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# INTRODUCTION AND PLANNING POLICY CONTEXT 1

Development Management Policies Pre-Submission DPD

### 1 INTRODUCTION AND PLANNING POLICY CONTEXT

**1.1** The Planning Acts require planning decisions to be made in accordance with the local planning authority's development plan, where it is relevant, unless other material considerations indicate otherwise. The National Planning Policy Framework 2012 (NPPF) reasserts the Government's commitment to a plan-led system of development management.

**1.2** In Harrow the development plan currently comprises the:

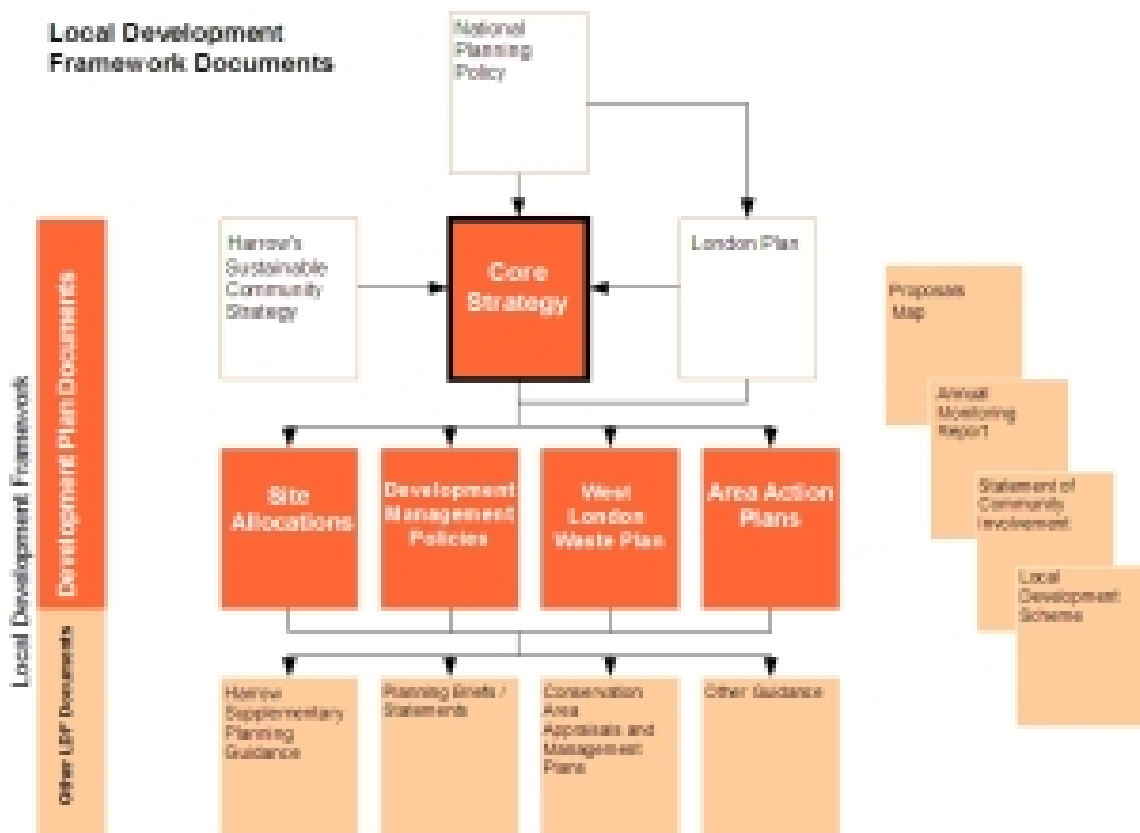
- London Plan (2011);
- Core Strategy (2012);
- Saved policies of the Harrow Unitary Development Plan (2004).

**1.3** Recognising that the Unitary Development Plan is now eight years old, and following the adoption of Harrow's Core Strategy, it is now a priority for the Council to progress the preparation and adoption of development plan documents which will provide replacement policies and site allocations. These new policies and site allocations will give effect to the 15 year spatial strategy set out in Harrow's Core Strategy and are informed by Government policy set out in the NPPF. The additional development plan documents are the:

- Harrow & Wealdstone Area Action Plan
- Development Management Policies DPD
- Site Allocations DPD
- West London Waste Plan

**1.4** The following diagram illustrates the collection of documents that will comprise the development plan for Harrow, and how they relate to other, non-development plan documents.

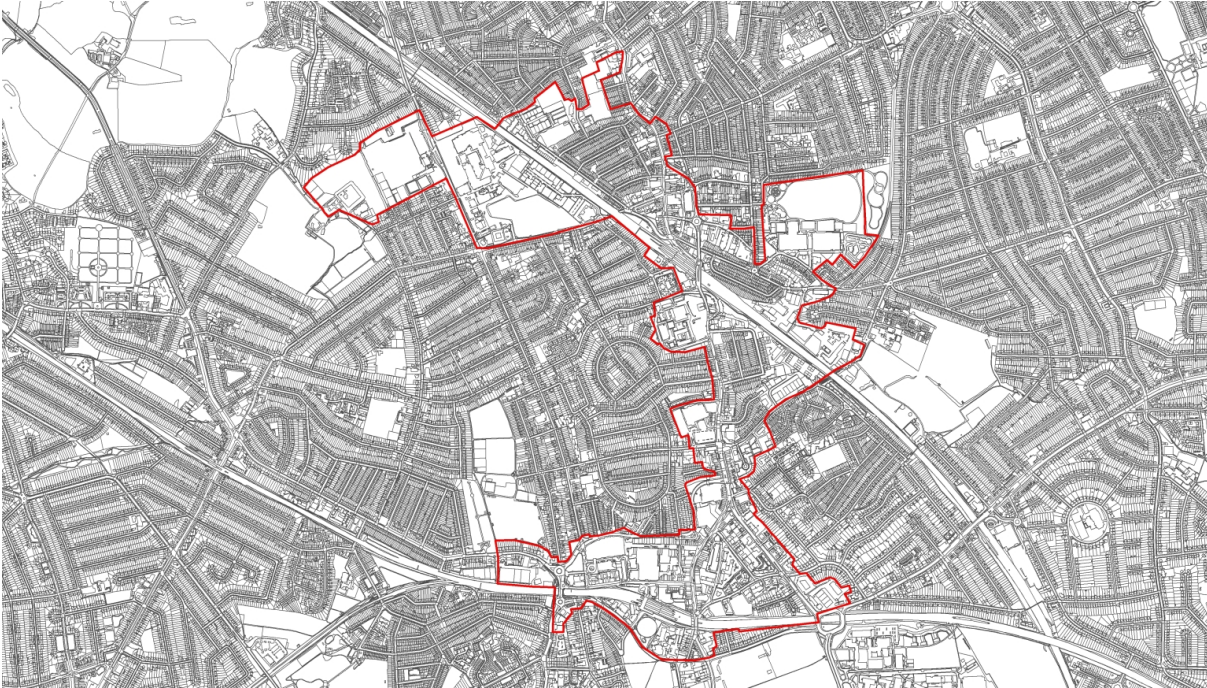
Figure 1.1 Harrow development plan documents and non development plan documents



**1.5** The issues being addressed in the Development Management Policies DPD must be in general conformity with all 'higher level' plans, not repeat national and regional policy, and be consistent with the Core Strategy. The Government calls this the 'chain of conformity', which is illustrated by Figure 1.1.

**1.6** The purpose of the Development Management Policies is to support the achievement of the Spatial Strategy and Core Planning Policies set in the Harrow Core Strategy. It will do this by providing detailed local policies for the management of future development in Harrow. The policies contained within this Development Management Policies DPD apply **ONLY** to land **OUTSIDE** of the Harrow and Wealdstone Intensification Area unless indicated otherwise in the Area Action Plan (see Figure 1.1 and the Harrow adopted policies map). Policies contained within the Harrow and Wealdstone Area Action Plan will **ONLY** be applicable to land **WITHIN** the Harrow and Wealdstone Intensification Area.

**Picture 1.1 Harrow and Wealdstone Intensification Area Boundary**



**1.7** The issues covered by the Development Management Policies DPD should be specific to Harrow and should not repeat national and regional policies. Therefore, where an issue is adequately dealt with by the National Planning Policy Framework (2012) or the London Plan (2011) it will not be repeated here. However, a schedule of relevant London Plan policies is included in each chapters comprising this DPD.

**1.8** 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 has been carried out and is available separately.

### **Development Management**

**1.9** Development Management is the part of the planning system which deals with development proposals and applications and is guided by planning policy at the 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 in the Core Strategy and in all other documents contained within the LDF.

**1.10** 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 of the planning process 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. In this spirit, the policies in this DPD have been positively prepared to set out the circumstances in which the Council will support development proposals.

## Stages in the Plan's Preparation

**1.11** In accordance with the Town and Country Planning (Local Plans) (England) Regulations 2012, the preparation of the Development Management Policies DPD will undergo three key stages before its adoption. The publication of this document represents the second of the following three stages:

- Public participation in the preparation of the Development Management Policies DPD;
- Publication of the Development Management Policies DPD; and
- Submission of the Development Management Policies DPD and information to the Secretary of State for independent Examination in Public.

**1.12** The Council consulted on a 'preferred option' draft of the Development Management Policies DPD during May and June 2011. The consultation exercise included a series of roadshows, presentations to groups that comprise the Harrow Strategic Partnerships, as well as meetings with residents' groups and partner organisations.

**1.13** This 'pre-submission' draft of the Development Management Policies DPD represents the version of the document that the Council intends to submit to the Secretary of State for examination. Its preparation has been informed by the responses received during the 2011 'preferred option' consultation and by subsequent changes to the policy landscape within which the document will operate. These include the adoption of the replacement London Plan, the adoption of the Harrow Core Strategy, and the publication of the NPPF. At this 'pre-submission' stage participants are asked to focus their responses to the DPD to the questions of legal compliance and soundness, these being the matters upon which the DPD will be examined. Explanation of the meanings of legal compliance and soundness are provided with the consultation documentation.

**1.14** Following this 'pre-submission' consultation, and subject to the Council's consideration of any matters arising from that consultation, it is intended to submit the DPD to the Secretary of State in September 2012.

## Connection to the Core Strategy

**1.15** The policies in this Development Management Policies DPD play an important role in the delivery of the overall vision and objectives for the Borough as set in the Core Strategy. The policies provide additional detail and guidance on how the Council will implement the Spatial Strategy and core policies contained in the Core Strategy through the decision-making on all planning applications **OUTSIDE** of the Harrow and Wealdstone Intensification Area (unless specified in the Area Action Plan). For this reason, the two documents - the 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 and Sustainable Communities

**1.16** 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

## Development Management Policies Pre-Submission DPD

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.

**1.17** The Development Management Policies DPD is being produced with full regard to these principles, and will continue to be subject to a sustainability appraisal at each stage of its development. 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.

**1.18** 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

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

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

**1.20** 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 requires developing the Borough as a place, which enables people to live healthy, sustainable lives. All planning policies within Harrow's development plan documents contribute towards the aim of achieving balanced and sustainable communities.

**1.21** Following consultation in 2011 the Government has published a National Planning Policy Framework (NPPF) which replaces the plethora of previous planning policy statements and planning policy guidance notes. The NPPF establishes a presumption in favour of sustainable development and requires development plans to be consistent with that presumption. In particular, this means that plan making authorities must:

- positively seek opportunities to meet the development needs of the area; and
- meet objectively assessed needs with sufficient flexibility to adapt to rapid change.



**1.22** In Harrow, the development needs of the Borough have been objectively assessed through the preparation of Harrow's Core Strategy. The spatial strategy for the Borough provides for these needs to be met on previously-developed land and for the delivery of infrastructure necessary to support projected levels of growth. The Site Allocations DPD and Area Action Plan will give effect to the spatial strategy by ensuring a supply of previously developed land to deliver development over the plan period. The Development Management Policies DPD will give effect to the spatial strategy by giving support to appropriate forms of development and includes a policy on Planning Obligations to ensure that any site specific infrastructure requirements, and affordable housing, are delivered through the planning process. The Council is also preparing a local Community Infrastructure Levy to ensure that development continues to contribute to the cost of delivering the infrastructure made necessary by growth in the Borough.

### **Regional Planning Context**

**1.23** At the regional level, Section 24 of the Planning and Compulsory Purchase Act 2004 requires local development plan documents to be in general conformity with the spatial development strategy for London (the London Plan). The current London Plan was adopted by the Mayor of London in July 2011, and replaces the original London Plan adopted in 2004. Its objectives seek to ensure that London is:

- A city that meets the challenges of economic and population growth;
- An internationally competitive and successful city;
- A city of diverse, strong, secure and accessible neighbourhoods;
- A city that delights the senses;
- A city that becomes a world leader in improving the environment; and
- A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities.

### **Local Planning Context**

**1.24** At the local level, the Core Strategy sets out the spatial vision and objectives of the Harrow LDF. The policies within this Development Management Policies DPD seek to give effect to the spatial vision and objectives of the Core Strategy, which will be used for Development Management purposes.

**1.25** 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.

## Development Management Policies Pre-Submission DPD

**1.26** Taking into account the Core Strategy, the collective suite of documents contained within the development plan documents will aim to deliver the vision for the Borough to 2026.

### Consultation

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

**1.28** You can comment on the document in the following ways:

- Online at [www.harrow.gov.uk](http://www.harrow.gov.uk)
- Email at [ldf@harrow.gov.uk](mailto:ldf@harrow.gov.uk) or
- By post to: 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.***

**1.29** At this stage of the Development Management Policies DPD's preparation the consultation is concerned with the legal compliance and soundness<sup>(1)</sup> of the document. Guidance on how you can make your comments and the information required will be provided as part of the consultation exercise. Copies of all responses received during pre-submission consultation will be forwarded to the Planning Inspectorate for consideration alongside the submission Development Management Policies DPD, together with a summary of key issues setting out the Council's response to points raised. In contrast to previous stages of consultation, the Council will not be making any further substantial changes to the DPD prior to its submission. However, a schedule of minor post-publication changes will be prepared and submitted to the Planning Inspectorate. A Planning Inspector will then make an independent assessment of the DPD at an Examination in Public (anticipated in December 2012). If the Inspector determines that Harrow's Core Strategy is sound, he or she will publish a report containing a number of recommendations that the Council must consider in its decision to adopt the document as part of the development plan for Harrow.

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1 That it is that the plan has been positively prepared, is justified, effective and consistent with national policy

# CHARACTER AND AMENITY 2

Development Management Policies Pre-Submission DPD

## 2 CHARACTER AND AMENITY

### INTRODUCTION

**2.1** Harrow is a classic outer London borough. Having formed part of the Middlesex landscape of villages, farms and country estates for many centuries, the extension of railway lines out of London in the 19th and early 20th Centuries generated rapid suburbanisation which in turn required new shopping districts, factories and public open spaces. The resulting legacy is a network of surviving village and inter-war town centres, enveloped by residential suburbs, and local parks, schools, offices and business premises. The Borough's residential suburbs provide a generally quiet, leafy environment and traditional forms of accommodation, particularly attractive for families, and together with the network of town centres, public transport, social and economic infrastructure, provide a good foundation for more sustainable living.

**2.2** The Character Assessment of Harrow's Residential Areas (2010) reveals a surprisingly rich diversity in the type and form of the Borough's suburbs. It also identifies the principal characteristics of the Borough's town centres, and documents the Borough's hydrology, topography and designated heritage assets. As the Borough continues to change and evolve, in response to the growth needs set out in Harrow's Core Strategy, the importance of making more efficient use of land through redevelopment of previously-developed land will not diminish. The policies set out in this chapter are intended to deliver development which both recognises and safeguards the positive attributes of character and amenity afforded by Harrow's existing built environment, and which enables opportunities for development to strengthen Harrow's capacity to be a sustainable 21st Century outer London suburb to be fully exploited. Policies relating to the built heritage of the Borough are set out at Chapter 3 of this DPD.

**2.3** The Council will seek a high standard of design and layout for new development appropriate to the site's context, the area's defining characteristics and local distinctiveness. Whilst it will often be most appropriate for small scale proposals and extensions to reflect the existing built form, intelligent interpretation of context, character and distinctiveness should deliver the best development for the site which need not equate to rigid replication of established styles. A contemporary form of architecture may be the appropriate response to the site's location, for example to create an identity or a landmark feature, but may not be suitable in areas of distinct, coherent character. The policies in this chapter seek to achieve a high standard of design and layout which preserves and appropriately enhances the quality of those parts of the Borough's built environment outside of the Harrow & Wealdstone Intensification Area<sup>(2)</sup>.

**2.4** Harrow's Green Belt, Metropolitan Open Land and local open spaces are an important part of the Borough's character and contribute to amenity by providing visual relief, opportunities for formal sport and recreation, and quiet activities such as walking and the appreciation of local natural environments. Design and layout should be relevant to the location, with a presumption in favour of previously developed land and against any net loss of open space. This ensures continued protection is given to Green Belt, Metropolitan Open Land and other open spaces and which are highly valued assets of increasing importance within a highly populated, built-up urban environment. PPS 3 *Housing* (2011) sets out the matters to be considered when assessing housing design quality and its definition of previously-developed land specifically excludes residential gardens. The policies in this chapter seek to enable effective use to be made of previously-developed land

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2 Policies to deliver a new, high quality and sustainable urban form within the Intensification Area will be contained within the Harrow & Wealdstone Area Action Plan.

and to provide an appropriate level of protection for Harrow's residential gardens. Policies relating to the open and natural environment of the Borough are set out at Chapter 5 including requirements for new provision of sport and recreation facilities.

**2.5** PPS1: *Delivering Sustainable Development* (2005) 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. *Secured by Design* is an initiative by the Police that focuses on crime prevention at the design, layout and construction stages of development. Policies in this chapter seek to deliver development that integrates with the neighbourhood of which it will form a part, and which enhances the experience of the neighbourhood for everyone in the community. They also provide the framework for the consideration of appropriate building height outside of the Intensification Area, including impacts upon locally important views and landmarks.

**2.6** The control of advertisements is exercised in the interests of amenity and public safety<sup>(3)</sup> and include matters such as the general character of the area, highway safety and the potential for hindrance to the operation of CCTV. In deciding whether or not to grant advertisement consent, the provisions of the development plan and any other relevant factors may be taken into account. Policies in this chapter set out the main criteria for the consideration of proposals for shop signs and freestanding advertisements, and other policies in this document will be taken into consideration where they are relevant (such as those relating to open space and heritage).

## DESIGN, LAYOUT, PRIVACY AND AMENITY

### Policy 1

#### Achieving a High Standard of Development

##### Design and Layout Considerations

- A. All development and change of use proposals must achieve a high standard of design and layout. Proposals which fail to achieve a high standard of design and layout, or which are detrimental to local character and appearance, will be resisted.
- B. The assessment of the design and layout of proposals will have regard to:
  - a. the massing, bulk, scale and height of proposed buildings in relation to the location, the surroundings and any impact on neighbouring occupiers;
  - b. the appearance of proposed buildings, including but not limited to architectural inspiration, detailing, roof form, materials and colour, entrances, windows and external services;
  - c. the context provided by neighbouring buildings and the local character and pattern of development;
  - d. the provision of appropriate space around buildings for setting and landscaping, as a resource for occupiers and to secure privacy and amenity;
  - e. the need to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit;

<sup>3</sup> Regulation 3 of the Town and Country Planning (Control of Advertisements) England Regulations 2007

- f. the functionality of the development including but not limited to internal circulation, parking, servicing and arrangements for waste, recycling and composting; and
- g. the arrangements for safe, sustainable and inclusive access and movement to and within the site.

#### Privacy and Amenity Considerations

- C. All development and change of use proposals must achieve a high standard of privacy and amenity. Proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of development, will be resisted.
- D. The assessment of privacy and amenity considerations will have regard to:
  - a. the prevailing character of privacy and amenity in the area and the need to make effective use of land;
  - b. the overlooking relationship between windows and outdoor spaces;
  - c. the relationship between buildings and site boundaries;
  - d. the visual impact of development when viewed from within buildings and outdoor spaces;
  - e. the adequacy of light and outlook within buildings and outdoor spaces;
  - f. the adequacy of the internal layout of buildings in relation to the needs of future occupiers and any impact on neighbouring occupiers; and
  - g. the impact of proposed use and activity upon noise, including hours of operation, vibration, dust, air quality and light pollution.
  - h. the need to provide a satisfactory quantum and form of amenity space for future occupiers of residential development.

#### Other Planning Considerations

- E. Development which would prejudice the future development of other parts of the site, adjoining land, or which would frustrate the delivery of adopted plans and allocated sites, will be resisted.

### **Reasoned Justification**

**2.7** As much of Harrow's built environment approaches its centenary, it continues to offer a high quality of life for residents and a good place for local business and learning. The Borough's classic 'Metroland' pattern of suburbs and centres also places Harrow in a strong position to achieve more accessible, sustainable lifetime neighbourhoods. New development and changes of use proposals offer the potential to strengthen the valuable components of the Borough's existing built environment whilst realising the opportunity of previously-developed to meet future housing and economic needs without loss of open space. To this end, the Council will seek to achieve a high standard of development in terms of design, layout, privacy and amenity. Planning applications which fail to achieve a high standard, or which are detrimental to privacy, amenity, character and appearance, will be refused.

**2.8** Detailed guidance in relation to residential proposals, conversions of houses to flats and householder development has been produced in the Council's Residential Design Guide SPD. The guide supplements the considerations set out in this policy and will be a material consideration in the determination of planning applications for relevant proposals.

