

1. INTRODUCTION AND PLANNING POLICY CONTEXT	4
2. PROTECTING HARROW'S CHARACTER AND RESIDENTIAL AMENITY	12
3. CONSERVATION AND HERITAGE	18
4. ENVIRONMENT	32
5. GREEN BELT, OPEN SPACE AND BIODIVERSITY	40
6. DESIGN AND SUSTAINABILITY	50
7. HOUSING	56
8. EMPLOYMENT AND ECONOMIC DEVELOPMENT	64
9. TOWN CENTRES AND RETAIL DEVELOPMENT	72
10. TRANSPORT IMPACT AND ACCESSIBILITY	84
11. COMMUNITY AND EDUCATION FACILITIES	88
12. TELECOMMUNICATIONS	92
13. PLANNING OBLIGATIONS	96
14. GLOSSARY	100



# INTRODUCTION AND PLANNING POLICY CONTEXT 1

Development Management DPD (Regulation 25 Consultation)

### 1 INTRODUCTION AND PLANNING POLICY CONTEXT

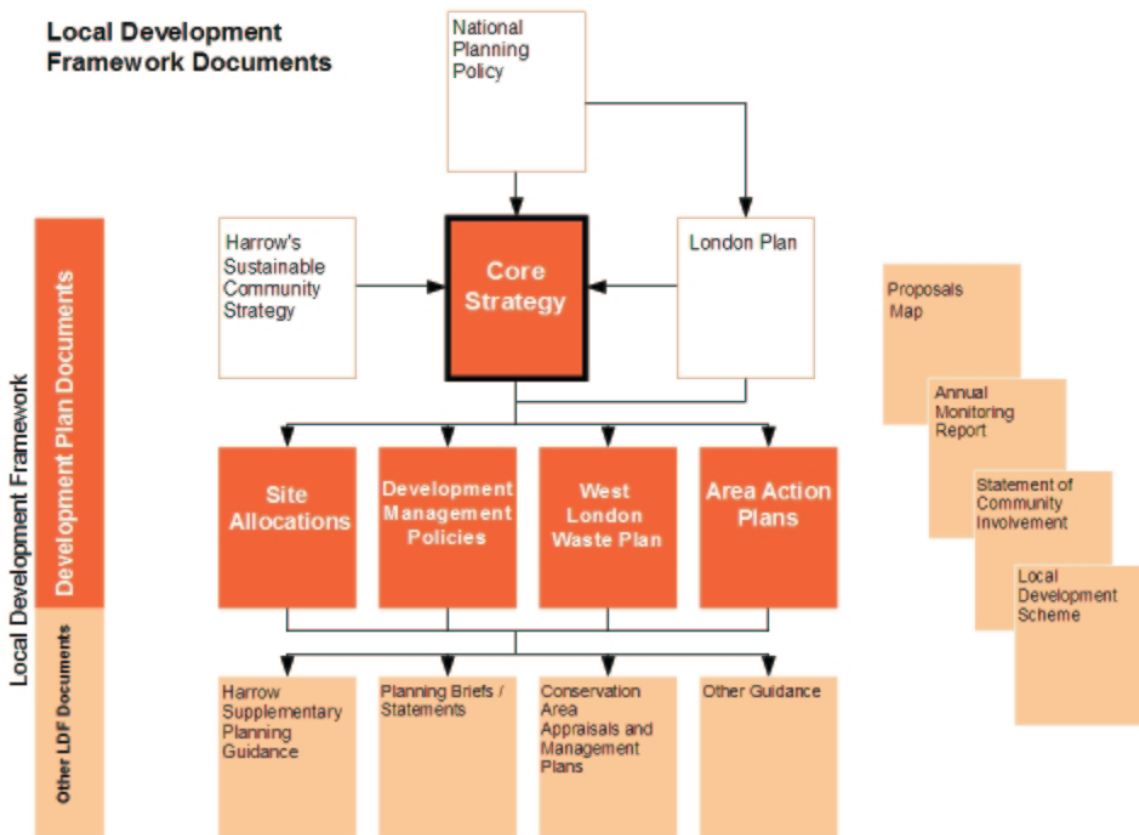
**1.1** This Development Management Policies Development Plan Document [DPD] document forms part of the Local Development Framework [LDF], the new Development Plan for the Borough. The LDF is a folder of planning policy documents, each one otherwise known as a Local Development Document [LDD]. It will replace the saved policies of the Harrow Unitary Development Plan [HUDP], which was adopted on 20 July 2004. Following a Direction from the Secretary of State, 56 policies were permanently deleted from the HUDP on 28 September 2007. The remaining saved policies will be replaced by policies within the LDF. It is the intention that there will be fewer policies, though the replacement policies are likely to be in more detail in most instances.

**1.2** Upon its adoption, the Development Management Policies DPD will sit below the Core Strategy in the LDF hierarchy and will include detailed policies, which will bring forward the strategic objectives set out in the Core Strategy. It will be consistent with national and regional planning policies and will be applied in the detailed assessment of planning applications. In addition to the Development Management Policies DPD, there will be a suite of other DPDs and Supplementary Planning Documents [SPDs] and Design Guidance Notes within the LDF to provide more detailed guidance to assist all parties in the design rationale of schemes and the determination of planning applications. The policies will give the Council greater flexibility in the decision-making process. The other policy documents within the LDF will comprise, but not be limited to:

- **Core Strategy DPD:** This is the most important document within the Harrow LDF as it sets out the long term vision of how Harrow and the places within it should develop by 2026. It sets out the Council's strategy on how the vision will be achieved so that Harrow will become a place where people want to live, work and enjoy a good quality of life.
- **Site Specific Allocations DPD:** This document will set out the allocated sites outside of those within the Harrow & Wealdstone Area Action Plan. It will identify the locations and sites for specific types of development in order to ensure the vision, objectives and strategy of the Core Strategy are implemented.
- **Harrow & Wealdstone Area Action Plan DPD:** This document is currently being jointly prepared in conjunction with the Greater London Authority and other stakeholders and will set out a comprehensive set of policies, proposals and site allocations within the defined boundary. This will include the town centres of Harrow and Wealdstone [including the business land surrounding Wealdstone] and the corridor that links these two town centres.
- **West London Waste Plan DPD:** This document is currently being prepared by Harrow Council and the five other boroughs in the West London Waste Authority area [Brent, Ealing, Hillingdon, Hounslow and Richmond]. It will identify and safeguard sufficient sites for a range of waste management facilities that are required in the area to deal with West London's waste up to 2026.
- **Proposals Map:** Identification of the geographical extent site allocations and areas of planning constraint.
- **Supplementary Planning Documents:** Each SPD will give detailed guidance on how the Council's planning strategy and policies will be implemented for specific topics, areas or sites. They will not form part of the statutory development plan for Harrow but will be important considerations in the Council's planning decisions.

- **Statement of Community Involvement:** This will be a statement of the Council’s policy for involving the community in preparing and revising LDDs and for consulting on planning applications.
- **Annual Monitoring Report:** This document is used to assess the progress on the delivery of the LDF and to review policy effectiveness. The current AMR covers the period, 1 April 2009 to 31 March 2010.

1.3 Fig 1.1 illustrates the documents within the Local Development Framework:



**Figure 1.1 Local Development Framework**

1.4 The Development Management Policies DPD is being prepared by the Council under the terms of the Planning and Compulsory Purchase Act 2004. An appraisal of the sustainability of the policies in this DPD will also be carried out, which will be available separately. One Sustainability Appraisal document will be produced that will cover the Development Management Policies, Site Specific Allocations and Harrow & Wealdstone Area Action Plan DPDs.

1.5 This document is intended to be used for Development Management purposes by identifying the issues that will need to be considered for sites within the Borough and to set out the Council’s preferred approach to development by reinforcing the objectives of the Core Strategy through detailed planning policies. Upon its adoption, it will in particular, set out the planning policies that

## Development Management DPD (Regulation 25 Consultation)

will be used in the determination of planning applications. In accordance with Government guidance, there will be no requirement to repeat national or regional planning policies, nor the saved policies of the HUDP.

**1.6** Government planning policy guidance contains criteria against which all DPDs will be assessed to ensure they are sound. In accordance with PPS12: Local Spatial Planning, only those policies, which relate to the delivery of the Core Strategy will be included in this Development Management Policies DPD.

### **Development Management**

**1.7** Development Management is that part of the planning system, which deals with development proposals and applications and is guided by planning policy at national, regional and local level and by any other relevant guidance. It is a positive and proactive approach to shaping, considering, determining and delivering development proposals. It will support the delivery of the vision for Harrow set out in the Core Strategy and in all other documents contained within the LDF.

**1.8** The aim of Development Management is to simplify the planning process for all parties involved. It should result in increased transparency of decision making, with interested parties engaged at the earliest opportunity so that the wider community benefits that any development can achieve are appreciated from the outset. The emphasis is on collaboration as opposed to negotiation and to arrive at a balanced agreement between all parties instead of a compromise so that it meets all party objectives.

### **Procedure**

**1.9** This document will undergo three significant stages before its adoption, in accordance with the regulations of The Town and Country Planning (Local Development) (England) Regulations 2004 [as amended]. It is at the first of the following three stages:

- Public participation in the preparation of the Development Management Policies DPD [Regulation 25];
- Publication of the Development Management Policies DPD [Regulation 27]; and
- Submission of the Development Management Policies DPD and information to the Secretary of State [Regulation 30].

### **Connection to the Core Strategy**

**1.10** The policies in this Development Management Policies DPD play an important role in the delivery of the overall vision and objectives for the Borough outlined in the Core Strategy. The Development Management policies provide additional detail and guidance on how the Council will implement the policies and advice contained in the Core Strategy through the decision making on all planning applications. For this reason, the two documents [Core Strategy and Development Management Policies DPDs] should be read in conjunction with one another. Policies at national and regional level will also be applicable, whether it is at the pre-application or planning application stage of the process.

## Sustainable Development, Sustainable Communities

**1.11** Sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations. This means meeting the diverse and changing needs of all people in existing and future communities, promoting personal wellbeing and inclusion; creating equal opportunity for all and creating stability for effective community development and cohesion. Harrow's Sustainable Community Strategy [2009] identifies core objectives through its vision to achieve this.

**1.12** There are five principles of sustainable development in the UK:

- Living within environmental limits;
- Ensuring a strong healthy and just society;
- Achieving a sustainable economy;
- Using sound science responsibly; and
- Promoting good governance.

**1.13** These principles were laid out in the UK Government's Sustainable Development Strategy, 'Securing the Future' [2005]. For a policy to be sustainable, it must respect all five principles, though some policies, while underpinned by all five, will place more emphasis on certain principles than others. Any trade-offs should be made in an explicit and transparent way. In Harrow, building sustainable communities means developing the Borough as a place, which enables people to live healthy, sustainable lives. All planning policies in Harrow's LDF contribute towards the aim of achieving balanced and sustainable communities.

**1.14** The Harrow Development Management Policies DPD is being produced with full regard for these principles, and will be accompanied by a Sustainability Appraisal as a separate document, which is mandatory under the Planning and Compulsory Purchase Act [2004]. Underpinning the preparation of the Core Strategy and this Development Management Policies DPD is an approach that seeks to ensure that, as far as possible, policies and proposals contribute towards relevant environmental, social and economic objectives.

**1.15** A holistic approach to sustainability requires the development of sustainable communities. Sustainable communities are places where people want, and are enabled to, live and work, now and in the future. They are sufficiently flexible and adaptable to meet the diverse needs of existing and future residents; are sensitive to their environment; and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

## PLANNING POLICY CONTEXT

### National Planning Context

**1.16** Planning for the Borough must consider the Government's overall approach to planning and sustainable development. The Government's Sustainable Development Strategy [2005] identifies five guiding principles to achieve sustainability:

## Development Management DPD (Regulation 25 Consultation)

- Living within environmental limits;
- Ensuring a strong, healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance; and
- Using sound science responsibly.

**1.17** The Government has also produced a series of Planning Policy Guidance notes, which are being replaced by Planning Policy Statements to meet the requirements of new legislation and underpin LDF policy. Consideration of national planning policy has been given in the formulation of the Council's LDF. In summary, these seek to:

- Support and promote sustainable development;
- Encourage social, environmental and economic regeneration; and
- Maintain and enhance the quality of the natural heritage and built environment.

### **Regional Planning Context**

**1.18** At the regional level, Section 24 of the Planning and Compulsory Purchase Act [2004] requires that LDDs must be in general conformity with the Spatial Development Strategy for London [the London Plan]. The London Plan is prepared by the Mayor of London and is currently undergoing a Consultation Draft Replacement to the existing London Plan of 2008, consolidated with Alterations since 2004. The London Plan provides the regional context for planning in Harrow and to all other London boroughs. It was first adopted in February 2004 and included key objectives to:

- Accommodate London's growth within its boundaries without encroaching on open spaces;
- Make London a better city for people to live in;
- Make London a more prosperous city with strong and diverse economic growth;
- Promote social inclusion and tackle deprivation and discrimination;
- Improve London's accessibility; and
- Make London a more attractive, well-designed and green city.

**1.19** The Consultation Draft Replacement London Plan [2010], once adopted, will be the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years. The latest version of the London Plan is scheduled for adoption towards the end of 2011.

### **Local Planning Context**



**1.20** At the local level, the Core Strategy will set out the spatial vision and objectives of the Harrow LDF. The policies within this Development Management Policies DPD seek to provide a detailed view of the spatial vision and objectives of the Core Strategy, which will be used for Development Management purposes.

**1.21** The Council's spatial vision and aspirations for the Borough is also reflected in Harrow's Sustainable Community Strategy [2009], which identifies six key themes:

- Economic Development in Harrow;
- An Improving Environment;
- Every Harrow Child;
- Culture, Communities and Identity;
- Health, Wellbeing and Independence; and
- The Future of Public Services and Democracy.

**1.22** Taking into account the Core Strategy, the collective suite of documents contained within the LDF, including this document, will aim to deliver the vision for the Borough to 2026.

### Consultation

**1.23** The consultation period for this Development Management Policies DPD will be from **X 2011 to X 2011**.

**1.24** You can comment on the document online at [www.harrow.gov.uk](http://www.harrow.gov.uk) or alternatively via email at [ldf@harrow.gov.uk](mailto:ldf@harrow.gov.uk) [with 'DMP DPD Reg 25' as the subject] or to the following **FREEPOST** address by **X 2011**:

Planning Policy

Harrow Council

Room 300, 3<sup>rd</sup> Floor East Wing

Civic Centre

FREEPOST RLZL-GGTG-YBTG

Harrow

HA1 2UY

***Please note, if you send a response by email, it is not necessary to send a hard copy. All representations will be made available for public inspection.***

## Development Management DPD (Regulation 25 Consultation)

**1.25** The Council encourages those with an interest in the future of the Borough to be involved in the planning process. These will include but not be limited to residents, workers, employers and visitors. In receiving comments as part of this first consultation process, the Council will be able to take these into consideration as part of the emerging LDF and decide how best to plan for the future of the Borough.

### **Points of Consideration for Comments**

**1.26** When making comments to this document, you may wish to consider some or all of the following points:

- The specific policy or policies you are commenting on;
- Issues that should be addressed in the policies you are commenting on;
- Whether a policy repeats that of another either within this document or at national or regional level;
- Whether the policy is in general conformity with the London Plan and national policy; and
- Whether additional policies should be included, which are not included elsewhere in this DPD or in the Core Strategy. Further details would be required including any supporting evidence.

# PROTECTING HARROW'S CHARACTER AND RESIDENTIAL AMENITY 2

Development Management DPD (Regulation 25 Consultation)

## 2 PROTECTING HARROW'S CHARACTER AND RESIDENTIAL AMENITY

### INTRODUCTION

**2.1** The Characterisation Study [2010], which is a character assessment of Harrow's residential areas, identifies four generic residential character typologies that exist within the Borough:

- Pre-1910 narrow-fronted terraced housing with small front gardens and no off-street car parking;
- Mainly inter-war housing are as with low to medium greenness;
- Mainly inter-war housing with high greenness; and
- Exceptionally green areas with very low densities.

**2.2** Design of development will need to have regard to the character of the area and justification where such proposals form their own identity in the streetscape.

#### Policy 1

##### Effect on Local Character in the Design of Development

Proposals will be expected to maximise the potential of sites and to create an inclusive environment but should consider the following as part of the design process to respect the character and setting of neighbouring development and to landscapes and visual places of significance. Considerations should refer to urban form, architectural inspirations, spaces between buildings, soft amenity aspects such as trees, landscaping and biodiversity, and how the proposal would affect the character and views to, from and within the Borough. Factors to consider for the design of development should include but not be limited to:

- Scale;
- Height, bulk and massing;
- Relationship to neighbouring properties and their uses and to the street scene;
- Use of materials;
- Provision for amenity space and an integrated landscaping scheme as part of the proposal, where applicable and with regard to biodiversity;
- How the proposal would improve the character of the area and overall quality of local distinctiveness;
- How the proposal considers Secured By Design initiatives;
- Sustainability measures that have been integrated into the design of the proposal;

- How the proposal addresses daylight and sunlight to adjoining properties, privacy, noise, vibration and visual intrusion on surrounding neighbouring residents and the impact on neighbouring residential amenity generally;
- Car and cycle parking provision; and
- Waste and recycling provision.

This will apply but not be limited to major developments. Smaller scale developments or proposals on sites in prominent or sensitive locations will also apply. Further detail on Harrow's design guidance is set out in the Council's Sustainable Building Design SPD [2009] and Residential Design Guide SPD [2010].

## JUSTIFICATION

**2.3** This policy encourages high quality design that would enhance the visual appearance of development whilst simultaneously protecting the amenities of neighbouring residents. The conclusions of the Characterisation Study justified policies within the HUDP relating to greenery, the protection of back gardens, building heights, residential design and layout, and conversions. It is important that these elements continue to be protected and enhanced that form Harrow's character, which consists predominantly of residential buildings with approximately a third of green or open space.

**2.4** The design of new development will have regard to the local context as well as to landscapes, places and buildings that have character, as detailed in planning policy. Further justification is required for any proposal, which may not necessarily be in character with an area but is still considered to be acceptable in its urban form and context. This would usually relate to contemporary designs or design of development, which may not necessarily fit with the character of the surrounding area but would be acceptable in design terms having regard to the above criteria in the policy.

## Policy 2

### Protection of Identified Views and Landmarks

The Council will protect the following identified views and landmarks [as identified on the Proposals Map] within the Borough and will exercise stringent controls over height, location and design of any buildings, which consequentially impacts on these views and landmarks:

St Mary's Church, Harrow on the Hill from :-

- Harrow Recreation Ground, at entrance from Cunningham Park;
- Courtenay Avenue, at bridge over railway;
- The Bridge / George Gange Way, Wealdstone;
- Junction Uxbridge Road / Brookshill;

### Development Management DPD (Regulation 25 Consultation)

- Headstone Manor Recreation Ground opposite Melbourne Avenue;
- Footpath at Mountside / Vernon Drive; and
- Harrow View at junction with Radnor Road.

Panoramic view of Harrow and Central London from Old Redding;

Panoramic view of Harrow from Pinner Hill Golf Club;

Panoramic view of South Harrow, Rayners Lane and Pinner from St Mary's Church, Harrow on the Hill;

Panoramic view of Harrow and Central London from Stanmore Golf Course; and

Harrow Weald Ridge from:-

- The Bridge / George Gange Way, Wealdstone;
- George V Avenue / St Thomas' Drive;
- Stanmore Golf Course;
- Courtenay Avenue, at bridge over railway;
- Wakehams Hill; and
- Roger Bannister Playing Fields.

