, 2016). An ecological desk study was also completed to review biological records and information held within the public domain and by relevant third parties. Together the results of these tasks qualify as a preliminary ecological appraisal of the Site in line with good practice guidelines (CIEEM, 2013).
- 6.9.10 Overall, the report finds that the buildings, hardstanding and habitats on the Site have limited inherent nature conservation value however, all the buildings do provide nesting opportunities for birds. In addition, the internal and external inspection for bats identified that the residential properties exhibit features which may be suitable for roosting bats. The six buildings on the Site have been assigned the following level of potential to support roosting bats, based on the findings of the internal and external building assessments:
- Building 1: Jubilee House Building 2: Shed, Building 5: Garage (41 Merrion Avenue) and Building 6: Garage (43 Merrion Avenue) - negligible potential to support summer, maternity and hibernation roosts.
  - Buildings 3a, 3b, 4a and 4b: (39-45 Merrion Avenue) - moderate potential to support summer roosts, low potential to support maternity roosts and negligible potential to support hibernation roosts.
- 6.9.11 The report outlines that given the high level of protection afforded to bats and their roosts a further survey is recommended. In line with the revised good practice guidelines (Collins, 2016), two emergence / re-entry surveys to confirm the presence or likely absence of roosts within Buildings 3a, 3b, 4a and 4b are required; these should be completed between May and August.
- 6.9.12 During the course of the application, the applicant has submitted a Bat Emergence Survey. The results of the survey show that no further bats were seen to emerge or re-enter B3a-3b or 4a-4b. These surveys provide an indication of the likely absence of roosting bats (summer day / transitional roosts); further survey work is planned for May / June 2017 to have confidence in the result, and to determine the presence /likely absence of maternity roosts (which can only be concluded between May and August). Assuming no roosts are identified during the 2017 survey work planned for these buildings, there will be no requirement for a Natural England licence to demolish these buildings. If the survey work in 2017 identifies the presence of a roost, further survey to characterise the roost may be necessary, and a

licence from Natural England will be required to enable the lawful demolition of the buildings, and roost(s) contained within them. It is recommended that a planning condition be secured for the completion of the survey work in 2017 to ensure not detrimental harm would be caused to roosting bats.

6.9.13 Avoidance and mitigation recommendations have been provided to avoid effects upon the SBINCII adjacent to the Site. Furthermore, avoidance recommendations in relation to nesting birds, and invasive plant species have been provided to avoid an offence under the Wildlife and Countryside Act 1981 (as amended). Finally, in line with the National Planning Policy Framework (NPPF 2012) and local planning policy, recommendations to enhance the biodiversity value of the Site following completion of the Development have been included within the report. These include:

- Provision of bat boxes (extent to be determined following further surveys)
- Provision of invertebrate boxes
- Provision of nesting opportunities targeting Sparrow and starlings
- A dedicated area of roof to be a green/biodiverse roof)
- Provision of green areas seeded with wildflower plant mix and dead wood
- Net increase in tree and shrub planting across the site (using native species)

6.9.14 The application has been referred to the Council Biodiversity Officer who has outlined that the preliminary avoidance and mitigation recommendations detailed within the Extended Phase 1 Habitat Survey and Inspection for Bats must be closely followed including production of a Construction and Environmental Management Plan (CEMP), additional bat activity surveys, mitigation for nesting birds and invasive species. Planning conditions can be secured through the granting of any planning permission to secure these mitigation measures together with the enhancement measures set out above.

6.9.15 Overall, subject to the above conditions, officers consider that the Development would be in accordance with the NPPF, London Plan Policy 7.19 and Local Plan Policy DM20, by making a positive contribution to the Site's biodiversity value.

## 6.10 Sustainability and Environmental

### Energy Strategy and Sustainable Design and Construction

6.10.1 Section 10 of the National Planning Policy Framework seeks to promote low carbon and renewable energy, including decentralised energy. This includes requiring local planning authorities to have a positive strategy to delivery low carbon and renewable energy infrastructure and for these matters to be considered as part of any planning application.

6.10.2 London Plan Policy 5.2 (Minimising Carbon Dioxide Emissions) requires new development to minimise carbon emissions in accordance with the energy hierarchy of be lean (use less energy), be clean (supply energy efficiently) and be green (use renewable energy). The policy sets targets for carbon emission reductions, with a 40% reduction required relative to the 2010 Building

Regulations for both residential and non-residential development (this is equivalent to a 35% reduction over the more recent 2013 Building Regulations). The policy outlines the requirements for energy statements and indicates that the carbon reduction targets should be met on-site.

- 6.10.3 It should be noted that the emission reduction targets outlined within policy 5.2 have been updated for applications considered on or after the 1st October 2016. However, the GLA have confirmed that for Stage 1 schemes received by the Mayor up until 30 September 2016 the requirement for 35% below Part L 2013 for both residential and commercial development will still apply. Only schemes received by the Mayor on or after the 1st October 2016 will the requirement for Zero carbon apply (as defined in section 5.2 of the Housing SPG) for residential development and 35% below Part L 2013 for commercial development.
- 6.10.4 Policy 5.5 (Decentralised Energy Networks) requires developers to prioritise connection to existing or planned decentralised energy networks where feasible, with Policy 5.6 (Decentralised Energy in Development Proposals) requiring the evaluation of the feasibility of Combined Heat and Power (CHP) systems in new developments and where such a system is appropriate, the examination of opportunities to extend the system beyond the boundary to adjacent sites. The policy also requires development to prioritise connection to existing heating and cooling networks, followed by a site wide CHP network, and lastly communal heating and cooling.
- 6.10.5 Policy 5.7 (Renewable Energy) requires new development to provide a reduction in expected carbon emissions through on-site renewable energy, where feasible. The supporting text to the policy indicates there is a presumption that the reduction achieved through on-site renewable energy will be at least 20%.
- 6.10.6 Harrow Local Plan policy largely cross-refers to the London Plan requirements with respect to carbon emissions [see Core Strategy Policy CS1 (T), Policies DM12 Sustainable Design and Layout, DM13 Decentralised Energy, and DM14 Renewable Energy Technology].
- 6.10.7 The supporting Energy Strategy has been developed in line with the Energy Hierarchy described in Policy 5.2 of the London Plan of “Be Lean”, “Be Clean”, and “Be Green” stages to reduce the energy consumption of the development. Low carbon technology, energy - efficient equipment, and passive design will be incorporated into the scheme.
- 6.10.8 In respect of ‘Be Lean’ a range of passive and active energy efficiency measures are to be employed within the development including: a high performance, engineered facade with optimised levels of insulation and shading; Windows carefully designed to balance daylight, heat loss and heat gain; Low air permeability; Mechanical ventilation with heat recovery; Low energy lighting; Variable speed pumping and Instantaneous hot water to reduce storage losses.

- 6.10.9 The demand for cooling will be minimised through insulation on pipe work and carefully selected shading and appropriate proportions of glazing. The applicant has provided SAP compliance worksheets for a selection of the dwellings and has confirmed that only a small number of apartments are proposed to have cooling. Moreover, the applicant has confirmed that the actual cooling requirement is lower than the notional, for the non-domestic elements. Various passive methods have been investigated by the applicant to ensure cooling is minimised including the impact of different types and colours of curtains/blinds and of increased ventilation flow rates. These can be achieved through increased ventilation plant size including ductwork and grille size or by increasing flow rates in the already proposed plant, with an impact on noise. The additional modelled measures reduce the overheating risk of the sample units to slight or non-significant. The applicant has stated that the inclusion of these measures will be considered at the next stage of design. It is therefore considered necessary to attach a planning condition to ensure a dynamic overheating analysis is submitted and approved prior to occupation of the development.
- 6.10.10 In accordance with London Plan Policy 5.6 an investigation has been carried out to determine if there are any area wide heat networks currently existing in the area or if any are planned in the future. It was found that there is a proposed Energy Centre for the Stonegrove / Spur Road Estate approximately 1km from the Jubilee House site. However the applicant has provided evidence outlining that due to technical issues due to distance (loss of efficiency due to pipework loss), and routing this option would be financially unviable. Nevertheless, an obligation is recommended so that further investigation is undertaken in order to re-evaluate and fully pursue this option before the development is commenced.
- 6.10.11 Subsequently a site wide heating network is proposed. Two rooms would house the plant but linked via a common header to act as one energy centre serving the complete development. This arrangement is proposed to provide flexibility and support the potential phased nature of the development and future split ownership / development cycles. It is proposed that a CHP unit will be the lead heat source of the combined energy centres. The incorporation of these "Be Clean" measures will provide a further 21% reduction in CO<sub>2</sub> over the "Be Lean" case. The two plant rooms will be interlinked and will be connected to the site wide heat network. The plant room on basement level of the assisted will include a CHP and boilers whereas the plant room of the Non-Care Block will only include boilers. The applicant has provided the monthly hot water and space heating profiles indicating the CHP contribution to the total demand. The expected CHP size is circa 79kWth based on the profile provided. The proposed arrangement is considered to be acceptable.
- 6.10.12 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 46 kWp of photovoltaic (PV) panels. A reduction in regulated CO<sub>2</sub> emissions of 20 tonnes per annum will be achieved through this third element of the energy hierarchy (Be Green').
- 6.10.13 During the course of the application, the applicant has sought to improve the energy performance of the development through additional renewable energy

and passive design measures. Since the initial submission of the application, the site-wide development and the current achievable carbon savings are circa 30% over a Part L compliant baseline. The on-site carbon dioxide savings fall short of the targets within Policy 5.2 of the London Plan.

- 6.10.14 Nevertheless, as outlined in the energy strategy it is accepted that all feasible options have been incorporated into the scheme. The passive measures have been maximised within the scheme. The proposed u-values and air permeability already exceed Part L requirements. The use of CHP has been maximised. A number of renewables have been appraised in terms of their physical and financial feasibility and their ability to work alongside CHP. PV was found to be most appropriate technology and the area proposed for the scheme has been maximised. Therefore the applicant asserts that on-site carbon emissions have been reduced as far as is financially and technically feasible. This has also been accepted by officer at the GLA. Given there is little further potential for carbon dioxide reductions onsite, a planning obligation can be secured to ensure the short fall in carbon dioxide reductions, equivalent to 13.4 tonnes of CO<sub>2</sub> per annum, is met off-site.
- 6.10.15 The Mayors Sustainable Housing SPG (2014) states that schemes that are unable to meet the required savings are able to provide a cash in lieu payment to assist in offsetting the impacts of the development within the borough. Paragraph 2.5.13 of the SPG states that the overall contribution should be calculated over 30 years, and to be charged at £60 per tonne. Based on this, there would be a contribution of £24,120 over a 30 year period.
- 6.10.16 The financial contribution is considered to be a fair and reasonable figure in off-setting the failure to meet the 40% carbon reduction for the scheme. The contribution would be used within the borough by the Council to by enhancing other community buildings or by improving infrastructure that would assist in reducing carbon outputs. Accordingly, subject to securing a planning obligation, it is considered that the proposed development would not conflict with the policies of the development plan.