## Design and Layout Considerations

**2.9** The massing of a building is its three-dimensional form and the bulk of a building concerns its size or volume. The design of a building can have the effect of reducing perceptions of bulk, by breaking up its mass, or could be used to emphasise the building's dominance if that is appropriate. Consideration of scale concerns the ratio of building size; usually how a proposed building relates to existing development or how proposed new buildings relate to each other. Height concerns the building's upward extent above ground level on the site and in relation to surrounding levels, and in relation to vistas, views and the wider landscape or townscape.

**2.10** The massing, bulk, scale and height of buildings are significant components of an area's character and help to convey the distinction between urban, suburban and semi-rural parts of the Borough. Consideration of these components should therefore be informed by location: whether the site is in a town centre; industrial estate; a residential area; or is in the Green Belt. However the surroundings of the site will also be important in the consideration of these components: whether the massing, bulk, scale and height of buildings are part of the area's sense of place; whether the site forms an interface between one type of location and another; and how the building relates to existing buildings, including any impacts on neighbouring occupiers.

**2.11** The appearance of a building is the popular meaning of 'design' and can strengthen or detract from an area's sense of place. The best designed buildings are often inspired by a recognised architectural idiom which will then inform the appropriate form and level of architectural detail. However this need not mean rigid replication of existing architectural styles; modern interpretations based on a demonstrable appreciation of design can introduce exciting new forms and, where appropriate, add variety and interest. Roof form is an important visual element of a building and will help to convey the overall architectural message.

**2.12** Quality of execution is key to the realisation of design success, and in this regard the Council will exercise control of materials, colour, entrance and window details. Amendments that diminish the design quality of an approved scheme will not be accepted. External services and telecommunications equipment can significantly detract from a building's finished appearance, particularly in multi-occupancy developments, and should therefore be discretely accommodated as part of the design process at the outset.

**2.13** The Harrow Character Assessment of Residential Areas (2010) highlights the rich diversity of the Borough's residential environments and documents some of their key attributes. The Borough's town centres fall into two broad types: former village settlements and inter-war Metroland parades. Many areas have well established and cherished characteristics which may derive from a range of attributes such as spaciousness or enclosure, profile and proportions, uniformity or variety, composition of materials, roof form, streetside and garden greenery, uses and levels of activity. Pattern of development often combines with these attributes to re-enforce local character and may require an assessment of the arrangement of buildings and spaces beyond the site and its immediate neighbours. The design and layout of new development should demonstrate recognition of the context provided by the character and pattern of development in the area and respond positively to it.

**2.14** The provision of appropriate space around buildings will frequently be informed by the character and pattern of development in the area, which will in turn be relevant to the appropriate gaps and distances needed to safeguard the privacy and amenity of neighbouring occupiers. Space around buildings is important not only as a setting for the building in its context, but also for reasons of functionality. It enables the implementation and successful growth of landscaping

schemes, provides an outdoor amenity for occupiers and space for refuse storage, car parking etc. It may also be an important element of a site's plan for the sustainable management of flood risk and surface water drainage. However 'left over' spaces which are neither functional nor visually beneficial constitute nothing more than a maintenance liability, and should be avoided.

**2.15** Existing trees and landscaping can be a valuable resource and, where it is desirable to retain them (including any statutorily protected trees), the design and layout of new development must allow for this including details of measures to protect retained trees and landscaping during construction. Detailed schemes of landscaping should be submitted with the planning application or may be required as a condition of planning permission where appropriate. Proposals which fail to make satisfactory arrangements for landscaping or the tree protection of retained trees will be refused. The Council will take enforcement action and where appropriate prosecute those who deliberately damage or remove protected trees. Similarly the Council will require the retention of biodiversity and other natural features of merit, and will protect these from any adverse impacts of proposed development. The opportunity provided by new development to enhance the presence of trees, landscaping, biodiversity and other natural features in areas where these are lacking will be fully exploited.

**2.16** The design and layout of development should permit a high level of permeability by sustainable modes and be fit for purpose. Access to the site should be safe paying particular attention to highway conditions and the needs of pedestrians and cyclists. Parking for bicycles and (where provided) cars should be conveniently located but should not prejudice the proper layout of buildings and landscaping, nor dominate the appearance of the development. Provision of parking must also be safe and secure for users. Similarly other aspects of the site's functionality, such as the internal space within buildings and the arrangements for servicing and waste, should provide sufficient capacity to meet expected requirements as well as securing convenient use for occupiers and efficient logistics for operators. The siting of waste, recycling and composting should avoid potential nuisance to occupiers and minimise visual impact.

**2.17** The prevailing building height in Harrow's residential areas is two storey, whilst the Borough's district and local centres have prevailing heights of two and three storey. The criteria set out in Policy 1 for achieving a high standard of development, including the need to make effective use of previously developed land, will inform the appropriate height of development proposals in residential areas, town centres and other sites beyond the Harrow & Wealdstone Intensification Area. Tall buildings are defined in the London Plan as those that are substantially taller than their surroundings, cause a significant change to the skyline, or are larger than the threshold sizes for the referral of planning applications to the Mayor<sup>(4)</sup>. The Core Strategy recognises that tall buildings in the Harrow & Wealdstone Intensification Area may be appropriate and will be managed through the Area Action Plan for Harrow and Wealdstone, any proposals for tall buildings outside this area will be assessed according to London Plan criteria.

**2.18** In accordance with the Safeguarding Aerodromes Direction (2002), most of the southern part of the Borough falls within one of two height restriction zones for Heathrow Airport, which would require notification to British Airports Authority (BAA) of any proposal in excess of either 45m or 90m, as illustrated on the BAA Aerodrome Safeguarding Map. In the event of any proposal that qualifies for referral to BAA under the current or any revised Direction, the applicant will be

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4 A building that would be more than 30m high, or any proposal that would increase the height of a building by more than 15m and resulting in an overall height exceeding 30m; Part 1 of the Schedule to the Town and Country Planning (Mayor of London) Order 2008.



required to demonstrate that the development would not penetrate the protected surface of the safeguarding zone, would safeguard against interference with visual and electronic navigational aids, and would not increase the bird hazard risk to aircraft. Particular design and layout considerations will include the height of construction equipment, the height of the completed development and any associated landscaping, the potential impact of telecommunications equipment and external lighting, and the potential of the proposed development or uses to increase the bird hazard risk to the safe movement of aircraft.

### Privacy and Amenity Considerations

**2.19** The standard of privacy and amenity achieved by development will be closely related to the application of design and layout considerations set out above. Development must create successful, usable space for future occupiers but this should not be at the expense of other planning considerations, including the living conditions of neighbouring occupiers or (for mixed use development) the viability of business premises.

**2.20** Expectations about privacy and amenity will be informed in part by location and associated forms of development: the relationship between buildings, uses and levels of activity will differ substantially between a busy town centre and an outlying residential suburb on the edge of open space. For development in close proximity to the boundary of a neighbouring residential property, with potential for very direct privacy and amenity impacts, the Council will apply basic design and layout requirements irrespective of location. Assessment of less immediate impacts between new development and neighbouring property, and of the reasonable privacy and amenity expectations of future occupiers of the development, will be informed by the characteristic relationships in the area, the need to make effective use of land and any relevant London-wide standards.

**2.21** In relation to privacy impacts, particular attention will be paid to the distance between habitable room and kitchen windows, and to the suitability and effectiveness of mitigation measures having regard to the degree of overlooking and the potential for harmful perceptions of overlooking to remain. The Council's 45 Degree Code, which is applied to determine the appropriate siting and projection of buildings in relation to the corner/edge of another building, will continue to be used in conjunction other considerations<sup>(5)</sup> to maintain satisfactory amenity and visual relationships between buildings and spaces.

**2.22** Sunlight, daylight and outlook are highly valued components of residential quality, but should not be ignored when designing other buildings where they may add to the sustainability and attractiveness of the development. The proximity, orientation and size of one building can impact upon the light, outlook and visual environment of another building. Particular attention will be paid to the light and outlook of habitable rooms, and to kitchens<sup>(6)</sup>. The 45 Degree Code will be applied in conjunction with other considerations to achieve satisfactory sunlight, daylight and outlook.

**2.23** Outdoor spaces provide a valuable amenity for occupiers and should have a configuration and relationship with buildings which secure a high level of functionality and environmental quality. Consideration will be given to the visual impact of development upon outdoor spaces and the potential for buildings to cause excessive overshadowing. Again, the Council's 45 Degree Code and other considerations will be used to achieve satisfactory relationships in this regard.

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5 Such as building height, site levels and orientation.

6 Where the kitchen has an area of at least 13 square metres.

**2.24** Privacy and amenity considerations do not stop at the external relationship of buildings and spaces. Noise transfer between dwellings can be as critical to privacy as overlooking, whilst lack of provision for domestic storage space can lead to the use of features which are meant to provide amenity, such as balconies and garages, for this purposes. Whilst the quality of sound insulation is a matter for Building Regulations, the internal layout of rooms can help to mitigate transfer of unwanted noise between homes. The provision of built-in storage facilities are sought-after features of new homes and help to maintain the value of other amenities. Wherever possible new homes should have a dual aspect to provide occupiers with opportunities to enjoy sunlight and cross-ventilation.

#### **Other Planning Considerations**

**2.25** Proposals should not prejudice the proper planning of the Borough, the area or the site in which they are located. Partial development of sites which would benefit from planning and development on a more comprehensive basis, including that which requires the involvement of other parties, will be resisted. Proposals which would frustrate the delivery of approved development, or be at odds with adopted proposal sites and site allocations, will similarly be resisted where there are demonstrable planning reasons, in the public interest, to do so.

### **LIFETIME NEIGHBOURHOODS**

#### **Policy 2**

##### **Achieving Lifetime Neighbourhoods**

- A. The location, design and layout of development, and any associated improvements to the public realm, transport and other infrastructure, will be required to contribute to the creation of lifetime neighbourhoods. In particular:
  - a. non-residential development and change of use proposals must be appropriately located to sustain town centres, neighbourhood parades and local employment opportunities;
  - b. non-residential development and change of use proposals must be accessible to all;
  - c. new residential development and conversion proposals must provide accessible homes in accordance with policy CS1 of the Core Strategy;
  - d. all proposals must be safe and secure for everyone.
- B. Major proposals will be expected to demonstrate how they contribute to the creation of lifetime neighbourhoods within and beyond the site boundary.
- C. Improvements to the public realm must achieve an inclusive, legible pedestrian and cycling environment. Where opportunities exist, pedestrian and cycle routes between suburban areas, town centres, neighbourhood parades, public transport and green infrastructure should be strengthened. Proposals which impede pedestrian and cyclist permeability will be resisted.
- D. New and replacement bus stops must be of accessible design. All proposals must make appropriate provision for car parking for disabled people.
- E. Major development within town centres and proposals for public buildings, visitor attractions and tourist accommodation, and Green Grid projects, should make appropriate provision

for the comfort and convenience of all users, including those with special mobility requirements.

- F. Sensitive adaptations of heritage assets which contribute to the creation of lifetime neighbourhoods will be supported.

## Reasoned Justification

**2.26** The concept of the lifetime neighbourhood is a natural extension of the lifetime home principle; that is, one which is accessible and comfortable for everyone regardless of age, health and physical ability. Lifetime neighbourhoods are created when accessible housing and non-residential development are integrated with an urban environment and open space which enables everyone to participate in the economic, civic and social life of the community. Without inclusive urban and green infrastructure, the development of accessible buildings is meaningless.

**2.27** A high quality, inclusive and accessible environment benefits the quality of life for visitors and residents alike. It allows everyone to move around more easily and enables residents at all stages of the life cycle to remain in situ as part of the local community, including families with small children, older people and those with mobility impairment. Properly implemented, lifetime neighbourhoods will also reap economic and environmental rewards as they enable people to remain independent and economically active for longer, and as they reduce the need for extensive adaptations to buildings to meet the needs of existing and potential future users.

**2.28** The legacy of Harrow's Metroland development, comprising suburban residential areas with town centres, neighbourhood parades, open spaces and employment areas, lends itself well to the realisation of lifetime neighbourhood principles. Proposals should reinforce this legacy, and contribute to the Harrow's spatial strategy, through consideration of location, design and layout. Amenities, shops and other community facilities which serve the wider area should be located in town centres whilst more localised, walk-to activities will be appropriate within neighbourhood parades. Local businesses are a substantial component of Harrow's economy and represent an important source of employment in the Borough. Business development in town centres and employment areas, as appropriate, will therefore also be critical to the success of lifetime neighbourhoods.

**2.29** The Council's Access for All SPD (2006) provides detailed guidance for inclusive and accessible design. Harrow's Core Strategy requires all new homes to meet the Lifetime Homes Standard and for at least ten per cent to achieve the enhanced requirements of the Wheelchair Homes Standard. Detailed guidance on the application of these standards in Harrow is provided in the Council's Accessible Homes SPD (2010). The Council will revise and update these supplementary planning documents as necessary in forthcoming years. If lifetime neighbourhoods are to be successfully achieved it will not be enough simply to apply accessibility standards to new development. Whilst often more challenging, the Council will apply the accessibility standards to secure adaptations to existing buildings through change of use proposals, including the conversion of houses to flats, as a matter of principle and as a component of housing choice. Proposals for new shopfronts and other relevant alterations to non-residential buildings will be required to secure accessibility improvements. The accessibility standards are not a requirement for domestic development, but where substantial extensions are proposed householders may wish to take the opportunity to make their homes more accessible.

**2.30** Safe, secure neighbourhoods enable everyone to participate in the social and economic life of that community. The design and layout of all proposals should help to create a safe and secure environment for everyone in the community, not just for the occupiers of the development. The design and layout of development should therefore be informed by the Secured by Design<sup>(7)</sup> principles with a view to exploiting all appropriate opportunities to improve the safety and security, and perceptions of safety and security. Activity, natural surveillance, landscaping, appropriate lighting and clear demarcation of (and responsibility for) public and private realm will be preferable to obtrusive physical barriers which create fortress-like conditions for occupiers and visitors alike, and will usually be out of character with Harrow's existing built environment. Gated development is counter to lifetime neighbourhood principles and will be resisted.

**2.31** Section 17 of the Crime and Disorder Act (1998) places a duty on local authorities and some other public bodies to exercise their functions with a view to preventing crime and disorder. In addition to the above crime and security considerations the Council will, where relevant to a proposal, have regard to the Government's advice on the management of crowded places<sup>(8)</sup>.

**2.32** The design and layout of all development should achieve full integration into the area within which the site is located. However major development proposals<sup>(9)</sup> provide an opportunity to extend lifetime neighbourhood principles beyond the site boundary to achieve, for example, enhancements to the pedestrian environment and cycle routes between the site and local destinations, or the implementation of appropriate Green Grid projects. Applicants will be expected to demonstrate how their scheme contributes to the creation of a lifetime neighbourhood within and beyond the site boundary.

**2.33** Proposals that create new public realm, or which seek the modification of existing public realm, provide further opportunities to create an inclusive environment which encourages pedestrian and cycle movement. Priority will be given to natural desire lines within the area such as pedestrian flows within town centres, local public transport and open destinations, and routes to school. Careful design and layout should be used to mitigate potential conflict between pedestrians, cyclists and vehicular traffic without the use of bollards, railings and other 'hard' measures. Opportunities to reduce or rationalise street clutter should be fully exploited. Proposals which are detrimental to the pedestrian and cyclist permeability of an area, and therefore contrary to lifetime neighbourhood principles, will be resisted.

**2.34** Inclusive access to public transport is a key component of creating lifetime neighbourhoods and benefits everyone. To this end, new and replacement bus stops being provided as a result of development will be required to fully accessible. Through Harrow's Transport Local implementation Plan the Council will ask Transport for London to achieve this standard when replacing existing bus stops in the Borough, and will continue to lobby for investment to upgrade local Underground stations to be fully accessible to people with mobility impairment. In accordance with the London Plan, relevant proposals must make satisfactory parking provision for disabled people even if the development would otherwise be 'car free'.

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7 <http://www.securedbydesign.com>

8 Crowded Places: The Planning System and Counter-Terrorism (2010); and Protecting Crowded Places: Design and Technical Issues (2010).

9 Major development is that which proposes the development of 9 or more homes, or over 1,000 square metres' non-residential floorspace.

**2.35** Town centres and other development which is open to the public and visitors should be welcoming and inviting to everyone. The availability of basic amenities such as rain canopies over shopfronts, seating areas and publicly accessible toilets benefit everyone, but will make a real difference to the usability of the place for people with mobility or other health impairments. Provision of appropriate facilities will therefore be sought in proposals for major development in the town centre, public buildings and new visitor attractions. In accordance with the London Plan, at least 10% of bedrooms in new hotel developments should be wheelchair accessible.

**2.36** Inclusive access to historic buildings and environments will be an integral part of the creation lifetime neighbourhoods, enabling residents and visitors to appreciate the Borough's rich heritage irrespective of personal mobility. Particularly careful attention to design and layout details will be required to achieve adaptations which are sensitive to the special qualities and setting of the asset. The Council will support such adaptations. However the Town and Country Planning (Listed Buildings and Conservation Areas) Act (1990) places a duty on local planning authorities to pay particular attention to the preservation of listed buildings' special architectural or historic interest<sup>(10)</sup>, and to the preservation or enhancement of conservation areas' character or appearance<sup>(11)</sup>. Poorly thought out, inappropriate access solutions which are at odds with these statutory provisions will therefore be resisted.

## PROTECTED VIEWS AND VISTAS

### Policy 3

#### Protected Views and Vistas

- A. The protected views identified on the proposals map will be safeguarded in accordance with the Harrow Views Assessment (2012) and the London Views Management Framework. Where there is a protected view:
  - a. development should not exceed the threshold height of a landmark viewing corridor;
  - b. development in the wider setting consultation area should form an attractive element in its own right and preserve or enhance the viewers' ability to recognise and to appreciate the landmark;
  - c. development in the foreground of the wider setting consultation area should not detract from the prominence of the landmark.
- B. Development should not harm and, where possible, should make a positive contribution to the characteristics and composition of the protected views and their landmark elements. It should also preserve or enhance viewers' ability to recognise and to appreciate important landmarks, in particular St. Mary's Church and Harrow on the Hill and the Harrow Weald Ridge as seen from designated viewing places.
- C. Development in the foreground and middle ground of a protected view should not be overly intrusive, unsightly or prominent to the detriment of the view.

10 See section 16(2) of the Act

11 See section 72(2) of the Act

- D. Development proposals in the background of a view should give context to landmarks and not harm the composition of the view as a whole.
- E. Viewing places should be accessible and managed so that they enhance people's experience of the view.
- F. Opportunities to create new local landmarks and viewpoints, and to open up local views and vistas, should be exploited through the design and layout of new development.

#### Reasoned Justification

**2.37** The landscape backdrop provided by the Green Belt, to the north of the Borough, and the profile of Harrow Hill with St. Mary's Church to the south of the Borough, are significant components of local identity and sense of place. The topography of the Borough and the prevailing building heights across Harrow's suburban districts are such that views and glimpses of these features can be enjoyed as part of the experience of moving through, or living within, the Borough. Views towards the Green Belt are a reminder of the proximity of Harrow's suburbs to the countryside, and appreciation of the changing seasons, whilst views towards Harrow on the Hill and St. Mary's Church reinforce the historical and cultural importance of that place.

**2.38** The Harrow Views Assessment (2012) assessed 38 local views and vistas to consider whether they should qualify as locally protected views in accordance with the London View Management Framework and Policy 7.12 *Implementing the London View Management Framework* of the London Plan (2011). The Assessment found that 11 of the views should be protected in accordance with the Framework. They comprise views from within the urban setting of central Harrow, medium range views from within open space, and long range views from open space on high ground. Each of the 11 views is identified on the proposals map for Harrow and by virtue of this policy have full status as part of the development plan for the Borough. Planning applications for proposals affecting a protected view should be accompanied by an analysis that explains, evaluates and justifies any visual impact on the protected view. The methodology for assessing development in relation to the landmark viewing corridor and wider setting consultation area of protected views is set out in the London View Management Framework.

**2.39** The Council will safeguard the protected views from intrusive development or that which would otherwise be detrimental to their enjoyment and setting. Poorly located and designed buildings, and those of inappropriate height, could significantly detract from these views which are an important characteristic of the Borough. Viewpoints are a valuable amenity for residents and visitors alike and should be maintained, and where possible enhanced, for all to enjoy. Harrow's attractive skyline ridges and landscape features can be enjoyed from vantage points throughout the Borough. New development may provide opportunities to open up new local views and vistas, or to create new landmarks in the townscape; where such opportunities exist they should be fully exploited through the design and layout of buildings and spaces.