These views contribute to the architectural identity that is Harrow. Therefore, the loss or impact on any of these views through inappropriate development will not be accepted. Proposals will need to demonstrate that the views and the vantage points to these views will not be adversely affected by development.

### JUSTIFICATION

**2.5** The Council will seek to protect identified landmarks and views within the Borough. Harrow possesses some of the most imposing landmarks and attractive skyline ridges and adds significant views to the quality of the local landscape. Poorly-designed buildings can intrude on these views and would detract considerably from a key characteristic of the Borough. Planning policy will seek to respect views by having regard to the consideration of development through the design process to minimise any consequential impact upon the character and locality.

### Policy 3

#### Shopfronts and Advertisements

Shopfronts and advertisements shall be considered on grounds of visual amenity and highway safety, in accordance with the Town and Country Planning (Control of Advertisements) Regulations 2007.

In some instances, where applicable, its effect on a designated area will be a material consideration in the determination of planning applications. Advertisements are required to be of the highest possible standards and contribute to a safe and attractive environment. Advertisements [including hoardings, illumination of hoardings, illuminated fascia signs, free-standing display panels, and estate agent boards], which require consent must not cause a public safety hazard, or contribute to clutter or a loss of amenity.

#### JUSTIFICATION

**2.6** Shopfronts and advertisements can provide a positive contribution to the townscape if designed and located appropriately. New or altered shopfronts should be in keeping with the buildings and local townscape, with particular importance to the protection of shopfronts of architectural or historical interest and where they contribute to the interest and vitality of the area. There will however also be areas where advertisements would be particularly sensitive including within conservation areas and on listed buildings.

#### BAA SAFEGUARDING

**2.7** In accordance with the 2002 Safeguarding Aerodromes Direction, most of the southern part of the Borough falls within one of two height restriction zones for Heathrow Airport, which requires notification to BAA of any proposal in excess of either 45m or 90m as illustrated on the BAA Aerodrome Safeguarding Map. There is no requirement to set this out as a Development Management policy as it will be a statutory requirement in accordance with the 2002 Direction to consult BAA on such proposals.

**2.8** As set out in the Core Strategy, the Harrow & Wealdstone Intensification Area is the only location identified within the Borough as being suitable for tall buildings and therefore, no specific policy is deemed necessary in respect of the 2002 Direction applying to the rest of the Borough.

#### THE PREFERRED APPROACH

**2.9** The Council will apply policy on design considerations to all new development to respond to the local context. Not all sites will be able to respond to the local context and may therefore stand alone, e.g. a contemporary building may be suitable within areas of a specific character. However, such an approach would need to be justified in design terms and that there will be no consequential impact to amenity, the locality or to any protected or identified view or landmark.

**2.10** As a design consideration, amongst other planning issues that a proposal could impact on, all parties are to be aware of the BAA Safeguarding Zone and the necessity to consult BAA on planning applications where such proposals exceed the threshold in height illustrated on the BAA Aerodrome Safeguarding Map.

### ALTERNATIVE APPROACHES

**2.11** The Council could consider alternatives such as the introduction of specific criteria for each suburban setting identified in the Character Study. However, this would not be possible as there is no distinction in boundary terms as to where one character setting begins or ends. The Residential Design Guide SPD [2010] contains elements of design considerations to respond to the urban structure and encourage developers to reflect the local character in the design of development, where applicable. All other development will need to consider how the design has evolved to justify its purpose in the context of its setting.



# CONSERVATION AND HERITAGE 3

Development Management DPD (Regulation 25 Consultation)

### 3 CONSERVATION AND HERITAGE

#### INTRODUCTION

**3.1** Heritage assets are the valued components of the historic environment, positively identified as having a degree of significance meriting consideration in planning decisions. Within the Borough of Harrow, the following are positively identified as heritage assets that make a contribution to the historic environment. It includes, but is not restricted to:

- Conservation Areas;
- Statutory Listed Buildings;
- Locally Listed Buildings;
- Heritage Street Furniture [mostly identified by the Council's Heritage Street Furniture Audit [2007] and later additions];
- Archaeological Priority Areas;
- Ancient Monuments;
- Areas of Special Character; and
- Registered Parks and Gardens.

**3.2** The Council can identify heritage assets at any stage of the planning process. There may be instances during the process of decision-making, where it is discovered that a building, monument, site, place, area or landscape of significance is a heritage asset. This would be a material consideration in any planning decision.

**3.3** Designated heritage assets are those which are designated under national legislation, which within Harrow are conservation areas, statutory listed buildings, Archaeological Priority Areas, Ancient Monuments and Registered Parks and Gardens. Other heritage assets are those recognised at the local level.

#### Policy 4

##### All Heritage Assets

The Council will continue to seek to identify and publicly document heritage assets within the Borough and encourage local residents, owners, occupiers and groups to recommend items as heritage assets.

There will be a presumption in favour of the preservation and enhancement of heritage assets within the Borough and ensure development within their setting or preserves those elements of the setting that make a positive contribution to or better reveal the significance of the asset.

Decisions relating to heritage assets will therefore take account of factors including scale, height, massing, alignment, use, materials, layout, retention of historic fabric and location. There is a presumption in favour of retaining:

- The existing or original location in order to retain historic context and meaning;
- The original use of a historic building since this is most compatible with its character and fabric; and
- Historic fabric since this is important to the historic integrity of the heritage asset.

Proposals will also be assessed against:

- The policies and guidance contained within PPS5: Planning for the Historic Environment and its supporting Practice Guide 'Further Guidance on Making Changes to Heritage Assets';
- Heritage guidance documents published by English Heritage; and
- SPDs produced by the Council. The Council will continue to produce SPDs to be applied to existing or proposed development to heritage assets, or within their setting where this is considered appropriate.

The Council will encourage the maintenance and restoration of heritage assets by advising owners and occupiers on repair and alterations, and on financial and technical help which may be available. Where appropriate, the Council will use its powers under the Town and Country Planning Acts to secure an enhancement of heritage assets or their setting. This is particularly relevant for those items which are on English Heritage's 'Heritage at Risk' register which is intended to identify certain heritage assets that are in danger from neglect and decay in order to focus attention upon such buildings and to act as a catalyst for action.

Where the loss of some or a material part of a heritage asset is accepted an appropriate record of it will be required before the loss occurs. However, it is recognised that such a record is not as valuable as retaining a heritage asset.

Enabling development may sometimes be judged necessary in order to provide for the repair and / or preservation of a heritage asset. In order to determine the acceptability of any such proposal, this would be considered against criteria contained in English Heritage Policy Statement: Enabling Development and the Conservation of Heritage Assets [2001].

Applications affecting heritage assets will be required to justify their proposals in relation to the need to retain historic and architectural significance, and provide full information in order to assess the likely impact of the proposal in accordance with Policy HE6 of PPS5: Planning for the Historic Environment. This should include referenced drawings [plans, elevations and sections] to an appropriate scale, fully annotated to show proposed works, materials and finishes [further advice is available in English Heritage's Best Practice note 'Information Required in Applications for Listed Building Consent'].

#### JUSTIFICATION

**3.4** Heritage assets are a finite resource and irreplaceable asset. Once gone, they are lost forever. Therefore, there is a presumption in favour of the protection of Harrow's heritage to ensure that the enjoyment by Harrow residents and visitors is maintained. The special interest of heritage assets can be detrimentally affected by inappropriate uses, insensitive alterations and / or extensions and unsympathetic development within its setting. Their continued existence can also be threatened by neglect and dilapidation. It is recognised that the best way of conserving any heritage asset is by keeping it in active use that is compatible with its historic fabric.

**3.5** Policy H2 of PPS5 states that planning authorities should ensure that they have evidence about the historic environment and that this is publicly documented. The PPS5 supporting Practice Guide advises local authorities to consider compiling a 'local list' of heritage assets 'in partnership with the local community and on the basis of objective criteria of heritage interest that have been tested through public consultation. The type of assets included in such a list may be as varied as those designated at the national level.' Policy HE6 of PPS5 states that planning authorities should require an applicant to provide a description of the significance of any heritage asset affected as well as an assessment of the potential impact of any proposal. Policy HE7.4 of PPS5 states that local planning authorities should take into account the desirability of sustaining and enhancing the significance of all heritage assets, and of utilising their positive role in place-shaping. Policy HE7.5 states that local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment.

**3.6** Policy HE8 of PPS5, which relates to non-designated heritage assets states that the effect of an application on the setting of a heritage asset is a material consideration in determining the application, whilst Policy HE10.1, which relates to designated heritage assets, states when considering applications for development within the setting of a heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset.

#### Policy 5

##### Conservation Areas

To warrant designation as a conservation area within the Borough, the area should fulfil two or more of the following criteria:

- Areas with a high concentration of listed buildings, whether statutorily or locally listed;
- Areas of historical, social, economic and / or architectural merit;
- Areas with a high proportion of buildings built prior to 1920, which remain largely unaltered;
- Areas built post 1920 that are innovative in planning or architectural detail and where a large proportion remain unaltered;

- A significant group of buildings with distinct physical identity and cohesiveness; or
- Areas which have a special quality where the site layout and landscaping are of exceptionally high quality and / or contain historic open space, natural landmarks or topographical features.

Proposals must preserve or enhance the character or appearance of a conservation area. Proposals for new development, alterations or extensions should therefore comply with the following criteria:

- The position of the building on its site should properly relate to surrounding buildings / spaces;
- Materials and detailing should be appropriate and in keeping with the area;
- The development should be in scale and harmony with the area;
- The proportion of the parts should be in scale with each other and properly related to adjoining buildings; and
- Development should not adversely affect the streetscape, skyline or significant views.

The Council:

- Considers proposals against guidance contained within relevant SPG / SPD and any other English Heritage guidance documents on Conservation Areas, such as 'Valuing Places: Good Practice in Conservation Areas' [2011]. Supplementary Planning Guidance is provided by the Conservation Area SPDs and appendices of Conservation Area Appraisals and Management Strategies. It is also provided by the Conservation Area Policy Statements, although these are in the process of being superseded by the Conservation Area SPDs, which will ultimately cover all four groups of Harrow's Conservation Areas, i.e. Stanmore / Edgware, Pinner, Harrow on the Hill and Harrow Weald. These documents include a detailed analysis of the unique qualities of the areas and specific management proposals and design guidance.
- Holds a presumption against the demolition of buildings or other features that positively contribute to the character or appearance of a conservation area. Demolition would not normally be granted unless the proposal can be justified against Policies HE9.2 and HE9.3 of PPS5. If a building makes a neutral contribution, its value will be assessed against any proposed redevelopment. Demolition would not normally be granted in the absence of detailed and acceptable proposals for replacement development. To ensure this will proceed after the demolition, suitable planning conditions of obligations by agreement will be ensured.
- Holds a presumption against the loss of landscaping and trees in conservation areas.

- Acknowledges that the streetscene is very important but also consider that other, more private viewpoints are important if the conservation area is to retain its character and integrity. This means conservation area policies apply to all aspects of proposals for development within conservation areas, regardless of whether they can be seen from public areas.
- Will consider whether the exercise of Permitted Development rights would undermine the preservation of the special interest of a conservation area. Where this is considered to do so, the Council will consider the introduction of Article 4 Directions to ensure any development is given due consideration.

### JUSTIFICATION

**3.7** There are 28 conservation areas within the Borough of Harrow. Conservation areas are areas of special architectural or historic interest and it is desirable to preserve or enhance their character or appearance. Under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act [1990], every local authority is required, from time to time, to determine which parts of their area are worthy of preservation and enhancement and designate them as conservation areas. They are one example of a designated heritage asset. Policy HE9 of PPS5 states a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation.

**3.8** Harrow's conservation areas vary considerably. Whilst some have similarities of form and design, others get their character from diversity. The above policies are therefore particularly relevant as this means that the bulk, form and height of development within the area should conform to that character by reflecting the uniformity or diversity of the locality of the conservation area in question. Where uniformity forms part of the character of a street, it will not normally be appropriate to vary from it, while in other areas, where diversity exists, irregular building heights or form might be more appropriate.

**3.9** The success of a design can often be dependent upon the skill in use of materials and detailing. If an area contains strong unifying elements, e.g. doors, windows, bays and gables, it may therefore be desirable to reflect these and their form, proportion and the relationship between solids and voids will be taken into account.

**3.10** The special interest of a conservation area can be dependent on even minor development being in keeping with the character of that area. Therefore, Policy HE4 of PPS5 advises that consideration is given to the introduction of Article 4 Directions which would require planning permission for certain works. The Conservation Area SPDs often identify areas where Article 4 Directions might be beneficial.

### Policy 6

#### Statutory Listed Buildings

The Council will ensure the protection of the Borough's listed buildings by:

- Only permitting alterations and extensions that preserve their character, historic interest, and setting and any features of architectural or historic interest, which it possesses, both internally and externally. This will include consideration of the retention and enhancement of the original and / or historic gardens or landscape features;
- Only permitting changes of use that would preserve the special interest of the listed building. There is a presumption in favour of retaining the original use of a historic building. In cases where it can be demonstrated that a change of use is required to preserve that building, and where alterations required for the new use do not diminish the architectural or historic value of the building or its setting, such a proposal may be considered to override other policies and Building Control standards in appropriate cases. In assessing whether a change of use is acceptable, the proposal would need to consider the location of the property, the quality of the building, its present structural condition, the likelihood of its viability in its current use and the possibility of reversion to the original use in the future. It would also be balanced against other relevant policies and the implications of complying with other statutory requirements including, for example fire safety and increased floor loading. The details of such an application would be important and therefore the Council may refuse to consider planning applications for changes of use without the associated listed building consent application;
- Only permitting demolition in exceptional circumstances. Demolition would not normally be granted unless the proposal can be justified against Policies HE9.2 and HE9.3 of PPS5;
- Only permitting developments within the curtilage of listed buildings, or adjoining buildings, that do not detrimentally affect their setting; and
- Helping ensure owners of listed buildings are aware of their responsibilities and take steps to maintain and protect such buildings. If maintenance of a listed building is seriously neglected, the Council will consider using its powers to undertake repairs. Where appropriate therefore, the Council will use its powers under Section 47-50 and 54-55 of the Planning (Listed Buildings and Conservation Areas) Act [1990] to secure the repair of listed buildings; and where resources permit by providing financial aid for restoration work, under Section 57 of the Planning (Listed Buildings and Conservation Areas) Act [1990].

In order to reduce the risk of theft of architectural features from historic buildings, the Council may request additional security arrangements on site during building works.

## JUSTIFICATION

**3.11** Listed buildings are nationally important because they represent the best of our architectural and historic built heritage. They form an important component for Harrow's heritage as there are 279 entries on the statutory list for the Borough. 66 of these entries have more than one building included as part of its entry. The list includes four Grade I listed buildings and 16 Grade II\* listed buildings; 16 ecclesiastical buildings; and over 40 structures [e.g. telephone kiosks, gates and mile posts, etc.]. Statutory listed buildings are of national architectural and historic importance.



## 3 CONSERVATION AND HERITAGE

### Development Management DPD (Regulation 25 Consultation)

The list was compiled by the Secretary of State for Culture, Media and Sport and was last published for Harrow in 1983 after a survey of the Borough. Since then, additions have been made on an 'ad hoc' basis as a series of amendments, often as a result of requests to consider 'spot listing'.

**3.12** Statutory listed buildings are considered to be of national importance and are classified either as:

- Grade I: Buildings of exceptional interest;
- Grade II\*: Particularly important buildings of more than special interest; or
- Grade II: Buildings of special interest which warrant every effort to preserve them.

**3.13** Listed building consent is required for any works, either internal or external work which would affect its special character. It is the Council that makes the decision as to whether or not listed building consent is required and it is therefore advisable to contact the Council before works commence in order to obtain a view on this.

**3.14** Whilst listing does not prevent all changes to a building, the Council is required to have special regard to the desirability of preserving the building or its setting, or any feature of special architectural or historic interest. Therefore, in the application of proposals for development involving listed buildings, there is a presumption in favour of the conservation and enhancement and an emphasis on their retention, as a matter of principle. The detailed design of alterations and extensions to listed buildings is considered extremely important to ensure retention of the architectural integrity of these buildings. Considerable care should be taken when considering proposals to undertake such works.

**3.15** Retaining the original use of a listed building is important since this is most compatible with its character and fabric.

### Policy 7

#### Locally Listed Buildings

Selection criteria for locally listed buildings within Harrow follow those set down by statutory listed buildings:

- Architectural interest including architectural design, decoration and craftsmanship;
- Townscape / group value including important contributions to unified architectural or historic groups, areas of planned townscape, or the local townscape;
- Age and rarity – The older the building is, the more likely it is to have special interest;
- Aesthetic merits – The appearance of the building and any group value;
- Historic interest - Illustrating aspects of local/national social, economic, cultural or military history;



- Close historical associations with locally / nationally important people or events; and
- Selectivity – The degree to which it has been altered and the loss to the fabric and character of the local environment if it were to be lost.

## JUSTIFICATION

**3.16** The Council recognises that there are many buildings in the Borough which, although not worthy of inclusion on the statutory list of Buildings of Special Architectural or Historic Interest, are important in the local context and so maintains a list of such buildings. A full list of such buildings is published as Supplementary Planning Guidance. The local list is kept under review.

**3.17** PPS5 places a great deal of emphasis on conserving and enhancing the familiar and cherished local scene. Many buildings and structures contribute to this scene, but are not contained in the statutory list. Whilst such buildings do not enjoy the full protection of statutory listing, many are within conservation areas and are thus protected from demolition, but many others are not. Since they contribute greatly to the quality of the environment, their protection and continued well-being is sought. Some groups of buildings have character and good architectural qualities. Collectively these groups can contribute significantly to the townscape, and merit listing as a group within the local list.

**3.18** The Council will continue to identify and compile a list of locally important buildings and structures, which make a positive contribution to local distinctiveness, and ensure their protection, retention and re-use. These buildings need to be identified by developers early in their development design process and their retention should be incorporated into the proposed development. Clear justification must be provided as to why a locally listed building should not be retained.

**3.19** There is a presumption in favour of the conservation of listed buildings and an emphasis on the retention of listed buildings in active use. The same presumption will apply to locally listed buildings. Any proposal that involves the demolition of listed buildings or alterations, which will harm the architectural and historic character and setting of such buildings, will be refused.

**3.20** Therefore, in the application of proposals for development involving listed buildings, there is a presumption in favour of the conservation and enhancement and an emphasis on their retention, as a matter of principle. The same presumption will apply to locally listed buildings and the Council will refuse consent for the demolition of locally listed buildings, and for alterations and other external works, which will harm the architectural and historic character and setting of such buildings.

**3.21** Whatever the grading of a listed building, any work involving the demolition or alteration affecting its special architectural or historic character will require listed building consent before any works can be carried out. Consent is required to alter the interior or exterior of listed buildings. Whilst listing does not prevent all changes to a building, the Council is required to have special regard to the desirability of preserving the building or its setting, or any feature of special architectural or historic interest.

#### Policy 8

##### Archaeology

Major development within the Archaeological Priority Areas [as shown on the Proposals Map] will need to provide either an Archaeological Desktop Study or an Archaeology Assessment as part of the planning application. Archaeological sites will be protected with the submission of mitigation measures, where applicable.