### Sustainability

- 6.10.17 The National Planning Policy Framework seeks to achieve sustainable development. London Plan Policy 5.3 requires that development proposals should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation. It outlines broad considerations that developments should address, including minimising carbon emissions, avoiding overheating, making the efficient use of resources, minimising pollution and the generation of waste, avoiding the impacts from natural hazards, ensuring developments are comfortable and secure, using sustainable materials and promoting and protecting biodiversity and green infrastructure. The Policy notes that all aspects of the London Plan contribute to the sustainability of developments. Core Strategy Policy CS1 and Development Management Policy DM12 (Sustainable Design and Layout) articulates the principles of sustainable development at a local level.



- 6.10.18 The applicant has submitted a detailed Sustainability Statement with the application. The Statement provides an assessment of the scheme against typical sustainability considerations, including energy, water, materials, flood risk and surface water management, waste, pollution, health and wellbeing, land use, ecology and biodiversity, and transport.
- 6.10.19 Many of the issues covered by the Sustainability Statement are assessed in detail through separate reports accompanying the application (i.e. energy, flooding / drainage, transport, air quality, noise assessment, geotechnical assessment, ecological assessment etc). In general terms, the proposal is considered very sustainable. It is located in a highly sustainable location within close proximity to the Harrow on the Hill Station and Harrow Metropolitan Centre. It is located on brownfield land and makes efficient use of land through a density appropriate to its location and setting (subject to assessment of the design aspects of the application / proposal). It seeks to minimise carbon emissions through an energy strategy that applies the energy hierarchy (refer to detailed energy section above).
- 6.10.20 The report outlines that water consumption will be reduced beyond the Part G of the Building Regulations 2015 minimum value of 125 litres per person per day with a target of 105 litres per person per day which is equivalent to the requirements for Code for Sustainable Homes Level 4 rating. However, it is considered that the London Plan standard of 110 litres per person per day (equivalent to 105 litres internal use, with an allowance of 5 litres for external use) should be met and a condition is therefore attached in this regard.
- 6.10.21 The proposal incorporates a number of design elements to address issues such as waste storage, daylight, and amenity space.
- 6.10.22 A condition is recommended to ensure that the proposals detailed in the energy and sustainability assessment are implemented. Subject to this the scheme is considered to comply with the development plan policies outlined above and is acceptable in energy and sustainability terms

#### Air Quality

- 6.10.23 London Plan Policy 7.14 Improving Air Quality provides further detail in relation to the air quality impacts of development. Specifically, it requires: minimisation of increased exposure to poor air quality; provision to address local problems of air quality; measures to reduce emissions during demolition and construction; proposals to be 'air quality neutral' and not to lead to further deterioration in air quality; ensure on-site provision of measures to reduce emissions; and assessment of the air quality implications of biomass boilers. The Mayor's SPGs provide further amplification of air quality issues in relation to this and related London Plan policies.
- 6.10.24 The whole of the Borough has been designated as an Air Quality Management Area (AQMA), due to exceedances of the annual mean objective levels for nitrogen oxide (NO<sub>2</sub>) and particulates (PM<sub>10</sub>).

- 6.10.25 An Air Quality Assessment has been provided as part of the applicant's submission.
- 6.10.26 The assessment of construction phase impacts associated with fugitive dust and particulate matter emissions has been undertaken in line with the relevant Institute of Air Quality Management guidance. This identified the Development as having a range of Low to High Risk in terms of dust soiling (varying for different activities), and Low Risk in terms of human health impacts. However, through good site practice and the implementation of suitable mitigation measures, the effect of dust and particulate matter releases would be reduced. The residual effects of the construction phase on air quality are considered to be negligible.
- 6.10.27 An assessment of the potential air quality impacts associated with emissions from the proposed on-site energy generating plant has been completed in line with published methodologies and technical guidance. The pollutants considered in this part of the assessment were oxides of nitrogen and nitrogen dioxide (NO<sub>2</sub>).
- 6.10.28 The Development is expected to cause a net reduction in vehicle trips compared to the existing use; therefore, a detailed air quality assessment for traffic emissions impacts has not been undertaken. To ensure a robust baseline, the London Atmospheric Emissions Inventory model was used to form the baseline of the assessment, as the estimated pollutant concentrations account for all existing pollutant sources in the vicinity of the Site.
- 6.10.29 The modelled results show that the Development would cause a negligible impact on pollutant concentrations in the vicinity of the Site. The predicted concentrations at future receptors are classed as APEC Level A. All receptors modelled were below the annual mean air quality objective for NO<sub>2</sub>.
- 6.10.30 In addition, consideration has been given to the potential for future residents of the Development to be exposed to poor air quality, given the Site's location within an Air Quality Management Area. The Development is air quality neutral in line with the GLA's guidance.
- 6.10.31 The application has been referred to the Councils Environmental Health Department who have outlined that The London Atmospheric Emissions Inventory (LAEI) estimates that in 2010 the Non-Road Mobile Machinery (NRMM) used on construction sites was responsible for 12% of NO<sub>x</sub> emissions and 15% of PM<sub>10</sub> emissions in Greater London. Diesel exhaust emissions have also been classified as being carcinogenic to humans based on evidence that exposure is associated with an increased risk for lung cancer by The International Agency for Research on Cancer (IARC), which is part of the World Health Organization (WHO). To address this significant contribution of NRMM to London's poor air quality, the GLA are seeking to control the emissions from this equipment from 1st September 2015 by establishing emissions standards for London.

6.10.32 In regards to power supply the default position should be mains power connection to the site and justification will need to be provided for any higher emission alternative used. Diesel powered generators should only be used as last resort if no other options are available or practical. As such, in order to safeguard amenity to nearby residential properties during the demolition and construction phases, it is recommended that that conditions are secured in respect of the control of dust and emissions including details of Non-Road Mobile machinery and a final construction and environmental management plan. Subject to these conditions, it is considered the proposed development would accord with the NPPF (paragraph 124) and London Plan Policy 7.14.

### Contamination

6.10.33 Paragraph 109 of the NPPF recognises that there is a role for the planning in the remediation and mitigation of derelict and contaminated land. More specifically, the National Planning Practice Guidance advises that the planning system should ensure that a site is suitable for its new use and prevent unacceptable risk from pollution, and states that as a minimum land should not be capable of being determined as contaminated land under Part 2A of the Environmental Protection Act 1990. Reference is also made to the EU Water Framework Directive.

6.10.34 London Plan Policy 5.21 Contaminated Land requires appropriate measures to be taken to ensure that the redevelopment of contaminated land does not activate or spread the contamination. Local Plan Policy DM 15 Prevention and Remediation of Contaminated Land requires the consideration of proposals on land known or suspected to be contaminated to have regard to: the findings of a preliminary risk assessment; the compatibility of the intended use with the condition of the land; and the environmental sensitivity of the site.

6.10.35 The application is accompanied by a detailed contamination assessment which evaluates the risks to potential receptors from the site including humans, controlled waters, ecology, crops/livestock and buildings.

6.10.36 Although no significant sources of contamination have been identified either on or off-site in relation to historical or current site use, it is likely that Made Ground is present beneath the Site from historical development has the potential to present a contamination risk to future site users.

6.10.37 Based on historical mapping Jubilee House was construction circa 1974 and therefore the presence of Asbestos Containing Materials (ACMs) in the building fabric cannot be discounted.

6.10.38 Online mapping indicates that several high explosive bombs were recorded within the vicinity of the site during the Second World War; the closest recorded approximately 180m northwest of the Site. Although unlikely Un-Exploded Bombs (UXOs) may present a risk to the proposed development.

6.10.39 The contamination risk assessment therefore recommends that a site investigation compliant with BS10175 and Generic Quantitative Risk Assessment (GQRA) will allow assessment of the identified plausible

contaminant linkages. It is also recommended that an asbestos specialist reviews the 'Asbestos Management Plan' for the buildings and confirms the risks during redevelopment of the site, prior to demolition work.

- 6.10.40 Accordingly, planning conditions are recommended to ensure that further investigation is undertaken on site to ensure any potential risks are minimised. In addition, a further condition is attached which outlines that if any further contamination is found which was not previously identified, that this will be reported immediately to the local planning authority. Subject to these conditions, the proposed development would accord with the requirements of the development plan.

#### Waste and Recycling

- 6.10.41 Policy DM45 of the Harrow DMPLP (2013) states that: "All proposals will be required to make on-site provisions for general waste, the separation of recyclable materials and the collection of organic material for composting. The on-site provisions must:
- a. provide satisfactory storage volume to meet the general recycling and organic waste material arising from the site;
  - b. ensure satisfactory access for collectors and, where relevant, collection vehicles; and
  - c. be located and screened to avoid nuisance to occupiers and adverse visual impact.
- 6.10.42 Householder will have access to two types of bins, colour coded to distinguish between waste types. These will consist of blue bins for fry recycling waste and grey bins for residual waste.
- 6.10.43 The scheme and capacity for onsite storage has been based on the Councils two bin system, one 1100 litre bin and one 1280 litre bin for every eight flats (Code of Practice for the Storage and Collection of Refuse and Materials for Recycling in Domestic properties 2016).
- 6.10.44 The Development consists of two separate blocks. One block consists of 103 assisted living private dwellings and the second block consists of 70 private dwellings.
- 6.10.45 In addition, within the assisted living block, there is medical clinical, staff facilities, a laundry, a gym, library, spa, restaurant, bar/café and multi-purpose areas.
- 6.10.46 It is proposed that the waste generated by the residential units and the residential amenity areas (gym, library and multi-purpose areas) will be collected by LBH through their domestic waste collection service which is funded through the residents' Council Tax.
- 6.10.47 The waste generated by the commercial tenants (the medical clinic, staff facilities, laundry, spa, restaurant and bar/café) will be managed through licensed waste management contractors appointed by the on-site FM team.