**2.40** Proposals that are not consistent with this Policy and the London Plan will be refused.

## Protected Views within an urban setting

### 1. Harrow View

**2.41** The Harrow View viewing location extends southwards from the junction of Harrow View with Radnor Road and Buckingham Road to the the point contiguous with the north boundary of St. Saviour's Court and No. 48 Harrow View, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow on the Hill is prominent on the skyline with St. Mary's Church a clearly visible feature atop the wooded hill. The Council will control development in the foreground and middle ground to conserve the clear views and prominence of Harrow on the Hill, and buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

### 2. Roxborough Road Bridge

**2.42** To the west of the main road bridge over the Metropolitan and Chiltern railway lines is a separate bridge for cyclists and pedestrians. On the north side of this bridge, as defined in the Harrow Views Assessment (2012), is a location that provides both a long range view towards Harrow Weald Ridge and a short range view towards Harrow on the Hill and St. Mary's Church. The location demonstrates the prominence of Harrow on the Hill in the context of existing mid-rise buildings in the centre whilst simultaneously being one of the few points close to the town centre that also achieves views Harrow Weald Ridge, providing the viewer with a strong sense of place. The Council will control development in the foreground and middle ground to maintain or enhance the prominence of Harrow on the Hill and to conserve the continuity of the Harrow Weald Ridge line. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

### 3. St. Ann's Road

**2.43** The St. Ann's Road viewing location occupies the pedestrianised, civic space in front of St. George's Shopping Centre and the Royal Oak Public House in the heart of Harrow town centre, as defined in the Harrow Views Assessment (2012). The location provides a close range 'canyon' view towards Harrow on the Hill and St. Mary's Church framed in this town centre setting between buildings located either side of Clarendon Road. The Council will control development in the foreground and middle ground to de-clutter the view and where possible enhance the setting of St. Mary's Church in the view. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

### 4. Gayton Road

**2.44** The Gayton Road viewing location occupies a small area of public realm to the west of the junction of Gayton Road with Lyon Road, as defined in the Harrow Views Assessment (2012). The location provides a close range view of Harrow on the Hill as an elevated, wooded feature in the skyline which contrasts starkly with the foreground buildings. The Council will control development in the foreground and middle ground to maintain or enhance the visibility of Harrow on the Hill. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

### Protected medium-range views from open space

#### 5. Capital Ring, Harrow School Playing Fields

**2.45** The Capital Ring forms a continuous inner<sup>(12)</sup> orbital walking route that passes through green areas including the Metropolitan Open Land around Harrow on the Hill. The viewing location relates to a section of the Capital Ring to the west of Watford Road, as defined in the Harrow Views Assessment (2012). The open foreground accentuates the prominence of Harrow on the Hill whilst the absence of background development in the view mean that the Hill and St. Mary's Church remain the focal point. The Council will control development in the foreground and middle ground to conserve the existing uninterrupted views of Harrow on the Hill and St. Mary's Church. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

#### 6. Harrow Recreation Ground

**2.46** The Harrow Recreation Ground viewing location occupies the area to the north of the open space at its entrance/exit point with Cunningham Park, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow on the Hill is prominent on the skyline with St. Mary's Church a clearly visible feature atop the wooded hill. The Council will control development in the foreground and middle ground to conserve the clear views and prominence of Harrow on the Hill, and buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

#### 7. West Harrow Recreation Ground

**2.47** The West Harrow Recreation Ground viewing location occupies an area alongside the main footpath which traverses the open space between Wilson Gardens and The Ridgeway, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow on the Hill is prominent on the skyline with St. Mary's Church a clearly visible feature atop the wooded hill rising above a long terrace of two storey dwellings in the middle ground. The Council will control development in the foreground and middle ground to conserve the clear views and prominence of Harrow on the Hill, and buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

### Protected long-range views from open space

#### 8. The Grove

**2.48** The Grove viewing location is situated on the upper reaches of this north facing hillside open space, as defined in the Harrow Views Assessment (2012). From this viewing location Harrow Weald Ridge forms a panorama that can be appreciated in the context of the foreground open space and the mid-rise buildings of Harrow town centre in the middle ground. The Council will control development in the foreground and middle ground to maintain the panoramic views and

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12 As distinct from the 'outer' orbital route formed by the London Loop.



to ensure that the general level of development within Harrow town centre does not exceed the maximum height indicated in the Assessment. Any significant built mass should ensure that Harrow Weald Ridge remains the prominent feature from this viewing location.

### 9. Capital Ring, Football Lane

**2.49** Although not strictly open space, the viewing location at the top of Football Lane, Harrow on the Hill, forms a part of the Harrow section of the Capital Ring orbital walking route (see view 5) and is defined in the Harrow Views Assessment (2012). The location provides an impressive long range view over foreground buildings towards central London; Wembley Stadium and several of London's iconic tall buildings are clearly visible. The Council will control development in the foreground to ensure that this panoramic view remains open. Development in the middle ground is not within the Harrow's control but the Council will nevertheless object to proposals in neighbouring boroughs towards important central London buildings in this panorama view. Changes to the background of this view are likely but would not change the character or value of this view.

### 10. Old Redding

**2.50** The Old Redding viewing location occupies a public car park and associated picnic area on high ground at Harrow Weald Ridge, as defined in the Harrow Views Assessment (2012). The location provides a long distance panorama across central London and Surrey, with Harrow on the Hill and St. Mary's Church clearly visible features on the middle ground. The Council will control development in the foreground and middle ground to conserve the existing uninterrupted panorama. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

### 11 Stanmore Country Park Extension, Wood Farm

**2.51** Planning permission has been granted for an extension to Stanmore Country Park on land at Wood Farm which includes high ground at Harrow Weald Ridge. The proposed viewing location, as defined in the Harrow Views Assessment (2012), would provide publicly accessible long range views towards central London, Wembley Stadium and Harrow on the Hill and St. Mary's Church. Protection will be afforded to this view upon implementation of the approved (or any alternative) Country Park Extension securing future public access to the identified viewing location. The Council will control development in the foreground and middle ground to conserve the existing uninterrupted panorama. Buildings that would exceed the maximum height indicated in the Assessment will not be permitted. No new structures will be permitted in the background of the view that would breach the current skyline formed by Harrow on the Hill and St. Mary's Church.

## SHOPFRONTS AND ADVERTISEMENTS

### Policy 4

#### Shopfronts and Signs

A. Proposals for shopfronts and signs will be approved where:

- a. they are in scale and proportion to the host building and appropriate to the character of the area in which it is located;
  - b. they do not adversely affect pedestrian or highway safety;
  - c. they would preserve or enhance heritage assets having regard to the design and materials of shopfronts, including any traditional or original features that should be retained, and the number, siting and illumination of signs;
  - d. the shopfront would secure inclusive access; and
  - e. the illumination of signs and shopfronts would not detrimentally affect the amenity of neighbouring occupiers or the character or appearance of a conservation area.
- B. Security shutters should be of an open mesh design and, wherever possible, should be located internally.

#### Reasoned Justification

**2.52** For many pedestrians and shoppers, the ground floor frontages of buildings provide the principal perception of the quality of the built environment in town centres and neighbourhood parades. Well designed, practical shopfronts can make a positive contribution to the townscape and success of the Borough's shopping areas. The criteria in this policy will also apply to proposals for blinds, canopies and development on shop forecourts.

**2.53** New or altered shopfronts should respect the building and local townscape. Designs should be informed by the architecture of the building and the surrounding area: whether the shop is located within a 1930s Metroland parade or an historic, village centre. In some circumstances a high quality, contemporary shopfront design may be the appropriate response to the host building and its setting. Particular care will be needed when designing shopfronts for listed buildings (including those on the local list) and for buildings within conservation areas.; in such circumstances, the Council will seek to replace existing unsympathetic shopfronts with designs that enhance the appearance both of the host building and the character of the area. Where surviving traditional shopfronts contribute to the character or appearance of an area their retention and repair will be encouraged.

**2.54** Both individually and cumulatively, minor development such as shopfronts, security shutters and signs can influence perceptions of the accessibility and security of an area. Consistent with the principles of lifetime neighbourhoods, the Council will seek to ensure that new shopfronts achieve inclusive access for all and that projecting signs, A boards and associated paraphernalia do not cause an obstruction to pedestrians and wheelchair users. A proliferation of solid security shutters create a fortress-like atmosphere in town centres and neighbourhood parades when premises are closed, perpetuating fear of crime and personal safety. Shutters with a transparent 'open mesh' design help to maintain visual interest and, along with a mix of appropriate town centre uses, help to enliven town centres during the evening. Open mesh designs will therefore be sought where shutters are proposed, even if they are replacing existing solid shutters or surrounding shopfronts have predominantly solid shutters. Where possible, shutters should be sited internally to minimise their visual impact in the streetscene. Proposals for security shutters which adversely affect listed buildings and conservation areas will not be permitted.

## Policy 5

### Advertisements

- A. Proposals for advertisements on buildings and freestanding units will be approved where:
- a. they do not adversely affect the visual amenity of the area, having regard to the character and use of the area;
  - b. they do not adversely affect the amenity of residential occupiers by reason of siting, illumination or noise;
  - c. they are appropriate in scale and illumination to the location and, in the case of advertisements on buildings, the host building;
  - d. they contribute to the creation of lifetime neighbourhoods by rationalising street clutter and help to achieve an inclusive, legible environment;
  - e. they contribute to the safety of the environment for pedestrians, cyclists and drivers;
  - f. they do not impede any existing or proposed surveillance equipment, and contribute positively to public perceptions of security; and
  - g. they do not adversely affect the amenity of any residential or sensitive area.
- B. Advertisement hoardings will be appropriate in non-residential areas where they screen vacant or derelict sites, or sites where development is imminent.

### Reasoned Justification

**2.55** Proposals for advertisements on buildings (other than signs which form part of shopfront proposals - see Policy 4 above), freestanding advertisements and hoardings will be considered in relation to their impact upon amenity and public safety. Well designed and considerately located, commercial advertisements add to the interest and vibrancy of town centres and other commercial areas. Other advertisements the subject of control may be used to identify uses and occupiers within a building or area, and properly thought out this utilitarian form of advertising contributes positively to the legibility of the urban environment. However over-sized, insensitively sited and inappropriately illuminated advertisements can be unsightly, detract from the character of an area and run counter to the creation of safe, accessible environments.

**2.56** Advertisements within residential areas will rarely be consistent with their amenity and character, and should be avoided. Care will also be needed at the interface of commercial and residential areas to ensure that proposals are sensitive to the change in character and do not adversely affect the amenity of the residential area. Advertisements which are illuminated or emit noise, such as those which provide a moving display, have considerable potential to cause nuisance to residential occupiers. In the more commercial context of town centres illuminated and moving

display units are to be expected, but should nevertheless have regard to residential premises above ground level. Intermittent illumination and advertisements above ground floor level with the potential to cause nuisance to residential will be resisted.

**2.57** Freestanding advertisement units should not add to street clutter and obstructions in the public realm. Where there is already a plethora of advertising material in the public realm, every opportunity will be sought to rationalise this as part of the Council's commitment to creating lifetime neighbourhoods. Units should be sited in a manner which maintains free pedestrian flow, enhances perceptions of security and considers the needs of those with physical impairments, including the blind. They should achieve a safe environment for pedestrians, cyclists and motorists. In areas with CCTV coverage, or where there are realistic proposals for new public surveillance schemes, the location of advertisements must not undermine the effective operation of the system by reducing camera sight lines<sup>(13)</sup>.

**2.58** Advertisements that are fixed to buildings should be appropriate in scale both to the building and the location. Advertisements on flank walls which are unduly dominant by reason of size and/or illumination, are unlikely to be acceptable.

**2.59** Areas that are sensitive to advertisements include the Green Belt, Metropolitan Open Land, other open space, Areas of Special Character and conservation areas. Listed buildings (including locally listed buildings) are also sensitive to advertisements, and the act of fixing the advertisement may require listed building. Proposals should not adversely affect these sensitive components of Harrow's environment, nor their setting.

**2.60** Large advertisement hoardings will only be appropriate in non-residential areas in Harrow, and in the circumstances set out in the Policy. General use of large advertisement hoardings which are detrimental to amenity and inappropriate in their context will be resisted.

## AREAS OF SPECIAL CHARACTER

### Policy 6

#### Areas of Special Character

- A. Proposals affecting an area of special character will be considered having regard to:
  - a. the impact of the proposal upon the strategic value of the area of special character;
  - b. the desirability of preserving or enhancing the environmental, architectural, historic and landscape features that contribute to the area of special character;
  - c. the protected views to and from areas of special character.
- B. Proposals that would realise sustainable opportunities for increased appreciation of, or public access to, areas of special character will be supported.
- C. Proposals that would substantially harm an area of special character, or its setting, will be refused.

13 The Town and Country Planning (Control of Advertisements) (England) Regulations 2007 include the operation of any device used for the purposes of security or surveillance as a factor relevant to public safety.

## Reasoned Justification

**2.61** Rising above the predominantly two storey, suburban development of the central lowland areas, Harrow's areas of high ground are of strategic importance to the character and distinctiveness of the Borough. Pinner Hill and Harrow Weald Ridge provide an elevated horizon of tree cover and open countryside which spans across the north of the Borough and acts as a visual reminder that Harrow is an outer-London borough, a transition between the highly urbanised characteristics of central & inner London and the more rural character of the counties beyond. Harrow Hill is a topographical feature with an identifiable profile to the south of the Borough, forming the verdant 'shoulders' upon which sits St. Mary's Church and supplemented by a substantial body of open space around the Hill's lower slopes. Harrow Weald Ridge, Pinner Hill and Harrow on the Hill contain a significant number of the Borough's heritage assets. Harrow on the Hill is also of cultural importance as the Borough's principal historic settlement and as the location of Harrow School.

**2.62** Reflecting the strategic importance of these parts of the Borough, the Harrow Core Strategy<sup>(14)</sup> (2012) retains their designation as areas of special character and undertakes to manage development to maintain their special character. The extent of the areas of special character is delineated on the Harrow proposals map.

**2.63** Proposals affecting an area of special character, which may include proposals on sites outside as well as those within an area of special character, will be considered having regard to:

- **The impact of the proposal upon the strategic value of the area of special character**

**2.64** The strategic value of the Harrow Weald Ridge and Pinner Hill area of special character is as a significant landscape backdrop with extensive tree cover and major open areas. The Council will retain existing woodlands and seek to maintain the cumulative contribution of small groups and individual trees to the area of special character by resisting incremental losses. The boundaries of the Harrow Weald Ridge and Pinner Hill area of special character largely coincide with those of the Green Belt and this underlines the strategic importance of the area's openness, to be safeguarded from inappropriate development. Proposals that would conspicuously urbanise parts of the area of special character, or incrementally erode the quality and character of its open land as a countryside and natural environment, will be resisted.

**2.65** The strategic value of the Harrow on the Hill area of special character is the prominence that the Hill provides to the historic hilltop settlement, particularly St. Mary's Church and historic Harrow School buildings, and the setting created by the Hill's tree cover and major open areas. The Council will ensure that the visual prominence of the hilltop settlement is preserved within its setting, and seek to maintain the cumulative contribution of groups and individual trees to the area of special character by resisting incremental losses. The boundaries of the Harrow on the Hill area of special character take in playing fields and other spaces which form Metropolitan Open Land around the hilltop settlement. Metropolitan Open Land is afforded the same level of protection as the Green Belt and will therefore be safeguarded from inappropriate development. Proposals that would reduce the openness or damage the integrity of Metropolitan Open Land surrounding Harrow Hill, including that adjacent to but outside of the area of special character, will be resisted.

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14 See Core Policies CS3 *Harrow on the Hill & Sudbury Hill*; CS6 *Pinner & Hatch End*; and CS10 *Stanmore & Harrow Weald*.

- **The desirability of preserving or enhancing the environmental, architectural, historic and landscape features that contribute to the area of special character**

**2.66** The Council will attach substantial weight to the preservation or enhancement of features that contribute to the significance of areas of special character.

**2.67** As described above, parts of Harrow Weald Ridge, Pinner Hill and Harrow on the Hill provide substantial tree cover and extensive tracts of open and natural land. These in turn give rise to environmental consequences that make a positive contribution to their special character. In particular, they provide significant areas of relatively low light, air and noise pollution, as well as places for undisturbed habitat formation and wildlife movement. Proposals should avoid harm to these and other environmental features that contribute to the area of special character.

**2.68** Harrow on the Hill contains the Borough's highest concentration of listed and locally listed buildings, and much of its built environment also benefits from conservation area designation. The architectural quality of development atop the Hill, particularly that associated with Harrow School and which features in views of the Hill from surrounding vantage points, contributes significantly to the area's special character and should be retained. Proposals that would prejudice the architectural quality of Harrow on the Hill, or damage the setting of buildings of architectural quality within the area of special character, will be resisted. The Council will support appropriate proposals that enhance the legacy of the built environment of Harrow on the Hill for future generations.

**2.69** Heritage assets feature in each of the areas of special character. The townscape of Harrow on the Hill is a crucial component of its heritage as the principal, historic settlement in the modern Borough. At Pinner Hill and Harrow Weald Ridge historic farm complexes, cottages, villas and lodges, among other heritage assets, are valuable components of the areas' countryside and rural character. Proposals should avoid harm to heritage assets that contribute to the special character of these areas.

**2.70** In landscape terms, the skyline of Harrow Weald Ridge and Pinner Hill on the horizon, and the distinctive profile of Harrow on the Hill, are closely related to the strategic value of these areas of special character and will therefore be protected from intrusive development. However other features such as ponds, meadows, hedges, ancient field patterns, dykes and ditches may also be important to the special character of the areas, and should be protected.

- **The protected views to and from areas of special character**

**2.71** The value of protecting the Borough's areas of special character, and their features, is diminished if they cannot be seen and appreciated from within the urban and suburban environment. Equally, by virtue of their topographical attributes, the ability to visit areas of special character and enjoy the views that they afford over the Borough and Greater London is also a part of their special character. Views to, and from, Harrow Weald Ridge and Harrow on the Hill have been assessed and found worthy of protection under Policy XX. Proposals should not appear conspicuous in a manner harmful to areas of special character, or unduly obscure or compete with the prominence of these areas.

**2.72** There are already many opportunities for residents and visitors to access and enjoy areas of special character. The London Loop strategic walking route passes through Pinner Hill and Harrow Weald Ridge, whilst the Capital Ring is routed through Harrow on the Hill. Bentley Priory

Open Space, Stanmore Country Park and Stanmore Common all provide opportunities for the appreciation of the natural environment in Harrow Weald. The proposed extension to Stanmore Country Park would both increase public access to land within the Harrow Weald area of special character and provide a new, public viewpoint towards Harrow on the Hill and central London. Sustainable proposals, for enhanced public access to and appreciation of areas of special character, will be supported.

**2.73** Proposals that, having regard to the criteria set out in this policy and other material considerations, would lead to substantial harm to an area of special character or its setting, will be refused.





# CONSERVATION AND HERITAGE 3

Development Management Policies Pre-Submission DPD

### 3 CONSERVATION AND HERITAGE

#### INTRODUCTION

**3.1** Harrow benefits from a surprisingly diverse historic environment. From archaeological remains associated with the Romans and Saxons, the surviving village settlements and farm complexes of rural Middlesex, the estates of Harrow School and former country houses, to the garden suburbs, Art Deco flamboyance and Modernist buildings associated with the Borough's rapid development in the 1930s. These and many other heritage assets provide a point of reference in the cultural distinctiveness of the Borough and their conservation enables both residents and visitors to appreciate Harrow's history. They also represent a precious inheritance, to be passed-on for future generations to understand and enjoy.

**3.2** The historic environment of the Borough comprises:

- 28 conservation areas
- over 300 statutory listed buildings
- 4 historic parks and gardens
- 9 scheduled ancient monuments
- over 700 locally listed buildings
- 2 locally listed parks and gardens
- 9 archaeological priority areas

**3.3** The Borough's conservation areas are shown on the Harrow proposals map and further information about the history, special interest and management of these areas has been produced by the Council in a series of conservation area supplementary planning documents, including character appraisals and management strategies. Similarly, the historic parks and gardens are shown on the Harrow proposals map and nationally registered ones can also be found on the English Heritage list which identifies them. More information about locally historic parks and gardens can be found via the conservation pages of the Council's website.

**3.4** The statutory register of buildings of outstanding historical or architectural interest is maintained by English Heritage and includes a summary identification of the building and some justification for listing with each entry. The Council maintains a compendium list of all buildings within the Borough that appear on the statutory register as well as a separate register of buildings which are considered to be of local historic or architectural interest. These can be downloaded via the conservation pages of the Council's website.

**3.5** The extent of scheduled ancient monuments and archaeological priority areas are shown on the Harrow proposals map. The Greater London Sites and Monuments Record, maintained by English Heritage, provides a computerised record of information regarding London's archaeological and historic fabric.

**3.6** English Heritage's Heritage at Risk register provides details of designated heritage assets, namely listed buildings, scheduled ancient monuments, registered parks and gardens and conservation areas, that are vulnerable to decay and neglect, together with classification by priority and condition. The register is updated annually.

**3.7** Taken together, these sources form the current historic environment record for the Borough. Further information for individual heritage assets may also exist from other specific sources, such as previous planning applications, applications for grant funding, etc. Additions to the historic environment record for the Borough may be made, from time to time, and will be made publicly available via the conservation pages of the Council's website.

**3.8** The National Planning Policy Framework (2012) requires local planning authorities to set out a positive framework for the conservation and enjoyment of the historic environment. National guidance on best practice in conservation is contained within the *Historic Environment Planning Practice Guide* (2010)<sup>(15)</sup>. Harrow's Core Strategy provides a spatial strategy for accommodating the Borough's development needs without compromising the integrity of heritage assets. The following policies allow individual proposals to be managed in relation to the significance of any heritage assets affected and the degree of any impact, and for the consideration of enabling development where necessary. Supplementary planning documents, character appraisals, management strategies and other non-statutory documents complete the positive framework for development and investment in Harrow's historic environment.