Proposals for development within the Archaeological Priority Areas or in areas where it is considered important archaeological remains may be present will only be considered if accompanied by an appropriate archaeological assessment.

#### JUSTIFICATION

**3.22** Archaeological heritage is a valuable resource, which is vulnerable to modern day development. Archaeological remains above and below ground level and ancient monuments are an important historic feature to the Borough, which once lost is gone forever. It is therefore important to protect such remains and monuments that forms part of Harrow's heritage.

**3.23** An Archaeological Priority Area may not necessarily affect individual homeowners whose property falls within this designation however, it is advisable to check with English Heritage before commencement of any development. Major proposals will be assessed for their archaeological potential. Where proposals may affect Archaeological Priority Areas or other remains, the Council will expect sufficient information to be submitted by the applicant to assess the archaeological implications of development and may require an archaeological field evaluation prior to determination of the application. All planning applications involving archaeology will require the approval of English Heritage.

**3.24** These are considered within the environmental protection and open space section.

#### Policy 9

##### Ancient Monuments

The Council will safeguard scheduled ancient monuments and other nationally important sites and monuments and preserve and enhance such features and their settings when considering development proposals in the locality. There are nine Scheduled Ancient Monuments in the Borough, as shown on the Proposals Map:

- Grim's Ditch [section 1,370 metres north-east from Oxhey Lane];
- Grim's Ditch [section north of Blythwood House];
- Grim's Ditch [four linear sections between Uxbridge Road and Oxhey Lane];
- Pear Wood [linear earthworks];

- Brockley Hill [obelisk];
- Brockley Hill [Romano-British pottery and settlement];
- Headstone Manor [moated site];
- Pinner Hill [ice house]; and
- Pinner Deer Park, Pinner Park Farm [park boundary pole].

Scheduled Ancient Monuments in Harrow make a major contribution to the Borough's heritage and are the most important sites of archaeological interest. The desirability of preserving an Ancient Monument and its setting is a material consideration in the determination of planning applications.

## JUSTIFICATION

**3.25** Ancient monuments also form part of Harrow's heritage assets. Heritage assets are the valued components of the historic environment, which are positively identified as having a degree of significance meriting consideration in planning decisions. The Council will seek to preserve or enhance heritage assets to ensure that the special interest and character is maintained within the Borough. The Council's heritage assets, which include conservation areas and listed buildings as well as the Council's local list of buildings of local importance and ancient monuments, present an important element to Harrow's character. Heritage assets are defined by their historic, archaeological, architectural or artistic significance.

**3.26** The Council will seek to preserve nationally important archaeological remains and their settings, including ancient monuments from harmful development and will refuse development proposals, which will have an adverse effect on such remains. Development, which will affect remains within areas of special archaeological significance and other archaeological remains and ancient monuments may be refused. Not all important sites are scheduled and it is recognised that the nature of archaeological evidence is such that there may be important sites waiting to be discovered.

**3.27** The owner of a Scheduled Ancient Monument is responsible for the protection of that monument, although the Secretary of State for Culture, Media and Sport has ultimate responsibility for ensuring that its treatment, repair or use is compatible with its preservation as a monument. Anyone wishing to undertake works including farming operations, which would have the effect of demolishing, destroying, damaging, removing, repairing, altering, adding to, flooding, or covering up a scheduled monument must first obtain from the Secretary of State for Culture, Media and Sport 'Scheduled Ancient Monument Consent'. The execution of such works without the necessary consent is a criminal offence.

## Policy 10

### Areas of Special Character

Within Areas of Special Character, development will only be considered where:

- The scale and density of the proposed development is compatible with the character of the area;
- Any proposal is designed and located so that it minimises or reduces its impact on the designated area; and
- Appropriate boundary treatment and additional tree planting is provided, particularly along road frontages to maintain or enhance the character of the designated area.

### JUSTIFICATION

**3.28** Areas of Special Character are recognised by the Council as being of particular importance, which generally comprise low density residential development surrounded by extensive wooded settings. There is a strong presumption against any development other than the acceptable rebuilding of, or a modest extension to, an existing dwelling. Unless there are very special circumstances within the terms of Green Belt policy, there should therefore be no new development, infill or subdivision of plots within these areas. It is particularly important that the more extensive undeveloped areas of woodland and open space are retained without urban intrusion.

**3.29** There are some areas of residential development within the Borough, which have a special environmental character due to a relatively low density form of development, comprising mainly larger properties with extensive gardens, often with many trees. The quality of residential amenity created by areas of low density development should be protected from infill and backland development. Areas of Special Character are therefore identified for its designation and protection to ensure the preservation of these areas is maintained due to the significant amenity value it provides.

### Policy 11

#### Historic Parks and Gardens

Historic parks and gardens comprise a variety of features – The open space itself, views in and out, the planting, water features, built features and archaeological remains. The Council will ensure the protection of the Borough's historic parks and gardens by:

- Ensuring proposals preserve the character and appearance and the setting of a historic park and garden;
- Encouraging the conservation, restoration, maintenance and sympathetic management of historic parks and gardens and their wider landscape setting wherever possible;
- Seeking where possible, to repair and conserve historic parks and gardens in its ownership [e.g. Canons Park];

- Compiling a local list of parks and gardens of special historic interest on the basis of research from English Heritage, the Garden History Society, the National Monuments Record and the London Historic Parks and Gardens Trust; and
- Ensuring applications for development within such areas are preceded by an Environmental Assessment including a survey of the historic interest wherever appropriate.

## JUSTIFICATION

**3.30** Historic parks and gardens are an important part of the Borough's heritage and environment. There is therefore a need to protect historic parks and gardens and their wider landscape settings from new development which would otherwise destroy or harm their historic interest and to encourage sympathetic management wherever possible.

**3.31** Four of the most important sites have been included on the English Heritage 'Register of Historic Parks and Gardens of Special Historic Interest in England' [1983]. These are:

- Grims Dyke;
- Canons Park;
- Harrow Park [formerly Flambards]; and
- Bentley Priory.

**3.32** The register is a highly selective list, identifying sites of national importance and grading them I, II\* and II. It is not exhaustive and local planning authorities and other interested bodies are able to submit possible additions to English Heritage. The Register is currently being reviewed.

**3.33** Policy HE9.1 of PPS5 states that there should be a presumption in favour of the conservation of designated heritage assets which includes registered historic parks and gardens. Policy HE8, which relates to non-designated heritage assets states that the effect of an application on the significance of such a heritage asset or its setting is a material consideration in determining the application. Policy HE10 states that planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset.

## PREFERRED APPROACH

**3.34** These policies reflect guidance contained in PPS5. Heritage assets form an important component to Harrow's heritage and should be preserved or enhanced as once these are lost, they are gone forever. PPS5 states that where a proposal has a harmful impact on a heritage asset, the authority should weight the public benefit of the proposal against the harm whilst recognising that the greater the harm, the justification needed for the loss.

## ALTERNATIVE APPROACHES

**3.35** There are no alternatives to this policy approach.



# ENVIRONMENT 4

Development Management DPD (Regulation 25 Consultation)

### 4 ENVIRONMENT

#### INTRODUCTION

**4.1** Having regard to the precautionary principle requirements of PPS23: Planning and Pollution Control, the Council will consider the potential impact of development on the environment. Potential impacts include flooding, pollution and contamination of watercourses, as well as any other effect on the natural environment. Other adverse impacts from potential development to humans, animals and flora and fauna should also be addressed by the applicant as part of the design and application process.

#### Policy 12

##### Flood Risk

Proposals within flood plains will need to submit a Flood Risk Assessment to accord with the criteria set in PPS25: Development and Flood Risk. Development will be guided towards areas of lower flood risk through application of the Sequential Test and where applicable, an Exception Test will also be required. Where development must be located within the flood plain [after satisfying the Sequential and Exception Tests], there will be a commitment by the applicant to promote the management and reduction of flood risk through resistant and resilient design and construction.

Flood Zone maps are produced by the Environment Agency and the status of sites and flood zones are confirmed in accordance with these maps. Development must be located, designed and laid out to ensure that the risk of flooding is minimised whilst not increasing the risk of flooding elsewhere. Planning permission will only be granted where it can be demonstrated that:

- Proposals are located in the lowest appropriate flood risk zone with regard the guidance set in PPS25 and Harrow's Strategic Flood Risk Assessment as part of the sequential test; and
- It would not constrain the natural function of the flood plain, either by impeding flow or reducing storage capacity.

#### JUSTIFICATION

**4.2** Development will not be permitted where it would undermine or endanger flood defences. The Council's Strategic Flood Risk Assessment and the River Brent and Crane Catchment Flood Management Plans have highlighted a requirement for both management and a reduction to flood risk as a result of new development in flood risk areas. Consequently, proposals for development within the flood plain will be refused planning permission where they increase flood risk or conflict with the sequential approach to flood risk set in PPS25. Where development is proposed in an area at risk from flooding as indicated on the Proposals Map, the applicant will be required to provide a Flood Risk Assessment as part of a planning application submission.



**4.3** The assessment of the potential flood risk areas is carried out by the Environment Agency and their assessment of planning applications on matters involving flood risk issues will guide the Council. Proposals will accord with guidance contained in PPS25 and Policy 5.12 of the Draft Consultation Replacement London Plan [2010]. The Environment Agency will be consulted on all planning applications where the site is within a flood plain or where the development could affect a flood defence infrastructure.

**4.4** A Flood Risk Assessment, which satisfies the requirements of Harrow's Strategic Flood Risk Assessment [SFRA] must be submitted with all planning applications. This is applicable to major developments in Flood Risk Zone 1 and all types of developments in Flood Risk Zones 2 and 3. With regard to PPS25, the Flood Risk Assessment must demonstrate that the Sequential Test and the Exceptions Test [where applicable] has been applied.

## Policy 13

### Sustainable Drainage Systems

Development proposals are required to demonstrate to the local planning authority that Sustainable Drainage Systems [SUDs] have been incorporated into the design of the proposal. The Council will require as part of any development that could increase the risk of flooding from surface water run-off to provide a Drainage Impact Assessment to demonstrate its acceptability including mitigation measures, for approval. The applicant will demonstrate that SUDs have been considered from the conceptual stages of the development and set aside space for SUDs, which follow the drainage hierarchy in Policy 5.13 of the Consultation Draft Replacement London Plan 2010.

## JUSTIFICATION

**4.5** The use of SUDS, where appropriate must be considered as part of the proposal, in accordance with Policy 5.13 of the Draft Consultation Replacement London Plan [2010]. These aim to control the surface water run-off as near to its source as possible to ensure that drainage from the site is consistent with that of a Greenfield site. SUDS can be applied to all new development and those in flood risk areas to control the quantity of surface water drainage. The drainage hierarchy shows that traditional piped / tanked systems are the least sustainable of all SUDs techniques and should be the least used option as they do not improve water quality or provide environmental benefits. Techniques such as basins, ponds, filter strips, swales and green roofs are sustainable drainage techniques and should be considered for inclusion in the design of the Drainage Strategy. This will help with the SUDs objectives highlighted in Harrow's SFRA, which are to:

- Reduce flood risk;
- Reduce pollution; and
- Benefit biodiversity and landscape.

The Environment Agency can be contacted for more information on SUDS.

#### Policy 14

##### **Protection of River Corridors and Watercourses**

All new development shall seek to make space for water and shall maintain a minimum 8m-wide undeveloped buffer zone from all ordinary watercourses and designated Main Rivers within the Borough to enhance and protect local biodiversity and wildlife corridors and ensure the preservation of acceptable flood flow routes is maintained.

#### **JUSTIFICATION**

**4.6** The policy reflects Article 10 of the Habitats Directive and Para 12 of PPS9. Both of these documents emphasise the importance of natural networks of linked habitat corridors to allow the movement of species between suitable habitats, and promote the expansion of biodiversity. River corridors are particularly effective in this way.

**4.7** The Environment Agency will be consulted on any scheme within 8m of a main river or watercourse and will require that all proposals must provide a minimum of an 8m buffer between the nearest point of that built development and the river or watercourse, irrespective whether it is culverted. The Council will only permit development which will not have an adverse impact on the water environment, particularly in relation to rivers, ponds, wetlands, public access in river corridors and water-related recreation. It is also necessary for proposals for flood protection and attenuation to take their ecological impact into consideration.

#### Policy 15

##### **River Restoration**

Where proposals are considered to affect nearby watercourses or sites that are situated close to a river, the Council will seek river restoration as part of a proposal. In some instances, financial contributions may be appropriate towards the restoration of rivers. In particular, the Council will seek improvements to the following:

- Edgware Brook, including the restoration of banks, the removal of toe-boarding, deculverting and in-channel habitat enhancement;
- River Pinn, including full river restoration;
- Yeading Brook and Yeading Brook [east arm], including river channel restoration, in-channel habitat enhancement and the restoration of river banks; and
- Deculverting of any other culverted watercourses.

**JUSTIFICATION**

**4.8** The deculverting of any culverted watercourses is supported by the Council's SFRA, which states that all new developments with culverts running through the site should seek to deculvert the rivers for flood management and conservation benefit. Notably, this would include the Wealdstone Brook as it requires the same restoration as the Edgware Brook. This will help to connect the open areas that run through the park land and encourage the opening up of other stretches currently culverted. This reflects Article 10 of the Habitats Directive and Para 12 of PPS9.

**4.9** Rivers and watercourses enhance the quality of the environment within the Borough. Their protection and enhancement will improve the enjoyment for everyone, whether it is for residents or for visitors. Enhancing the quality of rivers could also bring benefits in terms of biodiversity and the local economy as an attraction for increased footfall to the Borough.

**Policy 16****Contaminated Land**

All land previously used for industrial, utility or commercial uses or land which is considered to be contaminated will require a Contaminated Land Study or a Contaminated Risk Assessment to be submitted as part of the planning application. The assessment will demonstrate how the site will be safely managed before, during and after development and highlight any remedial action where required.

**JUSTIFICATION**

**4.10** The main purpose in addressing contaminated land issues is to ensure a safe and appropriate form of development can exist on the site in perpetuity with no consequential impact on the future users of the site or to neighbouring occupiers or to the environment.

**Policy 17****Resource Efficiency and High Environmental Standards**

All proposals including new development, redevelopment and conversions will be required to achieve a high standard of water use efficiency. Where a development necessitates increased capacity in the Borough's water supply and sewerage network, developers will be required to demonstrate that they have secured satisfactory provision of this with the relevant statutory undertakers and utility companies. Such provision may be required on-site or, where infrastructure is to be delivered by a third party off-site through financial contributions to be included in a planning obligation.

**JUSTIFICATION**

**4.11** Development proposals should include appropriate measures to use water efficiently to reduce unnecessary usage and to meet future water supply needs. Appropriate measures to incorporate into development proposals would include but not be limited to:

### Development Management DPD (Regulation 25 Consultation)

- Dual flush toilets;
- Low flow bathroom and kitchen fittings;
- Low water consumption appliances;
- Durable plumbing;
- Grey water and water recycling systems; and
- Water butts and other on-site water retention systems.

**4.12** For residential developments, each household will be required to use no more than 105 litres per day [to meet the minimum target to achieve Level 3 Code for Sustainable Homes] but on larger schemes, the Council will aspire for each residential unit to seek usage of no more than 80 litres per day. Water use accounts for 27% of all carbon emissions. Building a house to 105 litres per day will save 79 kg of carbon dioxide and 15 cubic metres of water per year. It is important that future proposals for residential development contribute towards the reduction of these emissions.

**4.13** For non-residential proposals, in order to ensure water efficiency, the Council requires development to achieve 50% of the possible credits available under a BREEAM standards assessment.

**4.14** Further details on water efficiency is provided in the Council's Sustainable Building Design SPD [2009].

### Policy 18

#### **Non-Native Species Management**

Applicants will be required to submit a management plan to the local planning authority for approval for the removal and management of any problem non-native invasive species discovered on or around land affected by the proposed development during any stage of the planning application process.

### **JUSTIFICATION**

**4.15** Examples of problem non-native invasive species include giant hogweed and Japanese knotweed, which should not be allowed to spread. Such forms of problem non-native invasive species should be regarded as controlled waste and must be disposed of at licensed sites. The management plan would involve an assessment and proposal as to how the problem non-native species would be dealt with. Full details of a scheme for the eradication and / or control of any problem non-native invasive species shall form part of any management plan and must be approved by the local planning authority. This ensures the species would not be affected by the proposed development or vice versa.

#### ***Environmental Impact Assessments***

**4.16** Environmental Impact Assessment [EIA] development is defined in the Town and Country Planning (Environmental Impact Regulations) (England and Wales) Regulations 1999 as any development identified in Schedule 1 or Schedule 2 [development which is likely to have significant impacts on the environment owing to factors such as its nature, size or location].

**4.17** A screening opinion will be required in order to assess whether one is required. This would determine the need for an EIA. The next stage is the request for a Scoping Opinion. This identifies the range of information that the Council considers that should be contained within an Environment Statement [scope of the document]. These are both processes carried out by the local planning authority on request, following Government Guidelines in relation to unique location and therefore circumstances within Harrow. An application submitted with a supporting Environmental Statement [ES] is automatically considered EIA development.

### **THE PREFERRED APPROACH**

**4.18** The Council will have regard to the criteria set in PPS25 when assessing developments within flood plains. A Sequential Test and where applicable, and Exceptions Test will be required. Within each Flood Zone, development should be directed first to sites at the lowest probability of flooding.

### **ALTERNATIVE APPROACHES**

**4.19** There is no alternative approach to the assessment of developments within flood plains. Regard must be had to the criteria set in PPS25 and the Councils' Strategic Flood Risk Assessment.



# GREEN BELT, OPEN SPACE AND BIODIVERSITY 5

Development Management DPD (Regulation 25 Consultation)

### 5 GREEN BELT, OPEN SPACE AND BIODIVERSITY

#### INTRODUCTION

**5.1** The Borough's overarching vision for open space is for its preservation and enhancement by following the hierarchy of the importance of the spaces set out in the Core Strategy. That is to maintain and enhance the Green Belt and Metropolitan Open Land [MOL] as well as open space, both public and private land that may or may not be accessible by the general public. The Council will preserve and enhance areas of open space and will seek to promote the Green Grid through s106 contributions as part of new development.

**5.2** PPG2: Green Belt aims to prevent urban sprawl by keeping land permanently open. Some uses are however considered acceptable within Green Belt including that associated with agricultural use, essential facilities for outdoor sport and recreation and limited extension, alteration or replacement of existing dwellings. Inappropriate development would have to demonstrate exceptional circumstances.

**5.3** PPS9: Biodiversity and Geological Conservation aims to enhance biodiversity in green spaces and developments and seeks to take account of the role and value with biodiversity and geodiversity.

**5.4** PPG17: Open Space, Sport and Recreational Facilities requires local authorities to identify specific needs and deficits or surpluses of open space, sports and recreational facilities. It states that open space standards should be set locally and that open spaces should not be built on unless they have been identified as surplus to requirements.

**5.5** The Consultation Draft Replacement London Plan [2010] aims to protect MOL at the same level as Green Belt, that is that MOL is given the same weight as Green Belt in terms of the designation and impact on its surroundings.