- 6.10.48 Within the assisted living block each residential unit will be provided with the following segregated bins within their kitchen areas: a segregated bin within a fitted kitchen cabinet consisting of a 30 litre compartment for recyclables and a 19 litre compartment for refuse.
- 6.10.49 Each resident will be required to transport their waste from their dwelling to their local interim waste store which is located on each residential floor in close proximity to the residential service cores. The residents will be required to segregate their waste into the labelled 50 litre bins.
- 6.10.50 Twice a day the on-site FM team will visit each interim waste store and will transport all the waste to the main waste store at ground level where they will segregate the waste into the appropriate labelled Eurobin. On collection days the on-site FM team will arrange the bins in the main waste store so that the bins containing either waste or recyclables are parked in close proximity to the external entrance doors.
- 6.10.51 The LBH waste collection contractor will park their RCV on Merrion Avenue and will access the main waste store through the external doors. The collection contractor will remove the bins from the main waste store, transport them to the collection vehicle, empty them and then return them to the main waste store.
- 6.10.52 Within the C3 residential block, each residential unit will be provided with the following segregated bins within their kitchen areas, a segregated bin within a fitted kitchen cabinet consisting of a 30 litre compartment for recyclables and a 19 litre compartment for refuse. Each resident will be required to transport their waste from their flat to the main waste store located at ground floor level, where they will place their segregated waste into the labelled Eurobins.
- 6.10.53 On collection days the on-site FM team will remove the appropriate bins (either waste or recyclables) from the main waste stores and will transport them to the waste presentation area located between the two blocks. The LBH waste collection contractor will park their RCV on Merrion Avenue and will remove the bins from the waste presentation area, transport them to the collection vehicle, empty them and then return them to the waste presentation area. Once the bins have been emptied the on-site FM team will transport them back to the main waste stores.
- 6.10.54 With regard to commercial waste, each commercial tenant will be required to provide a suitable waste storage area within their tenanted area as part of their initial fit out. The size of these individual waste storage areas will depend upon the business activities being undertaken and the frequency that the waste will be transported to the commercial waste store at ground floor level. The individual interim waste stores will have sufficient capacity to separate refuse and recyclables, and food waste where a tenant produces large quantities.
- 6.10.55 At regular intervals the on-site FM team will collect the commercial waste and will transport it to the commercial waste store at ground floor and place it into the appropriate bin. The on-site FM team will appoint a suitably licenced

commercial waste contractor to collect the retail waste. On collection days the on-site FM team will remove the appropriate bins (either waste or recyclables) from the commercial waste store and will transport them to the waste presentation area located between the two blocks.

- 6.10.56 The appointed commercial waste contractor will park their RCV on Merrion Avenue and will remove the bins from the waste presentation area, transport them to the collection vehicle, empty them and then return them to the waste presentation area. Once the bins have been emptied the on-site FM team will transport them back to the main waste stores.
- 6.10.57 In terms of capacity a total of 9 x 1100 refuse bins and 9 x 1280 litre recycling bins will be provided for the residential blocks and 13 x 1100 refuse bins and 13 x 1280 for the C2 block. This would accord with the Council refuse code.
- 6.10.58 The application has been referred to the Council Waste Department. A concern was raised in respect of the collection distance for the C2 block and the potential for parking to take place on the kerb side yellow line, for instance by blue badge holders. The applicant has confirmed that the distance for collection from the C2 block waste store will not be more than 10 metres and operatives will be assisted by the on-site FM team. Furthermore, a planning obligation can be secured to ensure a no loading restriction sign is installed on the highway to prevent erroneous parking. The measures proposed are considered to be satisfactory by the Council Waste Department.

## 6.11 Drainage

- 6.11.1 The site is within Flood Zone 1, meaning that the site is assessed as having a less than 1 in 1,000 annual probability of fluvial flooding from main rivers and, in accordance with the NPPF, sequential and exception testing of the proposed development is not required.
- 6.11.2 However, the Local Plan designates part of the site as within a critical drainage area meaning that it is susceptible to flooding from surface water. The NPPF states that a site-specific flood risk assessment (FRA) is required for proposals of 1 hectare or greater in Flood Zone 1. The application site area is 0.69 hectares and as such an FRA is not required in this instance. However, the application is accompanied by a Foul and Surface Water Drainage Strategy.
- 6.11.3 Paragraph 103 of the NPPF states that, when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere.
- 6.11.4 Core Strategy Policy CS1 U undertakes to manage development to achieve an overall reduction in flood risk and increased resilience to flood events.
- 6.11.5 London Plan Policy 5.13 states that development should utilise sustainable urban drainage systems (SUDS) and should aim to achieve greenfield run-off rates and this objective is reiterated in policy DM 10 of the local plan.

- 6.11.6 Local Plan Policy DM10 (On site surface water management and surface water attenuation) states that:  
*'A. Proposals for new development will be required to make provision for the installation and management of measures for the efficient use of mains water and for the control and reduction of surface water run-off. Substantial weight will be afforded to the target for mains water consumption of 105 litres or less per person per day and to the achievement of greenfield run off rates. Where greenfield run- off rates cannot be achieved this should be clearly justified by the applicant; however the fact that a site is previously developed and has an existing high run-off rate will not constitute justification.*  
*B. The design and layout of major development proposals will be required to:*  
*a. use appropriate sustainable drainage measures to control the rate and volume of surface water run-off;*  
*b. ensure separation of surface and foul water systems;*  
*c. make reasonable provision for the safe storage and passage of flood water in excessive events; and*  
*d. demonstrate adequate arrangements for the management'*
- 6.11.7 The Development will restrict surface water flows by introducing a sustainable urban drainage system. In order to achieve the required attenuation for the 1:100 year + 20% climate change event, a storage structure beneath the proposed basement car park will be required (480m<sup>3</sup>), with surface water pumped back to the public surface water sewer. The attenuation beneath the basement has been sized assuming no other storage features on Site, thus ensuring adequate space allowance beneath the basement.
- 6.11.8 It should be noted that the Development will result in an increase in permeable (green) areas which will provide a reduction in runoff rates both in terms of volume and discharge rate, regardless of any formal attenuation.
- 6.11.9 The drainage design has considered the upper end allowance for climate change (40%), and given the risk to people is minimal during this extreme event, the drainage design is deemed acceptable from a flood risk/drainage design perspective during this extreme event.
- 6.11.10 SUDS techniques have been considered including the provision of roof level storage and permeable paving. Due to the high density nature of the development, it is acknowledged that the incorporation of other features such as basins and ponds will not be possible. However, it is considered that details of further sustainable urban drainage techniques can be secured by a planning condition, should approval be granted.
- 6.11.11 Thames Water were consulted regarding both foul and surface water discharges rates off-site, and confirmed that the anticipated foul and surface water rates can be accommodated within their network without the need for any offsite improvement.
- 6.11.12 The application has been referred to the Environment Agency who has not raised any objection to the application. The Council's drainage team has expressed satisfaction with the sustainable drainage strategy, but has advised that it is necessary to secure detailed drainage proposals as a condition of

any planning permission.

6.11.13 In summary, the detailed design of the drainage strategy can be secured by means of a planning condition. Subject to this, it is considered that the proposed development would accord with the above policy requirements.

6.12 Infrastructure and Planning Obligations

6.13 On 1st April 2012 the Mayor of London's Community Infrastructure Levy (CIL) came into force and applies to all development except medical and educational uses. In Harrow, the Mayor's CIL is charged at a rate of £35.00 per square metre. It used to help fund the Crossrail infrastructure project. It is calculated that the proposal would generate a liability of £636, 475 under the Mayor's CIL.

6.14 On 1st October 2013 Harrow Council's CIL came into force. It applies to new residential development at a rate of £110.00 per square metre and to residential institutions (Use Class C2) at a rate of £55.00 per square metre. It is calculated that the proposal would generate a liability of £1,285,350 under the Harrow CIL.

6.15 London Plan Policy 8.2 Planning Obligations states that planning obligations should address strategic as well as local priorities and that affordable housing and public transport improvements should be given the highest importance. Core Strategy Policy CS1 AA requires all development to contribute to the delivery of strategic infrastructure identified in Harrow's Infrastructure Delivery Plan. Local Plan Policy DM 50 Planning Obligations undertakes to seek s.106 planning obligations to secure the provision of affordable housing and other infrastructure needed to mitigate site specific impacts of the proposed development.

6.16 Pursuant to the aforementioned policy framework the Council has published a Planning Obligations supplementary planning document (SPD).

Affordable Housing and Wheelchair Homes

6.17 London Plan Policy 3.12 Negotiating Affordable Housing on Individual Private Residential and Mixed-Use Schemes calls for the maximum reasonable amount of affordable housing to be provided in individual proposals and sets a clear expectation in favour of on-site provision. Core Strategy Policy CS1 J reiterates the requirement for the maximum reasonable amount of affordable housing to be provided on site.

6.18 The proposal could provide either 10 or 15 % affordable housing contribution. An obligation is outlined to ensure only 30 car parking spaces within the development would be for private sale to ensure that affordable housing offer will continue to be the maximum reasonable amount for the site.

6.19 Furthermore, obligations can be secured to restrict the occupation of the C2 building to those who are in need of care and thus also ensure that the affordable housing offer is the maximum delivered on site and that the



building will be maintained as C2 use.

### Public Art

- 6.20 The provision of public art is supported by London Plan Policy 7.5 Public Realm. The SPD states that all major development that has a significant impact on its physical environment and setting will be required to make provision for public art. Thus, the installation of an appropriate piece of public art within the site is considered to be necessary to comply with the relevant provisions of these development plan policies and the SPD.
- 6.21 In accordance with the SPD a contribution of £50,000 for public art is sought. It is envisaged that this sum will be transferred to the Council to run a transparent process for commissioning a public art work for the site, the exact location within the site to be agreed with the developer.

### Transport and Highways

- 6.22 The SPD makes it clear that whilst general improvements to transport infrastructure are to be funded by the CIL and other sources, additional works required to accommodate or mitigate the impact of a proposed development should be funded by the developer.
- 6.23 Transport mitigation measures and off-site highway works will be required as set out above. The mitigation measures are to be delivered through s.278 agreements, and s.106 planning obligations. The monetary value of the financial contributions will be agreed and included in the Planning Obligation.
- 6.24 As discussed in the above appraisal, officers do not consider that the provision of the lift at Stanmore Station is required to mitigate the impacts of the development. Nevertheless, should members consider otherwise, a financial contribution of 1.5 million could be secured towards this.

### Employment and Training

- 6.25 The SPD states that all major developments will need to contribute to local employment and training. The SPD identifies three types of employment and training obligation: construction training; general employment and training; and use of local suppliers.
- 6.26 The Council's economic development team have outlined a number of training and employment commitments relating to the residential value of the development. These include apprenticeships and paid work placement. A planning obligation is therefore outlined to secure a training and employment plan and financial contribution to monitor and implement the plan.

