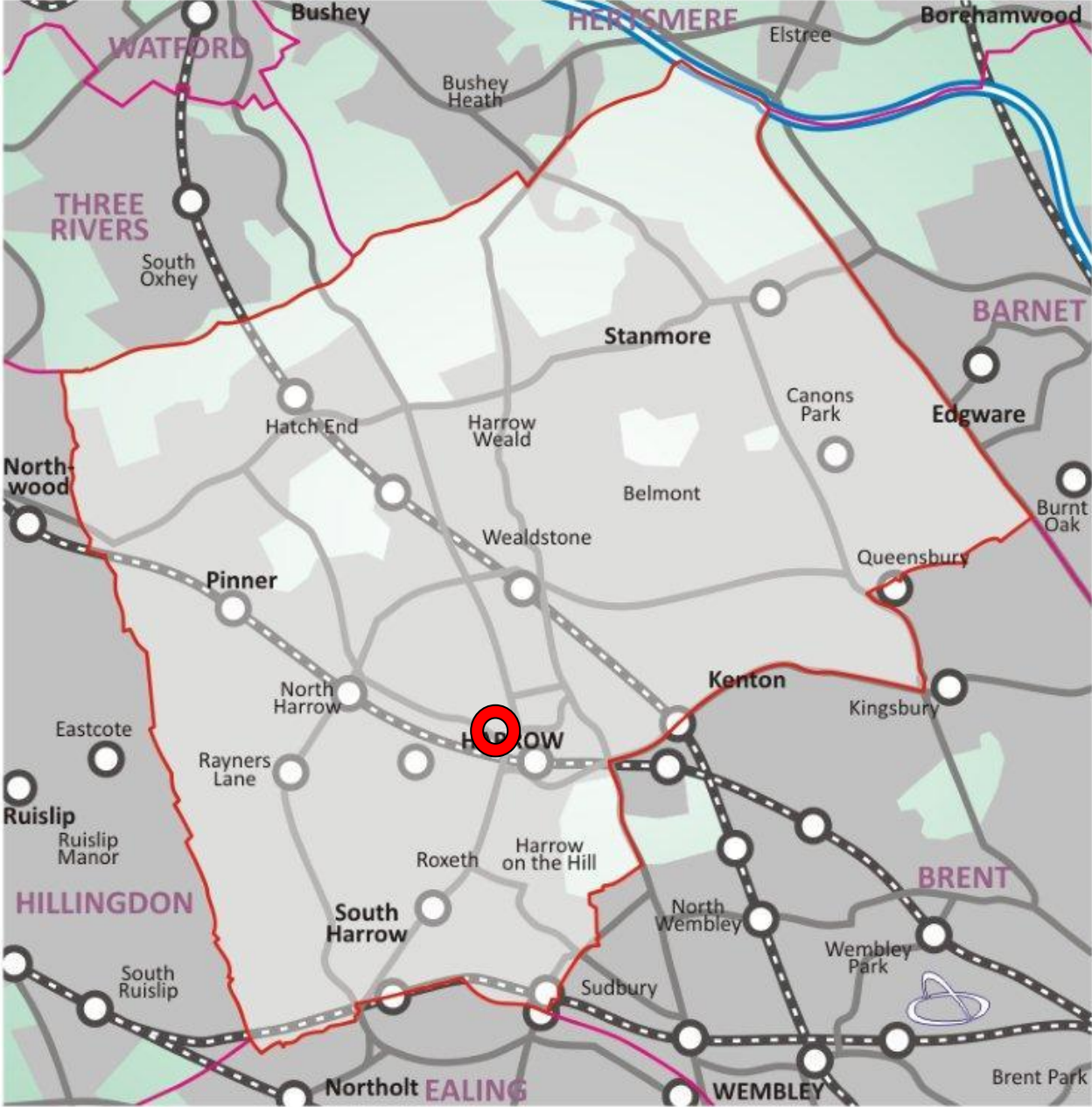


 = application site



<b>Harrow Bus Garage &amp; 333 Pinner Road</b>	<b>P/4025/19</b>
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# Harrow Bus Station



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## LONDON BOROUGH OF HARROW

### PLANNING COMMITTEE

11<sup>th</sup> MARCH 2020

**APPLICATION NUMBER:** P/4025/19  
**VALIDATE DATE:** 24/10/2019  
**LOCATION:** Harrow Bus Garage And 333 Pinner Road, , Harrow  
**WARD:** Headstone South  
**POSTCODE:** Ha1 4hf  
**APPLICANT:** Ken Aitken  
**AGENT:** Cushman & Wakefield  
**CASE OFFICER:** Kimry Schlacter  
**EXTENDED EXPIRY DATE:** 17<sup>th</sup> MARCH 2020

#### PROPOSAL

Change of use from Car show room (Sui Generis) to Bus Vehicle Depot (Sui Generis) with parking for up to 30 buses; Installation of portacabin; Use of the existing building as ancillary office space; Installation of 3m high fence to western boundary and acoustic attenuation (Demolition of MOT building, welfare office and office building)

#### **RECOMMENDATION A**

- 1) Agree the reasons for approval as set out in this report, and
- 2) Grant planning permission subject to authority being delegated to the Interim Chief Planning Officer in consultation with the Director of Legal and Governance Services for the completion of the Section 106 legal agreement and other enabling legislation 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:

#### **Travel Plan: *to be agreed***

- The submitted travel plan (or a revised Travel Plan if deemed necessary by the Council, and to be submitted to the Council prior to the first occupation of the building), to be implemented as approved unless otherwise agreed in writing.
- A travel plan bond of £10,000 will be required to secure the implementation of all measures specified in the revised Travel Plan. 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.
- Should the travel plan not fulfil its agreed targets by year 5, the life of the travel plan may be extended, the cost of which will be met by the developer.

## **Legal fees**

- i. Legal Fees: Payment of Harrow Council's reasonable costs in the preparation of the legal agreement.

## **RECOMMENDATION B**

That if the Section 106 Agreement is not completed by 28th February 2019, or as such extended period as may be agreed by the Interim Chief Planning Officer in consultation with the Chair of the Planning Committee, then it is recommended to delegate the decision to REFUSE planning permission to the Interim Chief Planning Officer 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 (2018), policies 3.11, 3.13, 5.2, 6.3, 6.9 and 6.10 of The London Plan (2016), Core Strategy (2012) policy CS1, Harrow 7 Wealdstone Area Action Plan AAP10, AAP13, AAP19 and AAP20, and policies DM1, DM12, DM42, DM43 and DM 50 of the Harrow Development Management Policies Local Plan and the Supplementary Planning Document: Planning Obligations & Affordable Housing (2013).

## **REASON FOR THE RECOMMENDATIONS**

The proposed scheme seeks to expand the existing bus depot operations onto an adjoining site, which was previously used for a car showroom and MOT centre. The proposal would help support strategically important sustainable transportation goals, in accordance with overarching goals of policies 6.1 and 6.7 of the London Plan (2016) and the Harrow Core Strategy (2012) policy CS1.Q. Furthermore, the proposal includes mitigation measures to address noise and transportation impacts; and impacts on local air quality have been demonstrated to be acceptable.

## **INFORMATION**

This application is reported to Planning Committee as the proposed development involves the change of use of floorspace in excess of 400sqm and therefore falls outside Schedule 1 of the Scheme of Delegation.