#### Policy 19

##### Green Belt

PPG2: Green Belt indicates a general presumption against inappropriate development, which is by definition, harmful to the Green Belt. Development proposals in the Green Belt should comply with PPG2. The same level of protection given to Green Belt land will also be given to MOL. Proposals must not have any adverse impact on the openness of the Green Belt or MOL. Development adjacent to Green Belt or MOL should not have any detrimental impact on visual amenity, particularly from viewpoints involving strategic views. Within the Green Belt as designated on the Proposals Map, proposals will have regard to the criteria set out in PPG2.

PPG2 [Green Belt] allows limited development of existing major sites that have been identified in a Local Plan. The Council identifies five sites within the Green Belt, known as Major Developed Sites:

- BAE Systems Limited;
- Harrow College, Weald Campus;



- Royal National Orthopaedic Hospital;
- RAF Bentley Priory; and
- Government Offices, Brockley Hill.

The criteria set out in Annex C of PPG2 would apply to these Major Developed Sites. Consideration of developments on sites outside the Green Belt will have regard to the impact on it in terms of the character and openness.

## JUSTIFICATION

**5.6** Green Belt policy is fundamental to the protection of Harrow's open spaces and in particular, the uncontrolled spread of urban areas into the open countryside and beyond. The policy reflects PPG2 and the London Plan in restricting development within the Green Belt and within Metropolitan Open Land to sensitive uses that would not have a detrimental effect on that designation. Non-conforming proposals will only be considered in exceptional circumstances.

**5.7** In accordance with PPG2, the policy recognises that there are a number of existing Major Developed Sites in the Green Belt, which may be in continuing use. Some of the sites have already obtained planning permission for limited development, which have been subject to the criteria set in PPG2. Any future proposals on these sites will need to undergo the same tests set out in PPG2.

## Policy 20

### Metropolitan Open Land

The Borough's MOL will be protected and retained in predominantly open use. Appropriate uses within MOL include public and private open spaces and playing fields, open recreation and sport, biodiversity and geodiversity and allotments and cemeteries. Proposals within MOL would need to have regard to the following criteria:

- Impact on the character and openness of the MOL; and / or
- The functional use of the MOL or supports outdoor open space uses.

Proposals that involve essential infrastructure and facilities within the MOL where there would not be any consequential impact on its character and openness would be considered. Consideration of developments on sites on the edge of MOL will have regard to the impact on it in terms of the character and openness.

Within MOL as shown on the Proposals Map, proposals will have regard to the same criteria set out in PPG2.

### JUSTIFICATION

**5.8** The same criteria for proposals within Green Belt is also applied to proposed developments within MOL, having regard to the criteria set out in PPG2. MOL is open land or water, either publicly or privately-owned and with or without public access. The importance of MOL is equal to that of Green Belt and will be safeguarded and protected for open use. Uses must conserve and enhance the openness of the MOL and preserve the character and biodiversity and geodiversity interest. Development that involves the loss of MOL will be resisted.

#### Policy 21

##### **Biodiversity and Geodiversity**

Opportunities to increase the biodiversity and wildlife within the Green Belt and MOL will be encouraged. Proposals will be expected to preserve and where possible enhance the existing habitats including river corridors and other elements of biodiversity including through the design process as well as to landscaping schemes of new developments with the aim of maintaining and attracting new wildlife to promote biodiversity. Proposals will have regard to biodiversity through a number of measures, which may include trees, hedges, wildlife gardens, allotments, ponds, green roofs / walls, nesting and roosting boxes and bat boxes and other habitat creation.

### JUSTIFICATION

**5.9** The Borough's Green Grid is important to London's open space network. It links the green spaces within the Borough and plays an important role in recreation and biodiversity. A network of open spaces linked by footpaths, cycleway and tree-lined avenues is planned that would form the Green Grid, which are accessible by members of the public. Proposals to link open spaces within the Green Grid either through s106 planning obligations or any other measure will be supported.

**5.10** The aim of this policy is to preserve and where possible enhance existing habitats and biodiversity features in non-designated areas and when proposing new developments, particularly in areas with less access to areas of nature conservation importance.

**5.11** Any development likely to affect areas designated for biodiversity and geodiversity reasons will need to demonstrate through a biodiversity survey how any harm can be overcome through mitigation measures, which can be secured through the imposition of planning conditions or through s106 contributions. Development adjacent to or within areas identified as part of the Green Grid will be required to make physical improvements or a financial contribution towards a relevant section of the Green Grid. Trees within the Borough will continue to be protected through Tree Preservation Orders. The Council will impose Tree Preservation Orders where appropriate that are considered of significant amenity value. Any loss of protected trees must involve the replacement and replanting of an appropriate size through the imposition of appropriate planning conditions.

**5.12** Proposals involving an impact on biodiversity and geodiversity will have regard to PPS1: Delivering Sustainable Development, PPS9: Biodiversity and Geological Conservation, PPG17: Planning for Open Space, Sport and Recreation as well as the London Plan, the Mayor's Biodiversity Strategy [2002] and the Council's Biodiversity Action Plan.

## Policy 22

### Enhancement of Biodiversity

The opportunities for enhancing, the biodiversity of the Borough will be considered in all planning decisions. Development should promote the enhancement, restoration and, where appropriate, re-creation of the natural environment through design. Planning permission will be granted for development that has been designed to conform to the following criteria:

- The development should be designed to retain important existing natural and biodiversity features and provide for the addition or enhancement of such features.

## JUSTIFICATION

**5.13** Although new development should avoid building on or damaging important sites or populations of species as a first principle, biodiversity can be incorporated into development through wildlife friendly landscaping, installation of sustainable urban drainage schemes [SUDS], and features such as green roofs and nesting and roosting spaces. Designing for biodiversity can also help to address wider environmental and sustainability issues and involve the incorporation of renewable energy and energy and water saving measures into the design of a building.

## Policy 23

### Sites of Special Scientific Interest

The Council will not normally grant planning permission where development on land within or outside a Site of Special Scientific Interest [SSSI] will have an adverse effect on the site [whether individually or in combination with other development]. Development that affects a SSSI will only be considered where an appraisal has demonstrated:

- The objectives of the designated area and that the overall integrity of the area would not be compromised; or
- Any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social and economic benefits of national importance.

## JUSTIFICATION

**5.14** SSSIs are statutory protected sites of biological or geological value and are notified by Natural England under the Wildlife and Countryside Act [1981]. They are an area defined as being of particular conservation interest because of the wildlife it supports or the geographical features that are found there. SSSIs form the essential 'building block' of nationally designated conservation sites. SSSIs are nationally important sites of special interest because of the animals [including birds and insects], plants or fungi found in them, or because of the nature of the rock forms, including fossils, or features on the land. There are two SSSIs within the Borough [Bentley Priory

and Harrow Weald Common], considered by Natural England to be designated for their plants and animals. Therefore, proposals within designated SSSIs will only be considered in consultation with and the approval of Natural England as part of the planning decision making process.

#### Policy 24

##### Sites of Importance for Nature Conservation

Development that would directly or indirectly adversely affect Sites of Importance for Nature Conservation [SINCS] would not normally be permitted. Development will only be permitted where the need for the development outweighs the need to protect the site, where there are no reasonable opportunities to avoid the harm and where measures to mitigate, or if not compensate for the harm, can be put in place. Before development is permitted, measures must be in place to mitigate for any harm to the site. Where harm cannot be mitigated, compensatory measures must be in place before development is permitted.

SINCs are illustrated on the Proposals Map and may subsequently be added following adoption. Outside the designated SINC areas, the interests of nature conservation must be taken into account, in accordance with the guidance set in PPS9. The restoration or creation of habitats will be supported where these contribute to the Biodiversity Action Plan and to the targets and priorities and enhancement proposals of the Consultation Draft Replacement London Plan [2010].

#### JUSTIFICATION

**5.15** The Borough contains a wide variety of life including individual species and the habitats, which support them. Within the Borough, some areas have been designated as being of particular importance for biodiversity and local conservation and geology. These sites include SSSIs, SINCs. The Council will seek to ensure that development does not cause a net loss of biodiversity and will in particular resist proposals that will harm sites and species. In order to determine a planning application, the Council will expect to be provided with sufficient information to assess the effects of development on biodiversity together with any proposed prevention, mitigation or compensation measures.

**5.16** All development proposals should seek to enhance biodiversity through a range of measures including enhancements for protected species either on or off-site, buffer strips around sites and vulnerable habitats, maintenance, reinstatement and enhancement of wildlife corridors. When considering biodiversity enhancements, applicants should pay attention for the potential to enhance the priority habitats and species identified in the Biodiversity Action Plan.

#### Policy 25

##### Areas with features of Nature Conservation Importance

Planning permission will not be granted for development likely to have a direct or indirect adverse impact upon features of nature conservation importance, unless it can be demonstrated that the justification for the development outweighs their importance for nature conservation or amenity value. Where any such features are lost as part of a development proposal, the

Council will impose conditions or seek to negotiate contributions through a s106 legal agreement to replace those that are lost. Appropriate management of these features will be encouraged and particularly by the imposition of planning conditions and by entering management agreements with landowners where appropriate. Such features include but are not limited to:

- Hedgerows and field walls;
- Trees, woodlands and plantations;
- River and canal corridors;
- Ponds and reservoirs and other forms of wetlands; and
- Other locally important habitats.

Important trees and woodlands may be given specific protection through the designation of Tree Preservation Orders. Where replacement planting is required, issues such as biodiversity will be taken into account. Replanting with native species will be encouraged to allow ecological networks to remain functional and to prevent the isolation of trees and woodlands within the landscape. Conservation area legislation also gives some protection to trees and woodlands. The Hedgerow Regulations 1997 protects important hedgerows of historical and ecological importance.

## JUSTIFICATION

**5.17** Throughout the Borough, there are local nature conservation interests that are important to preserve but which do not merit any form of special designation. Examples may include wildlife corridors, river banks, ponds, wetlands and habitats. These may be of importance to local communities, or form important corridors or links between designated sites. The Council will seek to protect and enhance nature conservation interests, primarily by guiding development away from important nature conservation areas.

**5.18** Planning applications affecting features of importance for nature conservation will not be determined until the site and impact of the development is properly evaluated. Where the Council considers that development proposals are justified but may result in damage to important nature conservation interests, it will ensure that this is minimised by use, where appropriate, of either planning conditions or by securing a contribution to protect and enhance remaining features.

## Policy 26

### Open Space

There will be a presumption against any net loss of public or private open space in the Borough. This includes amenity space, gardens and grounds. Residential garden space and undeveloped curtilage is considered greenfield land for the purposes of assessing planning applications. Planning permission will be granted for new development where it incorporates appropriate open space and landscaping. This may include other leisure and recreation facilities, including

children's play space, appropriate to the scale and nature of the proposal. Where this cannot be achieved within the site, developers will be required to make a contribution towards off-site provision. Contributions should be sought towards the Green Grid in all proposals where there would be an impact on open space.

#### JUSTIFICATION

**5.19** The Core Strategy aims to protect and enhance open spaces and increase accessibility between spaces through the development of the Green Grid. The green spaces within the Borough are important to the wellbeing of residents as well as to wildlife and habitat. Open space is important for health and recreation, air quality, drainage and biodiversity. Consequently, this reduces the urban heat island effect. Such spaces shall therefore be retained unless exceptional circumstances are demonstrated otherwise for consideration.

#### Policy 27

##### Sport and Recreation

Planning permission will be granted for proposals for new sports, leisure and cultural facilities and replacement or enhancement of existing facilities, especially within or on the edge of town centres and in areas where there is an identified shortfall or where facilities are provided as part of joint-use community proposals.

#### JUSTIFICATION

**5.20** The loss of existing indoor and outdoor sport, leisure and cultural facilities will be resisted. Planning permission for the loss of these facilities will only be considered where the applicant clearly demonstrates that there is no longer a need for that facility and that there are sufficient similar facilities in the nearby area.

#### Policy 28

##### Allotments

The loss of allotments will be resisted. Existing allotments will be protected and enhanced. Any proposal would need to demonstrate that there is no longer any local demand or where existing allotment users can be relocated to a new or existing allotment site within a reasonable distance of their homes. Where allotments are no longer required to meet demand, other uses compatible with the character and amenity of the area may be considered.

#### JUSTIFICATION

**5.21** Allotment sites are an important component of open space provision, providing recreational value and the opportunity to enjoy the outdoors. It supports biodiversity and provides opportunities to grow produce. The Council will protect existing allotment sites however, where allotment sites are not fulfilling its function, it may be appropriate to consider alternative uses.



## Policy 29

### Cemeteries

The loss of cemeteries will be resisted. Where possible, the setting of cemeteries will be enhanced through improved landscaping. Land within the Borough for cemeteries is limited. Therefore, the Borough's burial spaces will continue to be protected.

## JUSTIFICATION

**5.22** Cemeteries play an important role in open space. It is a place where people can go for a moment of contemplation and peace. Therefore, these places are considered as important as any other open space within the Borough and will continue to be protected and enhanced where possible.

## Policy 30

### Floodlighting

When assessing floodlighting proposals, regard must be had to the following:

- The need for lighting, the beneficial use it would contribute and the hours which the lighting would be used;
- The effect on residential amenity and biodiversity and character of the area or surrounding area, when lit and unlit;
- Energy efficiency measures; and
- Any mitigation measures to respond to any consequential impact borne from the proposal.

## JUSTIFICATION

**5.23** The floodlighting of sports pitches, courts and historic and architectural features will be permitted where there would be no demonstrable harm to the surrounding character, biodiversity or residential amenity. The replacement or improvement of existing lighting to minimise impact will be considered.

## THE PREFERRED APPROACH

**5.24** There is a strong aspiration to protect all open spaces within the Borough. This includes Green Belt, MOL, small open spaces, allotments, cemeteries and parks as well as back gardens from backland development and the habitat and biodiversity that is inter-linked with all of the above. There is also a desire to protect and enhance trees of significant amenity value and to promote the Green Grid through s106 contributions. Any development proposal that has a consequential impact on these areas will be carefully assessed and the applicant should consider mitigation measures to prevent any adverse effect.

### ALTERNATIVE APPROACHES

**5.25** There are no alternatives to this policy approach.



# DESIGN AND SUSTAINABILITY 6

Development Management DPD (Regulation 25 Consultation)

### 6 DESIGN AND SUSTAINABILITY

#### INTRODUCTION

**6.1** The Council will seek the highest standard of urban design for new development appropriate to its local context, its defining characteristics and promoting local distinctiveness. However in some instances, this does not necessarily mean it needs to reflect the character of the surrounding area in terms of scale and built form. For instance, a contemporary form of architecture may be suitable in appropriate locations such as regeneration or intensification areas to create an identity or a landmark feature. The essence of development is to preserve and enhance the quality of the area.

**6.2** Design should be relevant to the location and should be on brownfield land. This ensures the protection of the Green Belt, MOL and other open spaces. Paragraph 34 of PPS1: Delivering Sustainable Development states that planning authorities should plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Paragraph 16 of PPS3: Housing also sets out matters to be considered when assessing housing design quality. Secured by Design principles is an initiative by the Police that focuses on crime prevention at the design, layout and construction stages of development and all proposals will have regard to this initiative.

**6.3** Policy 3.8 of the Consultation Draft Replacement London Plan [2010] states that for residential developments, all new housing should be built to Lifetime Homes standard and 10% of the overall number of units should be wheelchair accessible or easily adaptable for residents who are wheelchair users. For minimum internal space standards for new development, all new proposals will need to comply with the requirements set out in table 3.3 of the Consultation Draft Replacement London Plan [2010].

**6.4** The Mayor's Supplementary Planning Guidance [SPG] on Providing for Children and Young People's Play and recreation sets out accessibility benchmarks using maximum walking distances for children [100m for under 5s, 400m for 5-11 year olds and 800m for 12+]. These requirements should be considered when proposing new residential development and its proximity to the nearest recreation areas.

**6.5** The Council seeks to secure a form and pattern of development in the Borough that accords with the principles of sustainable development. The Council will encourage new-build development to be secured on previously-developed land. An exception to this will apply to ancillary development necessary to support appropriate uses within Green Belt., Metropolitan Open Land and open space.

**6.6** Development proposals should integrate best practice sustainable design standards during the design construction and operation of the development. The Council's Sustainable Building Design SPD [2009] provides further guidance and identifies ways to make new development more sustainable. It also ensures new development achieves the BREEAM [Building Research establishment's Environmental Assessment Methods] and the Code for Sustainable Homes standards.

## Policy 31

### Sustainable Design and Construction

Development proposals are required to integrate sustainable design and construction methods during all stages of the planning process. This will be demonstrated as part of a through the submission of a Sustainable Design and Construction Statement as part of a planning application, which will be applicable but not limited to all new major development. Consideration of sustainable design and construction methods for other new development should still be demonstrated and be relative to the scale of that proposal. In this regard, the applicant should where possible seek to provide a statement to the local planning authority for all types of new development [other than major development] that realises the potential environmental benefits the development would achieve in the interest of sustainability.

## JUSTIFICATION

**6.7** New major development proposals provide the best opportunity to integrate sustainable design and construction process at the very early stage in order to maximise the energy efficiency of that proposal. A Sustainable Design and Construction Statement should clearly set out how the application complies with relevant local, regional and national sustainable design and construction policies and guidance. The Statement shall include where relevant to the proposal, an Energy Statement demonstrating how the application seeks to reduce carbon dioxide emissions and a BREEAM / Code for Sustainable Homes pre-assessment. This policy does not apply to householder applications, minor changes of use, extensions of less than 100 sqm and minor works, where there will be no new units, no intensification and no significant sustainable design and construction impacts. However it is expected that all new development should provide some form of statement to demonstrate that energy efficiency measures have been considered in the design of development having regard to the Council's Sustainable Building Design SPD [2009].

## Policy 32

### Carbon Dioxide Mitigation

The carbon dioxide emissions reduction targets set out in the Consultation Draft Replacement London Plan [2010] will be followed. Applicants, through the submission of an Energy Statement will need to demonstrate how new major development proposals seek to achieve the reduction in carbon dioxide emissions. The provision of statements will not be limited to major new developments and all other new development will be expected to provide a statement on how the proposal addresses energy efficiency measures. In cases where compliance with carbon dioxide emissions targets is argued not to be feasible, this will be assessed based upon a range of factors, including technical considerations and financial viability.

## JUSTIFICATION

**6.8** Policy 5.2 of the Consultation Draft Replacement London Plan [2010] sets carbon dioxide emissions reduction targets, which all developments should achieve and demonstrate through appropriate measures in the design of proposals. This policy also applies to householder

applications, minor changes of use, extensions of less than 100 sqm and minor works, even where there will be no new units. It is expected that all new development should provide some form of statement to demonstrate that energy efficiency measures have been considered in the design of development having regard to the Council's Sustainable Building Design SPD [2009].

### Policy 33

#### Design

Design should be relevant to the location and will need to make a positive contribution to the Borough and be appropriate in its local context or where it improves the character of the area. In areas where there is no particular identity or character or in areas of regeneration or intensification, there may be opportunities to create new urban forms of places and buildings that increases social inclusion and creates an overall environment with a sense of living. The Council will require all new development to demonstrate that principles of Secured by Design have been considered to provide security in the environment and to reduce crime and the perceived fear of crime in the locality.