## ALL HERITAGE ASSETS

### Policy 7

#### Heritage Assets

- A. When assessing proposals affecting heritage assets, priority will be afforded to the conservation of the assets affected and their setting as appropriate to the significance of the assets. Proposals that secure the preservation, conservation or enhancement of a heritage asset and its setting, or which secure opportunities for sustainable enjoyment of the historic environment, will be approved. Proposals that would harm, or lead to the loss of, the significance of heritage assets will be refused where appropriate.
- B. Applications for proposals affecting heritage assets will be required to:
- a. demonstrate an understanding of the heritage asset including its significance and the contribution of their setting to that significance;
  - b. explain how the significance of the heritage asset has informed the proposal;
  - c. show at an appropriate level of detail on the drawings or in other material how the proposal relates to the heritage assets affected.

Where relevant, the application should also explain how any harm to or loss of heritage assets or its setting is considered to be justified, including consideration of alternative schemes.

15 Published jointly by the Communities and Local Government department, English Heritage and the Department of Culture, Media and Sport.

- C. The impact of proposals affecting heritage assets will be assessed having regard to:
  - a. emerging or adopted supplementary planning documents, including character appraisals and management plans or other relevant documents;
  - b. relevant issues of design and character including proportion, scale, height, massing, bulk, alignment, materials, historic fabric, use, features, location, relationship with adjacent assets, setting, layout, plan form and landscaping;
  - c. the preference to be afforded to proposals that both conserve and sustain heritage assets and their setting;
  - d. any sustainable economic benefits;
  - e. the need to mitigate climate change and to ensure that heritage assets are resilient to the effects of climate change; and
  - f. the desirability of increasing understanding, interpretation and public access of heritage assets.
- D. The Council will use planning conditions and planning obligations where necessary to ensure the preservation, conservation or enhancement of heritage assets and their setting, and to secure the exploitation of opportunities for the sustainable enjoyment and increased understanding of the historic environment.

### Reasoned Justification

**3.9** Heritage assets are buildings, monuments, sites, places, areas and landscapes that have a degree of significance meriting consideration in planning decisions because of their heritage interest<sup>(16)</sup>. Collectively and individually they are a unique, irreplaceable resource to be sustained for the present and future generations to understand and enjoy. Heritage assets fall into two broad categories: those that are formally designated under statutory provisions and referred to as 'designated' assets; and those that are identified by the Council and referred to as 'non-designated' assets. For the avoidance of doubt, this policy applies to proposals affecting designated and non-designated heritage assets, as well as the setting of these assets<sup>(17)</sup>. The significance of a heritage asset will be informed by its designation and, where relevant, its grade. However this should not be interpreted as meaning that lower grade and non-designated heritage assets do not matter. The Council is committed to the conservation, preservation and enhancement of all heritage assets in the Borough.

**3.10** Consistent with the National Planning Policy Framework (2012), the Council will attach great weight to the conservation of heritage assets having regard to the significance of the asset and whether the proposal would lead to substantial or less than substantial harm. Many aspects of the historic environment, such as listed buildings and conservation areas, are 'living' places and

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16 See National Planning Policy Framework (2012) Annex 2: *Glossary*.

17 Which might include development outside the boundary of the heritage assets affected.

need to be sustained through development, adaptation and active use. Public access to other aspects of the historic environment, such as archaeology or historic parks and gardens, can support tourism, education and the wellbeing of residents. The Council therefore recognises that change within the historic environment need not be at odds with heritage protection objectives and will approve proposals that secure the preservation, conservation or enhancement of a heritage asset. Proposals that maintain or enhance enjoyment of the historic environment and do not prejudice the integrity or conservation of the historic environment will also be approved.

**3.11** The National Planning Policy Framework (2012) is clear that justification for substantial harm to (or total loss of) the significance of a designated heritage assets should be exceptional, and wholly exceptional in respect of those of higher grading, and that permission should be refused unless certain criteria are met. Proposals involving less than substantial harm to the significance of a designated heritage assets are required to be weighed against any public benefits, whilst proposals affecting non designated heritage assets should be subject to balanced judgements concerning the scale of harm and the significance of the asset.

**3.12** In most situations, proposals affecting heritage assets require detailed consideration and are therefore not suited to the outline application procedure.

### **Understanding the significance of heritage assets**

**3.13** Applications for proposals affecting heritage assets should be accompanied by sufficient information to enable the significance of the heritage assets affected, and the potential impact of the proposal upon their significance, to be assessed. Specifically, applicants will be required to:

- **Demonstrate an understanding of the heritage asset including its significance;**

**3.14** As a minimum, the historic environment record for the Borough should be consulted to identify the type of heritage assets relevant to the proposal. Their historic, archaeological, architectural or artistic interest should be described to a level of detail proportionate to the significance of the asset and the potential impact of the proposal on that significance. In some cases more detailed information may also be necessary, the scope of which should be agreed with the Council as part of the pre-application process. For example, this might include desk-top analysis, map regression (changes to historic maps over time), topographic sources, community consultation, national and local records or an expert assessment. There are several established registers that can be used to help identify appropriately qualified individuals or organisations<sup>(18)</sup>.

- **Explain how the significance of the heritage asset has informed the proposal; and**

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18 Such as The Institute for Archaeologists (IfA); The Institute of Historic Building Conservation (IHBC); The Institute for Conservation (ICON); The Royal Institution of Chartered Surveyors; and The Institute for Civil Engineers and the Institute for Structural Engineers who operate a joint register.

**3.15** The research undertaken to understand the significance of heritage assets relevant to the proposal should be used to inform the proposal and eliminate where possible harmful impacts. This should be documented and submitted with the application to explain to all those involved in the planning application process how the proposal has been informed by, and responds to, the significance of the heritage asset.

- **Show at an appropriate level of detail on the drawings or in other material how the proposal relates to the heritage assets affected.**

**3.16** Sufficient visual and other information should be submitted with the application to show how the proposal relates to the heritage assets affected. The appropriate level of detail will be determined by the nature of the proposal and the number and significance of heritage assets affected.

**3.17** Where a proposal would cause harm to, or loss of, heritage assets or their setting the applicant should explain how this is considered to be justified by weighing up the scale of any harm or loss against the significance of the heritage asset and the resulting public benefit. Overriding public benefits which are considered to outweigh damage to heritage assets must be robustly demonstrated. Evidence of consideration of alternative proposals that could have a less harmful impact on the significance of heritage assets would also be required.

#### **Assessing impacts upon heritage assets**

**3.18** The information submitted with the application will provide the evidential foundation for determining a proposal's impact upon heritage assets. In assessing the impact of a proposal upon the significance of heritage assets, the Council will have regard to:

- **Emerging or adopted supplementary planning documents, character appraisals, management plans, strategies or other relevant documents;**

**3.19** Supplementary planning documents (SPDs) together with accompanying character appraisals and management plans have been published for the Borough's conservation areas. Similarly, an SPD has been published for the Bentley Priory site, and a draft SPD is forthcoming for locally listed buildings. English Heritage also produce documents providing guidance on the conservation of heritage assets<sup>(19)</sup>. Where relevant to a proposal the detailed policies and guidance set out in these documents, and further information relating to the significance of these assets such as historic Ordnance Survey maps will be a material consideration. Significant weight should be attached to supplementary planning documents which have been prepared in accordance with statutory procedures, incorporating formal stages of public consultation.

- **Relevant issues of design and character including proportion, scale, height, massing, bulk, alignment, materials, historic fabric, use, features, location, relationship with adjacent assets, setting, layout, plan form and landscaping;**

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19 Such as *Conservation Principles: Policies and Guidance* (2008).

**3.20** These are the main issues to consider in proposals for additions and alterations to heritage assets, and new development affecting heritage assets, as they have the potential to affect their significance. Replicating a particular style may be less important, though there are circumstances where it is appropriate. Design should take account of such factors as: the significance of nearby assets; topography; general character of the area; diversity or uniformity in style of the building and area, construction, materials, detailing, decoration and period of existing buildings and spaces; urban grain; current and historic uses; landscaping; and views (public and private). It would not normally be acceptable for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Historic fabric and features are always an important part of the significance of heritage assets and there is therefore a presumption in favour of their retention as part of any good conversion or alteration. The junction between new work and existing fabric needs particular attention. Where possible it is preferable for new work to be reversible, so changes can be undone without harm to historic fabric, but reversibility alone does not justify alteration.

**3.21** New openings, such as windows and doors, can adversely affect the significance of heritage assets and need to be considered in the context of the architectural and historic significance of the asset. These may be more likely to be acceptable if located on less prominent elevations or follow the character of the building, for example, agricultural rather than domestic style openings for barn conversions. Rooflights may be more appropriate in agricultural and industrial buildings than dormers. In some circumstances the unbroken line of a roof or face of an elevation may be an important contributor to its significance.

**3.22** Removal or change to historic shopfronts (including stall-risers, glazing, blinds, doors, fascias etc), or introducing shopfronts where none are present can affect the significance. External roller shutters are unlikely to be suitable, whereas laminated glass and internal chain-link screens are more likely to be acceptable. Doors and windows are frequently key to the significance of a building. Change is therefore advisable only where the original is beyond repair, it minimises the loss of historic fabric and matches the original in detail. Secondary glazing is usually more appropriate than double-glazing where the window itself is of significance. As with the building as a whole, it is more appropriate to deal with timber decay and similar threats by addressing the cause of the decay rather than treating the symptoms, but where remedial works are shown to be necessary, minimum interference to achieve reasonable long term stability is the most sustainable approach.

**3.23** There is a presumption in favour of retaining the existing or original location and layout of heritage assets as this contributes to their historical context and meaning. Similarly, there is a presumption in favour of the original use of a heritage asset since this is most compatible with its character and fabric. Securing the appropriate and viable use of a heritage asset that is compatible with its character and fabric in the long term is an important part of its conservation. Some degree of compromise in use may assist in retaining significance such as having less daylight than usually expected. Setting is the surroundings in which an asset is experienced, some of which make a positive contribution to or better reveal their significance. It can extend some distance from the site. It is expressed by visual considerations and other environmental factors such as noise, traffic, and the historic relationship between places. For example, buildings often have an important established relationship with existing or former surrounding landscaping. Proposals to alter landscaping are more likely to be acceptable if based on a well-researched understanding of this. English Heritage provide detailed guidance on the setting of heritage assets in their document entitled: 'Setting of

Heritage Assets' (October, 2011). Proposals for below-ground (subterranean) development and modifying internal layouts can impact upon the significance of heritage assets and so many of these issues will be just as relevant as when assessing externally visible alterations.

- **The preference to be afforded to proposals that both conserve and sustain heritage assets and their setting;**

**3.24** Consistent with the principles of sustainable development, preference will be given to proposals that secure the future of heritage assets without harming their significance. This preference should inform the nature of the proposal and the issues described above. Proposals that involve harm to the significance of a heritage asset will not be accepted where it is apparent that reasonable, preferable alternatives exist.

**3.25** Where there is conflict between proposals that conserve and sustain heritage assets, and the requirements of other plan policies, supplementary planning documents and Building Control standards, the Council will seek to apply those requirements flexibly to secure the best possible proposal for the heritage assets affected. Where there is irreconcilable conflict and subject to statutory minimum standards, the desirability of preserving, conserving or enhancing the heritage asset may be given over-riding weight over the other relevant requirements.

**3.26** Proposals that secure the maintenance, repair, restoration and reuse of heritage assets will be supported, particularly those listed in the 'heritage at risk' register produced by English Heritage. However where there is evidence of deliberate neglect or damage, the deteriorated state of the heritage asset should not be taken into account. The Council will use powers under the Town and Country Planning Acts and seek prosecution when necessary to prevent deterioration from deliberate neglect or damage to heritage assets.

- **Any sustainable economic benefits;**

**3.27** The survival of heritage assets is usually best achieved by ensuring that they are supported by viable economic uses compatible with the character and fabric of the asset which secure their repair and on-going maintenance needs in the long term. The adaptation of heritage assets need not be more expensive or difficult than replacement. It is quite possible that the recycling of existing buildings at a site may cut the overall financial cost of development and even save time. Appropriate uses can breathe new life into listed buildings and conservation areas, and support opportunities for people to enjoy historic parks and gardens or to visit archaeology. Proposals which offer sustainable economic benefits and make positive use of heritage assets to stimulate environmental and community regeneration will be supported.

- **The need to mitigate climate change and to ensure that heritage assets are resilient to the effects of climate change; and**

**3.28** Proposals involving heritage assets can often provide opportunities to reduce their contribution to climate change and to increase their resilience to the anticipated consequences of climate change. Such an approach is consistent with heritage-led regeneration. Examples include funding of public realm improvements to encourage walking and cycling; sustainable drainage techniques to reduce flooding occurrences; and seeking the reuse of heritage assets



to retain embodied energy and to minimise the consumption of new building materials, energy and generation of construction waste. Where appropriate, heritage assets can also be modified to reduce carbon dioxide emissions for example by allowing greater use of renewable energy and options for insulation. Intrusive interventions, such as external mounting of microgeneration technology, can harm significance. Where proposed, a temporary, reversible installation will generally be preferable. The creative adaptation of heritage assets can dramatically reduce the whole-life energy costs and waste impacts that would result from demolition and replacement. Detailed advice on how heritage assets can be adapted without harming significance is available from English Heritage. Proposals for large-scale schemes have a positive role to play in the mitigation of climate change but where they may impact upon significance of a heritage asset would need to be carefully considered to minimise or eliminate the impact.

**3.29** Opportunities should be fully exploited where appropriate. Consistent with Harrow's Core Strategy (2012), where conflict between climate change objectives and the conservation of heritage assets is unavoidable, the public benefit of mitigating the effects of climate change will be weighed against any harm to the significance of the heritage asset.

- **The desirability of increasing understanding, interpretation and public access of heritage assets.**

**3.30** Development and uses affecting heritage assets may provide opportunities to better reveal the significance of an asset or for people to enjoy it. Investigation of an asset and documentation of the findings may increase understanding of the history and significance of the asset. It is therefore an exercise of public benefit and so recording may be a requirement for a development, using planning obligations or conditions as explained below. Accessibility enhancements and the provision of interpretation facilities could improve levels of local appreciation of 'hidden' assets such as below-ground archaeology. The planning authority will continue to make any information it holds about the significance of the historic environment as part of plan-making or development management publicly available for example via its production of Supplementary Planning Documents. And increased public access to Harrow's heritage assets as part of the London-wide annual Open House and Open Parks and Gardens weekends could widen appreciation of the Borough's heritage and its Greater London context.

### **Planning obligations and conditions**

**3.31** Planning Obligations and conditions can be used to secure actions or other details necessary to ensure that a development is acceptable. The tests for using Planning Obligations and planning conditions are set out in the National Planning Policy Framework (2012).

**3.32** Where the tests are satisfied and having regard to significance of the heritage asset, the Council will use planning conditions to ensure that developments affecting heritage assets are executed to an appropriate level of detail and quality of finish. For extensions, alterations and new buildings conditions can effectively ensure that appropriate materials, brick bonds and mortars are used. Where a proposal involves change of use the planning authority may consider the impact on the building and its setting of potential future permitted development on significance. This could mean the proposal is unacceptable in principle or consideration could be given to conditions preventing or limiting such future permitted development. Where a proposal involves a change to a use from which future permitted development could harm the significance of the asset, consideration could be given to conditions preventing or limiting such future permitted development.

They can also help to protect heritage assets or features within their setting, such as trees and other landscaping, during construction work. However conditions will not be used as a substitute for the submission of information that should be supplied with the application prior to its determination.

**3.33** Planning Obligations will be used to secure necessary enhancements to heritage assets or mitigation of harm to the significance of assets. Restoration works funded by enabling development (see Policy XX below) will normally be secured through a Planning Obligation, whilst benefits offered in terms of public access to heritage assets will also be an appropriate matter for an Obligation. Where complete or partial loss of the significance of a heritage asset has been justified through the application process a Planning Obligation may require developers to record and advance understanding of the asset<sup>(20)</sup> and for proper archiving arrangements, including funding, to be secured. The extent of the recording and archiving requirements will be proportionate to the nature and level of the asset's significance. It is likely that the Council will require any archive generated to be deposited with a local museum, library or other public depository willing to receive it. Similarly a Planning Obligation may prevent demolition within conservation areas or other losses until contracts are in place to secure the implementation of replacement development.

**3.34** Where there is sound evidence to suggest that a proposal may reveal previously undiscovered components of interest of an existing heritage asset, or lead to the discovery of new heritage assets, a Planning Obligation may be used to secure a watching brief or other appropriate method for reporting, recording and if necessary securing the retention of significant discovered remains.

### Policy 8

#### Enabling Development

- A. Whether the benefits of enabling development to secure the future conservation of a heritage asset outweigh the disbenefits of that development, proposals will be assessed having regard to:
  - a. the significance of the heritage assets affected and the contribution of their setting to that significance;
  - b. the impacts upon the heritage assets and their setting; and
  - c. the long term future of the heritage assets affected.
- B. Enabling development will only be approved where:

20 Note however that such a record is not as valuable as retaining the significance of a heritage asset and so should not be a factor in deciding whether a proposal that would result in a heritage asset's destruction should be given consent.

- a. it is the only viable means of securing the long term future of the heritage assets affected; and
- b. the enabling development is the minimum necessary to secure the long term future of the heritage assets affected.

## Reasoned Justification

**3.35** Enabling development is the means of securing the long-term future of a heritage asset when conservation through development in compliance with policy cannot do so. For the avoidance of doubt, this policy applies to proposals affecting designated and non-designated heritage assets, as well as the setting of these assets<sup>(21)</sup>.

**3.36** By definition, enabling development should be a tool of last resort after all other reasonable avenues that would secure the asset's survival have been exhausted. Proposals for enabling development will be assessed having regard to the significance of the heritage asset affected and its setting, the impact of the enabling development (and any other components of the proposal) upon the significance of the heritage assets and the likely prospects for the future of the heritage assets in the long term. Information submitted in accordance with criteria A and B of policy X7 will provide the evidential foundation for assessing these aspects of a proposal for enabling development. Detailed guidance on how an applicant might make an enabling development application and how to assess proposals against the above criteria is set out in English Heritage's guidance on enabling development.

**3.37** Enabling development will be supported by the Council where:

- **It is the only viable means of securing the long term future of the heritage assets affected; and**

**3.38** Applicants will be expected to demonstrate that there is no other source of funding that can reasonably be expected to secure the asset's conservation and maintenance for the foreseeable future, including evidence that other potential owners or users of the site have been sought through appropriate marketing. The enabling development must be necessary to resolve problems arising from the inherent needs of the heritage asset, rather than the circumstances of the present owner or the purchase price paid.

- **Where the enabling development is the minimum necessary to secure the long term future of the heritage assets affected.**

**3.39** The level of enabling development must be the minimum necessary to secure the future conservation of the heritage asset and it should mitigate as far as possible the harm caused by conflict with other planning policies. Enabling developments that seek solely to fund repairs or resolve existing maintenance problems are unlikely to be acceptable; proposals should deliver viable uses and management arrangements that secure the heritage asset's conservation and ongoing maintenance for the foreseeable future.

21 Which might include development outside the boundary of the heritage assets affected.

**3.40** Proposals for enabling development that would materially harm the significance of the heritage asset or lead to detrimental fragmentation of the management of the asset will be refused.

## CONSERVATION AREAS

### Policy 9

#### Conservation Areas

- A. When assessing proposals affecting conservation areas substantial weight will be given to the preservation or enhancement of the character or appearance of the areas.
- B. The Council will preserve the character or appearance of conservation areas and their setting by:
  - a. resisting the loss of buildings, views or other features that make a positive contribution to the character or appearance of the conservation area;
  - b. resisting alterations, extensions and new development that would be detrimental to the character or appearance of the conservation area; and
  - c. resisting the introduction of uses that would be detrimental to the character or appearance of the area.
- C. The Council will seek to enhance the character or appearance of conservation areas by:
  - a. supporting the redevelopment of sites that detract from the character or appearance of the conservation area;
  - b. supporting alterations, extensions and new development that would enhance the character and appearance of the conservation area;
  - c. exploiting opportunities to restore lost features or introduce new ones that would enhance the character and appearance of the conservation area; and
  - d. securing the implementation of improvement actions set out in relevant conservation area supplementary planning documents, character appraisals and management strategies.

#### Reasoned Justification

**3.41** Conservation Areas are areas formally recognised as being of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Once designated, some developments that would otherwise be permitted development require planning permission, and there are special controls over the demolition of unlisted buildings and works to

trees without Tree Preservation Orders. In some of Harrow's conservation areas, further controls<sup>(22)</sup> over permitted development have been put in place to prevent the character or appearance of the whole of a conservation area being eroded by many small, incremental changes. It is therefore advisable to contact the Council before undertaking demolition, tree works and development within a conservation area to establish whether or not permission is required.

**3.42** The Planning (Listed Buildings and Conservation Areas) Act (1990)<sup>(23)</sup> requires those exercising planning functions within a conservation area to pay special attention to the desirability of preserving or enhancing the character or appearance of that area. The Council is committed to the conservation, preservation and enhancement of all heritage assets in Harrow and will therefore attach substantial weight to the preservation or enhancement of the Borough's conservation areas. For the avoidance of doubt, this policy will apply to all proposals affecting conservation areas, including proposals outside but within the setting of the conservation area affected.