Statutory Return Type:	Minor Development
Council Interest:	None
GLA Community Infrastructure Levy (CIL) Contribution (provisional):	N/A
Local CIL requirement:	N/A

## **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.

## OFFICER REPORT

### ASSESSMENT

#### 1.0 SITE DESCRIPTION

- 1.1 The application site is located on the south side of Pinner Road, and is formed from a consolidation of the property at 333 Pinner Road (previously in use as a car showroom / sales centre and MOT centre) and the adjoining existing Harrow Bus Garage (depot). The proposal site area is approximately 6,170sqm.
- 1.2 The site contains multiple buildings and hardstanding/parking areas which form the existing bus depot, plus an existing former car showroom, with a large area of hardstanding. To the rear of the showroom was a pre-existing MOT centre, however this has been demolished.
- 1.3 The existing depot garage operates 24 hours a day and operates up to 68 buses serving up to eight routes; although this was recently reduced to seven routes. Up to 58 cars can be accommodated in the parking area on the western part of the site as existing.
- 1.4 Properties to the north and west are residential in use. No. 343 (Flats 1 and 2) adjoins the site to north-east, and is sited forward of the existing building, while Wisteria Court is sited to the west and adjoins further back.
- 1.5 Marlow Court is sited forward for the application site, between Pinner Road and part of the existing depot, to the north-east. Sage House, a four storey office building, is next to it. Towards the eastern end of the site is a secondary access for the bus depot, and two other adjoining large residential buildings, 301 Pinner Road and Kotecha House.
- 1.6 The rear boundary adjoins railway lines.
- 1.7 There are no site specific policy constraints.

#### 2.0 PROPOSAL

- 2.1 Conversion the car showroom for ancillary offices (and staff facilities) for the use of the bus depot, and the open part of the site (including where the pre-existing MOT building has been demolished) for bus parking as part of an expanded operation.
- 2.2 Retrospective permission for the demolition of the pre-existing MOT building.
- 2.3 Demolition of existing single storey welfare building and office building, adjacent the Main Shed and Service Building. A proposed Portacabin would be erected adjacent the Service Building, to serve as a replacement Welfare Building. The footprint would be 3m x 9.7m, with a height of 2.5m.

- 2.4 Proposed bus parking for up to 30 additional buses, on the western side of the site, which would be used between the hours of 17.00-08:00, i.e. evening and overnight hours. During the daytime (08:00-17:00), when buses are in service, the bus parking area would be available for staff (20 spaces) and visitor (6 spaces) parking.
- 2.5 The number of additional employees may vary but would be approximately 1 additional office staff and 40 additional bus drivers.
- 2.6 A 2m and 3m high timber acoustic fence is proposed along the boundary to the north-west. The 3m section would be adjacent Wisteria Court, while the 2m section would be adjacent No. 343 (Flats 1 and 2). The existing fence along this boundary will not be removed; and the acoustic fence will be placed alongside it.
- 2.7 A boundary wall separating the two parts of the site is to be demolished.
- 2.8 New on-site services (ducting and cabling) are indicated but these would be concealed.

### 3.0 RELEVANT PLANNING HISTORY

- 3.1 A summary of the relevant planning application history is set out in the table below:

Ref no.	Description	Status and date of decision
<u>307-331 Pinner Road:</u>		
WEST/941/00/ FUL	Provision of acoustic barrier between 2 and 3.6 metres high on eastern side boundary	Granted – 16/02/2001
WEST/632/01/ FUL	Extension to acoustic barrier	Granted – 14/09/2001
<u>333 Pinner Road:</u>		
HAR/3040/A	Continued use premises motor repair workshop	Granted – 13/06/1952
HAR/3040/B	Replace existing garage with communal flats over	Granted – 27/09/1956
LBH/360	Redevelopment petrol service station	Granted – 29/09/1965
LBH/360/4	Use of land as motor coach parking area	Granted – 15/10/1968
LBH/360/6	Installation of car wash unit	Granted – 13/05/1969
LBH/25227	Showroom, office, store and service buildings for sale & service of vehicles	Granted – 12/04/1984

LBH/25537	Extension to vehicle service building (approved by LBH/25227/W)	Granted – 28/06/1984
P/1326/19	Change of use from Car show room (Use class Sui Generis) to Bus Vehicle Depot (Use class Sui Generis) with parking for upto 30 buses; Use of the existing building as ancillary office space; installation of 3m high fence to western boundary and acoustic attenuation	Withdrawn – 24/05/2019

#### 4.0 CONSULTATION

4.1 A total of 49 consultation letters were sent to neighbouring properties regarding this application.

4.2 The overall public consultation period expired on 13<sup>th</sup> December 2020. Three (3) objections were received.

4.3 A summary of the matters of objection raised by surrounding property owners are below:

- i. 30 buses are too many; should be 15.  
*See Section 6.3*
- ii. No parking of buses or staff cars should be allowed on the public roads, in part due to safety concerns  
*Addressed in Sections 6.5*
- iii. Concern regarding noise in early morning and late nights.  
*Addressed in Section 6.4 and 6.5*
- iv. Revised submission still does not adequately address previous issues raised of hours of opening. 3m acoustic fence does not guarantee that high levels of noise will be eliminated (will only be lessened) Please specify plans for parking /running buses at unsociable hours next to 343 Pinner Road.  
*Addressed in Section 6.4 and 6.5*
- v. Waste/litter produced on site should be dealt with  
*Addressed in Section 6.5*
- vi. Concern regarding security measures for preventing trespassers from accessing the bus yard via the private garden of 343.  
*It is considered that the installation of the proposed 2m/3m acoustic fencing would prevent any movement along this boundary, if unknown persons were seeking to cross there.*



4.4 Statutory and Non Statutory Consultation

4.5 The following consultations have been undertaken, together with the responses received and officer comments:

LBH Policy and Research:

The site has no specific designations on the Harrow Local Plan Policies Map. Whilst the proposal is for the loss of an existing employment use (car show room), the proposed Bus Vehicle Depot will mean that the site will continue to provide employment. Consequently, there is no principle of development concerns under Policy DM31: Supporting Economic Development Activity and Development (which seeks to resist loss of employment uses and secure alternative employment uses if loss does occur).

The Harrow Local Plan is relatively silent with respect to the provision of new / expanded transport infrastructure. The Core Strategy includes an Overarching Policy Objective to 'maintain an integrated, sustainable transport network which supports growth' and a Core Policy CS1 to 'to secure enhancements to the capacity, accessibility and environmental quality of the transport network'. The proposed change of use represents an increase in capacity of the adjoining bus depot and therefore is considered to accord with the Harrow Local Plan and the principles of sustainable development generally.

The proposed change of use is therefore supported in principle. Regard will need to be given to mitigating the impacts of the change of use on neighbouring properties and the highway network.

LBH Highways

This proposal increases the number of trips likely to be generated by the site both in terms of buses and staff journeys.

Additional information is still required, including the number of buses already stored at Harrow Bus Garage. Whilst this is an application for redevelopment of the car showroom adjoining the garage, the effects of the site as a whole need to be understood.

Over 50% of staff are expected to drive and of those already based at this location, most are parking on-street in the surrounding roads. As staff are to be relocated from Park Royal, this is set to increase. Whilst there are CPZ's in place, these only operate for two hours per day, Monday to Friday which means that outside of these times, staff can still park on these roads and additional vehicles brought into the area by more staff are likely to add to parking pressures in any case.