### Sustainability

- 6.27 Paragraph 16.7 of the Planning Obligations SPD states that: "*The preference is for developments to meet targets set out in the adopted Local Plan or London Plan on-site. Where required targets cannot be met, developers may*

*be required to contribute to a CO2 offset fund which will go towards the funding of off-site CO2 reduction measures in the locality”.*

- 6.28 The developer will provide a 30% CO2 reduction on site which does not meet the requirements of the London Plan. However, the developer has adequately demonstrated that the CO2 reductions are the maximum the scheme can viably deliver. Therefore a financial contribution towards off site provision can be secured to mitigate the impacts of the shortfall.

#### Education & Health

- 6.29 It is noted that a number of representations have been received in relation to impacts of the development on health and education. However, individual financial contributions cannot be sought in relation to this as improvements will already be secured through the Harrow CIL. This development will generate a contribution of £1,285,350 which will be used to fund infrastructure in Harrow.

### **7.0 CONCLUSION AND REASONS FOR APPROVAL**

- 7.1 There has been considerable local opposition to the proposed development. Clearly, some residents are concerned about a range of issues and impacts that may arise from the development, in particular the scale and massing of the buildings and consequent visual impact, its effect on neighbours' amenity and the current and future traffic and congestion problems on the local highway network. It is also noted that there are number of residents who support the proposals and consider it would provide significant positive impacts on the local area through the provision of a high quality building, public realm and in meeting the accommodation needs of elderly residents.
- 7.2 Officers consider that the proposed redevelopment of the site would provide a high quality residential development which would be a positive contribution to the local environment. Whilst the proposed buildings are substantial in scale and taller than the prevailing nearby buildings, the carefully modulated setbacks along Merrion Avenue help mitigate the impact of the additional heights on neighbouring houses. The outlook for residents immediately opposite the scheme would arguably be an improvement on the existing, with generous landscaped courtyards to the street and well-designed elevations which employ high quality materials and subtle ornament to provide visual interest. In addition, the upper two storeys to the assisted living blocks have considerable setbacks, making them almost indiscernible from key angles e.g. in relation to the station building. The C3 and C2 blocks would provide an appropriate transition in scale between the more suburban environment to the south, and the more urban fabric towards London Road. The site is currently occupied by an unviable and dated office building and undistinguished semi-detached housing and is of low value in terms of its contribution to the surrounding environment. The redevelopment of the site would significantly enhance the urban environment in terms of material presence and attractive streetscape.

- 7.3 The influence of 1930s mansion blocks is clear in the form and composition of the elevations, and references the modernist architecture of the nearby Kerry Avenue conservation area. The buildings have a distinct identity, which is both contemporary, contextually sensitive and high quality and would thereby not harm the setting of the conservation area or adjacent locally listed building.
- 7.4 The proposed buildings are considered to be of high quality architectural merit and the development as a whole, displays a high quality approach to its design. It would introduce an exciting new marker towards the approach to Stanmore District Centre and Stanmore Underground Station and raise the quality of the local townscape. It would make a significant contribution to economic development and regeneration objectives of the Council and has the potential to raise the bar for the design of assisted and independent living developments in Harrow.
- 7.5 The density of the proposed development together with the restrained provision of on-site car parking is considered to be appropriate in this location of very good public transport accessibility.
- 7.6 The proposal would secure the provision of affordable housing and promote housing choice through a range and mix of unit types, including family sized units Overall, the number of units proposed would positively add to the Council's housing delivery targets. The development would also have the potential to release under occupied family housing in Stanmore.
- 7.7 The proposed redevelopment of the site would provide appropriate living conditions which would be accessible for all future occupiers of the development.
- 7.8 The layout and orientation of the buildings and separation distances to neighbouring properties are considered to be satisfactory to protect the amenities of the neighbouring occupiers and the development would contribute towards the strategic objectives of reducing the carbon emissions of the borough.
- 7.9 For all these reasons and weighing up the development plan policies and proposals and other material considerations, it is recommended that the planning committee make a resolution to grant planning permission, subject to the completion of a Planning Obligation under section 106 of the Town and Country Planning Act 1990 (as amended), stage 2 referral to the Mayor of London (GLA) and the following conditions:

## APPENDIX 1: CONDITIONS AND INFORMATIVES

### Conditions

#### **General Planning Conditions**

1 Timing

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 documents

Unless otherwise agreed in writing by the local planning authority, the development shall be carried out, retained and completed in accordance with the following approved drawings and documents: P0-009 Rev PA; P0-001 Rev PA; P0-001 Rev PA; P0-002 Rev PA; P0-003 Rev PA; P0-004 Rev PA; P0-005 Rev PA; P0-006 Rev PA; P0-007 Rev PA; P0-008 Rev PA; P0-010 Rev PC; P0-011 Rev PB; P0-012 Rev PB; P0-013 Rev PB; P0-013 Rev PB; P0-014 Rev PB; 553.D.01; P1-099 Rev PC; P1-100 Rev PB; P1-101 Rev PB; P1-102 Rev PB; P1-103 Rev PB; P1-104 Rev PB; P1-105 Rev PB; P1-106 Rev PB; P1-106 Rev PB; P1-107 Rev PB; P1-AB-099 Rev PD; P1-AB-100 Rev PD; P1-AB-101 Rev PD; P1-AB-102 Rev PD; P1-AB-103 Rev PD; P1-AB-104 Rev PD; P1-AB-105 Rev PD; P1-AB-106 Rev PD; P1-AB-107 Rev PD; P1-AB-108 Rev PC; P1-AB-110 Rev PD; P1-AB-111 Rev PD; P1-AB-112 Rev PD; P1-AB-113 Rev PD; P1-AB-114 Rev PC; P1-AB-115 Rev PC; P1-AB-116 Rev PC; P1-AB-117 Rev PC; P1-CD-099 Rev PB; P1-CD-100 Rev PD; P1-CD-101 Rev PD; P1-CD-102 Rev PD; P1-CD-103 Rev PD; P1-CD-104 Rev PD; P1-CD-105 Rev PC; P1-CD-106 Rev PC; P1-CD-108 Rev PB; P1-CD-109 Rev PC; P1-CD-111 Rev PB; P1-CD-112 Rev PB; P1-CD-113 Rev PB; P1-AB-120 Rev PB; P1-AB-121 Rev PB; P1-AB-122 Rev PB; P1-AB-123 Rev PB; P1-AB-124 Rev PB; P1-AB-201 Rev PA; P1-AB-202 Rev PB; P1-AB-203 Rev PA ; P1-CD-114 Rev PA; P1-CD-115 Rev PA; P1-CD-116 Rev PA; P1-CD-120 Rev PC; P1-CD-121 Rev PB; SK-105 Rev PA; Planning Statement – Revision B; Design and Access Statement – Revision B; Alternative Use Report Prepared by Colliers International (March 2016); Socio-Economic Impacts Statement Prepared by Quod (11 March 2016); Townscape Assessment Prepared By Peter Stewart Consultancy (11 March 2016); Daylight, Sunlight and Overshadowing Report Prepared by Point Two Surveyors (11 March 2016); Transport Statement Prepared by WSP | Parsons Brinckerhoff Engineering Services (11 March 2016); Transport Framework Travel Plan Prepared by WSP | Parsons Brinckerhoff Engineering Services (11 March 2016); Addendum Transport Note Prepared by WSP | Parsons Brinckerhoff Engineering Services (18 August 2016); Energy Strategy – Revision A Prepared by Hoare Lea (August 2016); Sustainability Statement – Revision A Prepared by Hoare Lea (August 2016); Statement of Community Involvement Prepared by Four Communications (11 March 2016);

Outline Foul and Surface Water Drainage Strategy Prepared by WSP | Parsons Brinckerhoff Engineering Services (11 March 2016); Waste Management Report Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Utilities Report Prepared by Hoare Lea (11 March 2016); Construction Environment Management Plan Prepared by Elysian Development Management (11 March 2016); Environmental Risk Assessment Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Outline Arboricultural Report Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Extended Phase 1 Habitat Survey and Building Inspection for Bats Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Environmental Noise and Vibration Survey Prepared by Hoare Lea Acoustics (11 March 2016); Air Quality Assessment Report Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Viability Assessment Prepared by DS2 LLP (August 2016)

Reason: To ensure that the development is carried out to the highest standards of architecture and materials in accordance with Policies 7.6 and 7.7 of the London Plan (2015) and Policies AAP 4 and AAP 6 of the Local Plan (2013).

### **Pre-Commencement Conditions**

#### **3 Demolition and Construction Logistics Plan**

No development shall take place, including any works of demolition, until a demolition and construction logistics plan has first been submitted to the Local Planning Authority in writing to be agreed. The plan shall detail the arrangements for:

- a) the parking of vehicles of site operatives and visitors;
- b) loading and unloading of plant and materials;
- c) storage of plant and materials used in construction the development;
- d) the erection and maintenance of security hoardings including decorative displays and facilities for public viewing;
- e) wheel washing facilities; and
- f) a scheme for recycling/disposing of waste resulting from demolition and construction works.
- g) measures for the control and reduction of dust
- h) measures for the control and reduction of noise and vibration.

The demolition and construction of the development shall be carried out in accordance with the plan so agreed.

Reason: To ensure that measures are put in place to manage and reduce noise and vibration impacts during demolition and construction and to safeguard the amenity of neighbouring occupiers, in accordance with Policies 7.14 and 7.15 of the London Plan (2016) and Policy DM1 of the Local Plan (2013) and to ensure that the transport network impact of demolition and construction work associated with the development is managed in accordance with Policy 6.3 of the London Plan (2016). To ensure that measures are agreed and in place to manage and reduce dust, noise and vibration during the demolition and construction phases of the development and manage transport impacts during the demolition and construction phases of the development. This condition is a PRE-COMMENCEMENT condition.

4 Construction and Site Waste Management Plan

No development shall take place, including any works of demolition, until a construction and site waste management plan, setting out arrangements for the handling of excavation, demolition and construction waste arising from the development, and to make provision for the recovery and re-use of salvaged materials wherever possible, has been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the approved plan or any amendment or variation to it as may be agreed in writing by the local planning authority.

Reason: To ensure that waste management on the site is addressed from construction stage and to promote waste as a resource, in accordance with Policy CS1 X of the Core Strategy (2012). To ensure that measures are agreed and in place to manage and re-use waste arising during the demolition and construction phases of the development. This condition is a PRE-COMMENCEMENT condition.

5 MOD Safeguarding Condition

No development shall take place, including any works of demolition, until a construction management strategy, to include details of cranes and other tall construction equipment (including obstacle lighting) has been submitted to the Local Planning Authority in writing to be agreed. The construction of the development shall be carried out in accordance with the strategy so agreed.