**3.43** The Council will preserve the character or appearance of conservation areas by:

- **Resisting the loss of buildings or other features that make a positive contribution to the character or appearance of the conservation area;**

**3.44** The Council has prepared supplementary planning documents, including appendices of character appraisals and management strategies for conservation areas which identify the architectural and/or historical importance of each area. Buildings and other features, such as trees, boundary treatment, gaps/spaces, which contribute positively to the character or appearance of the area should be retained. The demolition of buildings which make a positive contribution, or damage to/loss of the positive attributes of such buildings, will be treated as substantial harm and will therefore require clear and convincing justification consistent with the approach set out in the National Planning Policy Framework (2012). The loss of other important features that make a positive contribution to character or appearance will also be resisted, including those that would lead to substantial, cumulative harm if repeated throughout the conservation area.

**3.45** Where demolition or substantial loss of buildings is justified but would nevertheless leave a harmful gap within the conservation area, the Council will resist the demolition or substantial loss in the absence of acceptable, detailed proposals for the redevelopment of the site and a contract for the work has been secured. Where there is an acceptable proposal for redevelopment a Planning Obligation will usually be required (see paragraph XX).

- **Resisting alterations, extensions and new development that would be detrimental to the character or appearance of the conservation area; and**

**3.46** Alterations and extensions to existing buildings and new development will be required to preserve the character or appearance of the conservation area affected. The Council's supplementary planning documents, character appraisals and management strategies for conservation areas should be used in the formulation of proposals, and attention should be paid to the relevant issues of design and character including proportion, scale, height, massing, bulk, alignment, materials, historic fabric, use, features, location, relationship with adjacent

22 Known as Article 4 Directions.

23 Section 72(1)

assets, setting, layout, plan form and landscaping (see Policy XX). Alterations, extensions and new development that would be detrimental to the character or appearance of conservation areas will be refused.

- **Resisting the introduction of uses that would be detrimental to the character or appearance of the area.**

**3.47** Some of Harrow's conservation areas focus on town/village centres but many are wholly residential in character. Proposals should preserve the existing character of use(s) where this is a positive attribute of the conservation area. For example, the conversion of ground floor shop premises to residential use is unlikely to preserve the appearance of an historic 'high street', whilst the introduction of significant commercial activity to a wholly residential area may be at odds with its special suburban character.

**3.48** The Council will seek to enhance the character or appearance of conservation areas by:

- **Supporting the redevelopment of sites that detract from the character or appearance of the conservation area;**

**3.49** The redevelopment of some sites within conservation areas may offer the opportunity to remove buildings or other features that detract from the character or appearance of the conservation area. Proposals that secure the redevelopment of such sites will be supported where, as a minimum, the character or appearance of the conservation area would as a result be preserved. Proposals that would be detrimental to character and appearance, will be refused.

- **Supporting alterations, extensions and new development that would enhance the character and appearance of the conservation area;**

**3.50** Well designed and executed alterations, extensions and new development can enhance the character and appearance of the conservation area. Examples include the replacement of earlier, unsympathetic alterations/additions with new work at least equal to or better than the quality of the original buildings within the conservation area, or proposals that help to reveal the significance of buildings or other important features within the conservation area. When assessing whether proposed alterations, extensions and new development achieve enhancement, particular attention will be paid to the relevant issues of design and character including proportion, scale, height, massing, bulk, alignment, materials, historic fabric, use, features, location, relationship with adjacent assets, setting, layout, plan form and landscaping (see Policy XX).

- **Exploiting opportunities to restore lost features or introduce new ones that would enhance the character and appearance of the conservation area; and**

**3.51** Some proposals may offer the opportunity to restore lost layouts, views/vistas, landscaping, boundary treatment or other features of significance to the conservation area. Similarly, opportunities may exist through new development to introduce new features. Where the restoration of lost features or the introduction of new ones would enhance the conservation

area, particularly those opportunities already identified in supplementary planning documents and associated character appraisals and management strategies, the Council will attach a high priority to their realisation.

- **Securing the implementation of improvement actions set out in relevant conservation area supplementary planning documents, character appraisals and management strategies.**

**3.52** Similarly, the Council will seek to implement the actions set out in the conservation area supplementary planning documents, including the appendices of character appraisals and management strategies which have been formulated to secure enhancements over the life of the plan. Where appropriate, a Planning Obligation will be used to secure the delivery or a contribution towards the delivery of actions that are relevant to a proposal.

**3.53** The Planning (Listed Buildings and Conservation Areas) Act (1990) imposes a duty on local planning authorities to consider and keep under review which parts of their area should be designated as conservation areas. The National Planning Policy Framework (2012) is clear that, when considering new conservation areas, the concept should not be devalued through the designation of areas that lack special interest. As part of Harrow's commitment to the conservation, preservation and enhancement of heritage assets the Council will continue to keep under review existing and potential new conservation area designations. To warrant continued or new designation as a conservation area the Council will require that the area possesses two or more of the following characteristics:

- i. contains a high concentration of listed buildings, whether statutorily or locally listed;
- ii. is of historical, social, economic and / or architectural merit;
- iii. contains a high proportion of buildings built prior to 1920, which remain largely unaltered;
- iv. is a post 1920 area containing buildings that are innovative in planning or architectural detail and where a large proportion remain unaltered;
- v. contains a significant group of buildings with distinct physical identity and cohesiveness; and/or
- vi. is an area which has a special quality because the site layout and landscaping are of exceptionally high quality and / or contains historic open space, natural landmarks or topographical features.

**3.54** A full suite of conservation area supplementary planning documents, including appendices of character appraisals and management strategies will be in place by 2015 and will be kept under review, or updated as necessary, to reflect any resulting changes to the number or extent of conservation areas in the Borough. The Council will also keep under review the effectiveness of Article 4 Directions and the need for new ones, where control over permitted development is considered necessary to preserve or enhance the special interest of conservation areas.

## LISTED BUILDINGS

### Policy 10

#### Listed Buildings

- A. When assessing proposals for works to, or otherwise affecting, a statutory listed building substantial weight will be given to the preservation of the building or its setting including any features of special architectural or historic interest which it possesses.
- B. The Council will preserve listed buildings and their setting by:
  - a. only permitting substantial harm to, or loss of, grade II listed buildings in exceptional circumstances;
  - b. only permitting substantial harm to, or loss of, grade I or grade II\* listed buildings in wholly exceptional circumstances;
  - c. resisting proposals that would harm the character or features of special architectural or historic interest of a listed building, or compromise the building's setting; and
  - d. supporting proposals that would secure the preservation of the building, its character and any features of special architectural or historic interest which it possesses, or enhance the building's setting.

## Reasoned Justification

**3.55** Statutorily listed buildings are important because they represent the best of the nation's architectural and historic built heritage. The list is maintained by the Secretary of State for Culture, Media and Sport. All entries on the statutory list are classified as either:

- 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.

**3.56** It is advisable to contact the Council before commencing works on a statutorily listed building or a building within its curtilage to establish whether or not listed building consent will be required. Listed building consent is required for any works, either internal or external, which in the Council's judgement would affect the special character of a listed building. Consent may also be required for alterations, development or demolition of buildings and structures within the curtilage of a listed building. Although some works of upgrading such as new bathroom units are unlikely to need consent, new services both internal and external can have a considerable, often cumulative, effect and may require consent. Restoration of a listed building requires its alteration and is almost always likely to require listed building consent. Even when undertaking repair, care is needed to maintain the integrity of a heritage asset. Some repair techniques, such as the use of cement-based mortars in place of softer lime, will affect the integrity of the existing heritage asset and cause permanent damage. Even the most minor repairs can sometimes have an impact on the archaeological interest of a listed building. So, repair works to Listed Buildings may require consent and it is advisable to check with the Council prior to works.



**3.57** The Planning (Listed Buildings and Conservation Areas) Act (1990)<sup>(24)</sup> requires those considering applications for works to a listed building and exercising all other planning functions which affect a listed building or its setting to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Council is committed to the conservation, preservation and enhancement of all heritage assets in Harrow and will therefore attach substantial weight to the preservation of listed buildings and their setting.

**3.58** The Council will preserve listed buildings and their setting by:

- **only permitting substantial harm to, or loss of, grade II listed buildings in exceptional circumstances;**

**3.59** The National Planning Policy Framework (2012) is clear that substantial harm to, or loss of, grade II listed buildings should be exceptional. Where exceptional circumstances cannot be demonstrated, proposals involving substantial harm to or the loss of grade II listed buildings will be refused.

- **only permitting substantial harm to, or loss of, grade I or grade II\* listed buildings in wholly exceptional circumstances;**

**3.60** The National Planning Policy Framework (2012) is clear that substantial harm to, or loss of, grade I and grade II\* listed buildings should be wholly exceptional. Where wholly exceptional circumstances cannot be demonstrated, proposals involving substantial harm to or the loss of grade I or grade II listed buildings will be refused.

- **resisting proposals that would unnecessarily harm the features of special architectural or historic interest of a listed building, or compromise the building's setting; and**

**3.61** The Council will only permit alterations, extensions or other development affecting a listed building that preserves its character and setting, and any features of architectural or historic interest which it possesses. This will include consideration of the retention and enhancement of below ground features and small scale features, inside and out, such as historic painting schemes, ornamental plasterwork, carpenters' and masons' marks, chimney breasts and stacks, inscriptions and signs. These features frequently contribute to significance. Flooring materials will often be of interest in themselves. Additional care is needed on lower floors to ensure that archaeological interest below the finished surface is not adversely affected by proposed works. Developments within the curtilage of a listed building or adjoining buildings will only be permitted where they do not detrimentally affect the listed building's setting. This will include consideration of the retention and enhancement of the original or historic gardens and landscape features. Proposals to remove or modify internal arrangements, including the insertion of new openings or extension underground, will be subject to the same considerations of impact on significance (particularly architectural interest) as for externally visible alterations.

**3.62** The plan form of a building is frequently one of its most important characteristics and internal partitions, staircases (whether decorated or plain, principal or secondary) and other features are likely to form part of its significance. Indeed they may be its most significant feature. The sub-division of buildings, such as barns, that are significant for their open interiors,

impressive proportions and long sight lines, may have a considerable impact on significance. In these circumstances the use of pods or other design devices that allow the entirety of the space to be read may be appropriate. The introduction of new floors into a building or removal of historic floors and ceilings may have a considerable impact on an asset's significance.

**3.63** Proposals involving a changes of use must also preserve the special interest of the listed building. Consideration will be given to the compatibility of the use in terms of the original function of the building, the extent and impact of alterations required to facilitate the proposed use(s), and the impact of the proposal upon the setting of the listed buildings (including any consequent changes to the appearance and use of the building's curtilage).

- **supporting proposals that would secure the preservation of the building and any features of special architectural or historic interest which it possesses, or enhance the building's setting.**

**3.64** Proposals that would secure the preservation or enhancement of a listed building without compromising its integrity or setting will be supported. Examples include restoration of original building fabric, improvements to structural condition or the re-introduction of uses more compatible with the building's original purpose. Substantial weight will also be given to appropriate proposals that would increase appreciation of a listed building's special architectural or historic interest through public access agreements or other means.

**3.65** The Council endeavours to ensure that listed building owners are aware of their responsibilities and will take steps to secure the proper maintenance and protection buildings when necessary. If maintenance of a listed building is seriously neglected, the Council will consider using its powers under sections 47-50 and 54-55 of the Planning (Listed Buildings and Conservation Areas) Act 1990, to secure the repair of listed buildings. Where resources permit, the Council may provide 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 fabric from historic buildings during major works, the Council may require details of site security arrangements to be agreed in advance of commencement and be implemented in accordance with the agreed arrangements.

### Policy 11

#### Locally Listed Buildings

- A. When assessing proposals affecting locally listed buildings, including those that would involve demolition or compromise a building's setting, particular consideration will be given to preserving or enhancing their local architectural or historic significance. On sites where a locally listed building has been speculatively demolished in advance of a redevelopment proposal and the retention of the building is justified, the Council will require the reconstruction of the building.

**3.66** Buildings of local interest in Harrow make a special contribution to the architectural and historic identity of the Borough. They are not afforded the same, additional controls as statutorily listed buildings. However, by inclusion on the Harrow list the Council is highlighting their local

significance to be taken into consideration when making planning decisions which affect them. Where a proposal forms part of a group of locally listed buildings the Council will have regard to the impact of the proposal upon the group as a whole as well as the individual building affected.

**3.67** For the purposes of Policy XX, local listing will be a strong indicator that a building (or group of buildings) is considered to make a positive contribution to the character or appearance of the conservation area in which it is situated, and consequently substantial harm or demolition will be resisted unless there are exceptional circumstances. Similarly, outside of conservation areas, a building's (or group of buildings) inclusion on the local list demonstrates special local architectural or historical significance meriting retention. To discourage speculative demolition of locally listed buildings outside of conservation areas, there will be a presumption that any subsequent proposal reinstates the building the subject of the local listing.

**3.68** The Council will keep the register of locally listed buildings under review and will consider proposed additions that emerge. The selection criteria for local listing follows those set down for statutory listing, with additional emphasis on local considerations for each criterion:

- **Architectural interest:** including architectural design, decoration, craftsmanship, aesthetic merits, technical significance/display of innovation and/or good examples of a particular type of building or techniques or significant plan forms;
- **Townscape and group value:** including important contributions to unified local architectural, townscape or historic groups, areas of planned townscape, or good historical functional relationships. Some buildings have architectural or historic interest as a group. Collectively these buildings can therefore contribute significantly to the townscape, and merit listing as a group within the local list. The effect on the character of the local environment if a building were to be lost is a consideration.
- **Historic interest:** illustrating aspects of local/national social, economic, cultural or military history and/or have close historical associations with locally/nationally important people or events.
- **Age and rarity of the building:** the older a building is, and the fewer surviving examples of its kind, the more likely it is to have special interest. Those built prior to 1840 are likely to be locally listed with those built after this date requiring progressively greater justification. Its authenticity (i.e. the degree to which it has been altered and the loss of the fabric and features) is a consideration whereas the state of repair is not relevant.

**3.69** The Council will prepare a guidance note to further elaborate Harrow's criteria and procedure for local listing and the use of Article 4 Directions, as well as to advise owners of the implications of local listing.

## ANCIENT MONUMENTS & ARCHAEOLOGICAL PRIORITY AREAS

**3.70** Harrow has a rich archaeological heritage. This reflects geology and topography of the land which attracted early settlers and the Borough's proximity to London, which has dominated trade and governance in Britain since Roman times. The landscape of Middlesex was a hospitable one, being rich in woodland, fertile agricultural land and an abundant availability of fresh water. It provided for early industrial activity and settlement, for farming and was attractive to nobility as a domestic and recreational location. The benign nature of the environment and landscape processes in the area has resulted in a legacy of well preserved archaeological features. However the greatest threat to archaeological resource has been and remains human activity particularly development.

**3.71** Scheduled Ancient Monuments are those features or sites afforded statutory protection in law. These Monuments are recognised as having national importance and are therefore safeguarded for their intrinsic value for the benefit of current and future generations. However, Harrow's archaeological heritage includes some sites of more local significance as well as areas where insufficient evidence exists to justify formal scheduling. Locations within Harrow which are suspected to contain below ground archaeology, upon the advice of English Heritage, are designated as Archaeological Priority Areas.

**3.72** The Council is committed to securing the conservation and understanding of all historic assets including those of archaeological interest. The Borough's Scheduled Ancient Monuments and Archaeological Priority Areas are shown on the Harrow proposals map and further information about them is available via the Council's website. The Council require planning applications on sites with known or potential archaeological interest to be accompanied with a desk-based assessment of the asset and where necessary may also require a field evaluation. When assessing the impacts of a proposal, scheduled ancient monuments and archaeological priority areas are considered to be heritage assets of very high significance.

**3.73** [The Greater London Sites and Monuments Record](#) (SMR) provides a computerised record of information regarding London's archaeological and historic fabric. The information held assists with the early identification of the archaeological and historic interest of an area or site when development is proposed. English Heritage maintains the SMR for London. The Council's Conservation Team are happy to answer questions regarding archaeology but the Greater London Archaeological Advisory Service ([GLAAS](#)) should be consulted in accordance with the organisation's published charter.

### Policy 12

#### Scheduled Ancient Monuments

- A. Proposals affecting a scheduled ancient monument will be considered having regard to:
  - a. the presumption against substantial harm to or loss of scheduled ancient monuments;
  - b. the relationship of the monument with other archeology and the wider landscape in which it should be interpreted;
  - c. the condition and management of the monument;
  - d. the existing and future security of the monument; and
  - e. the desirability of increasing understanding, interpretation and public access.
- B. The Council will support suitable proposals that secure the conservation of scheduled ancient monuments and enhance their setting. Major development and change of use proposals affecting a scheduled ancient monument will be required to provide and implement an action plan for the management of the monument.
- C. Proposals that would prejudice the fabric or setting of a scheduled ancient monument, or which do not provide satisfactory information about the implications of the proposal upon a scheduled ancient monument, will be refused.

## Reasoned Justification

**3.74** Scheduled ancient monuments in Harrow make a significant contribution to the Borough's heritage and are the most important sites of archaeological interest.

**3.75** 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 ancient monument must first obtain scheduled ancient monument consent from the Secretary of State for Culture, Media and Sport. The execution of such works without the necessary consent is a criminal offence.

**3.76** The desirability of preserving a scheduled ancient monument and its setting is also a material consideration in the determination of planning applications. The National Planning Policy Framework (2012) re-establishes a clear presumption against the loss of or substantial harm to a scheduled ancient monument and states that any harm to a designated heritage asset which is less than substantial must be weighed against the public benefits of the proposal. London Plan Policy 7.8 provides further planning decisions criteria relating to archaeological assets.

**3.77** There are nine scheduled ancient monuments in Harrow. Each of these, and the issues that face them, are set out below.

### Grim's Dyke Earthwork (AM1-AM3)

**3.78** Grim's Dyke is a linear bank and ditch which had formed a continuous earthwork from the Harrow Weald Ridge, within the grounds of the Grim's Dyke Hotel, to Cuckoo Hill (and possibly beyond). Little conclusive evidence has been found to accurately date Grim's Dyke, but it is thought to date from the period just before the Roman invasion of England. The name 'Grim' is the Saxon word for devil or goblin and was given to other linear earthworks similar to the one in Harrow.

**3.79** The original function of Grim's Dyke is not known, however many such earthworks served as defence lines or boundary markers in Saxon times. Archaeological excavation at Grim's Dyke Hotel carried out in 1979 found a 1st Century, or slightly earlier, fire hearth. Other discoveries include Iron Age and Belgic Pottery found during excavations of the Montesole Playing Fields in 1957.

**3.80** The earthwork suffered damage as a result of searches for brickearth and gravel during the 19th Century and again, in the 20th Century, as parts were removed to facilitate residential development. Consequently the continuity of the earthwork was destroyed, and there are now three separate Scheduled Ancient Monument orders protecting the surviving sections of Grim's Dyke:

- AM1: section 1,370m north-east of Oxhey Lane, to Grim's Dyke Hotel (Harrow Weald);
- AM2: section north of Blythwood House, within Montesole Playing Fields (Pinner); and
- AM3: four linear sections between Uxbridge Road and Oxhey Lane (Hatch End).

**3.81** These surviving parts of the Dyke are now partially enveloped by residential development and partially located in open space used for sports and recreational purposes. This environment and the statutory controls afforded by their scheduled ancient monument status means that there

is no direct pressure for the removal or development of the scheduled ancient monuments, but the Dyke is susceptible to deterioration arising from neglect, vegetation and poor management. Each of the three scheduled sections of the Dyke is included on the English Heritage 'at risk' register as being in decline. As a priority, proposals affecting the scheduled ancient monument should improve the setting and condition of the monument. Appropriate opportunities to improve understanding of the Dyke and public appreciation of its presence in the local environment will be supported. Major developments affecting sections of the Dyke will be required prepare and implement an action plan to safeguard, conserve and secure the future management of the relevant scheduled ancient monument.

#### **Pear Wood Earthwork (AM4)**

**3.82** This earthwork is a linear bank and ditch, similar to Grim's Dyke, located within Pear Wood at Stanmore. It starts 167m west of Watling Street and has a length of 365m in a broadly south-westerly direction and is interrupted two thirds of the way along by a trackway cutting. The bank has a maximum width of 4m and in some sections reaches a height of 2m from the bottom of the ditch.

**3.83** As with Grim's Dyke, the original function of the bank and ditch is not understood. However it is speculated that the earthwork at Pear Wood could be an eastward extension of Grim's Dyke.

**3.84** The earthwork is recorded on the English Heritage 'at risk' register as being in a stable condition but vulnerable to vegetation. The extension of Stanmore Country Park at Wood Farm would not provide direct public access to Pear Wood but would bring the earthwork back within the direct control of the Council. Proposals affecting the scheduled ancient monument should therefore secure its conservation and future management including opportunities for managed public access to the earthwork in Pear Wood.

#### **Brockley Hill Obelisk (AM5)**

**3.85** The Brockley Hill Obelisk is located within the grounds of the Royal National Orthopaedic Hospital at Stanmore. It is a stone obelisk on a square base that was erected by the Secretary to the Duke of Chandos in 1760. It commemorates the supposed site of the battle between the Catuvellauni and Caesar's tenth legion.

**3.86** As part of the hospital site there is public access to the Obelisk and it is not included on the English Heritage 'at risk' register. However proposals for the redevelopment of the hospital site should ensure that it is safeguarded during demolition/construction works and that new development both enhances the setting and preserves public access to enjoy the scheduled ancient monument.