To determine the level of impact the additional cars would have, it would be necessary to undertake parking surveys so that we can see what capacity there is available.

In order to reduce some of the parking demand, the applicant intends to use travel planning measures to promote sustainable travel. We do think that it will be difficult to achieve a significant level of modal shift, particularly with the drivers due to the times of day that they tend to work. It will be necessary to consider travel planning measures for the entire site. It may be more realistic to achieve modal shift from staff who live nearer to the site therefore. Information on where staff are from would then help to determine whether travel by public transport is realistically possible and how effective the travel plan measures are likely to be.

The additional bus journeys are an increase on the existing activity generated by the site throughout the day. There are concentrations of activity however these are expected to be at off-peak times. The uplift in movements is high at an additional 15 at the peak of activity. As this will be early in the morning, consideration needs to be given to the likely noise and emissions generation however, if the buses are electric or hybrid, the effects would be lessened. The overall effect of this proposal is quite significant. The requested detail on are required in order for us to appraise this proposal further.

*Comments on revised plans:*

All of the information that we have requested has been provided.

There have been some changes made since the previous information. Drivers are no longer being relocated from Park Royal and the number of buses being stored will be reduced and the number of car parking spaces on site for staff will increase.

The parking surveys show that there is capacity within the surrounding unrestricted streets to accommodate any surplus car parking demand generated by drivers from the bus garage. The additional on-site car parking will also absorb a significant amount of the demand.

The operator intends to recruit new drivers from the local area and much of the existing workforce already live in Harrow. The travel plan includes measures to encourage the local staff to travel by sustainable means and the provision of cycle parking facilities, changing and showering facilities will also enable more staff to cycle if they wish.

There is a minor discrepancy in relation to which bus routes are currently operating from the garage and the future proposals in comparison with the TA. The TA states that routes H17, 223, 395 and 398 are future services however, the TN includes 395 as an existing route. This shouldn't make a difference to the total number of buses overall, as the H13 will no longer be running from the Harrow garage. There will still be an uplift in the number of buses entering and exiting the site however it will be less than previously proposed.

The proposals overall will result in an increase in activity on the site however, most of the buses will be off-site for the majority of the day with peaks of activity in the morning and evening. In order to try to minimise the effects of the buses on the road network, a suitable condition should be secured to require the operator to prevent buses from being held on Pinner Road;

The following should be secured as pre-commencement conditions;

- A detailed construction logistics plan;
- Details of the proposed car parking and a parking design and management plan;
- Details of the location, type and number of cycle stands and shelters.

Highways have no objection to this proposal subject to the above conditions.

#### Travel Plan Officer

The Travel Plan as submitted requires amendments and additional information.

#### *Comments on revised Travel Plan:*

Having reviewed the updated Travel Plan, we are satisfied the Travel Plan meets our requirements. Please secure via agreement.

#### Transport for London

No objection in principle, however there are a number of potential constraints on the change of use as the site is situated close to the underground tunnels and infrastructure.

Conditions are requested should planning permission be granted.

#### LBH Waste

There will need to be waste bin provision here but as we understand it, this would be arranged with a private company currently used by Sovereign. Therefore, there are no concerns based on current information regarding waste collections.

#### LBH Environmental Health Officer

Air Quality Assessment: The report states that with the management of buses and the development of a new electric fleet, the AQ should remain the same and hopefully improve.

Conditions would be recommended:

- The scheme shall be implemented in accordance with the Air Quality assessment approved as part of this application unless otherwise

agreed in writing with the local planning authority

- Details pertaining to the new electric fleet arrival will be within the timeframe specified so as to minimise any future air quality concerns.
- Monitoring of the area will be carried out in accordance with the air quality assessment to ensure there is minimal increase in NOx levels over a 3 year period or until the new fleet is installed, whichever is the later.

Noise: The proposed acoustic fence is required and 3m is an appropriate height. Please condition to ensure it would be maintained for the lifetime of the development.

## 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 2019] sets out the Government’s planning policies for England and how these should be applied, 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].

5.4 While this application has been principally considered against the adopted London Plan (2016) policies, some regard has also been given to relevant policies in the Draft London Plan (2017), as this will eventually replace the current London Plan (2016) when adopted and forms part of the development plan for the Borough.

5.5 The document was originally published in draft form in December 2017 and subject to Examination in Public (EiP) with the Panel’s report published in October 2019. The Mayor of London has considered these recommendations, and has either accepted them or where not, provided justification as to why accepting them would not be appropriate. The Mayor has now submitted to the Secretary of State an ‘Intend to Publish’ version of The Plan. It is for the Secretary of State to determine whether he agrees with the revised Plan and it ought to be published in that form.

5.6 The Draft London Plan is a material planning consideration that holds significant weight in determining planning applications, with relevant polices referenced within the report below and a summary within Informative 1.

## 6.0 ASSESSMENT

6.1 The main issues are:

- Principle of the Development
- Character and Appearance of the Area
- Residential Amenity
- Transportation, Traffic & Parking
- Air Quality, Noise & Disturbance

### 6.2 Principle of Development

6.2.1 The relevant policies are 4.1 of The London Plan (2016), T1, E4, GG2 and GG5 of The Draft London Plan (2019); Core Policy CS1 of the Harrow Core Strategy (2012), and Policy DM31 of the Harrow Development Management Policies Local Plan (2013).

6.2.2 The site is formed from an amalgamation of the existing bus depot, and the neighbouring site which previously hosted a car showroom and MOT centre. Both the pre-existing sites fell within a Sui Generis use class. Neither of the pre-existing sites were designated in the Harrow Local Plan Policies Map, but both formed employment land.

6.2.3 The proposal would result in the loss of the car showroom and MOT centre employment uses; but this land would continue under an employment use as part of the expanded bus depot. There are therefore no objections in principle to the proposal.

6.2.4 In addition, the Harrow Core Strategy supports the maintenance and enhancement of a sustainable public transport network. Since the proposal represents an increase in capacity of the adjoining bus depot, it is considered to accord with the Harrow Local Plan and the principles of sustainable development generally.

### 6.3 Character and Appearance of the Area

6.3.1 The relevant policies are 7.4 and 7.6 of the London Plan (2106), D3 of The Draft London Plan (2019); Core Policy CS1 of the Harrow Core Strategy (2012), and DM1 of the Development Management Policies Local Plan (2013).

6.3.2 The demolition of the pre-existing MOT centre, and the demolition of the internal boundary wall, are both considered to not have any negative impact on the character and appearance of the site or the area.

6.3.3 The conversion of the pre-existing car showroom to office and staff facilities would not result in any perceptible changes to the character and appearance of this building, as no external alterations are proposed. The use of this building would allow smaller, temporary buildings within the original bus depot site (which

currently house some of these functions) to be removed, thus arguably resulting in an overall improvement to the character and appearance of the combined site. The removal of these buildings also allows the site area to be opened up to a greater degree, which would be beneficial towards the applicant's (RTAP) operations.