Reason: To ensure that construction work and construction equipment associated with the development does not obstruct air traffic movements or otherwise impede the effective operation of air traffic navigation transmitter and receiver systems, in accordance with Policy 7.7 of the London Plan (2016). To ensure that measures are agreed and in place to avoid any obstruction to air traffic and to safeguard the integrity of air traffic operational systems during the demolition and construction phases of the development. This condition is a PRE-COMMENCEMENT condition.

6 Surface Water Drainage Strategy

No development shall take place, other than works of demolition, until details of works for the disposal of surface water, including surface water attenuation and storage, have been submitted to, the Local Planning Authority in writing to be agreed. The submitted details shall include measures to prevent water pollution and details of SuDS and their management and maintenance. The development shall be carried out in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the development achieves an appropriate greenfield run-off rate in this critical drainage area and to ensure that sustainable urban drainage measures are exploited, in accordance with London Policies 5.13 & 5.15 of the London Plan (2016) and built-in to the Policy DM 10 of the Harrow Development Management Policies Local Plan (2013). To ensure that measures are agreed and development to manage and reduce surface water run-off. This

condition is a PRE-COMMENCEMENT condition.

7 Foul Surface Water Drainage Strategy

No development shall take place, other than works of demolition, until a foul water drainage strategy, has been submitted to the Local Planning Authority in writing to be agreed. The development shall not be occupied until the agreed drainage strategy has been implemented.

Reason: To ensure that there would be adequate infrastructure in place for the disposal of foul water arising from the development, in accordance with Policy 5.14 of the London Plan (2016) and Harrow Core Strategy Policy CS1, and to ensure that the development would be resistant and resilient to foul water flooding in accordance with Policy DM 10 of the Harrow Development Management Policies Local Plan (2013). To ensure that measures are agreed and put in place to dispose of foul water arising from the development. This condition is a PRE-COMMENCEMENT condition.

8 Invasive Plant Species

No development shall take place, other than works of demolition, until a detailed Method Statement for removing the Invasive plant species on site has been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the approved details.

Reason: To safeguard the ecology and biodiversity of the area, in accordance with the requirements of the National Planning Policy Framework (2012) , London Plan policy 7.19 and Core Strategy policy CS1. To ensure that measures are agreed and put in place to remove invasive plant species and to prevent further contamination on and off site. This condition is a PRE-COMMENCEMENT condition.

9 Levels

No site works or development shall commence (other than demolition works) until details of the levels of the building(s), road(s) and footpath(s) in relation to the adjoining land and highway(s), and any other changes proposed in the level of the site, have been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the details so agreed.

Reason: To ensure that the works are carried out at suitable levels in relation to the highway and adjoining properties in the interests of the amenity of neighbouring residents, the appearance of the development, drainage, gradient of access and future highway improvement in accordance with policies DM 1, DM 10 and DM 42 of the Harrow Development Management Policies Local Plan (2013). To ensure that appropriate site levels are agreed before the superstructure commences on site. This condition is a PRE-COMMENCEMENT condition.

10 London Underground Safeguarding Condition

The development hereby permitted shall not be commenced (other than works of demolition) until detailed design and method statements (in consultation with London Underground) for all of the foundations, basement and ground floor structures, or for any other structures below ground level, including piling (temporary and permanent), have been submitted to the Local Planning Authority in writing to be agreed which:

- Provide details on all structures
- Accommodate the location of the existing London Underground structures
- Demonstrate access to elevations of the building adjacent to the property boundary with London Underground can be undertaken without recourse to entering our land
- Demonstrate that there will at no time be any potential security risk to our railway, property or structures.
- Accommodate ground movement arising from the construction thereof
- Mitigate the effects of noise and vibration arising from the adjoining operations within the structures.

The development shall thereafter be carried out in all respects in accordance with the approved design and method statements, and all structures and works comprised, and all structures and works comprised within the development hereby permitted which are required by the approved design statements in order to procure the matters mentioned in paragraphs of this condition shall be completed, in their entirety, before any part of the building hereby permitted is occupied.

Reason: To ensure that the development does not impact on existing London Underground transport infrastructure, in accordance with table 6.1 of The London Plan (2016) and 'Land for Industry and Transport' Supplementary Planning Guidance 2012. To ensure that all underground works, including the basement and foundations that must be undertaken in the early part of the works would not impact on transport infrastructure. This condition is a PRE-COMMENCEMENT condition.

11 Cycle Parking Details

The development hereby permitted shall not be commenced (other than works of demolition) until details of the cycle parking spaces on the site and their phased delivery alongside the development has been submitted to the Local Planning Authority in writing to be agreed. The cycle parking shall be implemented on site for the sole use of the development in accordance with the phasing details and shall be retained for the lifetime of the development.

Reason: To ensure the satisfactory provision of safe cycle storage facilities, to provide facilities for all the users of the site and in the interests of highway safety and sustainable transport, in accordance with policy 6.9B of The London Plan 2016 and policy DM 42 of the Harrow Development Management Policies Local Plan (2013). To ensure that cycle parking facilities would be available for all users of the site on immediate occupation of any of the buildings. This is a PRE-COMMENCEMENT condition.



12 Air Quality: Non Road Mobile Machinery

The development hereby permitted shall not be commenced (other than works of demolition) until details have been submitted to the Local Planning Authority in writing to be agreed for all Non-Road Mobile Machinery (NRMM) to be used on the development site. All NRMM should meet as minimum the Stage IIIB emission criteria of Directive 97/68/EC and its subsequent amendments unless it can be demonstrated that Stage IIIB equipment is not available. An inventory of all NRMM must be registered on the NRMM register <https://nrmm.london/user-nrmm/register>. All NRMM should be regularly serviced and service logs kept on site for inspection. Records should be kept on site which details proof of emission limits for all equipment.

Reason: To ensure that the development would not result in a deterioration of air quality in accordance with policy 7.14 of The London Plan (2016) and policy DM1 of the Harrow Development Management Polices Local Plan (2013). To ensure that suitable vehicles would be used during the construction process, this is a PRE-COMMENCEMENT CONDITION.

13 Contamination

Notwithstanding the submitted Environmental Risk Assessment Report, prior to the commencement of the development, the following details shall be submitted to the Local Planning Authority in writing to be agreed (a) a further investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes, adjoining land,
- groundwaters and surface waters,
- ecological systems,
- archeological sites and ancient monuments;

(b) The results of the site investigation and detailed risk assessment referred to in (a) and based on these, if required an options appraisal and remediation strategy giving full details of the remediation measures required and how these will be undertaken.

(c) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (b) are complete and identifying any requirements for longer term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Unless otherwise agreed in writing with the local planning authority, the development shall be carried out as approved.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite in accordance with policy 5.21 of The London Plan (2016) and policy DM 15 of the Harrow Development Management Policies Local Plan (2013).

### **Progression Point Conditions**

#### **14 Materials**

Notwithstanding the details shown on the approved drawings, the development shall not progress beyond damp proof course level until samples of the materials (or appropriate specification) to be used in the construction of the external surfaces noted below have been submitted to the Local Planning Authority to be agreed in writing,:

- a) facing materials for the buildings
- b) windows/ doors
- c) Inset and balconies and terraces including privacy screens
- d) boundary treatment including all pedestrian/ access gates
- e) ground surfacing

The development shall be carried out in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the development is carried out to the highest standards of architecture and materials in accordance with Policies 7.6 and 7.7 of the London Plan (2016) and Policy DM 1 of the Harrow Development Management Policies Local Plan (2013).

#### **15 Materials Samples**

The development hereby approved shall not progress beyond damp proof course level until two x 1:1 sample mock-ups of the bricks and tiles (including window opening) to be used in the external faces of the buildings have been erected on site (or at such other location(s) and agreed in writing by, the Local Planning Authority. The development shall be carried out in accordance with the details, samples and drawings so agreed and shall be retained as such thereafter.

Reason: To ensure that the development is carried out to the highest standards of architecture and materials in accordance with Policies 7.6 and 7.7 of the London Plan (2016) and Policy DM 1 of the Harrow Development Management Policies Local Plan (2013).

#### **16 Extraction Flues, Ventilation Systems, Rainwater Disposal**

The development hereby approved shall not progress beyond damp proof course level until details of any extraction flues, ventilation systems, and rainwater disposal systems (including downpipes) have been submitted to to the Local Planning Authority in writing to be agreed. The application shall be implemented in full accordance with such details and be maintained thereafter.

Reason: To ensure that the development is carried out to the highest standards of architecture and materials in accordance with Policies 7.6 and 7.7 of the London Plan (2016) and Policy DM 1 of the Harrow Development Management Polices Local Plan (2013).

17 Air Quality: Combined Heat and Power Plant

The development hereby approved shall not progress beyond damp proof course level until a specification of the combined heat and power plant, and arrangements for testing the emissions from the plant, have been submitted to, and agreed in writing by, the local planning authority. The aforementioned arrangements shall include a timetable for testing the plant and for reporting the test results to the Local Planning Authority in writing to be agreed. The combined heat and power plant shall be installed and thereafter retained in accordance with the specification so agreed, and the testing shall be carried out in accordance with the arrangements so agreed. In the event that the local planning authority does not approve the test results, such remedial action as shall be specified in writing by the local planning authority shall be carried out no later than a date as shall be specified in writing by the local planning authority.

Reason: To ensure that the emissions from the combined heat and power system comply with the standards published at Appendix 7 of the Mayor of London's Sustainable Design & Construction supplementary planning document (2014) (or such appropriate standards as may supersede them) and that the development is consistent with the provisions of Policy 7.14 of the London Plan (2016).

18 Combined Heat and Power Flue Details

The development hereby approved shall not progress above damp proof course level until a specification and drawings of the external part of the flue of the combined heat and power system has been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the external part of the flue of the combined heat and power system complies with the standards published at Appendix 7 of the Mayor of London's Sustainable Design & Construction supplementary planning document (2014) (or such appropriate standards as may supersede them) in accordance with the provisions of Policy 7.14 of the London Plan (2016), and to ensure that flue would not be detrimental to the design and appearance of the development or detrimental to the amenity of future occupiers of the development in accordance with the provisions of Policy DM 1 of the Local Plan (2013).

19 Privacy Screens

The development hereby approved shall not progress beyond basement level until details of privacy screens to be installed to the balconies/terraces and roof top terraces and their locations across the development have first been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the development achieves a high standard of amenity for future occupiers of this and the neighbouring buildings, in accordance with Policy 7.6 of the London Plan (2016) and Policy DM 1 of the Development Management Policies Local Plan (2013).

20 Internal Noise Levels

The development hereby approved shall not progress beyond basement level until a report identifying those residential premises within the development that require mitigation of external noise levels and detailing the mitigation required to achieve satisfactory noise levels within those premises has first been submitted to the Local Planning Authority in writing to be agreed. The report shall also detail the arrangements for ventilating the residential premises so identified. The development shall be carried out in accordance with the report so agreed, and shall be retained as such thereafter.