Design principles should be demonstrated in all proposals and be of high quality that makes a positive contribution to the character of the area by using the subsequent criteria listed:

- Incorporate sustainable measures, be durable and adaptable;
- Be safe and inclusive;
- Protect the amenity of the surrounding area in terms of overlooking, loss of privacy, loss of outlook, creating a sense of enclosure, loss of light, pollution, odour, noise, vibration, hours of operation and any other form of disturbance;
- Improve the quality, clarity and sense of spaces around or between buildings;
- Sustain and reinforce a variety and mix of uses;
- Improve access for all including the integration of facilities for people with mobility impairments;
- Respect the historic context and locally distinctive patterns of development and landscape;
- Reinforce and complement local distinctiveness and create a positive sense of place; and
- Not prejudice the satisfactory development of adjoining land and / or the development of the surrounding area as a whole.

#### JUSTIFICATION

**6.9** All forms of design are required to comply with policy. This ensures all development would be of a high quality that respects the character and amenity of the surrounding area.

## Policy 34

### On-Site Renewable Energy Requirement

The Council will expect to see proposals involving less than ten residential units [including conversions and extensions] and all commercial development to incorporate renewable energy measures into the design in order to reduce the expected carbon dioxide emissions by at least 10%. The requirements set in the London Plan will apply to major proposals.

## JUSTIFICATION

**6.10** To reduce carbon dioxide emissions and promote renewable energy in future development to address climate change. The Council's Sustainable Building Design SPD [2009] provides further details on the promotion of energy efficiency in buildings.

## THE PREFERRED APPROACH

**6.11** When assessing design, the Council will take into account the general principles set out in the Residential Design Guide SPD [2010] and Secured by Design to ensure development makes a positive contribution to the Borough.

**6.12** A well-designed environment can help to reduce the real and perceived risk of crime in an area. The design and layout of buildings, open spaces, roads and footpaths can influence opportunities to commit crime and also affect people's feelings of safety and security. Appropriate landscaping, planting and lighting in an area can also play a role in reducing crime and the fear of crime. Development proposals should also be designed to provide safety within the development site and in nearby and adjacent areas.

**6.13** The Council supports Lifetime Homes standards and wheelchair accessible development. Wheelchair users should have access to a full range of housing types.

**6.14** The Council will apply the space standards set out in the Consultation Draft Replacement London Plan [2010]. These set a minimum gross internal floor area for new homes, relative to the number of occupants.

**6.15** The provision of amenity space is an important consideration for residential development. In town centres and for some higher density schemes, it will not be possible for the development of flats to provide individual private garden space. Shared communal gardens would be required to maintain the suburban character. Design of these shared spaces should take into account the existing character of an area. The Residential Design Guide SPD [2010] provides detail of the amenity consideration that will be expected.

**6.16** The issue of noise and disturbance is also a key consideration in the design process. Noise considerations are especially important when planning housing, day centres, schools and libraries and in areas of high population density.

**6.17** Any proposal that presents harm to the visual amenity within the Borough will not be accepted.

#### **ALTERNATIVE APPROACHES**

**6.18** The provision of specific design criteria is not considered necessary for this DPD where there is guidance provided in the adopted Residential Design Guide SPD [2010] to ensure the impact of development on character and residential amenity is taken into consideration.

# HOUSING 7

Development Management DPD (Regulation 25 Consultation)

## 7 HOUSING

### INTRODUCTION

**7.1** There is a desire in Harrow to provide affordable, good quality housing for all members of the community as the population within London continues to grow. A range of a variety of housing types and sizes are required to meet individual needs, whether it be for students, people on low incomes, families, people with disabilities or special needs, the elderly and sites for gypsies and travellers.

**7.2** There is a commitment that housing in Harrow should be protected. Proposals involving the net loss of all forms of housing will be resisted unless it can be demonstrated otherwise that such a net loss can be justified through the new proposal. Where there will be a net loss in housing numbers, a suitable alternative use will only be considered under policy involving the protection of housing.

**7.3** The Council will seek to utilise sites for housing and that a range of housing be provided in proposals to meet the needs of future residents. The development of housing will in particular be focused within the growth area that is the Harrow and Wealdstone Intensification Area, through implementation of the objectives set in the Harrow and Wealdstone Area Action Plan.

**7.4** The minimum internal space standards for new development will accord with the requirements set out in the Consolidated Draft Replacement London Plan [2010]. The standards will follow those set out in the London Plan upon its adoption. The minimum internal space standards for new development are also replicated in the adopted Harrow Residential Design Guide SPD [2010].

### Policy 35

#### New Housing

New housing developments, including conversions, will not be permitted unless:

- They include a mix of house types, tenures and sizes [and where appropriate include affordable housing and special needs housing];
- They are built to the highest standard of design and meet Building for Life criteria;
- If converting a single dwelling house the original internal floor area is more than 120m<sup>2</sup> and has at least 5 habitable rooms; and
- Where additional housing creates a need for ancillary community facilities, a contribution towards meeting this need is provided.

New housing proposals should consider the sequential approach. The preferred location for housing would be on previously-developed land and will consider the following criteria for new residential development:

- Sites with high accessibility to public transport facilities; or



- Redevelopment of existing housing sites at higher densities where appropriate; or
- Re-use of buildings, including empty properties; or
- Redundant / derelict sites.

The Council will only consider land on the edge of the urban area that is close to public transport and local services. New housing development must take account of the requirements set out in the Residential Design Guide SPD [2010].

## JUSTIFICATION

**7.5** The Council has to provide enough extra housing in Harrow over the plan period to cater for the growing number of households and to ensure there are homes available for those currently in temporary accommodation to move into. The Council will encourage high quality housing that should be measured against the Building for Life [BfL] standards. Applicants are encouraged to assess new housing development against the BfL criteria to assess the quality of the design. Such proposals are required to achieve a score of at least 14 out of 20 to obtain the BfL award. Design standards will also take into consideration the Code for Sustainable Homes standards.

### Policy 36

#### Protection of Housing

The Council will resist proposals involving the net loss of housing including affordable housing and will only consider redevelopment under the following:

- Where the site is indicated on the Proposals Map or in the Harrow and Wealdstone AAP as an area for regeneration / intensification involving large scale demolition and redevelopment such as poor quality housing and housing estates;
- Where a community facility or other relevant use is incorporated into any redevelopment and where the community facility would not have a consequential impact upon residential amenity;
- Where the condition of vacant and derelict residential buildings is in a state of disrepair that they cannot be returned to a habitable standard and redevelopment is justified as the only viable option; and
- Where it can be justified that the land is no longer suitable for the provision of housing having regard to neighbouring land uses.

#### JUSTIFICATION

**7.6** The loss of residential may only be acceptable where it is to be replaced by a community facility, subject to need and its location in accessibility terms or where there is large scale identified regeneration plans involving demolition and net replacement of existing housing units. The effect on the character of the area, impact on the amenity of residents and transport will be a material consideration involving the net loss of any housing proposal.

**7.7** The Council must provide additional new homes over the Plan period. Therefore, the retention of existing housing within the Borough and development of new housing is essential to the delivery on housing in line with the London Plan [2010]. The protection and redevelopment of housing would encourage more people to live in the Borough whilst preventing unacceptable levels of overcrowding.

#### Policy 37

##### Housing Density

New housing developments, including conversions, will not be permitted unless they have regard to a number of considerations to accord with the density levels set in the Consultation Draft Replacement London Plan [2010] (Table 3A.2 Density Matrix). Where such proposals are outside the ranges of the Density Matrix, the applicant will need to demonstrate how the proposal is acceptable in its setting.

#### JUSTIFICATION

**7.8** PPS3: Housing states the Government advises that local planning authorities should encourage housing that makes the most efficient use of land. However, it also advises that regard should be had to the characteristics of an area and local planning authorities may wish to set a range of densities for different sites and areas. PPS3 also states that the density of an existing development should not dictate that of new housing proposals and that imaginative designs and layouts can lead to more efficient use of land without compromising the quality of the local environment.

**7.9** The Consultation Draft Replacement London Plan [2010] shows appropriate densities for development in three different urban character types for London [suburban, urban and central]. A flexible approach will be taken in the assessment of the appropriate density. Through the encouragement of high quality, sustainable design of proposals, housing density will be just one consideration in the acceptability of the form of development. Other factors for consideration would include housing layout, the site's accessibility, local context, any site constraints, housing mix and sizes to meet the needs of the Borough.

#### Policy 38

##### Housing Mix

Development should provide a mix of dwelling types and sizes in order to provide housing choice for a growing and diverse population for all households in the Borough.

**JUSTIFICATION**

**7.10** Paragraph 23 of PPS3: Housing [Jun 2010] states that local planning authorities should plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period. Consultation Draft Replacement London Plan Policy 3.8: Housing Choice requires that new developments offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups.

**Policy 39****Affordable Housing**

Affordable housing requirements will reflect the policies set in the Consultation Draft Replacement London Plan [2010].

**JUSTIFICATION**

**7.11** Harrow encourages proposals where the tenures of affordable housing and private homes within the same development cannot be distinguished. The aim of encouraging tenure-blind developments is to create mixed and balanced communities through social inclusion.

**Policy 40****Children's Play Space**

Residential proposals will be required to provide facilities on site or a financial contribution towards the improvement of existing children and young people play facilities. Housing developments outside areas deficient in children and young peoples outdoor play facilities will still be expected to provide a contribution towards the maintenance and upgrade of existing children and young people play facilities.

**JUSTIFICATION**

**7.12** The importance of children's play space is reflected in the number of homes proposed for the Borough to 2026. Certain areas within the Borough will be more densely populated and thereby, potentially impacting on existing children and young people play facilities. Proposals will need to have regard to the requirements set out in the Mayor's Children and Young People's Play and Informal Recreation SPG [2008]. Where proposals do not reflect the criteria in the SPG, a contribution will be sought for the maintenance and improvement of existing facilities.

**Policy 41****Code for Sustainable Homes**

New-build residential developments are required to achieve the following standards under the Code for Sustainable Homes, or equivalent:

- Up to 2012 - Level 4;
- 2013 to 2015 - Level 5; and
- 2016 onwards - Level 6.

Major residential developments consisting of the refurbishment of existing buildings, including the conversion of existing buildings to form residential units, are required to achieve EcoHomes Excellent, or equivalent.

Major non-residential developments are required to achieve the following standards under the relevant BREEAM or equivalent scheme:

- Up to 2015 – Excellent; and
- 2016 onwards – Outstanding.

### JUSTIFICATION

**7.13** The Code for Sustainable Homes is the national standard for the sustainable design and construction of new homes. The Building Research Establishment Environmental Assessment Methodology [BREEAM] tools provide a nationally-recognised sustainable design standard for all other types of development, including refurbished homes, which is covered by EcoHomes. These standards provide a widely recognised and well understood framework for the promotion of sustainable design, incorporating categories such as energy, CO<sup>2</sup>, water, materials, drainage, waste, pollution, health and well-being, management and ecology. The targets set in the policy reflect the aspirations of the Consultation Draft Replacement London Plan [2010] in the promotion of sustainable design in all new development.

### Policy 42

#### Sheltered Housing and Care Homes

The Council will support proposals for sheltered housing and care homes 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 community facilities.

The Council will resist development involving the loss of a care homes or sheltered housing unless it will provide a quantum of floorspace either equal or greater than that existing as part of any redevelopment.

The loss of care homes of sheltered housing will only be considered where it can be reasonably demonstrated there is no longer a demand for that use on the site.

## JUSTIFICATION

**7.14** The Council will support the development of sheltered housing and care homes and other homes for older people that combine independent living with the availability of support and nursing care. Proposals will have regard to the Council's Core Strategy and Supported Accommodation Strategy [2010]. Where existing homes for older people no longer meet contemporary standards, the Council will favourably consider conversion or redevelopment to provide extra care homes. All care homes and sheltered housing will meet the Council's Lifetime Homes and Wheelchair Accessible Housing requirements.

### Policy 43

#### Houses in Multiple Occupation

The Council will support the provision of Houses in Multiple Occupation [HMOs] where it can be demonstrated that:

There is good accessibility to local amenities and public transport; and

There will be no adverse impact on neighbouring properties or to the character of the area.

## JUSTIFICATION

**7.15** HMOs provide an important role in the provision of alternative cheaper housing. These may particularly suit those on low incomes or young people. This provides an alternative to homelessness. HMOs are generally defined as being houses where more than six people live together, not as a single household, and their accommodation is not self-contained. They may also create a mixed and inclusive community, provided there is not an overall concentration of this type of household in any one area in the Borough.

## THE PREFERRED APPROACH

**7.16** The Council's approach is to protect existing housing in the Borough whilst encouraging new residential development, which accords with the Mayor's intention to address the backlog in housing need. From April 2011 Harrow is required to provide 400 new homes per year to 2021. At this stage, it is expected that this will rollover thereafter on an annual basis unless otherwise stated from the Mayor of London.

## ALTERNATIVE APPROACHES

**7.17** There are no alternative approaches to this policy.



# EMPLOYMENT AND ECONOMIC DEVELOPMENT 8

Development Management DPD (Regulation 25 Consultation)

### 8 EMPLOYMENT AND ECONOMIC DEVELOPMENT

#### INTRODUCTION

**8.1** There are around 66,000 jobs within Harrow Borough [Harrow Local Economic Assessment 2010/11]. These jobs are spread across a range of types and locations within the Borough and provide a wide range of jobs at different skill and salary levels.

**8.2** The Council wishes to maintain and improve on this diversity of job opportunities for both economic and sustainability reasons.

**8.3** The Council's Economic Development Strategy and Action Plan sets out the following key objectives:

- Securing inward investment and maintaining current business base;
- Tackling skills shortages and employability issues;
- Supporting the development of enterprise skills, so local entrepreneurs become local businesses and existing Small to Medium Enterprises [SMEs] are sustained and grow;
- Helping local businesses by providing them with technical support, supply chain development and market information;
- Making sure businesses have access to the land and premises they need;
- Providing a supportive regulatory framework;
- Promoting use of local businesses and facilities; and
- Promoting Tourism.

**8.4** Harrow Metropolitan Centre provides a number of employment opportunities but particularly in the office and retail sectors. There also a number of small District and Local Centres that provide a mix of local services and employment opportunities. There are two London Plan designated Strategic Industrial Locations [Wealdstone Industrial Area identified as a Preferred Industrial Location and Honeypot Lane, Stanmore identified as an Industrial Business Park]. In addition, there are a number of other smaller industrial sites across the Borough defined as Industrial Business Use Areas.

**8.5** Harrow Council will adopt a positive and constructive approach towards planning applications for economic development. Applications that secure sustainable economic growth will be welcomed. The Council will therefore support employment development within the District Centres, Local Centres and Neighbourhood Parades, the Strategic Industrial Locations and the Industrial Business Use Areas in the Borough. It will particularly welcome development that:

- Supports the Core Strategy's aim to attract up to 3,000 jobs in the Harrow and Wealdstone Intensification Area;
- Strengthens the role of Harrow Town Centre as a Metropolitan Centre through the introduction of the range of town centre uses defined in PPS4;
- Strengthens and supports the District and Local Centres' role as providing retail, leisure and local services for local residents and local employment opportunities; and
- Safeguards the employment opportunities provided within the Industrial Business Use Areas.



**8.6** The Council's Core Strategy focuses on the ability to attract in the region of 3,000 jobs, predominantly within the Harrow and Wealdstone Intensification Area. The Council will support the Borough's economy by protecting existing employment floorspace, which meets the needs of the modern business and encourages improvements to the quality of existing employment spaces including mixed-use in the town centres or in highly accessible locations.

**8.7** Nathaniel Lichfield and Partners prepared an Employment Land Review [2010] as part of the Council's evidence base. This updates the Council's Employment Land Study, which was prepared in 2006 to inform the Council's Local Development Framework. The Study provides technical evidence on employment land issues in the Borough. The Study incorporates the data and other evidence available at the time of its preparation in early 2010 but has not been able to reflect on all economic developments, including the national recession during 2007-2009. The definition of employment floorspace is not solely confined to B1, B2 and B8 as other uses such as D1 or D2 uses along with retail would also generate employment. Evidence from the Employment Land Study [2010] suggests that Harrow has a relatively strong local economy. The Employment Land Review [2010] states that Harrow is expecting a negative industrial requirement of 6-8 ha overall but not for distribution or office purposes.

**8.8** PPS4: Planning for Sustainable Economic Growth requires Boroughs to maintain a robust evidence base on existing business needs and likely changes. This should include an assessment of employment land. It states that local policies should require offices to locate in town centres first before other less accessible locations.

**8.9** The London Plan [2008] seeks to provide a range of work spaces and office premises of differing sizes. It promotes the renovation and renewal of existing stock and mixed use development. It allows Boroughs to identify and manage the sites within the designated areas.

**8.10** The Consultation Draft Replacement London Plan [2010] identifies Harrow as a Metropolitan Centre; Harrow & Wealdstone as a new area for intensification; and contains two designated Strategic Industrial Locations [Wealdstone Industrial Area and part of Honeypot Lane, Stanmore]. There are two types of Strategic Industrial Location with Wealdstone Industrial Area identified as a Preferred Industrial Location and Honeypot Lane, Stanmore identified as an Industrial Business Park. These designations are the same as in the current London Plan [2008].

**8.11** Within the designated Industrial Business Use Areas, the Council will continue to protect these sites for light, general industrial and warehousing uses, in line with Economic Development Strategy objective of making sure businesses have access to the land and premises they need. The Council wishes to protect these designations for activities, which elsewhere could have a detrimental impact on the amenity of neighbouring uses and the environment. In the other Business Areas, it is recognised that the changing nature of the work environment means that many employment activities may not fit into the boundaries of the defined designation. Therefore other uses including opportunities for other uses including housing provision any be acceptable in these areas provided they do not compromise the overall nature and viability of existing and future activities.

**8.12** Mixed-use redevelopment will be expected to be located within the town centres and on edge-of-centre sites with the re-provision of employment and new community facilities being considered before residential.

### ***Industrial Business Use Areas***

### Development Management DPD (Regulation 25 Consultation)

**8.13** The Council will seek the protection and retention of employment land within the Industrial and Business Use Areas as defined on the Proposals Map. Proposals that would lead to a net loss in employment will need to be justified in accordance with the Council's strategic objectives, as set out in the Economic Development Strategy.

**8.14** Harrow has continued to exhibit a steady level of business start-up during the recession / economic slowdown. Space will therefore need to accommodate a range of business sizes and types including micro businesses and SMEs. When considering proposals for the rebuilding or expansion of existing industrial and storage premises, the Council will seek a variety of size of units to accommodate local need. New industrial / warehousing space will be expected to be located within the designated Industrial Business Use Areas.

**8.15** Outside the Industrial Business Use Areas, proposals resulting in the loss of established business premises will be resisted unless it can be demonstrated that continued business activity will conflict with the character, appearance and amenity of the locality and its surrounding land uses. It will only be permitted where it can be demonstrated to the Council's satisfaction that a site is no longer suitable or viable for its existing business use and that a marketing period of at least two years has been undertaken.

**8.16** With all new employment proposals, servicing must be adequate for the intended use and include space for the waiting for goods vehicles. In particular, we would support future employment growth within the designated Industrial Business Use Areas.

#### ***Office Accommodation***

**8.17** The Council will safeguard employment opportunities within existing office accommodation and promote new quality office accommodation that forms part of mixed-use schemes. These forms of development should be located in highly accessible locations, firstly within town centres before consideration to other locations as part of a sequential test.

**8.18** The policy reflects the Core Strategy with an emphasis on the Harrow and Wealdstone Intensification Area whereby 3,000 jobs [approx] will be attracted. It is also important that there are local employment opportunities available outside of the designated area. The provision of local employment opportunities will help to reduce journey to work times and also the potential travel cost to the worker.