- 6.3.4 The proposed Portacabin would also replace some of the functions currently housed in the temporary buildings to be removed. This new structure would be single storey, similar to the structures to be removed; and its appearance would be functional and commercial, which is appropriate for the site.
- 6.3.5 The hardstanding area on the western side of the site, including the location of the pre-existing MOT centre, would be used for bus and car parking. This would include parking during late night and early morning hours, which are necessary to facilitate the normal running of the bus services. Bus parking during the hours proposed is already part of the existing operations of the existing depot on the eastern part of the combined site. Given the previous uses on this western part of the land, this change in activity would be appropriate and consistent with the pre-existing character of the site.
- 6.3.6 The proposed acoustic fencing would be of timber, which would be appropriate for its siting on the boundary with residential properties. There are similar panels of acoustic fencing along some of the boundaries of the existing site, separating the bus depot from the nearest residential properties to the north-east and east. The proposed acoustic fencing would be of a similar character to the existing fencing along other areas of the site.
- 6.3.7 For the reasons set out above, it is considered that the proposal would be satisfactory in terms of the character and appearance of the site.

## **6.4 Residential Amenity**

- 6.4.1 The relevant policies are 7.6 The London Plan (2016), and policy DM1 of the Development Management Policies Local Plan (2103).
- 6.4.2 The proposed change of use of the pre-existing showroom building would not significantly alter the level and type of activity on site, as it would be retained for a somewhat comparable employment use. The demolition of the pre-existing MOT centre creates increased openness to the rear of the site during daytime hours, thus could potentially be an improvement over the pre-existing situation. The proposed Portacabin is sited approximately 20m from the nearest residential property and would be limited in height, so would not impact neighbouring amenities.
- 6.4.3 The proposed acoustic fencing would be 3m high towards the rear of the site, where it would be located adjacent a parking area for Wisteria Court, but would be reduced to 2m height where it adjoins the rear garden of 343 Pinner Road. This height is consistent with typical boundary fencing and so would not be considered to result in any undue overshadowing to the garden area of that property.

- 6.4.4 The proposed increase in the number of buses using the site has the potential to result in noise and air quality impacts which would affect the amenity of local residential properties. These matters are dealt with separately below.
- 6.4.5 The Planning Statement makes reference to low-standing and low-level LED lights which would be installed on the site. These would be turned off overnight, but would be on when buses are exiting and entering the site. Full details of the lighting is recommended to be approved by condition to ensure that light pollution levels or overspill to neighbouring residential properties is recommended.
- 6.4.6 For the reasons set out above, it is considered that the proposal would be satisfactory in terms of the impacts on residential amenity, subject to conditions.

## **6.5 Transportation, Traffic & Parking**

- 6.5.1 The relevant policies are 6.1, 6.3, 6.7, 6.9, 6.12, and 6.13 of The London Plan (2016), policy T1, T3, T4, T5, and T6 of The Draft London Plan (2019); Core Policy CS1 of the Harrow Core Strategy (2012), and policies DM42, DM43 and DM45 of the Development Management Policies Local Plan (2103).
- 6.5.2 The site currently servicing seven bus routes (recently reduced from eight), including hosts parking, repairs and engineering, cleaning, general administration and staff facilities. The applicant's submitted information states that the existing depot is at full capacity. The proposed expansions will allow for four additional local bus routes to be operated from the Harrow depot (routes H17, 223, 395 and 398). These currently operate from a different site (Park Royal Bus Garage). The expansion of the bus depot on the combined site would allow for the operator (RATP) to accommodate its required services on a single site, without the need to identify and host a new garage site elsewhere..
- 6.5.3 This proposal is expected to increase the number of trips likely to be generated by the site both in terms of buses and staff journeys. It is noted that Controlled Parking Zones introduced in this area are in part a response to issues with parking associated with the bus garage cited by local residents.
- 6.5.4 A Transportation Assessment and Travel Plan (for staff travel) were submitted to support the application. An additional Technical Note was submitted to supplement the Transportation Assessment. Together, the two Transportation documents state that:
- TRICS assessment data indicate that the use would increase overall vehicle trips by a small amount (taking into account the pre-existing uses), but trips would mainly be outside typical AM and PM peak hours. Predicted trips for peak hours would be decreased.
  - Swept path analysis indicates there is safe access and egress for buses from the site.
  - The use of the bus parking areas for staff parking during the day will reduce demand for parking on nearby roads.

- Mitigation measures are proposed including encouraging sustainable travel, car sharing, and taxi schemes for staff, with the Travel Plan.
- Recent changes to operations will result in one existing bus route (H13) no longer operating out of this site, thus reducing the number of buses existing on site.
- In addition, some of the staff previously planned to be moved to this site would not be transferred from Park Royal; rather staff will be sought from the local Harrow area, which would help reduce the need for staff travel.
- Daytime parking allocated for visitors can be used by staff if needed. Parking spaces would be prioritised for staff living more than 3 miles from the site.
- 20 cycle racks will be provided for staff, as well as showering and changing facilities.
- Staff are provided with tube and bus travel passes, which supports the Travel Plan targets.
- An updated parking survey was undertaken 9 January 2020.

6.5.5 It is noted that recent changes in operational details have altered the number of existing busses on site at present, and thus the number expected to be on site in the immediate future; but the permission accounts for a maximum provision in line with the original numbers.

6.5.6 Both documents have been reviewed by the Highways officer, with the Transportation Note being submitted in response to initial comments on the Assessment by the Highways officer. Concerns were initially raised regarding the number of staff who might drive and park locally, the difficulty of modal shift in this case (as some staff would be travelling outside the hours that public transportation operates), the need for additional parking survey information, and the need for site-wide travel planning. It was acknowledged that trips would mostly be at off-peak hours; that the majority of buses would be off-site during the day; and that much of the existing workforce live in Harrow. The revised information indicates that the proposed staff car parking arrangements would be adequate (and no concerns were raised regarding safety issues arising from the parking arrangements); and additional measures such as cycle facilities would encourage more local staff to travel sustainably.

6.5.7 The revised information is now considered to cover all the necessary details, and to be satisfactory, subject to recommended conditions. These would concern preventing buses being held on Pinner Road; a construction logistics plan; a car parking and management plan; and details of the proposed cycle shelters.

6.5.8 The Travel Plan information was revised and re-submitted; and the revised Travel Plan is considered satisfactory. The details will therefore be secured via a S.016 agreement.

6.5.9 There are no known waste servicing issues on the site as it exists now; and no concerns have been raised by the Council's waste department.