Reason: To ensure that potential adverse noise impacts to residential premises within the development are mitigated in accordance with Policy 7.15 of the London Plan (2016), and to ensure a high standard of amenity for future occupiers in accordance with Policy DM 1 of the Development Management Policies Local Plan (2013).

21 External Lighting

The development hereby approved shall not progress beyond basement level until details of the lighting of all public realm and other external areas (including buildings) within the site has been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the development incorporates lighting that contributes to Secured by Design principles, achieves a high standard of residential quality in accordance with Policies DM 1 and DM 2 of the Harrow Development Management Policies Local Plan (2013) and to ensure that the development does not unduly impact on the biodiversity potential of the site in accordance with policy DM 20 of the Harrow Development Management Policies Local Plan (2013).

22 Hard and Soft Landscaping

The development hereby approved shall not progress beyond basement level until a scheme for the hard and soft landscaping of the development, to include details of the planting, hard surfacing materials, raised planters, external seating and boundary treatment has been submitted to the Local Planning Authority in writing to be agreed. Soft landscaping works shall include: planting plans (at a scale not less than 1:100), written specification of planting and cultivation works to be undertaken and schedules of plants, noting species, plant sizes and proposed numbers / densities and an implementation programme. The hard surfacing details shall include samples to show the texture and colour of the materials to be used and information about their sourcing/manufacturer. The hard

and soft landscaping details shall demonstrate how they would contribute to privacy between the approved private terraces and the public pedestrian route/corridors, and communal garden/open space areas. The scheme shall also include proposed finished levels, means of enclosure circulation areas, minor artefacts and structures (such as play equipment, furniture, temporary refuse storage area and signs). The development shall be carried out in accordance with the scheme so agreed and shall be retained as such thereafter.

Reason: To ensure that the development makes provision for hard and soft landscaping which contributes to the creation of a high quality, accessible, safe and attractive public realm and to ensure a high standard of design, layout and amenity in accordance with policy 7.4B of The London Plan (2016), policy CS.1B of the Harrow Core Strategy (2012) and policies DM 1 and DM 22 of the Harrow Development Management Polices Local Plan (2013).

23 Bird and Bat Nesting Boxes

The development hereby approved shall not progress beyond basement level until proposals for increasing the availability of bird nesting places and bat boxes within the site have been submitted to the Local Planning Authority in writing to be agreed. Bird nesting places shall cater for bird species identified in Table 6 of the Harrow Biodiversity Action Plan 2015-2020. The development shall be carried out in accordance with the proposals so agreed and shall be retained as such thereafter.

Reason: To ensure that the development makes appropriate provision for the protection, enhancement, creation and management of biodiversity within the site and surrounding area in accordance with Policy 7.19 of The London Plan (2016) and Policy DM 22 of the Harrow Development Management Polices Local Plan (2013).

24 Green/Biodiverse Roofs

The development hereby approved shall not progress beyond basement level until details of the provision of green/biodiverse roofs within the development have been submitted to, the Local Planning Authority in writing to be agreed. The green/biodiverse roofs shall be designed to contribute to the creation of appropriate habitats targeted in London Plan Table 7.3 and/or the Harrow Biodiversity Action Plan 2015-2020 and the details to be submitted shall comprise:

- a) identification of the roof areas to be used for the provision of green/biodiverse roofs;
- b) details of the planting to be used; and
- c) details of the maintenance including irrigation.

The development shall be carried out in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the development makes appropriate provision for the protection, enhancement, creation and management of biodiversity within the site and surrounding area in accordance with Policy 7.19 of The London Plan (2016) and Policy DM 22 of the Harrow Development Management Polices Local Plan

(2013).

25 Ecological Enhancements

The development hereby permitted shall not progress beyond basement level until details of ecological enhancement measures within the site, in accordance with the recommendations of the Extended Phase 1 Habitat Survey and Building Inspection for Bats (dated March 2016) by WSP: Parsons Brinckerhoff (dated March 2016) have been submitted to the Local Planning Authority in writing to be agreed. The development shall not be occupied until the works have been completed in accordance with the approved details and thereafter retained.

Reason: To ensure that the development makes appropriate provision for the protection, enhancement, creation and management of biodiversity within the site and surrounding area in accordance with Policy 7.19 of The London Plan (2016) and Policy DM 22 of the Harrow Development Management Policies Local Plan (2013).

26 Water Efficiency

The development hereby approved shall not progress beyond basement level until a strategy for the efficient use of mains water within the residential parts of the development, pursuant to a water consumption limit of 110 litres per person per day, has been submitted to the Local Planning Authority in writing to be agreed. The development shall be carried out in accordance with the strategy so agreed and shall be retained as such thereafter.

Reason: To ensure that the development makes efficient use of mains water in accordance with Policy 5.13 of the London Plan (2016) and Policy DM 10 of the Local Plan (2013).

**Pre-Occupation Conditions**

27 Landscape Maintenance

The development hereby approved shall not be occupied until a scheme for the on-going management and maintenance of the soft landscaping within the development, to include a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for a minimum period of 5 years for all landscape areas, and details of irrigation arrangements and planters, has been submitted to the Local Planning Authority in writing to be agreed,. The development shall be carried out in accordance with the scheme so agreed and shall be retained as such thereafter.

Reason: To ensure that the development makes provision for hard and soft landscaping which contributes (i) to the creation of a high quality, accessible, safe and attractive public realm and (ii) to the enhancement, creation and management of biodiversity within the site and surrounding are, in accordance with Policies DM 21 and DM 22 of the Development Management Policies Local Plan (2013), and to ensure a high standard of design, layout and amenity in accordance with Policy DM1 of the Local Plan.

28 Parking Management Plan

The residential premises hereby approved shall not be occupied until a Parking Management Plan has first been submitted to the Local Planning Authority in writing to be agreed. The plan shall: identify the electric vehicle charging point spaces that are to be provided within the basement car park as 'active' spaces and those as 'passive' spaces; detail the allocation of a disabled person's parking space within the basement car park to each wheelchair home within the development; detail the allocation of general parking spaces within the development; detail the management of general vehicle access across the site and detail the provision of cycle parking for staff/visitors to the development. The development shall be carried out in accordance with the plan so agreed and shall be retained as such thereafter.

Reason: To ensure that the development provides sufficient electric vehicle charging points and adequate, secure and (where appropriate) weather protected cycle parking in accordance with London Plan Policies 6.9 and 6.13 and Local Plan Policy DM 42, and contributes to the achievement of a lifetime neighbourhood in accordance with London Plan Policy 7.1 and Policy DM 2 of the Local Plan (2013).

29 Delivery and Service Plan

The residential premises hereby approved shall not be first occupied until a Delivery and Servicing Plan has first been submitted to the Local Planning Authority in writing to be agreed. The delivery and service plan shall be carried out in accordance with the approved details for the lifetime of the development.

Reason: To ensure that the transport network impact of deliveries associated with non-residential uses within the development is managed in accordance with Policy 6.3 of the London Plan (2016) and Policy DM 44 of the Harrow Development Management Policies Local Plan (2013).

30 Energy and Sustainability

The development shall be undertaken in accordance with the approved Sustainability Statement and Energy Strategy. Within 3 months (or other such period agreed in writing by the Local Planning Authority) of the final completion of the development a post construction assessment shall be undertaken demonstrating compliance with the approved Energy Statement Rev A and Sustainability Statement Rev A (dated August 2016) by Hoare Lee which thereafter shall be submitted to the Local Planning Authority in writing to be agreed the Local Planning Authority for written approval.

Reason: To ensure the delivery of a sustainable development in accordance with the National Planning Policy Framework 2012, policies 5.2.B/C/D/E of The London Plan (2016) and policies DM 12, DM 13 and DM 14 of the Harrow Development Management Policies Local Plan.

31 Overheating Analysis

Prior to the occupation of the development, details of a dynamic overheating/cooling analysis shall be submitted to the Local Planning Authority in writing to be agreed. The submitted details shall demonstrate that the development is not at risk of overheating and will also meet its cooling needs in accordance with the overheating and cooling hierarchy of policy 5.9 of The London Plan (2016). The development shall be carried out and retained in accordance with the approved details.

Reason: To ensure the delivery of a sustainable development in accordance with the National Planning Policy Framework 2012, policy 5.9 of The London Plan (2016) and policy DM 12 of the Harrow Development Management Policies Local Plan.

32 Designing Out Crime

The development shall be carried out and completed in accordance with the details specified in the Crime Impact Statement. Prior to the first occupation of the development, evidence of Secured by Design Certification shall be submitted to the Local Planning Authority in writing to be agreed. The development shall be retained in accordance with the approved details.

Reason: In the interests of creating safer and more sustainable communities and to safeguard amenity by reducing the risk of crime and the fear of crime, in accordance with Policies 7.3 and 7.13 of the London Plan (2016) and Policy DM 2 of the Local Plan (2013), and Section 17 of the Crime & Disorder Act 1998.

33 Telecommunications Equipment

Prior to the first occupation of the development, details of a strategy for the provision of communal facilities for television reception (eg. aerials, dishes and other such equipment) shall be submitted to and approved in writing by the Local Planning Authority. Such details shall include the specific size and location of all equipment. The approved details shall be implemented prior to the first occupation of the relevant phase and shall be retained thereafter. No other television reception equipment shall be introduced onto the walls or the roof of the building without the prior written approval of the Local Planning Authority.

Reason: To ensure that any telecommunications apparatus and other plant or equipment that is required on the exterior of the buildings preserves the high quality design of the buildings and spaces in accordance with Policy 7.4 of the London Plan (2016), and DM 49 of the Development Management Policies Local Plan (2013), and to ensure that the development achieves a high standard of amenity for future occupiers the buildings in accordance with Policy DM 1 of the Development Management Policies Local Plan (2013).



## Other Conditions

### 34 Refuse Bins

The refuse bins shall be stored at all times, other than on collection days, in the designated refuse storage area, as shown on the approved drawing plans.

Reason: To safeguard the appearance and character of the surrounding area, in accordance with policy 7.4.B of The London Plan 2016 and ensure a high standard of residential quality in accordance with Policies DM 1 and DM 45 of the Harrow Development Management Policies Local Plan (2013).

### 35 Permitted Development: Communications

Notwithstanding the provisions of Part 16 (Communications) to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015, or any order revoking and replacing that Order with or without modification, no development that would otherwise be permitted by that part of the Order (or the equivalent provisions of any replacement Order) shall be carried out without planning permission having first been obtained by the local planning authority.