**8.19** Much of the Borough's office space is concentrated in fewer locations in Harrow Metropolitan Centre and in Stanmore and along Northolt Road in South Harrow. Other parts of the Borough provide some limited office supply concentrated in smaller units. There is a good supply of managed / start-up office space within the Borough. Local agents have indicated that the vast majority of demand for office space in the Borough is for smaller scale space up to 500 sqm. The increase in mobile and flexible working leads to an agglomeration of office based companies around areas providing leisure, retail, hospitality and good transport links. In Harrow, this would support the concentration of office space in Harrow Metropolitan Centre and Wealdstone District Centre. Harrow's local education authority indicates that growth sectors in the Borough includes legal, finance, accountancy and business support, all of which would be accommodated in small flexible space in the Metropolitan Centre and Wealdstone District Centre. However, large office accommodation still remains within Harrow Metropolitan Centre with good accessibility in public transport terms.

**8.20** The Council would direct office accommodation first towards Harrow Metropolitan Centre where it is in an area of high public transport accessibility and resist the loss of office sites within District and Local Centres. Small scale office space is encouraged and would be considered outside of the town centres on a site-by-site basis to promote business start-ups and provide support to the local economy.

**8.21** New office space will be expected to be located within the town centres and otherwise on edge of centre sites as these are more accessible by public transport. Smaller offices less than 100 sqm designated for local businesses will be allowed outside these locations. New employment uses, especially industrial uses must demonstrate that they are making the right provision for deliveries and servicing.

## Policy 44

### Employment Floorspace

The Council will protect existing employment floorspace and accommodate the business needs for new accommodation directed towards the town centres or in areas of high public transport accessibility. Office accommodation not within the centres will be subject to the sequential test. The loss of office sites within town centres and edge-of-centre locations will be expected to demonstrate a lack of demand for that use and a requirement to provide appropriate mixed-use redevelopment, which accommodates community uses and the re-provision of employment floorspace as well as residential, where appropriate.

New proposals for office accommodation will be expected to be located within the town centres first before edge-of-centre sites, having regard to the sequential approach. However, small scale office development will be considered outside of these locations.

New industrial / warehousing accommodation will be expected to be located within the Industrial Business Use Areas. Warehousing sites or uses, which generate high levels of traffic movement for deliveries should be located within close proximity to Strategic and Distributor Roads to minimise impact on residential amenity.

Within Industrial Business Use Areas, smaller units up to 500 sqm are encouraged to meet local need.

Within areas where there are existing uses generating employment, such use should be retained. The Council will seek to promote new opportunities for employment either through direct replacement through new development or the re-allocation of employment to other sites. Loss of employment floorspace will be resisted.

## JUSTIFICATION

**8.22** This ensures the adequate supply of employment floorspace in the Borough is maintained and situated in appropriate locations of good public transport accessibility such as within town centres to minimise the need to travel by car.

#### Policy 45

##### Home Occupation

Residential properties can be used for small businesses, flexible working and business start-ups provided that:

- No more than one full-time equivalent person from outside the household shall be employed in the home occupation activity;
- No more than one single sign that does not exceed 0.3 sqm in area be displayed on the residential premises;
- No exterior storage of materials and no other exterior indication of the home occupation or variation from the residential character of the household or the neighbourhoods shall occur;
- No objectionable noise, smell, effluent, vibration, dust or other noxiousness or danger, or significant increase in traffic shall result from the operation of the home occupation activity; and
- No retail sales shall be made on or from the site.

#### JUSTIFICATION

**8.23** The Council encourages small businesses to operate from residential properties and working from home as there is now more of a commitment towards flexible working in the 21<sup>st</sup> Century. This form of business operation and working from home activity usually occurs either in a room or within a separate building on the residential site. However, encouraging commercial activity on residential sites and working from home must be balanced with the need to retain the amenity of residential areas as these two elements conflict unless under some form of control through planning policy. The policy allows flexibility to encourage business start-ups and home working however, once they reach a threshold [no more than one external employee], will be encouraged to locate to commercial premises.

**8.24** For the purpose of this policy, home occupation is defined as the use of a residential property for an employment activity, which is secondary and ancillary to the use of the site for residential purposes, where the employment use:

- Is performed by the member of the household unit residing in a residential unit on the site;
- Is carried on either wholly within the residential unit or within an accessory building; and
- Generates effects that are not significant different from those within the immediate residential environment.

## Policy 46

### Development Involving Tourism

Planning permission will be considered for the development or expansion of hotel facilities or larger trip-generating tourist attractions where these are to be located in town centres and where public transport links and accessibility is good. Proposals for the development or expansion of a tourist attraction and proposals for hotels, hostels, guest houses, bed and breakfast and other tourist accommodation will be permitted provided that:

- The size and character of the site or building are suitable for the proposed use;
- The development will be compatible with the character and appearance of the area;
- The residential amenities of local residents will not be harmed by way of noise, disturbance, loss of light or privacy;
- There will be good access and links or opportunities for good access and links to modes of transport other than the private vehicle; and
- Vehicle access to and from the highway will be safe.

The benefits of the proposal to employment and the local economy will be balanced against the above criteria. Alternative uses for existing tourist facilities will be permitted only where it can be demonstrated that the existing attraction is no longer viable or does not provide facilities for the local community.

## JUSTIFICATION

**8.25** The policy aims to create economic and social benefits for Harrow by attracting tourist and business visitors. Harrow is conveniently situated with good public transport links to Central London to help provide additional tourist facilities and provides for additional overspill activities from events held at Wembley. Therefore, there is the need to accommodate tourism facilities including accommodation to cater for such purposes. In determining the location of visitor accommodation within the Borough, good public transport services to Central London and to other Harrow tourist attractions are an important factor. Where such accommodation is to be provided outside town centre locations, it should be in areas of good public transport accessibility.

**8.26** While an increase in demand for tourist accommodation and facilities may be created with particular sporting events such as the Olympic and Paralympic Games 2012, decisions on accommodation proposals must be balanced with the long term viability and need for such development. As well as other policies contained within the LDF, the range and capacity of existing tourist accommodation facilities in the surrounding area will inform the decision process.

**8.27** Applicants will be expected to provide the Council details relating to these matters and any other relevant issues to help inform decision-making. In order to maintain the benefits of tourism to the local community in terms of the provision of jobs, local educational resources, and a variety

of facilities for both residents, businesses, students and visitors, the Council will protect existing attractions and accommodation. Exceptions to this will only be made where the attraction is no longer viable and provides very little or no facilities for the local community.

#### Policy 47

##### Hotels

The Council supports proposals for hotels on sites, particularly within Harrow Metropolitan Centre. Other sites in areas with good public transport accessibility will also be considered. Proposals for the change of use of hotels, which would involve the loss of employment will be resisted.

#### JUSTIFICATION

**8.28** The Mayor's Tourism Vision seeks to ensure that London expands as a global tourism destination. The Capital should develop a broader visitor base and offset the benefits of tourism throughout the city. For the Borough and Harrow Metropolitan Centre specifically, the good access links to Central London by road and rail coupled with the relative affordability of hotels compared to within Central London and demand from 'friends and family visitors' has led to an increase in demand for hotel accommodation in recent years. However, where hotel proposals within the Metropolitan Centre are welcomed, the need to manage the long term uses within Harrow Metropolitan Centre must be maintained. This is of particular relevance to the change of use from a hotel to another use, which could involve the loss of employment, as in C1 hotel use to C3 residential, which will be resisted.

#### THE PREFERRED APPROACH

**8.29** Office accommodation should be directed towards town centres and edge-of-centre sites before a sequential test is required for other sites unless they are smaller businesses up to 500 sqm. A site may be redeveloped or re-used if there is no interest expressed in its use as an industrial site or warehouse in its current form for a period of two years and it has been actively marketed for such use or redevelopment for that time also. The same will apply to office accommodation. Warehouses should be marketed in this way before they are considered for office use. The focus is to concentrate employment development towards the Wealdstone Preferred Industrial Location.

#### ALTERNATIVE APPROACHES

**8.30** A balance must be achieved between the loss of employment floorspace and the creation of alternative uses. A flexible approach to the loss of employment floorspace could result in consequential impacts on the local economy. Therefore, the designated industrial and business use areas must continue to be protected.

# TOWN CENTRES AND RETAIL DEVELOPMENT 9

Development Management DPD (Regulation 25 Consultation)



### 9 TOWN CENTRES AND RETAIL DEVELOPMENT

#### INTRODUCTION

**9.1** This chapter sets out policies to ensure that the shopping centres in the Borough retain its vitality and vibrancy within the main centres. The Council will seek to provide access to a wide range and quality of retail provision to meet the needs of existing and new residents, employees and visitors to the area through a retail hierarchy, with Harrow Metropolitan Centre at its core, followed by the district and local centres. Government guidance requires new shops and leisure facilities to be located in town centres. Harrow Metropolitan Centre should concentrate the growth of new shops and leisure facilities followed by the district centres. The local centres should provide a supporting role and a retail function that accommodates local needs.

**9.2** PPS4: Planning for Sustainable Economic Growth states that the main uses to which town centre policies apply would include:

- Retail development [including warehouse clubs and factory outlet centres];
- Leisure, entertainment facilities and the more intensive sport and recreation uses [including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls];
- Offices; and
- Arts, culture and tourism development [including theatres, museums, galleries and concert halls, hotels and conference facilities].

**9.3** Other uses such as leisure could be appropriately located on a town centre edge. However, it would require an impact assessment for edge of centre and out of centre development over 2,500 sqm and town centre development that could affect neighbouring centres. It further states that a primary shopping frontage is likely to include a high proportion of retail uses with a secondary shopping frontage providing greater opportunities for a diversity of uses. In accordance with PPS4, Local Development Documents are required to identify the centres within their areas where development will be focused and define the areas on the Proposals Map. Nathaniel Lichfield and Partners' Retail Study Review [2009] for Harrow Council provides a Borough-wide needs assessment for retail. It concluded that there is a need for additional shopping and service facilities and planning policies should seek to identify opportunities to accommodate growth. Major development should be located within Harrow Metropolitan Centre or the district centres. The Council's Core Strategy focuses on retail investment directed towards Harrow Metropolitan Centre, which is consistent with the objectives and principles set out in PPS4 [Planning for Sustainable Economic Growth] and Nathaniel Lichfield and Partners' Retail Study Review [2009].

**9.4** The London Plan [2008] states that retail, leisure and other related uses should be encouraged in town centres and discouraged outside the town centres. Consultation Draft Replacement London Plan [2010] elaborates on the detail of the type of goods and states that Local Development Frameworks should bring forward capacity for additional comparison goods retailing particularly in Metropolitan Centres and support convenience retailing in the district and local centres.



**9.5** PPS4 and Consultation Draft Replacement London Plan [2010] both require a sequential approach to approving sites for main town centre uses outside of the town centre. Existing centre sites should be used where possible, then edge of centre followed by out of centre locations in that order. PPS4 defines edge-of-centre as 300 metres from the town centre boundary for retail uses and up to 500 metres for an office use provided the town centre contains a public transport interchange.

**9.6** The Council identifies through its Core Strategy that Harrow Metropolitan Centre is the preferred location for additional retail, leisure and office uses, followed by the district and local centres. The local centres should provide an offer that accommodates local needs. Policy 4 [Town Centres and Retail Policy] of the Core Strategy states that major development will be expected to direct the provision of comparison goods towards Harrow Metropolitan Centre. The support for convenience retail in the district and local centres is encouraged to secure a sustainable pattern of provision. However, within these centres, designated shopping frontages will have an important role to play in shaping the type of use and the type of goods offered.

**9.7** District and local centres appear to be under threat from a combination of the growth of supermarkets, consolidation amongst national multiples including banks and building societies and internet shopping. As a result, these centres appear to be changing to become more service-based with an increase in, for example health and beauty-related services such as nail bars, and food-based services such as restaurants and take-aways.

**9.8** Nathaniel Lichfield and Partners' Retail Study Review [2009] identifies a need for new retail development over and above the existing commitments. Accordingly, there is a continuing need to protect Class A1 uses within the designated primary and secondary shopping frontages.

## SHOPPING FRONTAGES

**9.9** A development proposal, which reduces the combined proportion of Class A1 retail use at ground floor level below the percentage identified for primary and secondary frontages, will be refused. The proposal should not create an over concentration of similar uses, which would detract from the retail function of the town centre. The change of use from a shop [Class A1], particularly in designated shopping frontages will be strongly resisted unless it can be demonstrated that there is no known viable demand for continued A1 use, and that the site has been marketed effectively for at least two years and subject to meeting the percentage requirements within designated shopping frontages. Acceptable alternatives to A1 use within shopping frontages will be A2, A3, A4, A5 or community uses that retain an active frontage. Any proposed use within a designated shopping frontage will be expected to provide an active frontage at ground floor level and be able to demonstrate a contribution to weekday footfall.

### Policy 48

#### Primary Shopping Frontages

Within the primary shopping frontages as defined on the Proposals Map, proposals for Class A1 retail use will be encouraged. The change of use of ground floor Class A1 units to non-A1 uses, as defined within the Use Classes Order 1987 (as amended), will only be permitted if the balance of retail vitality and viability is not likely to be significantly affected. In order to

protect the primary shopping frontages, at least 75% [including existing planning permissions] of the retail units within primary shopping frontages will be retained in Class A1 use and proposals will only be considered where they fulfill the following criteria:

- The proposed use is compatible with a shopping frontage and provides a direct service to members of the public;
- The proposal would not result in more than three adjoining or adjacent units in non-A1 use in any primary shopping frontage [unless they are already in existence];
- The centre's retail vitality and viability is not likely to be significantly affected;
- The proposed change of use will not detract from the primary retail function of the shopping parade; and
- There will be no adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows.

### JUSTIFICATION

**9.10** This policy seeks to ensure that primary shopping frontages continue to provide a core mix of retail shopping facilities whilst maintaining a balanced form of other uses essential to the vitality of that parade or centre. Non-A1 uses can perform an important role in providing necessary services and complement A1 uses within designated shopping frontages and could also contribute towards night time economy to ensure the vibrancy of the centre is maintained. The percentage limit indicates the level at which the amount of non-retail activity is considered would begin to harm the character and vitality of that designated parade. Where the concentration of non-retail uses currently in existence in primary shopping frontages over the recommended 25% of the total for that designated frontage exists, any future proposed change of use to A1 will be encouraged and would not assume a return to a non-A1 use in the future unless it would comply with the above requirements in regard to the percentage limit and the three consecutive non-Class A1 rule.

**9.11** An adjacent unit from a shopping parade where it may be separated by a road or other would still form part of the three non-A1 unit rule. Non-Class A uses will not be permitted in primary shopping frontages. However, within primary shopping frontages, proposals for office, leisure or residential accommodation on upper floors will be considered.

### Policy 49

#### Secondary Shopping Frontages

**Within secondary shopping frontages** as defined on the Proposals Map, proposals for retail, leisure, and culture uses will be supported. The change of use of ground floor Class A1 uses to non-A1 uses, as defined within the Use Classes Order 1987 (as amended), will only be considered if the medium to long-term retail vitality and viability is not likely to be significantly harmed. In order to protect the secondary shopping frontages, at least 50% [including existing planning permissions] of the units within each secondary shopping frontage will be retained

in Class A1 use. Within the secondary shopping frontages, proposals for office, leisure or residential accommodation on upper floors will be supported. The designated shopping frontage must retain an active frontage.

In addition to the above, planning permission for a change of use from A1 to non-A1 use will be considered where:

- The proposed use is compatible with a shopping frontage and provides a direct service to members of the public;
- The centre's retail vitality and viability is not likely to be significantly harmed;
- A window display is maintained; and
- There will be no adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows.

## JUSTIFICATION

**9.12** Secondary shopping frontages provide suitable locations for retail and non-retail uses appropriate to shopping centres as they promote retail vitality and viability. They are especially suited to uses that require a central location but are not associated with shopping trips and do not generate high levels of pedestrian activity. These frontages have in some instances within the Borough had difficulty in attracting and retaining A1 uses and often have high levels of vacancy. To avoid the continued vacancy of such units within secondary and tertiary frontages, suitable alternative non-A1 uses including other A-class uses, retail, leisure, employment, education and health uses may be considered subject to the criteria stated in policy. The secondary shopping frontages are usually located close to the main shopping areas and are therefore conveniently located. In considering the suitability of a change of use from non-A1, regard will be given to any possible adverse impacts on nearby residents and traffic and parking implications.

**9.13** Although secondary shopping frontages will be able to accommodate a greater proportion of non-retail uses than the primary shopping frontages, it is considered important to retain the retail character in these areas for the benefit of the overall shopping function of the centre. The Council will therefore seek to avoid the concentration of non-retail uses that would harm the retail character of a centre or undermine the contribution of any particular frontage to the centre as a whole.

## Policy 50

### Neighbourhood Parades

Within neighbourhood parades [parades not within a designated town or district centre], the Council will encourage commercial, community or other non-residential uses on the ground floor where it retains an active frontage to serve the local catchment of the area. The change of use proposals involving the loss of non-A1 uses within neighbourhood parades will only be considered where:

- The proposed use is compatible with a shopping frontage and provides a direct service to the general public;
- The proposal does not harm the vitality or viability of the shopping parade or result in a significant break in A1 frontage;
- The use will not result in a significant diminution of local pedestrian accessible shopping facilities;
- A window display is provided; and
- No adverse effects on the amenities of nearby residents, road safety, car parking or traffic flows would result.

### JUSTIFICATION

**9.14** This policy aims to provide a wide distribution of local shops for day-to-day needs. Such facilities are needed for the local catchment to meet local need, and which are easily accessible to people without a car or with restricted mobility. Local shops also reduce the need to travel and, therefore, benefit the environment. By identifying neighbourhood parades where changes of use may occur as a result of vacancy or any other reason, the Council will encourage alternative non-A1 uses provided that a range of important local shops is maintained where possible. Local shops may include greengrocers, butchers, bakers, newsagents, confectioners, chemists and post offices.

**9.15** Neighbourhood parades demonstrate the importance of local trade and commercial activity to serve the local community without the need to travel to the nearest local, district or town centre. The Council will however take into consideration the adequacy of alternative facilities located either within the same parade or within a reasonable walking distance. Development proposals for small scale, convenience shopping, small businesses and community facilities, e.g. dentist or doctors, will be encouraged in areas within neighbourhood parades where there is no such facility within easy walking or cycling distance of a residential area.

**9.16** The Council will seek to ensure that each parade is capable of meeting the provision of important local shops. The catchment area neighbourhood parades are expected to serve is within approximately 500m walking distance. When a change of use is proposed within a neighbourhood parade, the new use must demonstrate that it would provide a local service, which would support the vitality of the parade, provides a window display and has no adverse effects on the amenities of residents, road safety or traffic flows.

### HARROW METROPOLITAN CENTRE

**9.17** Harrow Metropolitan Centre is one of only 11 Metropolitan Centres in London. The Core Strategy identifies the need to continue to maintain its status as a Metropolitan Centre by attracting new businesses and investment. This could be achieved through the increase in the comparison goods offer within the centre as well as consideration of other uses, which would encourage night time economy to ensure the vitality of the centre.