## **6.6 Air Quality, Noise & Disturbance**

- 6.6.1 The relevant policies are 7.14, and 7.15 of The London Plan (2016), GG3, SI 1, and D14 of The Draft London Plan (2019); and policy DM1 of the Development Management Policies Local Plan (2103).
- 6.6.2 The western part of the site, which would contain the new uses, was previously in use as a car showroom and MOT centre. Both of these uses would have resulted in noise, high numbers of vehicular movements and associated emissions, and other activity. However, these activities would have been more limited in hours compared to the proposed use. The proposed additional services to be operated from the site (routes H17, 223, 395 and 398) are intended to be run Monday to Sunday between 04:00-12:00, 364 days a year.
- 6.6.3 The Planning Statements notes that in addition to the acoustic fencing (which is expected to reduce noise nuisance by 32dB) and other mitigation measures, the buses are fit with White Noise Sound Reversing Alarms to reduce noise nuisance; and that the applicant has recently launched silent-ruining electric buses.
- 6.6.4 A Noise Impact Assessment (NIA) has been submitted to support the application, following the methodology of BS 4142:2014. This report details baseline environmental sound monitoring (undertaken in March and July 2019). The technical information presented indicates that the proposal would result in an estimated worst-case scenario increase in noise which would have an overall “low impact”, at the noise sensitive receptors at the adjacent residential areas to the proposed new parking area. Some adverse impact would be projected at specific points during specific times. Thus, mitigation measures are proposed, comprising acoustic fencing and operations management techniques. With the implementation of the acoustic fencing in particular, the report concludes that impacts would be minimal and within an acceptable range.
- 6.6.5 As part of the management of noise on site, the Operational Statement (and NIA) outlines the parking strategy for the bus area, which would require the bus parking spots nearest Wisteria Court and 343 Pinner Road to be the first used in the evening; and the last out in the morning. Thus, these buses, once parked, would provide addition screening to those properties. The NIA notes that similar management strategies have been effective at other sites.
- 6.6.6 An Air Quality Assessment has also been submitted to support the application, which takes local data from 2016-2018 as base year measurements; and applies a worst-case scenario. The report concludes that the levels of NO<sub>2</sub> (nitrogen dioxide) and PM<sub>10</sub> (particular matter) would not be projected to exceed the annual mean objectives as a result of the proposed development and increase in number of buses. NO<sub>2</sub> level changes are projected to change by 0.1 µg/m<sup>3</sup> and PM<sub>10</sub> levels by <0.1 µg/m<sup>3</sup>. Given this, no mitigation is proposed. These outcomes would be expected to lessen as and when cleaner buses are brought on line into use, which would also help reduce CO<sub>2</sub> levels; although these are future objectives rather than specific proposals forming part of the planning application.

- 6.6.7 It is further more noted that increasing the capacity and/or efficiency of the public transportation network would be expected to have a positive benefit to air quality, in broad terms. However, as this is an operational issue for the applicant, and not under the control of planning, this cannot be secured as part of this permission.
- 6.6.8 The Council's Environmental Health team have reviewed both the Noise Impact Assessment and the Air Quality Assessment. With regard to noise impact, the acoustic fence is considered acceptable for mitigation. With regard to air quality, it was concluded that, if the management of buses and introduction of new electric vehicles is adhered to, the air quality should remain the same, with the potential for improvement. However, conditions are recommended including regarding monitoring of the air quality over a 3 year period have been attached to this permission to ensure these outcomes will be achieved.

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

- 7.1 The proposed redevelopment of the site would support the efficient operation of local public transportation services, and continued employment on the combined site.
- 7.2 Although the proposal would result in a higher overall number of vehicular trips, these would be concentrated to off-peaks times. The impacts on traffic and parking are considered to be sufficiently mitigated. In addition, noise and air quality impacts have been demonstrated to be managed and within acceptable parameters.
- 7.3 For all the reasons considered above, and weighing up the development plan policies and proposals, and other material considerations including comments received in response to notification and consultation as set out above, it is considered that the proposal would support the good functioning of the sustainable transportation network, while adequately mitigating impacts, and as such an approval of the application is thereby recommended.

Checked

Interim Chief Planning Officer	Beverley Kuchar 28/02/2020
Corporate Director	Paul Walker 02/03/2020

## **APPENDIX 1: Conditions and Informatives**

### **Conditions**

#### 1 Time Limit 3 years - Full Permission

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

REASON: In order to comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

#### 2. Approved Drawing 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:

Site Location Plan; Site Block Plan; PL-X-001 Rev C4 Pre-Existing Site Plan; PL-X-001(e) Rev 0 Existing site plan; PL-001 Rev C2 Existing showroom plan; PL-X-002 Rev C2 Proposed site plan; PL-002 Rev C3 Proposed office layout; PL-002 Rev C3 PortaCabin layout; PL-X-005 Rev C5; PL-X-006 As proposed without buses shown; PL-X-006 As proposed with buses shown; PL-X-006 Rev 1 Acoustic fence details; PL-X-001(e) Rev 0 Existing site plan; Cover Letter to Harrow Council dated 17th September; Letter to Pinner View Holdings dated 17th September (Article 13 Notice); Planning Statement September 2019; Harrow Bus Garage Operational Statement; Noise Impact Assessment [ref: 1700184.002dated September 2019]; Air Quality Assessment dated September 2019 [ref: AQ\_assessment/2019/Pinner\_Road v. 2dated 19/07/2019]; Transport Statement [ref: 5613/013/001A dated September 2019] with Appendices A-F; Highways Technical Note [ref: 5613-013-T01, dated 21/01/2020]; Travel Plan [ref: 5613/013/002D, dated February 2020]

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

#### 3. Protection of TfL Assets (Pre-commencement)

No development shall take place, other than works of demolition, until detailed design and method statements (in consultation with London Underground), have been submitted to and approved in writing by the local planning authority which shall include:

- a) details on protection against vehicle incursion – in particular from the buses that will be parked up to the boundary with railway elevation
- b) details to demonstrate that if any enhanced lighting is to be provided it would not impair the drivers on the operational railway and should be faced away from the railway elevation; and
- c) b) details to demonstrate that any changes to the drainage system would not affect London Underground drainage system

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 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 London Plan 2016 Table 6.1, draft London Plan policy T3 and 'Land for Industry and Transport' Supplementary Planning Guidance 2012.

4. Construction Logistics Plan (Pre-commencement)

No development shall take place until a detailed 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
- i) how traffic would be managed to minimise disruption

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 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 as the proposed measures must be in place prior to commencement of works.

5. Car Parking and Parking Design and Management Plan (Pre-occupation)

The new bus depot hereby approved shall not be first occupied until a parking management plan has been submitted to, and agreed in writing by, the local planning authority. The plan shall make provision for:

- a) Details of how the parking spaces would be managed and allocated, including any enforcement procedure for any unauthorised parking on the site;
- b) Layout details and management of car parking.

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 parking and to prevent excessive on-street parking as a result of the development, in accordance with London Plan Policies 6.13 of the London Plan 2016 and Policy DM42 of the Harrow Development Management Policies Local Plan (2013).

#### 6. Cycle Parking Details (Pre-occupation)

Notwithstanding the details shown on the approved drawing, the new bus depot hereby approved shall not be first occupied until details of the proposed cycle parking have been submitted to and agreed in writing by the Local Planning Authority in writing to be agreed. The details shall include:

- a) Full details of the secure, sheltered long-stay cycle parking, including the location, type and number of cycle stands and shelters. The proposed details shall allow for functional use of the cycle spaces in line with London cycle design guidelines.

The cycle parking shall be implemented on site prior to the first occupation of the development for the sole use of the development in accordance with the details so agreed and shall be retained for the lifetime of the development.

REASON: To ensure the satisfactory provision of safe cycle storage facilities, in accordance with policies 7.4B and 6.9 of The London Plan 2016 and policy DM42 of the Harrow Development Management Policies Local Plan (2013).

#### 7. External Lighting (Pre-occupation)

The development hereby approved shall not be brought into operation, until details of the lighting of all external areas (including buildings) within the site, including locations, lighting design, lighting details, specification, elevations, light spillage and lighting levels 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 does not unduly impact the amenities of neighbouring residential development in accordance with Policy 7.6 of the London Plan (2016) and Policy DM1 of the Harrow Development Management Policies Local Plan (2013).

#### 8. Management and Impacts on Pinner Road

In order to try to minimise the effects of the buses on the road network, the operator is to ensure that all buses promptly leave the site and continue to their destination on departure and on return are promptly taken into the site and are not allowed to be held or queue on the highway surrounding the site.