Reason: To ensure that the development preserves the highest standards of architecture and materials in accordance with Policies 7.6 and 7.7 of the London Plan (2016) and Policies DM 1 and DM 49 of the Harrow Development Management Policies Local Plan (2013).

### 36 Protection of Birds

If the development hereby permitted commences during the bird breeding season (March to August) inclusive trees and buildings in the vicinity of the site shall be examined for nests or signs of breeding birds. Should an active bird's nest be located, time must be allowed for birds to fledge and the nest should not be disturbed during building works.

Reason: To safeguard the ecology and biodiversity of the area in accordance with policies DM 21 and DM 22 of the Harrow Development Management Policies Local Plan (2013).

### 37 Residential Storage Space

The residential premises hereby approved shall each be provided with a storage space in accordance with the National Space Standards and Mayor of London's Housing SPG (2016) unless otherwise agreed in writing by the local planning authority.

Reason: To ensure that the development achieves a high standard of residential quality for future occupiers of the development in accordance with Policy 3.5 of the London Plan (2016) and Policy and DM 1 of the Harrow Development Management Policies Local Plan (2013).

38 Access to the Basement Car Park

Any rollershutters, gates and other means of controlling access to the basement car park shall not be first installed until details of their appearance and measures for mitigating noise associated with their operation have first been submitted to, and agreed in writing by, the local planning authority. Such rollershutters, gates and other means of controlling access to the basement shall be installed in accordance with the details so agreed and shall be retained as such thereafter.

Reason: To ensure that the development achieves a high standard of design, that the noise impact of any rollershutters, gates and other means of controlling access to the basement car park and loading bay is minimised and that the development achieves a high standard of amenity for future and the neighbouring occupiers, in accordance with Policy 7.15 of the London Plan (2016) and Policy DM 1 of the Local Plan (2013).

39 Implementation of Hard and Soft Landscaping

All hard landscaping shall be carried out prior to the occupation of any part of the development or in accordance with a programme first agreed in writing by the local planning authority. All soft landscaping works including planting, seeding or turfing comprised in the approved scheme of landscaping shall be carried out no later than the first planting and seeding season following the final occupation of the residential parts of the buildings, or the completion of the development, whichever is the sooner. Any existing or new trees or shrubs which, within a period of 5 years from the completion of the development, die, are removed, or become seriously damaged, diseased or defective, shall be replaced in the next planting season, with others of a similar size and species, unless the local authority agrees any variation in writing.

Reason: To ensure that the development makes provision for hard and soft landscaping which contributes (i) to the creation of a high quality, accessible, safe and attractive public realm and (ii) to the enhancement, creation and management of biodiversity with the Heart of Harrow, in accordance with Policy DM22 of the Local Plan (2013), and to ensure a high standard of design, layout and amenity in accordance with Policy DM1 of the Local Plan.

40 Plant Noise Levels

The rating level of noise emitted from any plant, machinery and equipment on the site, shall be lower than the existing background level by at least 10 LpA. Noise levels shall be determined at one metre from the boundary of the nearest noise sensitive premises. The measurements and assessments shall be made in accordance with BS 4142:2014. The background noise level shall be expressed as the lowest LA90 (10 minutes) during which the plant is or may be in operation. Before any plant is used, measurements of the noise from the plant must be taken and a report / impact assessment demonstrating that the plant (as installed) meets the design requirements, shall be submitted to the Local Planning Authority in writing to be agreed be approved in writing by the Local Planning Authority.

Reason: To ensure that the development achieves a high standard of amenity for future occupiers of this and the neighbouring buildings, in accordance with Policy 7.6 of the London Plan (2016) and Policy DM 1 of the Local Plan (2013).

41 Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared which is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the Local Planning Authority in writing to be agreed

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy 5.21 of the London Plan 2016 and Policy DM 15 of the Harrow Development Management Policies Local Plan (2013).

42 Wheelchair Accessible and Wheelchair Adaptable Homes

A minimum of 10% of the units shall be built in accordance with Building Regulation standard M4 (3) 'Wheelchair User Dwellings'. All other residential units in this development, as detailed in the submitted and approved drawings, shall be built to Building Regulation Standard M4 (2) 'Accessible and adaptable dwellings'. The development shall be thereafter retained to those standards.

Reason: To ensure provision of 'Wheelchair and Accessible and adaptable' housing in accordance with policies 3.8 and 7.2 of The London Plan (2016), Policy DM 2 of the Harrow Development Management Policies Local Plan (2013) and the Council's adopted Supplementary Planning Document: Accessible Homes (2010).

43 Quantum of Communal Space within the C2 building

The C2 assisted living building hereby approved shall retain a minimum of 2033m<sup>2</sup> of communal floorspace for the lifetime of the development.

Reason: To ensure the proposed development would provide suitable facilities of the occupiers of the building and that the development would continue to make a contribution to housing choice and the creation of mixed and balanced sustainable communities in accordance with policies 3.8 and 3.9 of The London Plan (2016) and policies DM 2 and DM 24 of the Harrow Development Management Policies Local Plan (2013) and to ensure the proposed development would not be detrimental to the delivery of affordable housing in the borough and would accord with policies 3.11 and 3.12 of The London Plan (2016).

44 Privacy

The following windows shall be a) be of purpose-made obscure glass and b) be permanently fixed closed below a height of 1.7 metres above finished floor level:

- windows in the south facing wall of the first, second and third floor of the C3 residential building
- east and west facing windows serving the corridor at third floor and second floor level of the C3 residential building
- The windows between the C2 assisted living block and C3 residential block as detailed on the approved plans.

The windows shall thereafter be retained in that form.

Reason: To safeguard the amenity of neighbouring residents and future occupiers of the development in accordance with policy 7.6 of The London plan (2016) and policy DM 1 of the Harrow Development Management Policies Local Plan (2013)

**Informatives:**

1 **INFORMATIVE: SUMMARY OF REASONS FOR GRANT OF PLANNING PERMISSION:**

The decision to grant permission has been taken having regard to the policies and proposals in the London Plan and-or the Harrow Local Plan set out below, and to all relevant material considerations including any comments received in response to publicity and consultation, as outlined in the application report:

**London Plan:** 3.3, 3.4, 3.5, 3.6, 3.8, 3.9, 3.11, 3.12, 3.17, 4.2, 5.1, 5.2, 5.3, 5.5, 5.6, 5.7, 5.9, 5.10, 5.11, 5.12, 5.13, 5.14, 5.15, 5.18, 5.21, 6.1, 6.3, 6.9, 6.10, 6.11, 7.1, 7.2, 7.3, 7.4, 7.5, 7.6, 7.7, 7.8, 7.13, 7.14, 7.15, 7.18, 7.19, 7.21, 8.2.

**Harrow Core Strategy:** CS1, CS7;

**Development Management Policies:** DM 1, DM 2, DM 9, DM 7, DM 10, DM 12, DM 14, DM 13, DM 15, DM 21, DM 22, DM 28, DM 29, DM 31, DM 32, DM 41, DM 42, DM 43, DM 44, DM 45, DM 49, DM 50, Schedule 3.

**Supplementary Planning Guidance:**

Site Allocations Development Plan Document: (2013)

Supplementary Planning Document – Access for All (2006)

Supplementary Planning Document - Accessible Homes (2010)

Supplementary Planning Document – Planning Obligations (2013)

Supplementary Planning Document – Garden Land (2013).

Mayor Of London, Housing Supplementary Planning Guidance (March 2016)

Code of Practice for Storage and Collection of Refuse and Materials for Recycling in Domestic Properties (2016)

2 **INFORMATIVE: 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 **£636, 475** 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 **£636,475** for

the application, based on the levy rate for Harrow of £35/sqm and the stated increase in floorspace of 13, 000 sqm (C2 use) and 5185 (C3 Use)

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

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

3 INFORMATIVE: 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 **£1,285,350**

4 INFORMATIVE: Wheelchair Homes

The applicant is encouraged to liaise with the Council during the construction of the development to ensure, insofar as possible, that the wheelchair homes are fitted-out to meet the needs of their first occupiers.

5 INFORMATIVE:

Thames Water advises that, with regard to surface water drainage, it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Servicers will be required. They can be contacted on 0800 009 392.

6 INFORMATIVE: Thames Water recommends the installation of a properly maintained fat trap on all catering establishments. It is further recommended, in line with best practice for the disposal of Fats, Oils and Grease, the collection of waste oil by a contractor, particularly to recycle for the production of bio diesel. Failure to implement these recommendations may result in this and other properties suffering blocked drains, sewage flooding and pollution to local watercourses.

7 INFORMATIVE: 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.

- 8      **INFORMATIVE:** 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](mailto:communities@twoten.com)
- 9      **INFORMATIVE:**  
**IMPORTANT:** Compliance With Planning Conditions Requiring Submission and Approval of Details Before Development Commences  
You will be in breach of planning permission if you start development without complying with a condition requiring you to do something before you start. For example, that a scheme or details of the development must first be approved by the Local Planning Authority. Carrying out works in breach of such a condition will not satisfy the requirement to commence the development within the time permitted.  
Beginning development in breach of a planning condition will invalidate your planning permission. If you require confirmation as to whether the works you have carried out are acceptable, then you should apply to the Local Planning Authority for a certificate of lawfulness.
- 10     **INFORMATIVE: PRE APPLICATION ADVICE**  
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. Pre-application advice was sought and provided and the submitted application was in accordance with that advice.
- Plans Nos: P0-009 Rev PA; P0-001 Rev PA; P0-001 Rev PA; P0-002 Rev PA; P0-003 Rev PA; P0-004 Rev PA; P0-005 Rev PA; P0-006 Rev PA; P0-007 Rev PA; P0-008 Rev PA; P0-010 Rev PC; P0-011 Rev PB; P0-012 Rev PB; P0-013 Rev PB; P0-013 Rev PB; P0-014 Rev PB; 553.D.01; P1-099 Rev PC; P1-100 Rev PB; P1-101 Rev PB; P1-102 Rev PB; P1-103 Rev PB; P1-104 Rev PB; P1-105 Rev PB; P1-106 Rev PB; P1-106 Rev PB; P1-107 Rev PB; P1-AB-099 Rev PD; P1-AB-100 Rev PD; P1-AB-101 Rev PD; P1-AB-102 Rev PD;