## DISTRICT CENTRES

**9.18** Within the Borough of Harrow, there are nine district centres and these centres will support Harrow Metropolitan Centre by providing a range of goods similar to those within the Metropolitan Centre. It is envisaged that the district centres will support Harrow Metropolitan Centre by offering a range of 'top-up' convenience shopping and local services.

## LOCAL CENTRES

**9.19** PPS4 defines local centres as containing a range of small shops of a local nature, serving a small catchment and may include a small supermarket, post office, sometimes a pharmacy, a newsagent, launderette and hairdresser. Within the Borough, few local shopping centres contain all of these shops and services. However, as Nathaniel Lichfield and Partners' Retail Review Study [2009] highlights, these centres play an important role in meeting the day-to-day needs of many people in the Borough whilst reducing the need to travel. Local shopping centres therefore fulfil an important role in meeting local needs, particularly for those without access to a car.

**9.20** Proposals for small-scale retail, leisure and office uses will be encouraged within the local shopping centres identified on the Proposals Map, where the proposed development would be of an appropriate scale to provide an essential service for the surrounding catchment area. Proposals for the change of use of ground floor premises within the local shopping centres to non-Class A uses will not be permitted. Proposals for the change of use of ground floor A1 retail premises within the local centres to other retail uses [A2, A3, A4 or A5] will only be permitted where there would be, either individually or cumulatively, no significant adverse impact on the character, appearance, retail function, viability and vitality of the centre, on highway safety or on the amenity of neighbouring uses.

### Policy 51

#### Shopping Frontage Percentages

The Council recommends at least 75% of each designated primary shopping frontage must be within Class A1 use with no more than three consecutive non-Class A1 units within any designated frontage. The Council also recommends at least 50% of each secondary shopping frontages must be within Class A1 use.

The Council will resist the loss of Class A1 retail uses within designated shopping frontages in the centres unless:

- It complies with the relevant percentage requirements and in the case of primary shopping frontages, the non-Class A three consecutive units rule;
- There is no known demand for continued A1 use, and that the site has been marketed effectively for such use for at least two years;
- The proposed use is within a use class identified in the sub paragraphs; and
- An active frontage is retained.

Any significant new retail development will be expected to provide a mix of unit sizes, avoid an inward looking layout, maintain the street frontage and provide suitable and convenient linkages for shoppers to access other town centre uses.

#### JUSTIFICATION

**9.21** The percentage thresholds are required to retain and promote the vibrancy and vitality of the centres through the concentration of A1 retail uses.

#### Policy 52

##### Mixed Use Development

Unless otherwise indicated in the Site Specific Allocations DPD, there will be a presumption against the loss of employment floorspace within town centres. Once these requirements are safeguarded, appropriate mixed-use proposals would be expected to provide retail or community uses and the re-provision of employment floorspace uses as well as any residential use. The Council will support the location of new and the relocation of existing community, leisure and cultural uses [including arts] to the town centres as part of any mixed-use scheme, provided that developments maintain an active frontage.

#### JUSTIFICATION

**9.22** The Council supports mixed-use development and would resist any loss of employment floorspace in town centres as this could reduce the viability and vitality of the centres and potentially result in obsolete commercial buildings. The change of employment land to wholly residential use would be resisted as this would result in dead frontage, would not provide the opportunity for community uses or preserve employment floorspace within the centres and could diminish its long term viability. Therefore, mixed-use development would be encouraged where the retention of employment floorspace is achieved.

**9.23** The Council supports community uses in Harrow Metropolitan Centre, as this is considered the most accessible location provided they do not detract from community uses in other centres or reduce the service in other locations within the Borough.

#### Policy 53

##### Night Time Economy

Proposals for uses outside of normal working hours will need to comply with the approach to retail frontages and ensure that they do not adversely affect the amenity of local residents and are in keeping with the scale and character of the surrounding area. The frontage percentages identified will help to address the diversification of the night time economy in appropriate town centres.



## JUSTIFICATION

**9.24** The Council's Core Strategy recognises the importance of night time economy within Harrow Metropolitan Centre to ensure its viability and vitality is maintained. In instances of non-retail uses, active street frontages must be maintained. This would require the ground floor interior to be visible from the street scene. However, consideration of any adverse impact upon nearby residential amenity would need to be addressed. This could be achieved not only through the design process, but through the provision of appropriate planning conditions, legal agreements and licensing requirements.

**9.25** Evening uses will need to comply with the approach to retail frontages and ensure they do not adversely affect the amenity of local residents and would be in keeping with the scale and character of the surrounding area. The recommended percentages permitted within the designated shopping frontages for non-Class A1 use will help to address the diversification of the night time economy in Harrow Metropolitan Centre. Uses that support evening economy may be supported if they achieve a diversification and balance to Harrow Metropolitan Centre and if it would not have any adverse effect on the amenity of nearby uses and the surrounding residential areas including a cumulative adverse effect.

**9.26** Harrow Metropolitan Centre is where the Council will encourage applicants to add to the existing mix of uses and would be in favour of proposals that would seek to expand on the variety of uses on offer in the evening and to enhance night time economy within this centre only. The Council will continue to monitor the capacity of night time uses within Harrow Metropolitan Centre to ensure that a mix and balance of uses is achieved. Such non-Class A1 uses are complementary to the retail role of the centres, which adds to the offer. However, an over-concentration of non-retail uses within a centre, or part of a centre, can detract from its shopping function and may prejudice the vitality and viability of the centre as a whole. It is therefore necessary to protect the shopping function of centres by controlling the balance of retail and non-retail uses.

**9.27** In suitable areas of Harrow Metropolitan Centre, the Council will encourage applications that add to the existing mix of uses, and would be particularly in favour of applications that would seek to expand the variety on offer in the evening and night-time economies within the Metropolitan centre. There is a trend towards multiple uses of some pubs, bars and similar establishments, where they may open for breakfast, serve coffee during the day – taking on a café aspect. Such trends will broadly be supported as they diversify the Metropolitan Centre and broaden the appeal of certain areas.

### Policy 54

#### Loss of Public Houses

The Council will not permit the redevelopment or change of use of public houses to other uses except where:

- The applicant can demonstrate that the public house is no longer economically viable;
- The applicant can show that reasonable attempts have been made to market the site as a public house;

- Another community-based facility is proposed as part of any re-development; and
- There is alternative provision for public houses in the local area.

#### JUSTIFICATION

**9.28** The Borough has experienced the loss of a number of public houses in recent times, usually through redevelopment as public houses continue to face challenging trading conditions. Public house sites can bring communities together as a community-based facility, promoting social cohesion and integration and is considered an important element in maintaining vitality and vibrancy within the area. Therefore, there is a presumption against the loss of public houses unless future proposals can demonstrate that the criteria within policy has been fulfilled.

#### *Sequential Approach to Retail Development*

**9.29** Development should be appropriate in terms of scale and the catchment area the centre serves. It should also be in keeping with the character and the role of the nearest centre. Any major retail proposal outside the designated centres will be required to demonstrate the need for the development proposed, to comply with the sequential approach to site selection and to demonstrate that the proposal would not have an unacceptable impact on existing centres. The order of preference for the location of retail development should be sites within Harrow Metropolitan Centre and the district centres followed by edge of centres and local centres. The sequential approach indicates that town, district and local centres are the preferred location for new retail development. An impact assessment will also be required to supplement the planning application in accordance with PPS4.

#### *Socio-Economic Considerations*

**9.30** Rather than to perform a singular approach to designated shopping frontages for the Borough, it is acknowledged that socio-economic and demographic indicators could reflect the type of goods on offer at each centre. This in turn is reflected in the type of business operating at the centres and therefore, a holistic approach to the designated shopping frontages within the district centres of Rayners Lane and North Harrow only, may allow a greater degree of flexibility when permitting non-Class A1 uses within designated shopping frontages to retain the vitality and viability of those centres. However, there will be no movement in the percentage for non-Class A1 use within the designated shopping frontages for these centres. The scale of development should also reflect the size of neighbouring developments and units within the centres and the catchment area which that centre should serve.

#### *Non-Designated Parades and Outside Town Centres*

**9.31** The Council will consider applications for the change of use of Class A1 retail in non-designated parades and outside town centres for such uses where the site can be satisfactorily converted, the proposed use would not adversely affect the functioning or appearance of the area or residential amenity and there is sufficient off-street parking where required. Examples of such uses may include medical and veterinary surgeries, showrooms, solicitors, insurance brokers, etc.



## THE PREFERRED APPROACH

**9.32** The Council's preferred approach is to direct retail development and in particular, the comparison goods offer towards Harrow Metropolitan Centre, which could possibly be managed through the imposition of appropriate planning conditions for future proposals. The principle objective is to maintain and promote retail use and to maintain the vitality of the centres through the designated shopping frontages in particular. The proportion of convenience goods to comparison goods is preferred in the district and local centres where they are considered more suited to accommodate local needs. However, it is acknowledged that an element of balance within Harrow Metropolitan Centre would be achieved from an element of convenience goods offer. It is expected that proposals for retail development would conform to national and regional policies.

## ALTERNATIVE APPROACHES

**9.33** An alternative to ensuring the vitality and viability of a centre or retail uses within the primary and secondary shopping frontages without the percentage recommendations would be to assess each application on its individual merits. This would be applicable if such proposals were to exceed the recommended percentage standards for non-retail use in the designated shopping frontages as set out above, with the exception of Rayners Lane and North Harrow District Centres. However, such an approach would be open to interpretation as to the acceptability of such a proposal and could result in extended non-retail frontages. The percentage recommendations for non-retail use in designated shopping frontages and the number of consistent non-retail uses within a primary shopping frontage would provide clear guidance as to what types of uses would be acceptable at specific designated shopping areas within the centres. Another alternative would be to remove the primary and secondary shopping frontage designations completely. Instead, planning applications would be assessed on the total number / percentage of A1 units across the entire town centre, e.g. 75% or 50% of the total number of units should be in A1 use.



# TRANSPORT IMPACT AND ACCESSIBILITY 10

Development Management DPD (Regulation 25 Consultation)

### 10 TRANSPORT IMPACT AND ACCESSIBILITY

#### INTRODUCTION

**10.1** The Council seeks to improve the accessibility of areas within the Borough by promoting and enhancing public transport links whilst simultaneously reducing the impact of travel.

**10.2** The Government announced in January 2011 that parking limits for new homes are to be abolished with immediate effect by removing national planning restrictions put in place in 2001 that required Councils to limit the number of parking spaces allowed in new residential developments.

#### Policy 55

##### Parking Standards

Development proposals will seek to accord with the maximum car parking standards set out in the Consultation Draft replacement London Plan [2010] with the exception of new residential development. The Council will exercise its discretion on parking standards for all new residential proposals dependent on the scheme, the location, proximity to amenities and any other relevant considerations. All proposals should consider provision for motor cycles. Cycle parking standards will be required in line with the Draft Consultation Replacement London Plan [2010].

#### JUSTIFICATION

**10.3** PPG13 states that where a new development is likely to have significant transport implications, a Transport Statement is required. This will be used to determine whether the impact of the development proposal on the local highway network is acceptable. Where developments may have difficulty providing an appropriate proportion of parking, particularly in areas of high accessibility with limited space, the Council will consider restricting future occupiers of the development from obtaining car parking permits as part of the planning permission. The Council will require Transport Statements and Green Travel Plans for major developments in order to ensure that transport impacts are considered and managed. Green Travel Plans are considered to be an effective way of encouraging car-free travel.

#### Policy 56

##### Cycle Provision

The design of cycle parking will be expected to support the objective of enhancing the cycling network within the Borough through:

- The provision of safe cycling access and where possible, links to existing cycle networks;
- Protection of existing cycle networks within the Borough;
- Provision of secure and covered cycle parking facilities within developments that also provide natural surveillance in the interest of designing out crime.

## JUSTIFICATION

**10.4** Cycling is encouraged within the Mayor's Transport Strategy. Most London trips could reasonably be made by cycling and this is encouraged within the Borough through its existing cycle network provision. Any opportunity to enhance the existing cycle facilities and storage within the Borough will be encouraged through new development proposals, either on or off-site.

### Policy 57

#### Transport Impact

Major development proposals that do not comply with the parking standards creates a transport impact including increased congestion on the local road network will be expected to locate in the more accessible parts of the Borough close to public transport. Developments will be required to produce a Green Travel Plan and provide a Transport Assessment to reduce demand for travel by car. The Council will ensure that Green Travel Plans are implemented effectively through planning obligations. Development will be expected to provide parking in accordance with the Draft Consultation Replacement London Plan [2010] parking standards. Car parking provision should not exceed these standards. Where proposals are not in accordance with the parking standards set out in the Draft Consultation Replacement London Plan [2009], consideration of a Green Travel Plan will be explored. Disabled car parking provision is expected at 10% of the total number of spaces proposed as part of new development.

Planning permission will be granted for development which proposes limited or no parking where the following can be satisfied:

- Good public transport accessibility, e.g. a town centre or major public transport interchange;
- The proposal is within a Controlled Parking Zone;
- A legal agreement restricts residents from obtaining on-street parking permits and ensures that future occupants are aware of this;
- Adequate space for disabled people is provided on-site and any operational or servicing needs; and
- Parking proposals that detrimentally affect highway safety or residential amenity will be refused.
- The Council will grant planning permission for proposals where there is safe and adequate provision for service and delivery vehicles **and** emergency services.

#### **JUSTIFICATION**

**10.5** Exact parking standards for each development cannot be specified in advance. However, by according with the parking standards set out in the Draft Consultation Replacement London Plan [2010] ensures these issues are addressed in the design of new development. Proposals, in terms of impact of transport will have regard to available capacity on the relevant road and public transport networks and the possibility of contributing towards the expansion of those networks.

#### **THE PREFERRED APPROACH**

**10.6** The preferred approach is to ensure appropriate parking standards are implemented for new proposals, which responds to need without adverse impact on the transport network. However, this would be dependent upon the type of location, the accessibility of the site in public transport terms and the level of parking proposed for the new development. New proposals that would result in a consequential impact on the existing local highway network will be resisted.

#### **ALTERNATIVE APPROACHES**

**10.7** Development proposals that are not within the parking standards set out in the Draft Consultation Replacement London Plan [2010] would require justification and could become problematic in terms of choice and attracting visitors to the Borough.

# COMMUNITY AND EDUCATION FACILITIES 11

Development Management DPD (Regulation 25 Consultation)

## 11 COMMUNITY AND EDUCATION FACILITIES

### INTRODUCTION

**11.1** The Council supports the provision of community facilities, particularly in locations of high accessibility, where it is important in reducing multi-trips and increasing the consumer experience. Community facilities should be located in areas, which are easily accessible by a range of public transport, including walking and cycling and that the development itself is accessible to all groups. Highly accessible locations would include town centres and edge-of-centres.

#### Policy 58

##### Community and Education Facilities

The Council will protect existing community and education facilities and resist the change of use involving the loss of a community or education facility unless the applicant is able to demonstrate that there is no longer a need for that facility and where there are sufficient similar facilities nearby or that it can be relocated elsewhere within the Borough. Where a particular community or education use ceases, the Council will encourage an alternative community or education use. The provision of new community or education facilities within residential areas would need to have regard to the effect on the amenities of neighbouring residents, particularly in relation to noise disturbance and privacy.

### JUSTIFICATION

**11.2** Community uses include uses within Classes D1 and D2 of the Town and Country Planning Use Classes Order 1987 (as amended), e.g. health centres, dentists, schools and further education, arts, museums, libraries, community halls and other public meeting venues, theatres, cinemas, indoor and outdoor sports facilities and places of worship.

**11.3** The Council values existing community and education facilities and the loss of such uses will be resisted. If the loss of a community or education facility is inevitable, the Council's preferred option is for the redevelopment for another community or education purpose. If the sole redevelopment of a community or education facility is not possible, the facility would still need to be provided as part of any mixed-use scheme to ensure a community or education function is maintained. The Council supports the development of essential community or education facilities necessary to meet the specific needs of the community on land involving the loss of existing housing.

**11.4** Policy 3.17 of the Consultation Draft Replacement London Plan [2009] advises that DPDs should assess the need for social infrastructure and community facilities in their area and ensure that they are met wherever possible. New facilities should be provided within easy reach of walking and public transport of their intended user. Policy 3.10 of the Consultation Draft Replacement London Plan [2009] sets out criteria for sports facilities, Policy 3.18 for healthcare use and Policy 3.19 for education proposals.



## THE PREFERRED APPROACH

**11.5** The Council will protect existing community and education facilities and ensure that new facilities are located in accessible locations. The provision of new community or education facilities should be accessible by public transport. Ideally, they should be located within town centres or on the edge of centres. New community or education facilities can have a detrimental impact on the amenity of nearby residential properties, particularly in terms of noise and traffic generation and this would need to be considered as part of any development proposal.

## ALTERNATIVE APPROACHES

**11.6** There are no alternative approaches to this policy. The Council will resist the loss of community or education facilities unless it can be demonstrated that there is no longer a need for that use or that it can be relocated elsewhere within the Borough or there are similar provisions within the local catchment area that would serve the same needs of that user group.



# TELECOMMUNICATIONS 12

Development Management DPD (Regulation 25 Consultation)

## 12 TELECOMMUNICATIONS

### INTRODUCTION

**12.1** The Council will seek to ensure that the development of telecommunications equipment is sympathetic to Harrow's suburban townscape and countryside by applying national policy PPG8: Telecommunications. This sets out the Government's policy to facilitate the growth of new and existing telecommunications systems whilst minimising its environmental impact. PPG8 provides guidance on mast and site sharing, design and health and environmental considerations.

**12.2** The aim is to ensure that telecommunications equipment is kept to a minimum through encouraging the sharing of equipment where this is technically possible, for instance promoting the use of cable for satellite television or to share a satellite dish between a number of properties within the same apartment block. The impact of telecommunications can be minimised through careful design, colouring and landscaping to minimise visual intrusion. This will help to protect the character of an area and the appearance of the property.

**12.3** The telecommunications policy applies to planning applications or prior notification applications for the installation of satellite dishes, microwave antennae, radio masts and other types of telecommunications apparatus. When considering such applications, the Council will also have regard to the legal requirements placed upon telecommunications operators to provide an adequate service, and any technical and operational obligations that it is required to undertake.

### Policy 59

#### Telecommunications

Proposals for the installation of telecommunications equipment will be considered where it can be demonstrated that:

- There is no alternative and less harmful means of meeting the network coverage requirements of the operator;
- There will be no significant adverse effect on the external appearance of the building on which they will be located;
- They will not be installed on the street unless this is an operational requirement of the operator;
- Where they are to be installed on the street, that a Sequential Test is carried out to establish the most suitable locations in each instance;
- Visual amenity and residential amenity impacts have been considered in all proposals;
- The special character and appearance of Listed Buildings or Conservation Areas are preserved or enhanced;
- Sharing facilities has been explored;

- Where the proposal is on or near an education facility, the relevant body will have been consulted on the proposal;
- They are appropriately designed, coloured and landscaped to take account of their setting and mitigation impacts [e.g. screening and planting] have been considered; and
- They will not present any health hazard by demonstrating that the development will operate within the International Commission on Non-Ionizing Radiation Protection [ICNIRP] guidelines for public exposure.

## JUSTIFICATION

**12.4** Telecommunications equipment is an essential form of technology in the modern era however, presents a number of planning issues, which need to be considered as part of any proposal. Generally, it would not be acceptable to locate telecommunications equipment on the front of buildings and other prominent locations where they would be visible from the street scene.