REASON: To minimise the effects of the buses on the road network, in accordance with Policy 6.3 of the London Plan (2016) and Policy DM43 of the Harrow Development Management Policies Local Plan (2013).

9. Acoustic Fencing

The acoustic fencing hereby approved shall be implemented, and retained on site thereafter, in accordance with the approved details, unless otherwise agreed in writing with the local planning authority.

REASON: To ensure that adequate noise mitigation measures are retained in place so as to protect the amenities of neighbouring residential development in accordance with Policies 7.6 and 7.15 of the London Plan (2016) and Policy DM1 of the Harrow Development Management Policies Local Plan (2013).

10. Air Quality Monitoring

(a) The scheme shall be implemented in accordance with the Air Quality assessment approved as part of this application unless otherwise agreed in writing with the Local Planning Authority.

(b) Monitoring of the area will be carried out in accordance with the air quality assessment to ensure there is minimal increase in NOx levels over a 3 year period of the final completion of the development.

(c) Within 1 year of the final completion of the development, a report detailing the on-going monitoring and post-development air quality levels shall be submitted to the Local Planning Authority for written approval, with details of any further mitigation measures to be implemented as required, in the case where the measured air quality levels are shown to exceed annual mean objectives. Further proposed mitigation measures therein approved shall be implemented and retained on site as approved, unless otherwise agreed in writing with the Local Planning Authority.

REASON: To ensure that the development would not worsen air quality in the local area, and to protect the health and welfare of local residents, in accordance with Policy 7.14 of the London Plan (2016) Policy DM1 of the Harrow Development Management Policies Local Plan (2013).

## Informatives

### 1. Policies

The following policies and guidance are relevant to this decision:  
National Planning Policy and Guidance:  
National Planning Policy Framework (2019)

The London Plan (2016):  
4.1, 6.1, 6.3, 6.9, 6.12, 6.13, 7.3; 7.4; 7.6, 7.14, 7.15

Draft London Plan (2019):  
GG2; GG3; GG5; D3; D14; E4; SI 1, T1; T1, T3, T4, T5, T6

Harrow Core Strategy (2012):  
CS1 Overarching Policy

Development Management Policies Local Plan (2013):  
DM1; DM31; DM42; DM43; DM45

### 2. Pre-application engagement

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.

### 3. Considerate Contractor Code of Practice

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

### 4. Party Wall Act

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

1. work on an existing wall shared with another property;
2. building on the boundary with a neighbouring property;
3. excavating near a neighbouring building,  
and that work falls within the scope of the Act.

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

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

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

Please quote Product code: 02 BR 00862 when ordering

Also available for download from the CLG website:

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

Tel: 0870 1226 236 Fax: 0870 1226 237

Textphone: 0870 1207 405

E-mail: [communities@twoten.com](mailto:communities@twoten.com)

5. Compliance with Planning Conditions

**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.

6. Liability for Damage to Highway

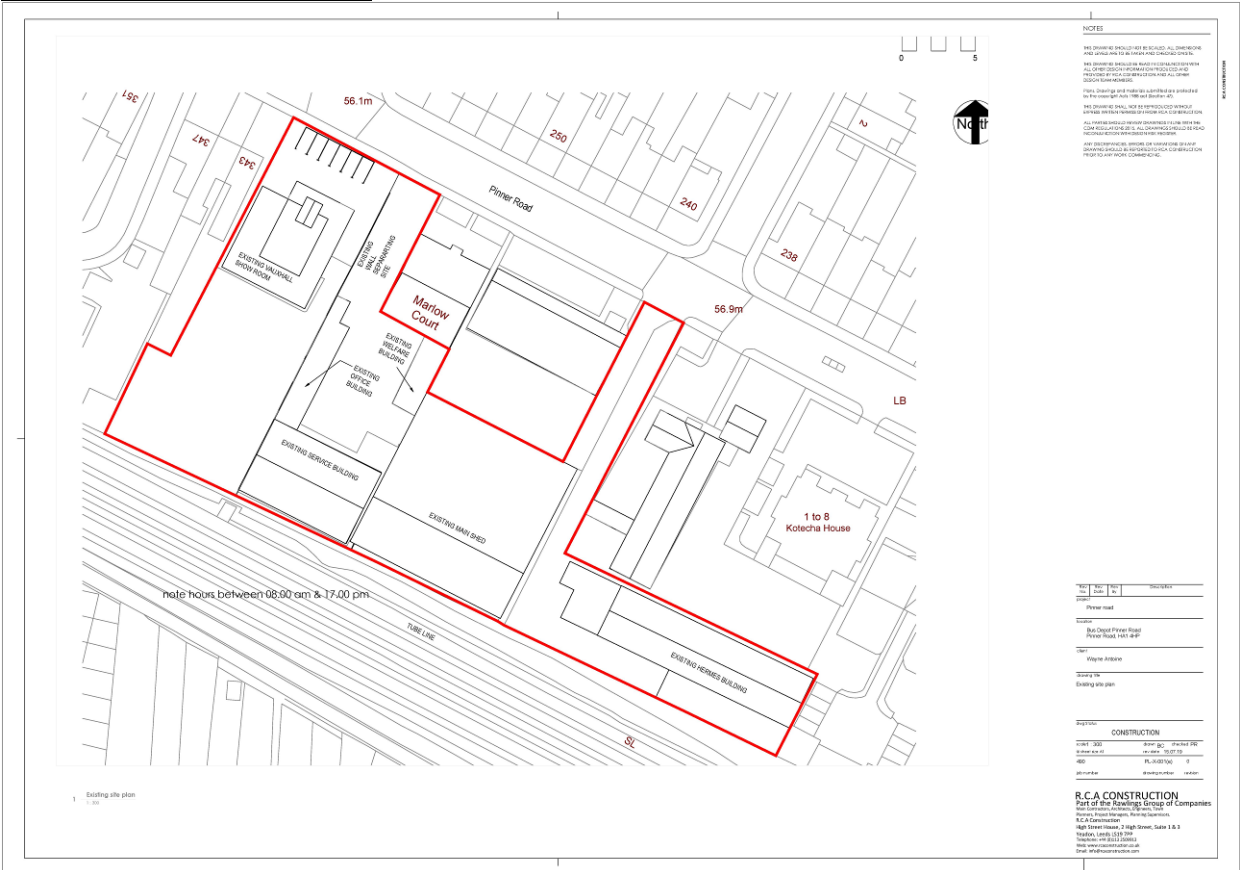
The applicant is advised to ensure that the highway is not interfered with or obstructed at any time during the execution of any works on land adjacent to a highway. The applicant is liable for any damage caused to any footway, footpath, grass verge, vehicle crossing, carriageway or highway asset. Please report any damage to [nrswa@harrow.gov.uk](mailto:nrswa@harrow.gov.uk) or telephone 020 8424 1884 where assistance with the repair of the damage is available, at the applicants expense. Failure to report any damage could result in a charge being levied against the property.