P1-AB-103 Rev PD; P1-AB-104 Rev PD; P1-AB-105 Rev PD; P1-AB-106 Rev PD; P1-AB-107 Rev PD; P1-AB-108 Rev PC; P1-AB-110 Rev PD; P1-AB-111 Rev PD; P1-AB-112 Rev PD; P1-AB-113 Rev PD; P1-AB-114 Rev PC; P1-AB-115 Rev PC; P1-AB-116 Rev PC; P1-AB-117 Rev PC; P1-CD-099 Rev PB; P1-CD-100 Rev PD; P1-CD-101 Rev PD; P1-CD-102 Rev PD; P1-CD-103 Rev PD; P1-CD-104 Rev PD; P1-CD-105 Rev PC; P1-CD-106 Rev PC; P1-CD-108 Rev PB; P1-CD-109 Rev PC; P1-CD-111 Rev PB; P1-CD-112 Rev PB; P1-CD-113 Rev PB; P1-AB-120 Rev PB; P1-AB-121 Rev PB; P1-AB-122 Rev PB; P1-AB-123 Rev PB; P1-AB-124 Rev PB; P1-AB-201 Rev PA; P1-AB-202 Rev PB; P1-AB-203 Rev PA ; P1-CD-114 Rev PA; P1-CD-115 Rev PA; P1-CD-116 Rev PA; P1-CD-120 Rev PC; P1-CD-121 Rev PB; SK-105 Rev PA; Planning Statement – Revision B; Design and Access Statement – Revision B; Alternative Use Report Prepared by Colliers International (March 2016); Socio-Economic Impacts Statement Prepared by Quod (11 March 2016); Townscape Assessment Prepared By Peter Stewart Consultancy (11 March 2016); Daylight, Sunlight and Overshadowing Report Prepared by Point Two Surveyors (11 March 2016); Transport Statement Prepared by WSP | Parsons Brinckerhoff Engineering Services (11 March 2016); Transport Framework Travel Plan Prepared by WSP | Parsons Brinckerhoff Engineering Services (11 March 2016); Addendum Transport Note Prepared by WSP | Parsons Brinckerhoff Engineering Services (18 August 2016); Energy Strategy – Revision A Prepared by Hoare Lea (August 2016); Sustainability Statement – Revision A Prepared by Hoare Lea (August 2016); Statement of Community Involvement Prepared by Four Communications (11 March 2016); Outline Foul and Surface Water Drainage Strategy Prepared by WSP | Parsons Brinckerhoff Engineering Services (11 March 2016); Waste Management Report Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Utilities Report Prepared by Hoare Lea (11 March 2016); Construction Environment Management Plan Prepared by Elysian Development Management (11 March 2016); Environmental Risk Assessment Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Outline Arboricultural Report Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Extended Phase 1 Habitat Survey and Building Inspection for Bats Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Environmental Noise and Vibration Survey Prepared by Hoare Lea Acoustics (11 March 2016); Air Quality Assessment Report Prepared by WSP | Parsons Brinckerhoff Engineering Services (March 2016); Viability Assessment Prepared by DS2 LLP (August 2016)





**APPENDIX 3: SITE PHOTOGRAPHS**



View from Sandymount Avenue along Merrion Avenue



Existing Building southern end



Gap between building and adjacent dwellings on the eastern side of Merrion Avenue



Existing Surface Car park



Front elevation along Merrion Avenue



Northern elevation adjacent to London Road





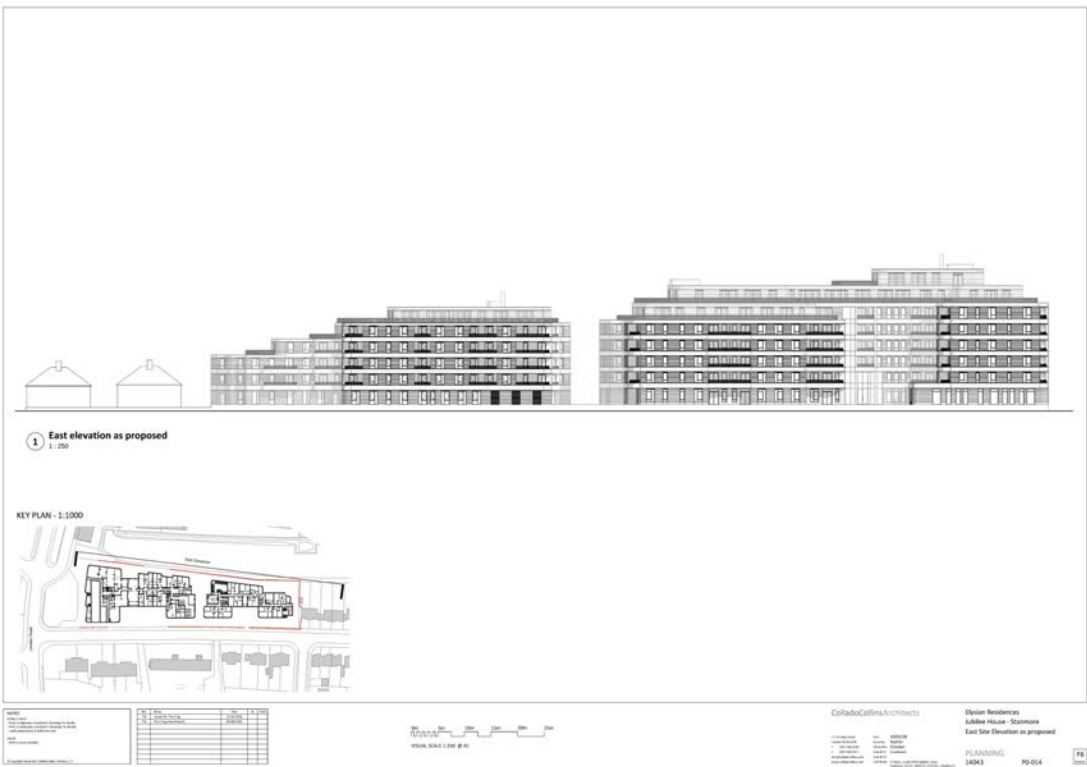
C2 floor plan layout



C3 Floor plan layout



Elevation fronting Merrion Avenue



Elevation at Rear

## **APPENDIX 5: TRAVEL PLAN OFFICER COMMENTS:**

### **P/1320/16 – Jubilee House, Stanmore**

Please find below details of changes required to the proposed travel plan for the Jubilee House development.

<b>Page #</b>	<b>Current proposed Travel Plan</b>	<b>Changes required for approval of Travel Plan</b>
P.1	Overview	Please provide a full Travel Plan for C2 and c3 dwellings. Even though this falls just under the threshold of TfL guidance, there are considerable traffic issues with in the area, therefore a full Travel Plan will be required. Most information is included in the current Travel Plan, however the sections below will guide you to producing the full Travel Plan.
P.1	Existing Site	Please include a detailed site map showing local transport links. The current map is not.
P.3	Electric Vehicle	Please ensure 40% of car parking spaces are dedicated for electric charging. 20% should be active and 20% passive as per the London Plan.
P.24	PTAL	Please include PTAL information updated Travel Plan.
P.27	Baseline Travel Demand	<p>The trip generation data does not reflect local data, collated by the Office of national statistics.</p> <p>Please use the attached figures/ excel sheet to accompany this document to provide more accurate trip generation data.</p>
P.30	Objectives and Targets	<p>While it is important to include action targets, the targets listed on page 31 are not SMART. Targets should be linked to the objectives and states specific goals in terms of reducing car journeys and introducing initiatives.</p> <p>Depending on baseline survey figures, targets should include specific reductions figures for car journeys over a 5 year period.</p> <p>The car club should be accessible to all who live on the development, not just those in the Assisted / Independent living development. The car club bay should accommodate electric charging for electric and hybrid vehicles.</p> <p>Provision for pool electric cycles should be considered as part of the development for Assisted/Independent residents.</p>

		<p>Targets will be finalised and agreed by Harrow Council following the baseline survey.          If the baseline survey results indicate that SOV mode share is significantly higher (more than 35%) a target of SOV reduction of at least 10% will be required by year 5.          Targets will be finalised and agreed by Harrow Council following the baseline survey. Should the targets not be met by years 3 and 5, mitigating measures must be put in place and agreed with LB Harrow.          A bond will be agreed through the s106 will be used should targets not be met to cover the costs of measures to ensure targets are met.          Following agreement of the final targets, amendments to targets can only be made with agreement from Harrow Council. Please ensure this is clear.          Please update this section.</p>
P.38	Soft Measures	<p>Additional measures must be integrated into the travel plan to ensure that the impact of the development is minimised.          Please also include further measures, such as promotional days and further financial incentives for residents, including:</p> <ul style="list-style-type: none"> <li>- Bicycle equipment discounts or vouchers.</li> <li>- Dr Bike maintenance sessions</li> <li>- Free pre-loaded travel cards for residents upon occupation to enable them to try using public transport and form sustainable travel habits at a crucial change stage (for example the equivalent of a week's free Oyster Travelcard)</li> <li>- Promotional events for residents, such as Biker's Breakfasts, Car Free Days, Walking promotions. These could tie in to national travel and health related promotional days to encourage behaviour change.</li> <li>- Creation of a residents user group to feed into the travel plan and support the TPC, with an attached budget for the TPC and residents group to use to implement any additional measures to support sustainable travel choices.</li> <li>- Use of digital information to support and manage the Travel Information Packs on an ongoing basis, including use of social media and websites.</li> <li>- Please include the TfL bus map from Harrow <a href="http://content.tfl.gov.uk/bus-route-">http://content.tfl.gov.uk/bus-route-</a></li> </ul> <p>Please include the TfL bus map from Harrow <a href="http://content.tfl.gov.uk/bus-route-maps/harrow-">http://content.tfl.gov.uk/bus-route-maps/harrow-</a></p>



		<a href="#">031112.pdf?wb48617274=FC522D26</a> (ensure up to date version used)
P.40	Monitoring/ Travel Plan Funding	<p>The costs of the travel plan measures and all associated costs must be met by the developer and committed to within the travel plan and s106.</p> <p>In addition, costs for monitoring and the bond are to be held by Harrow Council to ensure that the monitoring and targets outlined in the travel plan are fulfilled. The bond will only be used in the event that the monitoring requirements and targets are not met. Should the monitoring be completed and targets met, the bond will be released to the developer as agreed within the s106.</p> <p>The Owner shall deposit a Bond with the Council for a period of not less than 5 years with the Council to guarantee:</p> <ol style="list-style-type: none"> <li>a. The implementation of all measures specified in the Travel Plan;</li> <li>b. The completion of surveys/ questionnaires as specified in the Travel Plan;</li> <li>c. The submission of monitoring reports to the Council as specified in the Travel Plan;</li> <li>d. The achievement of targets identified in the Travel Plan or defined by the Council thereafter.</li> </ol> <p>The bond would be returnable after 5 years as long as travel plan targets were met.</p> <p>Please update the Travel Plan to include a Monitoring and Funding Section; including details of financial sanctions should the targets not be met.</p>

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