#### **Brockley Hill Roman Settlement (AM6)**

**3.87** The buried Roman remains at Brockley Hill are associated with a pottery manufacturing centre and associated settlement that grew-up alongside Watling Street, a principal route within Roman Britain which is believed to have been constructed in the period AD 43-49. The road ultimately linked the channel ports of Kent to London and continued northward through the Midlands to North Wales and was therefore important for trade as well as for military and official Government use.

**3.88** There are nearly 400 known Roman potteries in England and all are located with ready access to markets, raw materials, water and fuel. The site at Brockley Hill developed along both sides of Watling Street and has been the subject of a number of archaeological investigations between 1947 and 1971. These investigations revealed the remains of fourteen kilns, workshops, clay extraction pits, puddling hollows, wells, preparation floors and large accumulations of kiln waste. Dating of evidence suggests that activity began on the site around AD 60 and declined from around AD 160. Although Brockley Hill supplied London and the south-east remains of pottery manufactured at the site have been found as far afield as Cumbria and lowland Scotland.

**3.89** Excavation of remains has also revealed evidence to suggest that occupation of the site continued beyond AD 160 until the fourth century. The site also includes the alignment of the earliest version of the Roman Watling Street and a section of later roadway which perpetuated the route into the Medieval and post-Medieval period.

**3.90** Further remains, forming part of the Scheduled Ancient Monument, exist on the east side of Brockley Hill within the London Borough of Barnet. Although the pottery manufacturing site and associated settlement almost certainly extended along the road frontage to the south the remains in this area are not sufficiently understood to be included within the Monument designation. The alignment of the Roman and later Medieval road also continue down the hillside in the form of a hollow way. The strip of land to the west of Brockley Hill, between the junction with Wood Lane and Canons Corner, is designated as an archaeological priority areas on the proposals map.

**3.91** The scheduled ancient monument will need to be safeguarded from the redevelopment of the Royal National Orthopaedic Hospital and any appropriate opportunities for the sensitive excavation of the remains, to increase understanding of the site, will be sought.

### **Headstone Manor Moated Site (AM7)**

**3.92** This scheduled ancient monument reflects the rarity of surviving moated sites in London. The moat is complete and water filled, varying in width between 7m and 14m, forming an island platform of some 65 square metres which is accessed by a red brick bridge. It is believed to date from the 14th Century, constructed as a status symbol to reflect the status and wealth of Headstone Manor's owners.

**3.93** Headstone Manor is itself a grade I listed building built circa 1310 and altered/added to in the 17th and 18th Centuries. The building is of significance not only because it is the earliest surviving timber framed building in Middlesex, with examples of high quality work from each of these periods, but because it forms part of an in-tact domestic complex comprising the grade II\* listed timber-framed Tithe Barn dating from 1506, and a small barn with 14th Century foundations. Up until the early 20th Century Headstone Manor had been a working farm with many other ancient farm buildings, but were subsequently destroyed after falling into disrepair. The area of the wider farm complex, to the south west of the moat, is therefore also included in the scheduled ancient monument designation.

**3.94** The Headstone Manor complex is included in the Harrow & Wealdstone Area Action Plan as a site for enhanced cultural and visitor use, and the moat itself has benefited from some investigation and restoration works in recent years. The site is fully accessible to the public with interpretation facilities. Proposals for the Headstone Manor complex should preserve the setting of this scheduled ancient monument and ensure its on-going maintenance is secured as part of a management plan for the complex as a whole.

#### **Pinner Hill Ice House (AM8)**

**3.95** Icehouses were subterranean structures designed specifically to store ice, removed from ponds in winter and used to help preserve food and cool drinks in summer months. They were first built in England in the early 17th Century and were commonplace by the 18th Century.

**3.96** The ice house at Pinner Hill is believed to date from the mid 19th Century and formed one of the many estate buildings commissioned by Arthur William Tooke, owner of Pinner Hill House from 1844 to 1871. The structure comprises a cylindrical brick chamber & dome and access passage which originally linked back to the service quarters of the house. It represents one of only two well preserved survivals of ice houses in the Greater London area.

**3.97** The ice house is located within the grounds of Pinner Hill Golf Club and is not 'at risk'. However, the ice house is not well known and there is no general public access to it.

#### **Pinner Deer Park (AM9)**

**3.98** Deer parks were areas of land, usually enclosed, set aside and equipped for the management and hunting of deer and other animals and comprised a combination of woodland and grassland. It is thought that there were once as many 3,000 deer parks nationally, particularly popular during the period AD 1200 to 1350, but that by the end of the 17th Century the deer park in its original form had largely disappeared.

**3.99** In the 13th Century the area of Pinner Park Farm was in the Manor of Harrow, owned by the Archbishops of Canterbury. The earliest documentary reference to Pinner Deer Park dates from 1273/74 and describes some 250 acres surrounded by a bank and double ditch. During the 15th Century the park was converted to agricultural land and the ditch and fences were replaced with hedgerows; a survey in 1986 revealed that some of the existing hedgerows date back to the late Medieval period. The Deer Park was transferred to Henry VIII in 1546 and was then owned and tenanted out by various families. The boundary of the old deer park is largely reflected in the boundary of the farmland at Pinner Park Farm which exists today, and therefore represents a rare survival of ancient landscape in Greater London.

**3.100** The scheduled ancient monument at Pinner Park Farm relates to the following features of the former Deer Park:

- 350m long earth bank and double ditch to rear of Park View, Hatch End;
- 250m long earth bank and double ditch adjacent to Broadfields sports ground;
- 200m long earth bank and double ditch to rear of Moss Lane/Moss Close;
- 50m long clay dam, retaining banks and ditches forming a fish pond (now dry) rear of Moss Close; and
- 150m x 35m shallow pond (now dry) north-east of George V Avenue.

**3.101** In addition to the scheduled ancient monument, all of the land at Pinner Park Farm is designated as an archaeological priority area. This reflects the broader archaeological interest of the site; for example an earlier farmhouse with a three-sided moat, located slightly to the south of the present day farm complex, is shown on a plan of 1634 and is itself thought to have occupied the site of the original hunting lodge within the deer park.



**3.102** There is no general public access to land at Pinner Park Farm, but public rights of way cross the farm and parts of the scheduled ancient monument can be viewed from St. George's Avenue. The scheduled ancient monument is included on the English Heritage 'at risk' register as being in decline and particularly vulnerable to vegetation growth. Alternative uses for the land at Pinner Park Farm could improve public understanding of the historic deer park and the role of the ditch and bank earthworks within the park. Any major proposal will be required prepare and implement an action plan to safeguard, conserve and secure the future management of this scheduled ancient monument.

## Policy 13

### Archaeology

- A. Proposals affecting an archaeological priority area or any other non-designated archaeological remain will be considered having regard to:
  - a. the known or anticipated significance of the archaeology;
  - b. the likely implications of the proposal upon the archaeology; and
  - c. the need to preserve the archaeology in situ; or
  - d. the adequacy of arrangements for the investigation, recording, archiving and (where appropriate) curation of archaeology not requiring preservation in situ.
- B. Proposals that would lead to the destruction of important archaeological remains, or which do not provide satisfactory information about the implications of the proposal upon known or anticipated archaeology, will be refused.

## Reasoned Justification

**3.103** Scheduled ancient monuments protect the most important, nationally significant archaeological survivals. However, as noted above, Harrow has a rich archaeological heritage which includes some sites of more local significance as well as areas where insufficient evidence exists to justify formal scheduling. Locations within Harrow which are suspected to contain below ground archaeology, upon the advice of English Heritage, are identified on Harrow's proposal map as archaeological priority areas. A number of these are related to features the subject of formal designation as scheduled ancient monuments. This policy will also apply to any archaeological remains that come to light during the plan period and are considered by English Heritage to be significant, or potentially significant.

**3.104** Where proposals may affect an archaeological priority area 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.

**3.105** Developments where heritage assets of archaeological interest have been identified may be subject to mitigation measures in order to understand the asset. This might include field investigation or excavation and analysis, dissemination and archiving of results. The Council will also encourage community engagement and involvement in any programme of archaeological work.

**3.106** There are nine archaeological priority areas in Harrow. These are described below.

#### **Brockley Hill**

**3.107** This area is related to the Scheduled Ancient Monument at Brockley Hill (AM6). It reflects the possibility that further evidence of Roman settlement associated with the Brockley Hill pottery manufacturing centre and this part of Watling Street may be uncovered in this area.

#### **Edgware Village**

**3.108** The name Edgware is believed to derive from 'Ecgi's weir fishing pool' and this reflects the historic location of the village, where the Watling Street crosses the Edgware brook. The Archaeological Priority Area reflects the extent of the Medieval village of Edgware on the west side of the A5, from the Edgware bridge extending north beyond the Station Road/Whitchurch Lane junction.

#### **Canons Park**

**3.109** Tile making occurred within Canons Park in Roman times. This area seems to have been a production centre for official tiles for the provincial procurator's office, based in London. Up to 26 Roman potters may have had their workshops in the area, engaged in the production of mortaria (shallow bowls with grit inside to help grind food), flagons, amphorae, jars, lids, bowls, beakers and central heating (hypocaust) elements. The church of St. Lawrence in Whitchurch Lane has Roman tiles incorporated in the fabric of the medieval Tower and the shelters, kilns, waste dumps and clay stores associated with this industrial activity may explain some of the uneven ground in the park.

#### **Medieval Stanmore**

**3.110** Although the modern district centre of Stanmore is located along Uxbridge Road, at the southern end of Stanmore Hill, evidence shows that the historic settlement of Stanmore existed further south, along Old Church Lane. The Archaeological Priority Area reflects the extent of the historic village.

#### **Bentley Priory**

**3.111** The name Bentley is thought to derive from the Anglo-Saxon words for course (or bent) grass and land that is cleared for cultivation or pasture. The original priory at Bentley is believed to have been founded in 1170 and located downslope of the 18th Century building that today bears the name Bentley Priory. This Archaeological Priority Area, east of Clamp Hill, is the estimated location of the historic priory complex.

#### **Medieval Pinner**

**3.112** The importance of the surviving historic development of Pinner Village, around the High Street and Church Lane, is recognised by other designations and statutory protection. The Archaeological Priority Area focuses upon the potential for below ground archaeology over a much wider area extending north towards Waxwell Lane, and east towards the summit of Wakeham's Hill where it adjoins Pinner Park Farm.

### Old Pinner Deer Park

**3.113** This Archaeological Priority Area supplements the formal Scheduled Ancient Monuments to provide complete coverage of the old deer park at Pinner Park Farm described in the section above.

### Harrow on the Hill

**3.114** The special character of Harrow Hill, as a whole, and of the historic importance of the existing development upon it is recognised by other designations and statutory protection. The Archaeological Priority Area focuses upon the potential for below ground archaeology in the area around the High Street and west slopes to reflect the historic settlement core.

### Grim's Dyke

**3.115** These Archaeological Priority Areas supplement the formal Scheduled Ancient Monuments to provide complete coverage of the route of Grim's Dyke as described in the section above.

## HISTORIC PARKS AND GARDENS

### Policy 14

#### Nationally Registered Historic Parks and Gardens

- A. Proposals affecting a registered historic park and garden will be considered having regard to:
  - a. the strong presumption against harm to or loss of registered historic parks and gardens;
  - b. the great weight to be placed on the desirability of preserving or enhancing the special historic interest of registered parks and gardens; and
  - c. the contribution of the wider setting of the registered park and garden to its significance.
- B. The Council will support suitable proposals that secure the conservation of registered historic parks and gardens and enhance their setting.
- C. Proposals that would prejudice the special historic interest of a registered historic park and garden, or which do not provide satisfactory information about the implications of the proposal upon a registered historic park and garden, will be refused.

### Reasoned Justification

**3.116** The Register of Historic Parks and Gardens of special historic interest in England is maintained by English Heritage to recognise and afford protection to designed landscapes of national importance. Entries on the register are classified as either:

- Grade I: parks and gardens of exceptional interest;
- Grade II\*: parks and gardens of particular importance, being of more than special interest; and
- Grade II: parks and gardens of special interest, warranting every effort to preserve them.

**3.117** Inclusion on the register does not afford additional statutory controls over development but is a material consideration when assessing proposals affecting historic parks and gardens. Registered Parks and Gardens are included in the National Planning Policy Framework's definition of designated heritage assets.

**3.118** 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. As with other designated heritage assets, the Council will attach substantial weight to the preservation and enhancement of registered historic parks and gardens.

**3.119** There are four registered historic parks and gardens in the Borough. These are described below:

#### **Grim's Dyke Gardens, Harrow Weald**

**3.120** The grounds were laid out and landscaped by Frederick Goodall in the mid 19th Century to form the gardens of his new house. The gardens comprise conifers and shrubs, particularly rhododendrons and azaleas, a lake (added in 1900) and a formal lawn and sunken garden. Also within the grounds are part of the Grim's Dyke earthwork, lodges, stables and the remains of the kitchen garden.

**3.121** Grims Dyke is a grade II registered historic park and garden. The hotel is a grade II\* listed building and the lodges/other original structures within the grounds are deemed to be curtilage listed. The part of the Grims Dyke earthwork within the grounds is a scheduled ancient monument (see above).

#### **Canons Park, Edgware**

**3.122** At the heart of Canons Park is the North London Collegiate School (formerly Canons House), an 18th Century villa with 19th and early 20th Century additions and alterations. The grade II registered historic park and garden relates to the surviving formal gardens and landscaped grounds of the Canons House estate, comprising Canons Park (public open space), the grounds of the school, St. Lawrence Church, allotments, and the approach avenues from Marsh Lane and Edgware High Street.

**3.123** Within the registered park and garden the former Canons House, various garden structures (balustrades, walls, terraces and temple) and estate gate piers are all grade II listed buildings. St. Lawrence Church is a grade I listed building. The registered park and garden also forms a part of the Canons Park Estate conservation area and includes the Canons Park archaeological priority area (see above).

#### **Harrow Park (formerly Flambards), Harrow on the Hill**

**3.124** Forming part of the Flambards estate and originating from the 17th Century, improvements to the house and landscape forming Harrow Park were undertaken in the 18th Century and further remodelling to the house's gardens was carried out in the late 19th Century. The grade II registered park and garden relates to the remaining core of Harrow Park and comprises surviving buildings/structures, woodland, shrubbery and a lake.

**3.125** The registered park and garden falls within both Harrow on the Hill Village the and Harrow Park conservation areas and contains a locally listed Victorian folly.

**Bentley Priory, Stanmore**

**3.126** The grade II registered park and garden formed part of the extensive estate of Bentley Priory. Atop the Harrow Weald Ridge and commanding views towards central London, the 18th Century villa of Bentley Priory survives but is severed from the southern section of the surviving estate which is now public open space. The southern section is managed as a local nature reserve and comprises woodland, grassland, waterbodies and a deer park. The part which remains within the curtilage of the original building is undergoing restoration as part of the redevelopment of that site for residential use and is the subject of a supplementary planning document.

**3.127** The original building of Bentley priory is grade II\* listed.

**3.128** The registered historic park and garden is identified on the heritage at risk register, compiled by English Heritage, as being in generally unsatisfactory condition.

**Policy 15**

**Locally Listed Parks and Gardens**

A. When assessing proposals affecting locally listed historic parks and gardens, particular consideration will be given to their local historic significance and the desirability of preserving or enhancing that significance.

**3.129** In addition to the four formally designated historic parks and gardens, the Council has begun compiling a local register of Parks and Gardens which are considered to contribute to the character and local heritage of their area. The list currently comprises two sites:

- **Bernays Gardens:** surrounded by high red brick Grade II listed walls enclosing gardens with large mature trees, grassed areas, areas of York stone pavement and Cow Sheds shelter; a quaint 1930s mock Tudor single storey building comprising several rooms and covered Veranda.'
- **Pinner Memorial Park:** grounds landscaped around West House, former home of Nelson's grandson and later location of the Book of Remembrance. Grounds and house purchased through public subscription as a living memorial, for the public to enjoy, of World War 2.

**3.130** The Council will keep the list of locally important historic parks and gardens under review. The following selection criteria will be used when assessing the merit of including other parks and gardens on the local list. These criteria are not mutually exclusive categories and more than one of them may be relevant in the assessment of a site.

**Age**

**3.131** The following age bands broadly mirror the main trends in the history and development of gardening and landscape design:

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- Sites of local significance with a main phase of development before 1750, where at least a proportion of the layout of this date is still evident (including components that survive only as earthworks).
- Sites of local significance with a main phase of development laid out between 1750 and 1840 where enough of this landscaping survives to reflect the original design.
- Sites with a main phase of development between post 1840 which is of local or historic landscape significance and survives intact, the degree of required special interest rising as the site becomes closer in time.
- Sites with a main phase of development laid out post-war, but more than 30 years ago, where the work is of exceptional local importance.

**3.132** Although parks and gardens may have been initially laid out within a given date band, the majority will have developed as a series of additions or alterations as needs and fashions changed, with each phase of development varying in its impact on the landscape and its degree of interest. With such sites, it is the sum of the developments as seen in the landscape today which is considered. The value of a site can rest in the very fact that its present form is the outcome of a series of phases of development or of a more or less continuous sequence of change.

#### **Influence in the development of taste**

**3.133** Sites which were influential in the development of taste, whether through reputation or reference in literature.

#### **Good examples of a type**

**3.134** The park or garden may constitute a good surviving example of its type, such as (but not limited to):

- Sites which are early or representative examples of a style, layout or type of park or garden.
- Sites which are the work (in whole or in part) of an amateur or professional designer of local or national importance.
- Sites that became famous or well regarded in their day.

**3.135** Although the image chiefly associated with parks and gardens is of impressive planting schemes, for the purposes of listing consideration will focus upon more permanent elements in the landscape such as landform, built structures, walks and rides, water features, structural shrubberies, hedges and trees, rather than the ephemeral, shorter-lived plantings of herbaceous perennials, annuals, roses and most shrubs.

#### **Local associations**

**3.136** The park or garden may have an association with significant local persons or historical events. Close and direct associations with locally or nationally important people or events can make a site of more historic interest than its layout alone suggests, Both the importance of the person or event, and the importance of the park or garden in relation to the person's life and work, or in relation to the event in question, may be considered. There should be a direct link between a site and a person or event and this must be reflected in the actual layout of the site itself.

**Group value**

**3.137** When a park or garden is of historic interest but not quite of sufficient importance in its own right to merit local listing, it may still be eligible for inclusion if it provides strong group value with buildings, with other land, or other sites, provided that this link is in itself of special historic interest. It might, for example, form an important part of the setting of an historic building, especially when it has been designed in order to do so or it may form an important element within a well planned or designed piece of townscape.





# ENVIRONMENTAL SUSTAINABILITY

## 4

Development Management Policies Pre-Submission DPD

### 4 ENVIRONMENTAL SUSTAINABILITY

#### INTRODUCTION

**4.1** The National Planning Policy Framework (2012) demonstrates the Government's commitment to pro-active management of development in relation to flood risk, and to planning for climate change impacts. It also tasks the planning system with preventing new and existing development from contributing to, or being put at unacceptable risk from, pollution and the remediation of historic pollution where appropriate.

**4.2** The London Plan provides a comprehensive chapter of policies in response to climate change. Its policies include detailed development management requirements for carbon dioxide reduction, sustainable design and construction matters, flood risk management, sustainable drainage and land contamination. The local policies in this chapter respond to Harrow's Core Strategy and the Borough's evidence base, in particular Harrow's Strategic Flood Risk Assessment and Surface Water Management Plan.

#### SUSTAINABLE FLOOD RISK MANAGEMENT

##### Policy 16

##### Managing Flood Risk

- A. Proposals requiring a Flood Risk Assessment must demonstrate that the development will be resistant and resilient to all relevant sources of flooding. The design and layout of proposals requiring a Flood Risk Assessment must contribute to flood risk management and reduction and:
  - i. minimise the risk of flooding on site and not increase the risk of flooding elsewhere;
  - ii. wherever possible, reduce flood risk overall;
  - iii. ensure a dry means of escape for occupiers of residential development;
  - iv. achieve appropriate finished floor levels; and
  - v. not create habitable basements in areas of medium and high flood risk.
- C. Proposals that would fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused.
- D. Proposals that involve the loss of undeveloped floodplain or otherwise would constrain its natural function, by impeding flow or reducing storage capacity, will be resisted. Opportunities will be sought through the redevelopment of previously developed sites in floodplains to restore the natural function and storage capacity of the floodplain.

#### Reasoned Justification

**4.3** The Borough is located on the north side of the Thames basin and within the catchments of the Rivers Brent, Colne and Crane. Harrow's Strategic Flood Risk Assessments (SFRAs) have identified in broad terms areas that are liable to flooding from watercourses within the catchments of these rivers, and the associated probability of flooding (i.e. the flood zones). The strategic

assessments were prepared to inform spatial planning in the Borough and as a principal component of the evidence base that underpins planning policies and site allocations. However they are not intended to provide the detailed information about flood risk, and assessment of that risk, which is needed to inform the use and development of land at site specific level.

**4.4** In urban areas such as Harrow surface water is an additional source of flood risk. Rainwater falling onto impermeable surfaces such as buildings and hard surfaces has traditionally been disposed of via Harrow's surface water drainage network. But with the incremental urbanisation of the Borough and finite drainage network capacity there has been increasing incidence of surface water flooding in recent years. Harrow's Surface Water Management Plan (2012) identifies 15 critical drainage areas susceptible to flooding from surface water and other sources.