## THE PREFERRED APPROACH

**12.5** The preferred approach is to accord with the above policy and the principles of PPG8 to minimise the impact of telecommunications equipment on local residents and the street scene.

## ALTERNATIVE APPROACHES

**12.6** There are no alternatives to this policy.



# PLANNING OBLIGATIONS 13

Development Management DPD (Regulation 25 Consultation)

### 13 PLANNING OBLIGATIONS

#### Policy 60

##### Planning Obligations

Proposals, which fail to make satisfactory provision through a planning obligation for affordable housing, infrastructure and other site-specific requirements made necessary by the development, will be refused.

#### JUSTIFICATION

**13.1** New development often creates the need for additional or improved community services and facilities, without which there can be a detrimental effect on local amenity and quality of the environment. Planning obligations will be used as one means by which to secure the mitigation of impacts caused by development and to enhance the quality of both the development and the wider environment. The Council will consider each application on its merits against relevant policy guidance and material considerations. Where appropriate, this will include an assessment of development impacts. Where planning obligations are considered necessary, these are likely to include the following:

- Affordable housing;
- Transport [site-specific and public realm];
- Economic development, including employment and training;
- Local parks and play spaces;
- Art and culture;
- Water supply and sewerage infrastructure;
- Conservation, archaeological and countryside management; and
- Community facilities.

**13.2** Strategic infrastructure [i.e. required by the cumulative impacts of development throughout the Borough] will be secured and funded through Harrow's Community Infrastructure Levy. Such infrastructure and services will include strategic public transport, health care facilities, open spaces, recreational facilities and education provision.

**13.3** Specific policies within the Development Plan for Harrow, which comprises the London Plan and the Harrow LDF, provide the basis and justification for seeking planning obligations that will be commonly sought by the Council. However, this list should not be considered exhaustive. Depending on the proposed development, other obligations may also be sought. The Council will negotiate planning obligations on an application by application basis. The Council will prepare an SPD to give greater guidance to householders and developers of the types and scale of planning



obligations that are likely to be sought as a result of applying the Development Plan policies relevant to the Borough. The SPD will also set out the Council's expectations of the processes to be applied in the securing of appropriate obligations, including the prioritisation, collection and monitoring of agreements.

#### **THE PREFERRED APPROACH**

**13.4** The preferred approach is to accord with the above policy.

#### **ALTERNATIVE APPROACHES**

**13.5** There are no alternatives to this policy.



# GLOSSARY 14

Development Management DPD (Regulation 25 Consultation)

### 14 GLOSSARY

**Affordable Housing:** Housing, whether for rent, shared ownership or outright purchase, provided at a cost considered affordable in relation to incomes that are average or below average, or in relation to the price of general market housing.

**Annual Monitoring Report:** A report submitted to the Government by local planning authorities or regional planning bodies assessing progress with and the effectiveness of a Local Development Framework.

**Backland Development:** Development of 'landlocked' sites behind existing buildings, such as rear gardens and private open space, usually within predominantly residential areas. Such sites often have no street frontages.

**Biodiversity:** The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

**Biodiversity Action Plan:** A strategy prepared for a local area aimed at conserving and enhancing biological diversity.

**Capacity [in retailing terms]:** Potential spending by the public within the catchment area, with which to support existing and additional retail floorspace.

**Catchment [in retailing terms]:** The geographical area from which a retail destination draws its trade. Sometimes measured in terms of 'drive-time.'

**Change of Use:** A change in the way that land or buildings are used. Planning permission is usually necessary in order to change from one 'use class' to another.

**Character:** A term relating to Conservation Areas or Listed Buildings, but also to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.

**Climate Change:** Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

**Community Facilities:** Community facilities include educational facilities, youth centres, advice centres and community halls.

**Conditions:** Requirements attached to a planning permission to limit, control or direct the manner in which a development is carried out.

**Conservation Area:** Areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. A Conservation Area Character Appraisal is a published document defining the special architectural or historic interest that warranted the area being designated.

**Conservation Area Consent:** Consent required for the demolition of an unlisted building within a conservation area.

**Contaminated Land:** Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.

**Conversions:** Generally means the physical work necessary to change the use of a building from a particular use, classified in the Use Classes Order, to another use. Can also mean the sub-division of residential properties into self-contained flats or maisonettes.

**Core Strategy:** A Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area, having regard to the Community Strategy.

**Cumulative Impact:** A number of developments in a locality or a continuous activity over time that together may have an increased impact on the environment, local community or economy.

**Curtilage:** The area normally within the boundaries of a property surrounding the main building and used in connection with it.

**Cycle Network:** An integrated network of both on- and off-road routes to facilitate an easier and safer journey for cyclists.

**Density:** In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

**Design Guide:** A document providing guidance on how development can be carried out in accordance with good design practice often produced by a local authority with a view to retaining local distinctiveness.

**Design and Access Statement:** A design statement can be made at a pre-planning application stage by a developer, indicating the design principles upon which a proposal is to be based. It may also be submitted in support of a planning application.

**Development:** Development is defined under the Town and Country Planning Act 1990 as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land.' Most forms of development require planning permission.

**Development Plan:** Documents that set out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. In the case for Harrow, it includes the Unitary Development Plan and the Regional Spatial Strategy [the London Plan]. These will be replaced by documents contained within the LDF, prepared under the Planning & Compulsory Purchase Act 2004.

**Development Plan Documents:** Development Plan Documents are prepared by local planning authorities and outline the key development goals of the Local Development Framework. Development Plan Documents include the Core Strategy, Development Management Policies, Site Specific Allocations and, where needed, Area Action Plans. There will also be an adopted Proposals Map, which illustrates the spatial extent of policies that must be prepared and maintained to accompany all DPDs. All DPDs must be subject to rigorous procedures of community involvement, consultation and independent examination, and adopted after receipt of the Inspector's binding report. Once adopted Development Management decisions must be made in accordance with them unless material considerations indicate otherwise. DPDs form an essential part of the Local Development Framework.

**Disabled Access:** The means by which disabled people [as defined in the Disability Discrimination Act 1995] can conveniently go where they want

Development Management DPD (Regulation 25 Consultation)

**District Centre:** Shopping or groups of shops, separate from the town centre, usually containing at least one food supermarket or superstore and non-retail services such as banks, building societies and restaurants serving suburban areas or smaller settlements.

**EcoHomes:** An environmental assessment tool produced by Building Research Establishment Environmental Assessment Method [BREEAM] for residential housing.

**Environmental Impact Assessment and Environmental Statement:** Applicants for certain types of development, usually more significant schemes, are required to submit an Environmental Statement accompanying a planning application. This evaluates the likely environmental impacts of the development, together with an assessment of how the severity of the impacts could be reduced.

**Evidence Base:** The information and data gathered by local authorities to justify the 'soundness' of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.

**Flood Plain:** Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

**Flood Risk Assessment:** An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

**General Conformity:** A Local Development Document must be in general conformity with the strategy and proposals set out in the Regional Spatial Strategy as assessed by the Regional Planning Body [in London, it is the Greater London Authority]. Normally, it would only be where an inconsistency or omission of a policy causes significant harm to the implementation of the Regional Spatial Strategy that it would be considered not to be in general conformity.

**Geodiversity:** The variety of rocks, fossils, minerals, landforms, soils and natural processes [e.g. erosion] that underlie and determine the character of the natural landscape and environment.

**Green Belt:** A national policy designation that helps to contain development, protect the countryside and promote brownfield development.

**Green Grid:** The Green Grid comprises a series of linked open spaces and footpaths, which are accessible to members of the public. Greening measures may involve the conversion of areas of surplus highway capacity to small green spaces, implementation of traffic calming measures, traffic management and restraint, planting of vacant, derelict or other open sites and tree planting within streets.

**Green Corridor:** Green corridors can link housing areas to the national cycle network, town and city centres, places of employment and community facilities. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal between wetlands and the countryside.

**Groundwater:** An important part of the natural water cycle present underground.

**Habitable Rooms:** Any room used or intended to be used for sleeping, cooking, living or eating purposes. Enclosed spaces such as bath or toilet facilities, service rooms, corridors, laundries, hallways, utility rooms or similar spaces are excluded from this definition.

**Habitat:** An area of nature conservation interest.

**Highway:** A publicly-maintained road, together with footways and verges.

**Household Waste:** Refuse from household collection rounds, waste from street sweepings, public litter bins, bulky items collected from households and waste, which householders themselves take to household waste recovery centres.

**Independent Examination:** The process by which a Planning Inspector may publicly examine a Development Plan Document [DPD] or a Statement of Community Involvement [SCI] before issuing a binding report. The findings set out in the report of binding upon the local authority that produced the DPD or SCI.

**Infrastructure:** Basic services necessary for development to take place, e.g. roads, electricity, sewerage, water, education and health facilities.

**Intensification Area:** An area that has significant potential for increase in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use.

**Intermediate Housing:** Housing at prices and rents above those of social rent, but below market price or rents.

**Issues, Options and Preferred Options:** The 'pre-submission' consultation stages on Development Plan Documents with the objective of gaining public consensus over proposals ahead of submission to the Government for Independent Examination

**Landscape and Character:** The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.

**Listed Building:** A building of special architectural or historic interest. Listed buildings are graded I, II\* or II with Grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures. English Heritage is responsible for designating buildings for listing in England.

**Listed Building Consent:** Consent required for the demolition, in whole or in part of a listed building, or for any works of alteration or extension that would affect the character of the building.

**Local Centre:** A small group of shops and perhaps limited service outlets of a local nature [e.g. a suburban housing estate] serving a small catchment.

**Local Development Documents:** These include Development Plan Documents [which form part of the statutory Development Plan] and Supplementary Planning Documents [which do not form part of the statutory Development Plan]. Local Development Documents collectively deliver the spatial planning strategy for the local planning authority's area.

**Local Development Framework:** The Local Development Framework [LDF] is a non-statutory term used to describe a folder of documents, which includes all of the local planning authority's Local Development Documents. An LDF includes: Development Plan Documents and Supplementary Planning Documents, the Statement of Community Involvement, the Local Development Scheme and the Annual Monitoring Report.

### Development Management DPD (Regulation 25 Consultation)

**Local Development Scheme:** The local planning authority's time-scaled programme for the preparation of Local Development Documents that must be agreed with the Government and reviewed on an annual basis.

**Local Listing [or Building of Local Importance]:** Locally important building valued for contribution to local scene or for local historical situations but not meriting listed building status.

**Local Planning Authority:** The local authority or Council that is empowered by law to exercise planning functions.

**Local Transport Plan:** A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local transport plans should be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the Regional Spatial Strategy.

**London Plan:** The Mayor of London is responsible for producing a new planning strategy for the Capital. This replaces the previous strategic planning guidance for London [known as RPG3], issued by the Secretary of State. The London Plan is the name given to the Mayor's Spatial Development Strategy.

**Metropolitan Open Land:** This form of land includes open-air facilities and accommodates open-air recreational facilities, which serve the whole of London or significant parts of it. It contains features or landscapes of historic, recreational, nature conservation or habitat interest at a Metropolitan or national level. Metropolitan Open Land can also form part of a Green Grid.

**Mixed-Use:** Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.

**Natural Surveillance:** The discouragement to wrongdoing by the presence of passers-by or the ability of people to be seen out of surrounding windows. Also known as passive surveillance [or supervision].

**Nature Conservation:** The protection, management and promotion of wildlife habitat for the benefit of wild species, as well as the communities that use and enjoy them.

**Need [in retail terms]:** The balance of supply and demand between retailers and consumers. Often expressed as personal expenditure available to support additional shops to extensions to existing shops.

**Neighbourhood Parade:** Those clusters of frontages serving the immediate catchment area with day-to-day essentials.

**Open Space:** All space of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, canals, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.

**Out-of-Centre [or Edge-of-Centre]:** In retailing terms, a location that is clearly separate from the primary shopping area of a town centre but not necessarily outside the urban area.



**Overlooking:** A term used to describe the effect when a development or building affords an outlook over adjoining land or property, often causing loss of privacy.

**Overshadowing:** The effect of a development or building on the amount of natural light presently enjoyed by a neighbouring property, resulting in a shadow being cast over that neighbouring property.

**Permitted Development:** Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning (General Permitted Development) Order 1995 (as amended).

**Phasing or Phased Development:** The phasing of development into manageable parts, e.g. an annual rate of housing release for a large development that may need to be controlled so as to avoid destabilising housing markets and causing low demand.

**Photovoltaics / Photovoltaic Cells:** Conversion of solar radiation [the sun's rays] to electricity by the effect of photons (tiny packets of light) on the electrons in a solar cell, e.g. a solar-powered car or a calculator.

**Planning & Compulsory Purchase Act 2004:** The Act updates elements of the Town & Country Planning Act 1990. The Planning and Compulsory Purchase Act 2004 introduces a statutory system for regional planning; a new system for local planning; reforms to the Development Control and Compulsory purchase and compensation systems; and removal of crown immunity from planning controls.

**Planning Condition:** A condition attached to a planning permission

**Planning Inspectorate:** The Planning Inspectorate is the Government body responsible for the processing of planning and enforcement appeals; holding inquiries into local development Plans; listed building consent appeals; advertisement appeals; reporting on planning applications 'called in' for decision by the Secretary of State; examinations of Development Plan Documents and Statement of Community Involvement; various Compulsory Purchase Orders; rights of way cases; and cases arising from the Environmental Protection and Water Acts and the Transport and Works Act and other highways legislation are also dealt with. The work is set in agreement with Department for Transport, the Department for Communities and Local Government and where applicable, the National Assembly for Wales.

**Planning Obligations and Agreements:** Legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken, e.g. the provision of highways.

**Planning Permission:** Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline planning applications, or be sought in detail through full planning applications.

**Previously-Developed Land or Brownfield land:** Previously-developed land is that which is or was occupied by a permanent structure [excluding agricultural or forestry buildings], and any associated fixed-surface infrastructure. The definition covers the curtilage of the developed land.

**Primary Shopping Frontage:** An area where retailing and the number of shops in a town centre is most concentrated.

### Development Management DPD (Regulation 25 Consultation)

**Protected Species:** Protected species or species found to be uncommon or under threat are those species of plants and animals that are afforded legal protection, e.g. under the European Union Birds Directive and Habitats Directive. Priority species are identified in The UK Biodiversity Action Plans and the London Action Plans. Some of the species included within the scope of national, regional and local Biodiversity Action Plans may not have statutory protection.

**Public Realm:** Those parts of a village, town or city [whether publicly or privately owned] available, for everyone to use. This includes streets, squares and parks.

**Recycling:** The reprocessing of waste either into the same product or a different one.

**Renewable Energy:** Renewable energy is energy flows that occur naturally and repeatedly in the environment, e.g from the wind, water flow, tides or the sun.

**Retail Floorspace:** Total floor area of the property that is associated with all retail uses. Usually measured in square metres. May be expressed as a net figure [the sales area] or in gross [including storage, preparation and staff areas].

**Retail Impact:** The potential effects of proposed retail development upon existing shops.

**Retail Warehouses:** Large, usually out-of-town or out-of-centre units selling non-food items such as DIY, furniture, leisure and household goods.

**Saved Policies / Saved Plan:** Policies within Unitary Development Plans that are saved for a time period during replacement production of Local Development Documents.

**Secondary Shopping Frontages:** A retailing area, secondary to the primary shopping frontage, that provides greater opportunities for a diversity of uses.

**Section 106 Agreement:** A legal agreement under section 106 of the Town & Country Planning Act 1990. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.

**Sequential Approach / Sequential Test:** A planning principle that seeks to identify, allocate or develop certain types or locations of land before others, e.g brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites

**Site of Special Scientific Interest:** A site identified under the Wildlife and Countryside Act 1981 (as amended by the Countryside and Rights of Way Act 2000) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (generally, plants, animals, and natural features relating to the Earth's structure).

**Social Rented Housing:** Rented housing owned and managed by local authorities and registered social landlords for which guideline target rents are determined through the national rent regime.

**Soundness:** A Development Plan Document is considered 'sound' if it is based upon good evidence and has been prepared in accordance with all the necessary procedures including the measures set out in the authority's Statement of Community Involvement.

**Spatial Development:** Changes in the distribution of activities in space and the linkages between them in terms of the use and development of land.

**Spatial Planning:** Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

**Spatial Vision:** A brief description of how the area will be changed at the end of a Plan period.

**Special Needs Housing:** Housing to meet the needs of groups of people who may be disadvantaged, such as the elderly, the disabled, students, young single people, rough sleepers, the homeless, those needing hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats.

**Statement of Community Involvement:** The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all Local Development Documents and Development Management decisions. The Statement of Community Involvement is an essential part of the Local Development Framework.

**Statutory:** Required by law [statute], usually through an Act of Parliament.

**Statutory Body:** A Government-appointed body set up to give advice and be consulted for comment upon Development Plans and planning applications affecting matters of public interest. Examples of statutory bodies include: English Heritage, Environment Agency, Health & Safety Executive and Sport England.

**Statutory Undertakers / Statutory Utilities:** Bodies carrying out functions of a public character under a statutory power. They may either be in public or private ownership such as Post Office, Civil Aviation Authority, the Environment Agency or any water undertaker, any public gas transporters, supply of electricity, etc.

**Supplementary Planning Document:** A Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

**Supplementary Planning Guidance:** Supplementary Planning Guidance may cover a range of issues, both thematic and site specific and provide further detail of policies and proposals in a Development Plan.

**Sustainability Appraisal [including Environmental Appraisal]:** An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

**Sustainable Development:** A widely-used definition drawn up by the World Commission on Environment and Development in 1987: 'Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'

**Sustainable Travel / Sustainable Transport:** Often meaning walking, cycling and public use of transport [and in some circumstances 'car sharing'], which is considered to be less damaging to the environment and which contributes less to traffic congestion than one-person car journeys.

Development Management DPD (Regulation 25 Consultation)

**Town Centre:** The commercial or geographical centre or core area of a town.

**Town Centre Management:** A forum of traders, businesses and local authorities to agree and undertake co-ordinated management and care the retail area, promote trade and funding improvements.

**Town Centre Uses:** A diverse range of town centre uses including, retail, social, leisure and cultural, housing, employment and other uses.

**Town Centres:** Includes a range of different-sized centres, including market and country towns, traditional suburban centres, and quite often, the principal centre[s] in a local authority's area.

**Travel Plan:** A travel plan aims to promote sustainable travel choices, e.g. cycling as an alternative to single occupancy car journeys that may impact negatively on the environment, congestion and road safety. Travel Plans can be required when granting planning permission for new developments.

**Tree Preservation Order:** A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a Tree Preservation Order may not normally be topped, lopped or felled without the consent of the local planning authority.

**Unitary Development Plan:** A Development Plan prepared by a local authority and will continue to operate for a time after the commencement of the new Development Plan system, by virtue of specific transitional provisions.

**Urban Design:** The art of making places. It involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, to create successful development.

**Use Classes Order:** The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

**Viability:** In terms of retailing, a centre that is capable of commercial success.

**Vitality:** In terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.

**Waste:** Waste is any material or object that is no longer wanted and requires disposal. If a material or object is re-usable, it is still classed as waste if it has first been discarded.

**Wildlife Corridor:** Strips of land, e.g. along a hedgerow conserved and managed for wildlife, usually linking more extensive wildlife habitats.

**Windfall Site:** A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan. Most "windfalls" are referred to in a housing context. They tend to be very small sites for one or a small number of homes.