7. Construction Design Management Regulations

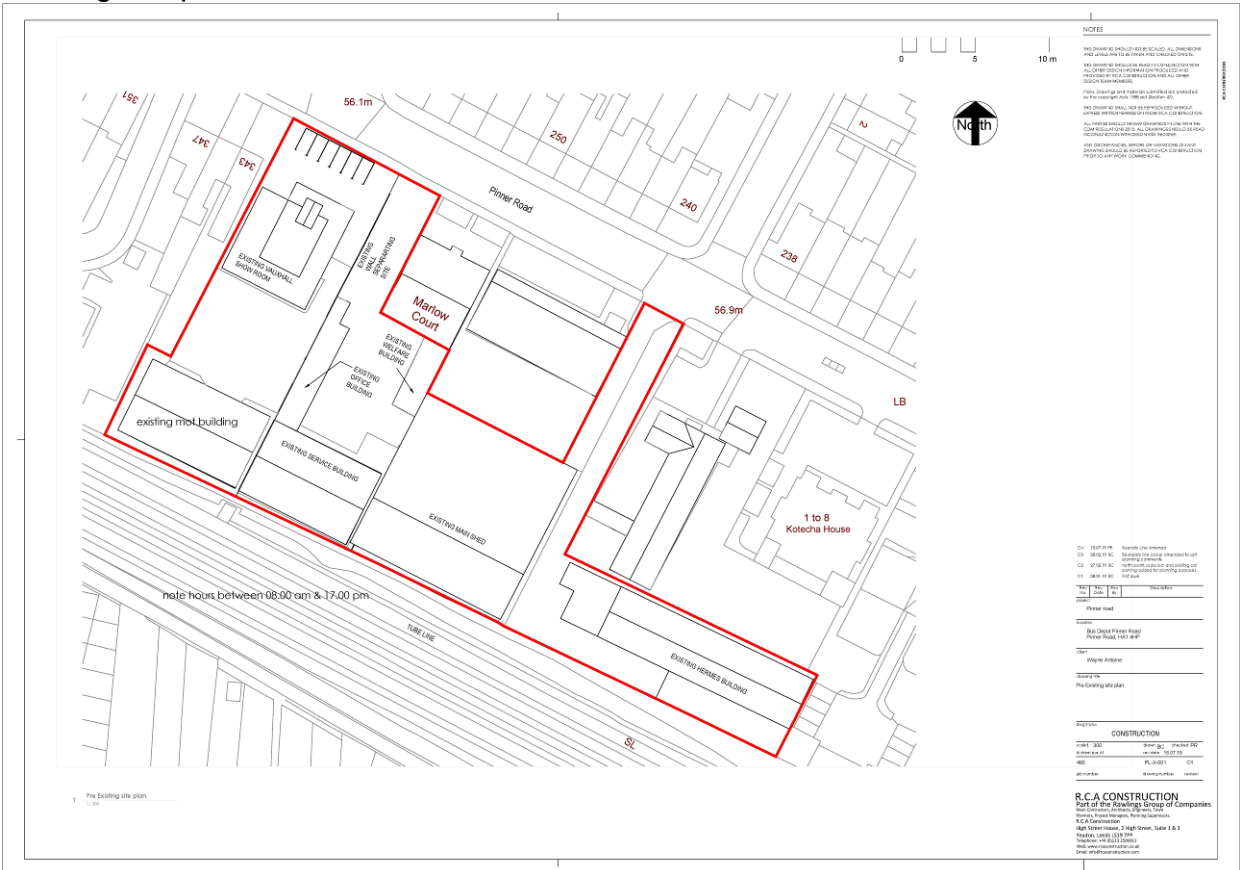
The development hereby approved may be subject to the Construction (Design and Management) Regulations 1994 which govern health and safety through all stages of a construction project. The Regulations require clients (i.e. those, including developers, who commission projects) to appoint a planning supervisor and principal contractor who are competent and adequately resourced to carry out their health and safety responsibilities. Clients have further obligations. Your designer will tell you about these and your planning supervisor can assist you in fulfilling them. Further information is available from the Health and Safety Executive Infoline on 01541 545500



# APPENDIX 2: SITE PLAN



Existing site plan



Pre-existing site plan

APPENDIX 3: SITE PHOTOGRAPHS



View of western access for existing depot and adjacent land 330 Pinner Road.





Former car showroom



Rear of site behind car showroom, where former MOT building was



Wisteria Court



Car parking of Wisteria Court adjacent the common boundary



Garden area and rear of no. 343





Boundary with no. 343



Front of no. 343



Looking towards existing bus depot buildings



Looking towards front of site, showroom visible to centre-left



Access point to existing depot, with Marlow Court to left







Main service building visible to rear of site, buildings to be demolished to the right





Larger service building, and additional buildings behind Marlow Court to be demolished



Looking back towards street and Marlow Court. Note fencing.