**4.5** The National Planning Policy Framework (2012) and associated technical guidance reaffirms the established, sequential approach for managing development and flood risk through the planning system. Harrow's proposals map identifies the sites allocated for development through the Harrow & Wealdstone Area Action Plan and the Site Allocations DPD. These sites have already been the subject of sequential assessment and (where necessary) exception testing through the development plan process and consequently proposals for their development, which accord with the use(s) for which they are allocated, need not be the subject of further assessment or testing. All other applications for major development, including those on allocated sites which introduce either in whole or in part alternative uses, must provide information to demonstrate that site selection complies with the sequential approach or, if it does not, that the exception test has been passed. The sequential approach should also be applied to the layout of development within the site, to direct development to the parts of the site with lowest flood risk having regard to use vulnerability.

**4.6** A site specific Flood Risk Assessment (FRA) is required for:

- Proposals on sites of 1 hectare or greater in Flood Zone 1;
- All proposals for new development (including minor development<sup>(25)</sup> and change of use) in Flood Zones 2 or 3, or in an area within Flood Zone 1 which has critical drainage problems; and
- Where proposed development or change of use to a more vulnerable class may be subject to other sources of flooding.

**4.7** Site specific FRAs must be informed by the most up-to-date and relevant evidence documents<sup>(26)</sup>. They should identify and assess the risks of all forms of flooding to and from the development and demonstrate how these risks will be managed, taking into account climate change. For major development the FRA may also provide the opportunity to conduct more detailed modelling to refine the actual extent of predicted flood risk on the site. Using the other criteria in this policy and other relevant policies in this chapter, the FRA should also be used to demonstrate how the design and layout of the development helps to achieve the management or reduction of risk from all sources of flooding.

**4.8** After the floods in July 2007, the Government commissioned the Pitt Review which concluded with 92 recommendations; the Government responded to these and the EU Floods Directive by enacting the Flood Risk Regulations (2009), a statutory instrument designating the Council as

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25 For the avoidance of doubt, minor development includes householder extensions and curtilage development.

26 Currently the Level 1 & 2 Strategic Flood Risk Assessments and Harrow's Surface Water Management Plan (2012).

Lead Local Flood Authority (LLFA) and requiring it to produce a preliminary Flood Risk Assessment that includes hazard and risk maps to inform its Flood Risk Management Plan. Further legislation has been enacted in the Flood & Water Management Act (2010) which requires the LLFA to publish a Flood Risk Strategy and Flood Defence Asset register. As each of these documents is published any relevant content should also be used in the preparation of site specific Flood Risk Assessments.

**4.9** The site specific FRA should be used to inform the design and layout of proposals with a view to managing and, wherever possible, reducing flood risk. The design and layout should also achieve the following flood risk management objectives, where relevant:

- **Minimise the risk of flooding on site and not increase the risk of flooding elsewhere;**

**4.10** The Thames Catchment Flood Management Plan (2009) includes Harrow in its 'sub area 9' category. Recognising the largely urbanised nature of the sub area, the Plan focuses on the adaptation of the urban environment to increase resistance and resilience to flood water. The River Brent and Crane Catchment Flood Management Plans have also highlighted a requirement for both management and a reduction to flood risk as a result of new development in flood risk areas. Regard will be had to these plans when considering proposals on sites at risk of fluvial flooding in the Borough.

**4.11** Surface water flooding is a major additional source of flood risk in Harrow. Within critical drainage areas, as designated in the Borough's Surface Water Management Plan (2012), proposals should include measures to mitigate the risk from surface water flooding or, where relevant, the combined impact of surface water and fluvial flooding.

- **Wherever possible, reduce flood risk overall;**

**4.12** The design and layout of proposals should secure the best practicable methods, proportionate to the degree of flood risk, to ensure resistance and resilience to flooding over the lifetime of the development. Wherever possible, proposals should exploit the opportunity provided by redevelopment to reduce flood risk on the site and elsewhere.

- **Ensure a dry means of escape for occupiers of residential development;**

**4.13** New residential development in areas of medium and high flood risk should be designed to be 'safe'. Proposals should demonstrate, through the site specific FRA, that future residents would have a means of escape to land at a low risk of flooding without crossing through flood water.

- **Achieve appropriate finished floor levels; and**

**4.14** New residential development in areas of medium and high flood risk should be designed to be 'safe'. Proposals should demonstrate, through the site specific FRA, that the finished floor levels of the residential units are at least 300mm above the modelled 1 in 100 year plus climate change flood level. Flood resilience measures should be fitted up to 500mm above finished floor level where necessary.

- **Not create habitable basements in areas of medium and high flood risk.**

**4.15** Habitable basements within areas of medium and high flood risk are inherently susceptible to flooding and will be resisted. This includes proposals where the basement forms part of the habitable accommodation for a dwelling arranged over several floors.

**4.16** Having regard to the above criteria, proposals that would fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding on the site or elsewhere, will be refused.

**4.17** Some of the Borough's open spaces form a part of the functional flood plain and, where this is the case, the Council will protect them for this purpose. However, as recognised in flood management plans, much of the Borough is already urbanised. Redevelopment of previously developed sites will therefore provide the only realistic opportunity to restore the natural function of the flood plain in many areas. The design and layout of proposals should be used to provide flood flow routes, on site flood storage compensation, or such other mechanisms that may be appropriate. Proposals that would further constrain the natural function of the flood plain by impeding flow or reducing storage capacity will be resisted.

## Policy 17

### On Site Water Management and Surface Water Attenuation

- A. Proposals for new development will be required to make provision for the installation and management of measures for the efficient use of mains water and for the control and reduction of surface water run off. Substantial weight will be afforded to the target for mains water consumption of 105 litres or less per person per day and to the achievement of greenfield run off rates.
- B. The design and layout of major development proposals will be required to:
  - a. use appropriate sustainable drainage measures to control the rate and volume of surface water run-off;
  - b. ensure separation of surface and foul water systems;
  - c. make reasonable provision for the safe storage and passage of flood water in excessive events; and
  - d. demonstrate adequate arrangements for the management and maintenance of the measures used.
- C. Proposals for householder development, minor commercial extensions and conversions should make use sustainable drainage measures wherever possible and must ensure separation of surface and foul water systems.
- D. Proposals that would fail to make adequate provision for the control and reduction of surface water run off will be refused.

### Reasoned Justification

**4.18** Population growth and the effects of climate change are likely to increase demands on the capacity and performance of all below ground infrastructure. They are also likely to affect the supply-demand balance for mains water, as higher levels of consumption associated with the basic needs of an increased population and public expectations about the availability of water for a range of household uses is at odds with constrained water supplies and projections of reduced summer

rainfall in the region<sup>(27)</sup>. Unlike other parts of London, predominantly served by Thames Water, Harrow forms part of a water supply region that includes parts of Essex, Hertfordshire, Bedfordshire, Surrey and Buckinghamshire. Veolia Water Central Ltd, which serves the supply region, has published a Water Resources Management Plan (2010) to forecast the supply/demand balance for the region over the period to 2035, taking into account housing/population growth and projections of reduced availability resulting from climate change. The Management Plan relies on water use efficiency in new development and metering of existing dwellings, in conjunction with leakage reductions, to negate the need for new water resources during the plan period. New development in Harrow must therefore contribute to water-use efficiency in the supply region to ensure that sufficient mains supply is maintained for the population without the need for new water resource infrastructure.

**4.19** Recognising the urgent need to make more sustainable use of mains water throughout the capital, Policy 5.15 *Water Use and Supplies* of the London Plan applies a target of 105 litres or less per person per day to new residential development. This represents a substantial reduction below existing average consumption in London of 161 litres per person per day<sup>(28)</sup> but is nevertheless an imperative for sustainable growth and resilience to climate change. The Council will require all development proposals to make provision for the installation and management of measures for the efficient use of mains water, and in respect of new residential development will attach substantial weight to the London Plan water consumption reduction target. Measures which seek to reduce demands upon mains water by collecting rainwater for domestic and garden use will also have strong synergy with surface water attenuation objectives.

**4.20** The transformation of Harrow and neighbouring boroughs during the early 20th Century from a predominantly rural landscape to a predominantly suburban one, and the associated installation of traditional drainage infrastructure, inevitably changed the natural dynamic of surface water behaviour within the local river catchments. Subsequent urbanisation<sup>(29)</sup> has increased the volume of surface water directed into the existing drainage network and, together with mis-connections and pressure upon the foul water network<sup>(30)</sup>, results in greater overland flows of surface water and increasing incidence of foul and commercial waste water flooding.

**4.21** Incremental improvements to the drainage network will, from time to time, be necessary to address localised surface water flooding problems and reduce the incidence of contaminated water flooding. However a comprehensive upgrade of the surface water network, to carry increasing volumes of surface water from source to discharge in local rivers, is neither feasible nor environmentally desirable. The sustainable alternative is to modify the built environment so as to restore, insofar as possible, the natural function of river catchments and the behaviour of flood water within it.

**4.22** Surface water flooding is now a problem in a number of areas throughout the Borough, and these are now identified through Harrow's Surface Water Management Plan (2012) as critical drainage areas. However, Harrow's geography - at the upper reaches of a number of river

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27 See paragraph 1.31 of the London Plan (2011).

28 Environment Agency State of the Environment Report (2010) cited at paragraph 5.61 of the London Plan (2011)

29 It is calculated that there has been a 17% increase in impermeable area across north west London since 1971. See Appendix J of the Harrow Surface Water Management Plan (2012).

30 arising both from population growth, combined sewer systems and failures separate 'dual pipe' systems.

catchments which flow through neighbouring boroughs on their way to the Thames - means that continues, cumulative reliance on traditional drainage infrastructure can have consequences downstream even if it can be demonstrated that an individual proposal would be acceptable locally. For this reason, and to secure the optimum adaptation of the built environment over the plan period, all development proposals will be required to make provision for the control and reduction of surface water run-off arising from the site.

**4.23** When considering the adequacy of proposed installation and management measures for the control and reduction of surface water run off, the Council will attach substantial weight to the aim of achieving greenfield run off rates<sup>(31)</sup>. London Plan Policy (2011) Policy 5.13 states that proposals should aim to achieve greenfield run off rates. It is recognised that the feasibility of achieving greenfield run off rates in new development will be influenced by a range of considerations, including site conditions and financial viability. Nevertheless, reflecting the policy recommendations of the Borough's strategic flood risk assessments and Surface Water Management Plan (2012), the London Plan and Harrow's Core Strategy (2012), the Council will attach substantial weight to the achievement of greenfield run off rates as a starting point for the consideration of development proposals, particularly major applications and those within critical drainage areas. Where greenfield run-off rates cannot be achieved this should be clearly justified by the applicant; however the fact that a site is previously developed and has an existing high run-off rate will not constitute justification.

**4.24** The design and layout of major development proposals will be required to:

- **use appropriate sustainable drainage measures to control the rate and volume of surface water run-off;**

**4.25** The use of sustainable drainage systems must be considered as part of the design and layout of all development proposals. These aim to control the surface water run-off as near to its source as possible and contribute to the reduction/management of surface water run off rates. The London Plan (2012) Policy 5.13 prescribes the following hierarchy of preference for the techniques to be used in new development:

**4.26** Store rainwater for later use: Particularly suitable for urban, high density development, rainwater harvesting systems collect rainwater from impermeable surfaces and store it for non-potable water uses such as toilet flushing and washing. In more domestic situations, water butts can be cheaply and easily installed to collect rainwater for use in the garden.

**4.27** Use infiltration techniques: The use of permeable paving in lieu of traditional, impermeable hardsurfacing is a simple substitution that enables rainwater to drain naturally into the ground. Rain gardens may be employed alongside impermeable surfaces to allow rainwater to be stored temporarily in the top soil before being released through a granular layer at the base. Similarly traditional soakaways allow surface water to be channeled through a granular layer before natural release into the ground, but is not suitable in areas underlain by thick clay.

**4.28** Store rainwater on the surface for gradual release: Swales and detention basins can be designed into the landscaping and open space of a development and work by allowing surface water run off to be captured and stored on the surface before it is released into a

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31 This will apply to previously developed, irrespective of the fact that such sites will typically have much higher run off rates, as well as to greenfield sites.

watercourse or the traditional drainage network. Ponds and wetland areas may be similarly employed. Green roofs use vegetation to intercept rainfall and so slow down the rate of discharge into the traditional network, but can also be used in conjunction with techniques for the storage of rainwater for later use.

**4.29** Store rainwater in tanks for gradual release: Tanks (often below ground) may be designed into a development to enable surface water to be artificially stored and released at a rate that would mimic the natural surface water run off rate from the site.

**4.30** Discharge direct to a watercourse: For sites with direct access to an open watercourse direct surface water discharge into it may be appropriate.

**4.31** Only after robust investigation of the potential to use these sustainable techniques will the Council consider permitting surface water discharge into the traditional drainage infrastructure network. In critical drainage areas, where the capacity of the traditional drainage network has been exhausted, the Council will not permit development that relies solely or substantially on the network for the disposal of the site's surface water.

- **ensure separation of surface and foul water systems;**

**4.32** Much of Harrow's traditional drainage infrastructure was installed as a 'dual pipe' system for the separate disposal of surface water directly into watercourses or main rivers, whilst foul and commercial waste water is piped into the trunk sewer network which flows to the Wastewater Treatment Works at Mogden. Incremental mis-connections and cross contamination between them results in foul and waste water entering the surface water system and flowing into open watercourses and main rivers, and surface water volumes putting additional pressure on the trunk sewer network resulting in flooding. Major development involving modifications to, or the extension of, the surface and foul water networks will be required maintain the separation of the two systems and put in place adequate safeguards against cross-contamination.

- **make reasonable provision for the safe storage and passage of flood water in excessive events;** and

**4.33** An excessive event is one in which the design capacity of the proposed surface water drainage system is exceeded. Proposals should incorporate reasonable provisions to safely store or convey excess flood water from the site without adverse impacts upon occupiers or sensitive environmental areas.

- **demonstrate adequate arrangements for the management and maintenance of the measures used.**

**4.34** Forthcoming legislation will require sustainable drainage systems to be submitted to, and be approved by, the Lead Local Flood Authority (LLFA) and SuDS Approving Body (SAB). Pending the implementation of this legislation, and to ensure the adequacy of surface water drainage over the lifetime of the development, applicants will be required to agree with the Council the arrangements for the long term management and maintenance of the proposed systems. The details will be required prior to commencement of development and should comprise: (i) the drainage site layout; (ii) details of surface water outlet from the site; (iii) proposed surface water storage including levels; and (iv) details of flow restrictions.



**4.35** Without mitigation, the cumulative impact of small scale development throughout the Borough is likely to be continued pressure on the finite capacity of the traditional drainage network. Proposals for householder development<sup>(32)</sup>, minor extensions to commercial premises<sup>(33)</sup> and conversions of houses and other buildings to flats should, therefore, also contribute to a reduction in the rate of surface water run off. The Council will apply criteria (B)(a) & (b) above to such proposals to secure appropriate, sustainable measures for surface water run off reduction and to ensure that connections to existing, traditional infrastructure maintains separation between the surface and foul water systems.

**4.36** Policy 5.13 of the London Plan (2011) requires drainage systems to be designed and implemented in ways that deliver other policy objectives, including water use efficiency & quality, biodiversity, amenity and recreation. The Council will apply this approach to local plans and projects that dovetail with the London Plan's policy objectives, including (but not limited to) Harrow's Biodiversity Action Plan (2008) and the Green Grid.

**4.37** Proposals that would fail to make adequate provision for the control and reduction of surface water run off will be refused. For the avoidance of doubt, consideration of the adequacy of provision will include the incorporation and suitability of any safeguards necessary for the prevention or treatment of polluted surface water.

## RIVERS AND WATERCOURSES

### Policy 18

#### Protection and Enhancement of River Corridors and Watercourses

- A. The design and layout of development on sites containing a main river or ordinary watercourse within the site boundary will be required to maintain an undeveloped buffer zone of an appropriate width.
- B. Applications for major development on sites containing a main river or ordinary watercourse within the site boundary will be required to:
  - a. have regard to the Thames River Basin Management Plan and the London River Restoration Action Plan;
  - b. investigate and where feasible secure the implementation of environmental enhancements to open sections of river or watercourse; and
  - c. investigate and where feasible secure the implementation of a scheme for restoring culverted sections of river or watercourse.
- C. Where on site enhancements or deculverting are financially viable but not feasible, the Council will seek a financial contribution towards relevant other projects for the enhancement or deculverting of other sections of the river or watercourse.
- D. Proposals that would adversely affect the infrastructure of main rivers and ordinary watercourses, or which would fail to secure feasible enhancements or deculverting, will be resisted.

32 Extensions and outbuildings that result in a net increase in the footprint of buildings on the site, irrespective of any existing hardsurfacing.

33 With a proposed gross footprint of 200 square metres or less.

#### Reasoned Justification

**4.38** Watercourses in Harrow form part of the complex network of rivers and streams within the London basin that drain to the River Thames. All of the watercourses in Harrow originate within the Borough, reflecting Harrow's location at the upper reaches of the natural drainage system in London, and form part of catchments for three of the principal tributary rivers to the Thames: the Brent, the Colne and the Crane. During the early and middle part of the twentieth century, the time when Harrow saw most of its urban expansion, watercourses were regarded solely as a means of land drainage. For the most part they were engineered away from development either by redirection or, more commonly, were piped into culverted sections below ground often as part of the storm water drainage solution. Consequently, of the total 93.39 km length of water courses that run through Harrow, 39.65km (just under 43%) is culverted<sup>(34)</sup>. Today, watercourses are valued as an important resource both for biodiversity and for sustainable flood management.

**4.39** Rivers and streams are classified by the Environment Agency as 'main rivers' or 'ordinary watercourses'. The Borough's network of main rivers and ordinary watercourses are mapped in Harrow's Strategic Flood Risk Assessment (2009).

**4.40** The Council has adopted local bylaws under the Land Drainage Act (1991) aimed at preventing flooding and remedying or mitigating any damage caused by flooding. These bylaws operate outside of the planning system but will nevertheless impact upon the design and layout of development on sites containing a river, ordinary watercourse or other drainage infrastructure. Those intending to carry out development on such sites, including permitted development, are advised to be cognisant of the bylaws when formulating proposals. The bylaws are reproduced at Schedule XX.

**4.41** The London Borough of Harrow under and by virtue of the powers and authority vested in them by section 66 of the Land Drainage Act 1991, do hereby make the following Byelaws which are considered necessary for securing the efficient working of the drainage system in their District, so far as may be necessary for the purpose of preventing flooding or remedying or mitigating any damage caused by flooding: -

**4.42** The Council will seek the preservation (and where appropriate, the restoration) of undeveloped buffers alongside main rivers and ordinary watercourses throughout the Borough. Such buffers contribute to sustainable flood risk management by preserving unobstructed flood flow routes and ensuring that there is adequate space for routine and/or emergency maintenance of main rivers and ordinary watercourses. The design and layout of new development, including householder extensions and curtilage structures, will be required to maintain an 8 metre buffer either side of a main river and a 5m buffer either side of an ordinary watercourse, or such other appropriate buffer width as may be agreed by the Environment Agency and the Council.

**4.43** London Plan (2011) Policy 7.28 supports the restoration and enhancement of the Blue Ribbon Network. In relation to north-west London, the network applies to the Silk Stream<sup>(35)</sup>, the River Brent<sup>(36)</sup> and the River Pinn<sup>(37)</sup>. Harrow's situation at the upper reaches of the London drainage system mean that there are many ordinary watercourses, forming tributaries, as well as

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34 Figures taken from Harrow Biodiversity Action Plan (page 92) and include main rivers and ordinary watercourses.

35 Including the Edgware Brook.

36 Including the Kenton Brook and the Wealdstone Brook.

37 Including the River Pinn and the Roxbourne.

main rivers. In view of the potential benefits to sustainable flood risk management and biodiversity within the Borough, the Council will extend the restoration and enhancement principles which apply to the Blue Ribbon Network to all main rivers and ordinary watercourses within the Borough.

**4.44** Proposals for major development on sites containing a main river or ordinary watercourse within the site boundary will be required to:

- **have regard to the Thames River Basin Management Plan and the London River Restoration Action Plan;**

**4.45** Water for life and livelihoods (2009) is the Environment Agency's management plan for the entire Thames River basin. The Plan makes recommendations for the constituent catchments of which the Colne and London catchments are relevant to Harrow. The London Rivers Restoration Action Plan (2009) and its associated website provide a tool for the restoration of rivers including identification of current projects. Regard should be had to the relevant provisions of these Plans when considering enhancements to, or deculverting of, a river or watercourse within the site boundary.

- **investigate and where feasible secure the implementation of environmental enhancements to open sections of river or watercourse; and**

**4.46** Open sections of river and watercourse can provide valuable natural habitats and support the movement of wildlife through the urban landscape. Applicants should investigate and, where feasible, secure appropriate environmental enhancements to open sections within the site boundary having regard to the current condition of the river or watercourse, Harrow's Biodiversity Action Plan and the green grid. Examples include landscaping to restore native species or interventions to improve water quality.