Sage House visible behind depot buildings





Eastern access and acoustic fencing along boundary with 301 Pinner Road





Eastern access as viewed from Pinner Road



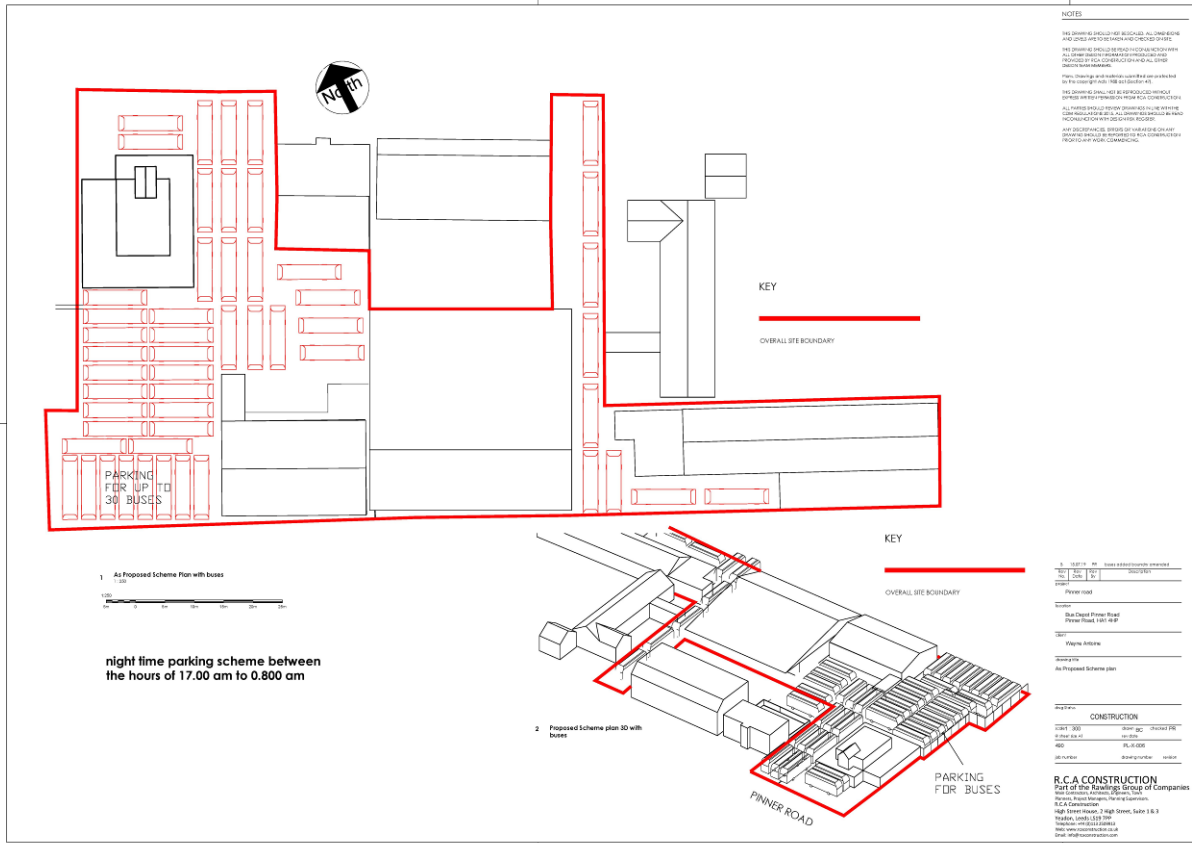
Front of Sage House



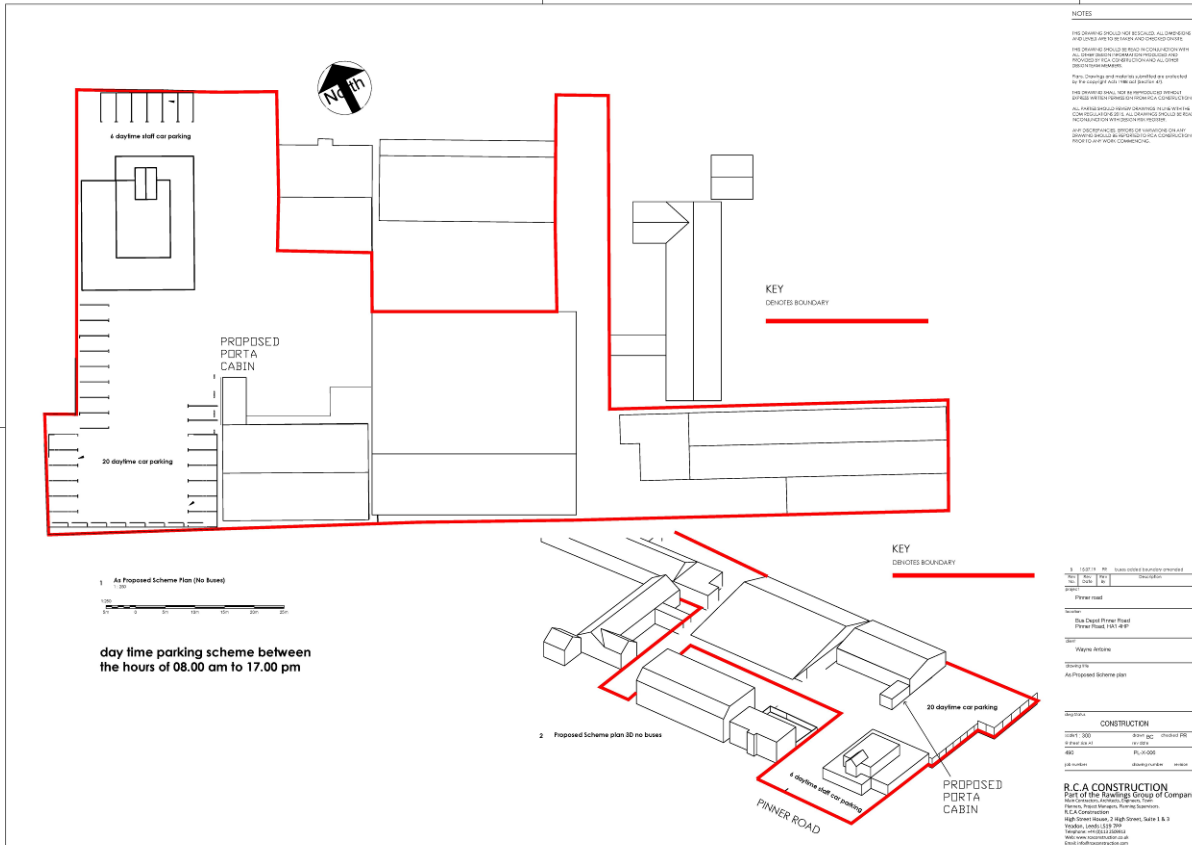
Front of adjacent 301 Pinner Road



# APPENDIX 4: PLANS AND ELEVATIONS



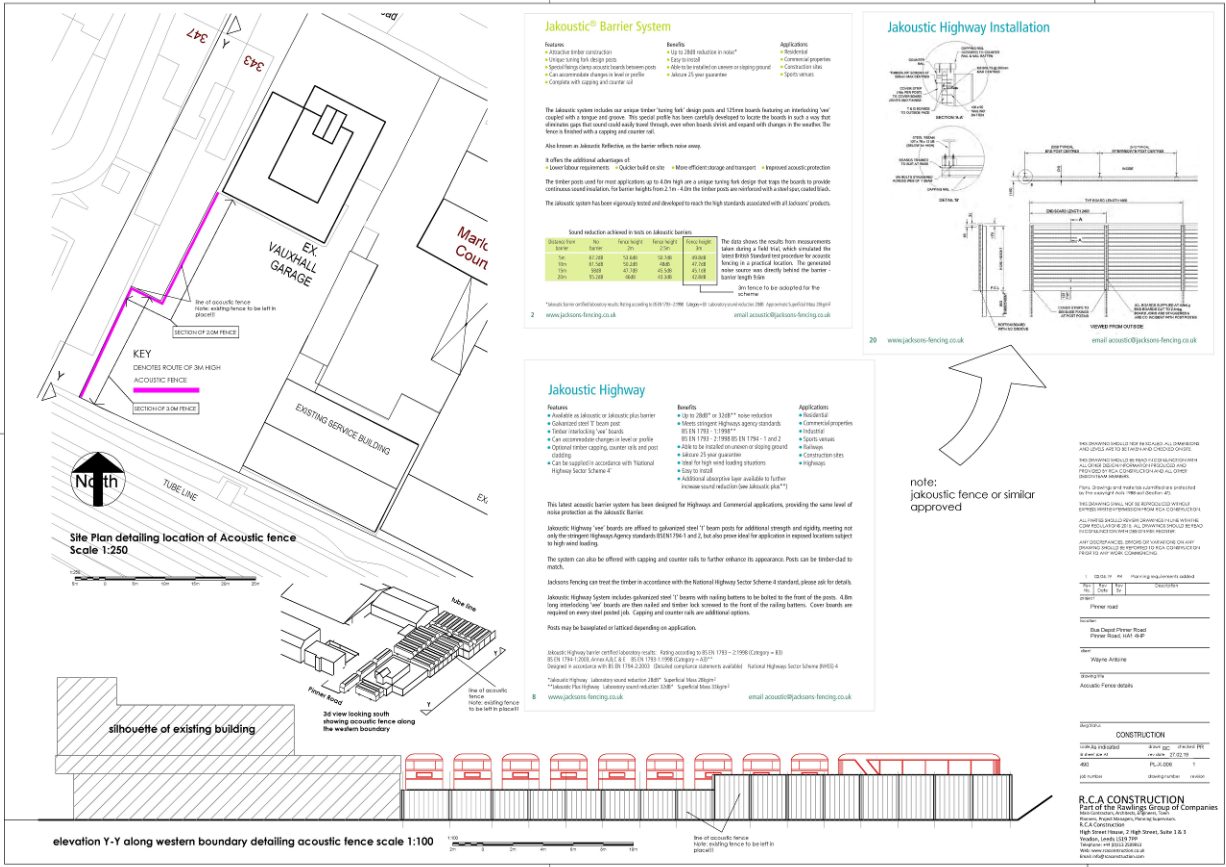
Proposed site plan with night time parking



Proposed daytime parking







Acoustic fencing location and details

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