- **investigate and where feasible secure the implementation of a scheme for the deculverting of pipes section of river or watercourse.**

**4.47** Culverted rivers and watercourses have a finite capacity to carry water and distort their natural behaviour during storm and other flood events. Applicants should investigate and, where feasible, secure the restoration of culverted sections within the site boundary having regard to Harrow's Biodiversity Action Plan and the green grid. Restoration must include an adequate buffer flooding and maintenance, and appropriate landscaping to secure the optimum biodiversity benefits of restoration.

**4.48** Consideration of feasibility includes but is not limited to the impact of enhancement or restoration upon development viability. Other components of feasibility may include, for example, the length of watercourse to be deculverted, the benefits of enhancement in the context of surrounding environmental quality, and the nature of the proposed use (particularly where a deculverted section would pose an unacceptable safety risk to vulnerable people). Where enhancements or deculverting are shown to be financially viable but not feasible for other reasons, and in view of the multiple environmental benefits of enhancement and restoration, the Council will seek an appropriate<sup>(38)</sup> financial contribution to secure the implementation of relevant projects to other sections of the river or watercourse.

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38 Having full regard to the tests for the use of Planning Obligations.

**4.49** In an urban environment there remains a need for built infrastructure such as flood defence structures including trash screens and bypass channels to maintain flows and improve environmental quality along rivers and watercourses. Proposals that would adversely affect the condition or functioning of river and watercourse within, adjacent to or downstream of the site, and proposals which fail to secure feasible enhancements or deculverting in accordance with this policy, will be resisted.

### RESPONDING TO CLIMATE CHANGE

**4.50** Meeting the challenge of climate change is central to economic, social and environmental dimensions of sustainable development<sup>(39)</sup>. The London Plan (2011) seeks to control the capital's contribution to climate change with a target to reduce carbon dioxide emissions by 60 per cent (below 1990 levels) by 2025<sup>(40)</sup>. Pursuant to this reduction target, the following energy hierarchy applies to all development proposals in London<sup>(41)</sup>:

- Be lean: use less energy;
- Be clean: supply energy efficiently; and then
- Be green: use renewable energy.

**4.51** Harrow's Core Strategy (2012) provides the spatial framework for the delivery of the Borough's growth in a way that offers the potential to use less energy and which can supply energy efficiently. For major development proposals, the London Plan (2011) establishes carbon dioxide reduction targets for residential and non residential buildings, requirements for energy assessments, sustainable design principles, a hierarchy for the selection of decentralised energy systems and an expectation that on-site renewable energy generation should be used where feasible. To ensure that Harrow makes the fullest possible contribution to London's strategic carbon dioxide emissions reduction target, the following policies give effect to the London Plan energy hierarchy in respect of non-major development proposals in the Borough.

#### Using less energy

##### Policy 19

##### **Sustainable Design and Layout**

- A. Minor development proposals should:
- a. follow the sustainable design and layout principles set out in the London Plan; and
  - b. have regard to Harrow's Sustainable Building Design supplementary planning document.

39 Paragraph 93 of the National Planning Policy Framework (2012).

40 Policy 5.1 *Climate Change Mitigation*.

41 Policy 5.2 *Minimising Carbon Dioxide Emissions*.

- C. Proposals that fail to take reasonable steps to secure a sustainable design and layout of development will be resisted.
- D. Appropriate alterations and adaptations that would reduce carbon dioxide emissions from existing homes and non-residential buildings will be supported.

### Reasoned Justification

**4.52** Development carried out during the life of this plan may be expected to remain in situ and continue to function, without substantial adaptation, for many decades to come. Using sustainable design and layout principles, to make development as energy efficient as possible, will therefore reap immediate and long-term environmental and social benefits by meeting the resource and comfort needs of occupiers with minimal depletion of finite natural resources and helping to curb carbon dioxide emissions. The principles can also make buildings cheaper to run, to the economic benefit of future owners and occupiers.

**4.53** The London Plan (2011)<sup>(42)</sup> sets out a timetable for residential and non residential major development proposals to achieve improvements upon the requirements of the 2010 Building Regulations and requires applications for major development to be accompanied by a detailed energy assessment. The Council recognises that the London Plan requirements are likely to pose a greater challenge for minor development in the Borough and will therefore apply the most up-to-date national standards<sup>(43)</sup> to such proposals and will expect sustainability matters to be addressed as part of the design and access statement that is already required with most planning applications.

**4.54** The sustainable design and layout principles applicable to major development proposals are set out in London Plan (2011) Policy 5.3 *Sustainable Design and Construction*. Whilst not requiring minor development proposals to achieve the London Plan's trajectory for improvements upon the requirements of the Building Regulations, the Council will nevertheless apply the sustainable design and layout principles to small scale new residential schemes<sup>(44)</sup>, conversions<sup>(45)</sup>, householder development and extensions to non-residential buildings. The design and access statement should demonstrate how the principles of sustainable design and layout have been incorporated into the proposal.

**4.55** Following London Plan Policy 5.3, the principles of sustainable design and layout applicable to minor development proposals are:

42 Policy 5.2 *Minimising Carbon Dioxide Emissions*.

43 Currently the Code for Sustainable Homes for residential development, and the BREEAM standards for non-residential development.

44 Comprising nine or fewer homes (gross).

45 Comprising the conversion of houses and other buildings to flats.

#### Minimising carbon dioxide emissions

**4.56** The design and layout of buildings should utilise natural systems such as passive solar design and, wherever possible, incorporate high performing energy retention materials, to supplement the benefits of traditional measures such as insulation and double glazing. These measures will help to manage future heating costs and minimise the need for artificial cooling systems during hot periods.

#### Avoiding internal and urban overheating

**4.57** The design and layout of buildings should make provision for natural ventilation and shading to prevent internal overheating. Externally, the use of landscaping, water features and natural as well as hard surface materials can help to mitigate the urban heat island effect. Deciduous trees are particularly beneficial where they provide shade to buildings and spaces during summer months but allow sunlight to pass through during the winter.

#### Making efficient use of natural resources including water

**4.58** Proposals may make efficient use of natural resources by retaining existing trees and landscaping on the site, and by salvaging for re-use materials from any existing buildings or structures on the site.

**4.59** As London's population continues to grow and if weather patterns change, as predicted, as a result of climate change, potable water will become an increasingly precious resource. Profligate use of potable water also has carbon dioxide implications associated with its treatment and supply. The London Plan (2011)<sup>(46)</sup> seeks to achieve the minimal use of mains water by requiring residential development to achieve a consumption target of 105 litres or less per person per day. Building a house to 105 litres per day will save 79 kg of carbon dioxide and 15 cubic metres of water per year.

**4.60** Non-residential as well as residential development should use potable water as efficiently as possible. Appropriate measures to incorporate into development proposals would include:

- 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.

**4.61** Use of 'grey' water for functions that do not require potable water, such as toilet flushing and washing, not only helps to achieve efficient use of potable water but will also contribute to on site water management and attenuation (see [Policy XX](#)).

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46 Policy 5.15 *Water Use and Supplies*.

### **Minimise pollution**

**4.62** Where relevant, the design and layout of buildings should incorporate measures to mitigate any significant noise or air pollution arising from the future use of the development. There must also be safeguards against pollution of surface water and cross contamination of the foul and surface water drainage networks (see Policy XX).

### **Minimise waste generation**

**4.63** Proposals will be required to make satisfactory on site provision for the storage and disposal of waste generated by future occupiers of the development (see Policy XX). The design and layout of the development should make provision for convenient collection of recycling materials, compostable matter and general waste which encourages the segregation of waste at source and avoids cross contamination.

### **Avoid impacts from natural hazards**

**4.64** For most development in the Borough the principal natural hazard will be that of flood risk. Proposals must comply with the sequential and (where necessary) exception tests set out in the National Planning Policy Framework (2012) and the relevant provisions of Policies XX and XX in this development plan document.

### **Ensuring comfort and security for future occupiers**

**4.65** Proposals should achieve a high standard of comfort and security for the future occupiers of the development. Considerations of internal and urban overheating (see above) will contribute to this principle, as will some of the more detailed guidance set out in the Council's Accessible Homes and Residential Design Guide supplementary planning documents.

### **Using sustainably sourced materials**

**4.66** The design and layout of proposals should seek to reduce energy consumption associated with development by using, wherever possible, renewable and sustainable sourced materials.

### **Promoting and protecting green infrastructure**

**4.67** Proposals may incorporate techniques that enhance biodiversity, such as green roofs and green walls. Such techniques will benefit other sustainability objectives including surface water attenuation and the avoidance of internal and urban cooling.

**4.68** Harrow's Sustainable Building Design SPD (2009) provides further, detailed guidance in relation to the application of sustainable design and layout principles. The relevant provisions of the SPD will be a material consideration in the determination of planning applications to which this policy applies.

**4.69** Having regard these principles, the Council's supplementary planning documents (including those that relate to heritage assets) and any robustly demonstrated issues of feasibility, which will be a material consideration, proposals that fail to take reasonable steps to secure a sustainable design and layout of development will be resisted.

**4.70** Using Government information<sup>(47)</sup> about the energy efficiency of different dwelling types and the Census information about Harrow's housing stock, analysis carried out for the Local Development Framework sustainability appraisals indicates that Harrow has a substantial proportion of housing that typically performs less well in energy efficiency terms. Alterations and adaptations to the existing housing stock, to prevent deterioration and where possible enhance efficiency in the use of energy, water and other resources, will further mitigate the Borough's contribution to climate change. The Council will therefore support proposals that would reduce carbon dioxide emissions from existing homes and non residential buildings, in relation both to individual properties and groups of properties (such as blocks of flats, housing and industrial estates). However proposals must be appropriate in their context, having regard to the amenity of neighbouring or future occupiers, the character of the area and any other relevant policy considerations including but not limited to the Green Belt, heritage and biodiversity.

### Supplying energy efficiently

#### Policy 20

##### Decentralised Energy Systems

- A. Proposals for decentralised energy networks will be supported.
- B. Minor development proposals should connect to existing decentralised energy networks where feasible.

**4.71** The National Planning Policy Framework (2012) supports decentralised energy systems as one of the ways to increase the supply of low carbon energy. The London Plan (2011) encourages boroughs to identify opportunities for decentralised energy networks<sup>(48)</sup> and requires major development proposals to select energy systems in accordance with the following hierarchy<sup>(49)</sup>:

- Connection to existing heating or cooling networks;
- Provision of a site-wide combined heat and power network; then
- Communal heating and cooling.

**4.72** In response to the London Plan and the London Heat Map tool, Harrow's Core Strategy (2012) identifies the Harrow & Wealdstone Intensification Area as the location most capable of supporting to an area-based decentralised network. However this does not preclude the realisation of opportunities for decentralised networks to come forward elsewhere in the Borough. The Council

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47 The findings of the 2005 English House Condition Survey Annual Report, tabulated in a joint memorandum by CLG, DEFRA, BERR and DIUS (Communities and Local Government Select Committee – The Existing Housing Stock and Climate Change Inquiry), shows the energy performance for dwellings by house type; against this criteria the proportion of dwellings with a Standard Assessment Procedure rating of less than 30 (indicating poor energy efficiency) and more than 60 (indicating relatively good energy efficiency) are given.

48 Policy 5.5 *Decentralised Energy Networks*.

49 Policy 5.6 *Decentralised Energy in Development Proposals*.



will support proposals for decentralised energy systems on individual sites and, where there is a local network and it is feasible to do so, will require proposals for minor residential and non-residential development to connect to it.

### Using renewable energy

#### Policy 21

##### Renewable Energy Technology

- A. Minor development proposals should incorporate renewable energy technology where feasible.
- B. Proposals for appropriate renewable energy technology on existing homes and non-residential buildings will be supported.

**4.73** The National Planning Policy Framework (2012) supports renewable energy systems as one of the ways to increase the supply of low carbon energy. The London Plan (2011)<sup>(50)</sup> requires major development proposals to use on-site renewable energy generation, where feasible and in the context of the energy hierarchy, to contribute to carbon dioxide reduction. The Council will apply the same approach to minor development by seeking the incorporation of renewable energy technologies where feasible having regard to the scale and nature of the proposal and development viability.

**4.74** Many small-scale renewable energy technologies are now permitted development, and as such do not require planning permission from the Council. Much of Harrow's existing housing stock is of a type that typically performs less well in terms of energy efficiency (see paragraph XX above). Whilst renewable technologies do not improve the efficiency with which existing homes and non-residential buildings use energy, they reduce the demand for energy from non-renewable sources and therefore help to control climate change emissions. The Council will therefore support proposals for renewable energy technology, where planning permission is required and consistent with the London Plan energy hierarchy, which help to reduce demand from existing homes and non-residential buildings upon the national grid. However proposals must be appropriate in their context, having regard to the amenity of neighbouring or future occupiers, the character of the area and any other relevant policy considerations including but not limited to the Green Belt, heritage and biodiversity.

## LAND CONTAMINATION

#### Policy 22

##### Prevention and Remediation of Contaminated Land

- A. A preliminary land contamination risk assessment will be required with planning applications for:

50 Policy 5.7 Renewable Energy.

- a. the redevelopment or re-use of land known or suspected to be contaminated; and
  - b. proposals for development or activities that pose a significant new risk of land contamination.
- B. Proposals will be considered having regard to
- a. the findings of the preliminary land contamination risk assessment;
  - b. the compatibility of the intended use with the condition of the land; and
  - c. the environmental sensitivity of the site.
- B. Proposals that fail to demonstrate that intended use would be compatible with the condition of the land or which fail to exploit appropriate opportunities for decontamination will be resisted.

#### Reasoned Justification

**4.75** The National Planning Policy Framework (2012) is clear that the responsibility for safe development on sites affected by contamination rests with the developer and/or landowner. Nevertheless, the planning system working in conjunction with environmental health legislation has a role to play, in the public interest, by securing decontamination through redevelopment and ensuring that any new use of land is compatible with the condition of the land and any sensitive environmental areas. Policy 5.12 of the London Plan (2011) requires appropriate measures to be taken to ensure that development on previously contaminated land does not activate or spread contamination.

**4.76** Harrow's Contaminated Land Strategy identifies the principal source of contaminated land risk in the Borough as being sites in (or previously in) industrial use. However other potential sources include sites used for waste/recycling processing, petrol filling stations and former railway land. In consultation with Harrow's Environmental Health department and (where relevant) the Environment Agency, the Council will endeavour to advise those proposing development or new uses on sites with known or potential land contamination issues as early as possible in the planning process.

**4.77** The principal objective of this policy is to ensure that 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. The consideration of proposals on land affected or potentially affected by contamination, and those that pose a significant new risk of contamination<sup>(51)</sup> should be informed by robust and proportionate information in the form of a preliminary land contamination risk assessment. The assessment must be carried out by a competent person and as a minimum be submitted with the planning application, but ideally should also be available to inform any pre-application discussions. It should identify the nature and extent of the known or suspected land contamination, having regard to the site's history and environmental characteristics, and should demonstrate how any conflict in compatibility between the condition of land (or the risk to its condition) and its intended use would be resolved.

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51 Including proposals on sites that are already contaminated where a new development or activity is considered to significantly increase the risk of further contamination.

**4.78** Proposals for the redevelopment or re-use of land known or suspected to be contaminated, and proposals for development or activities that pose a significant new risk of land contamination, will be considered having regard to:

- **the preliminary land contamination risk assessment;**

**4.79** The preliminary land contamination risk assessment should provide a robust foundation for the identification of risks and appraisal of options for the safe management of those risks both during development and for the end users of the site. The assessment should guide developers towards the most appropriate measures to be selected for each site, highlighting those where risks are not sufficient to warrant intervention and those where remedial action is necessary. Where remediation is necessary, the assessment should explain how and when this would be implemented and any arrangements for monitoring the effectiveness of the required actions. For proposals that pose a significant new risk of contamination, the assessment should identify the measures to be put in place to minimise that risk, arrangements for monitoring the effectiveness of those measures, and a strategy for the future remediation of the site.

- **the compatibility of the intended use with the condition of the land;** and

**4.80** The condition of the contaminated land (taking into account its condition following remediation) will determine the compatibility for the intended end uses. On sites with low level contamination, re-use for some industrial activities may be compatible with a minimal degree of remediation. Conversely, sites with more significant levels of contamination and proposed for residential redevelopment may only be compatible with comprehensive remediation. Notwithstanding any safeguards set out in the preliminary land contamination risk assessment, proposals that pose a significant new risk of contamination should be avoided on greenfield sites.

- **the environmental sensitivity of the site.**

**4.81** Environmental sensitivity should help to determine the most appropriate measures on sites that are to be remediated, and will inform the site suitability of proposals that pose a significant new risk of contamination. Considerations will include the relationship of the site with habitats or species of national or local biodiversity importance, the relationship with any neighbouring residential occupiers, and the presence of any potential risk to groundwater taking into account the geology of the area and any relevant information about the local water table.

**4.82** Having regard to the above considerations and the desirability both of remediating land that has been contaminated, and preventing new land contamination, proposals that fail to demonstrate that intended use would be compatible with the condition of the land or which fail to exploit appropriate opportunities for decontamination will be resisted.



# OPEN SPACE AND THE NATURAL ENVIRONMENT 5

Development Management Policies Pre-Submission DPD

### 5 OPEN SPACE AND THE NATURAL ENVIRONMENT

#### INTRODUCTION

**5.1** Harrow enjoys a rich and diverse open and natural environment. Associated with the Borough's early 20th Century and inter-war development is a legacy of municipal parks, allotments and sports grounds. The imposition of London's Green Belt in the post war period secured the survival of a substantial tract of countryside to the north of the Borough, whilst the strategic significance of other large areas of open space is recognised and protected by designation as Metropolitan Open Land. In total there are 1,334 hectares of open space in public and private ownership throughout the Borough.

**5.2** Open space is a cherished and highly valued part of the Harrow's environment, and a significant positive attribute in the quality of life for residents and visitors in outer London. As a functional asset open land enables participation in sport and informal recreation, and in an otherwise urban environment is a valuable resource for human health and wellbeing. Not all open space is accessible to the community, but that does not mean that it is not of value to people. Many parts of the Green Belt are in agricultural use but as part of the Harrow Weald Ridge Area of Special Character it nevertheless provides a strategic visual amenity to the Borough. Metropolitan Open Land around Harrow Hill forms an important open setting for the historic hilltop village and, through its use as playing fields, enables Harrow School to continue to function. Open land is also a valuable environmental asset which supports biodiversity, natural drainage and helps to mitigate the effects of climate change.

**5.3** As the Borough's population grows it is likely that Harrow's open and natural environments will experience increased pressure for recreational activity, and for development. Harrow's Core Strategy resists the erosion of Green Belt, Metropolitan Open Land and open space. As part of a strategy to deliver sustainable development on previously developed land, it also seeks new provision to manage increases in recreational activity and to address identified deficiencies in existing coverage. The policies in this chapter give effect to these aims of the Core Strategy.

**5.4** In terms of nature conservation, there are no habitats of European significance within the Borough and the sustainability appraisal of Harrow's Core Strategy takes into account those which are present within a 15km radius of the Borough. However there are two sites of special scientific interest in Harrow - a statutory designation of national importance - and many other sites of regional or local significance. Harrow's Biodiversity Action Plan identifies locally significant habitats and species and sets out a range of targets and actions to preserve and enhance them. The policies in this chapter provide the framework for protecting and enhancing the Borough's natural environment through the management of development.

#### GREEN BELT AND METROPOLITAN OPEN LAND

**5.5** The National Planning Policy Framework (2012) continues to protect the Green Belt from inappropriate development. Inappropriate development is, by definition, harmful to the Green Belt. The construction of most types of new building in the Green Belt is inappropriate development, and will be resisted unless there are very special circumstances<sup>(52)</sup> which outweigh the harm to

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52 Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

the Green Belt. The Framework defines the types of new building and other forms of development that need not constitute inappropriate development within the Green Belt. London Plan Policy 7.16 is also relevant to proposals in the Green Belt.

**5.6** Metropolitan Open Land is a London-wide designation defined as '...strategic open land within the urban area that contributes to the structure of London<sup>(53)</sup>. Policy 7.17 *Metropolitan Open Land* of the London Plan (2011) affords to London's Metropolitan Open Land the same level of protection as applies nationally to the Green Belt, including the presumption against inappropriate development and the test of very special circumstances. The provisions of the National Planning Policy Framework (2012) and the following policies will therefore apply with equal weight to proposals on Metropolitan Open Land as those within the Green Belt.

**5.7** When applying the following policies, the purposes of including land within the relevant designation refers to the purposes set out at paragraph 80 of the National Planning Policy Framework (2012) in respect of the Green Belt, and the criteria set out at Policy 7.17 (D) in respect of Metropolitan Open Land.

**5.8** Some parts of the Borough's Green Belt contain residential dwellings and proposals for the extension and alteration of these will be assessed in accordance with the National Planning Policy Framework and Policy 7.16 of the London Plan (2011). Residential gardens do not constitute previously developed land and proposals for their development will constitute inappropriate development within the Green Belt.

## Policy 23

### **Redevelopment of previously-developed sites within Green Belt and Metropolitan Open Land**

- A. The redevelopment or infilling of strategic and other previously-developed sites in the Green Belt and Metropolitan Open Land will be supported where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it than the existing development, having regard to:
- a. the height of existing buildings on the site;
  - b. the proportion of the site that is already developed;
  - c. the footprint and distribution of existing buildings on the site; and
  - d. the relationship of the proposal with any development on the site that is to be retained.
- B. Proposals for the redevelopment or infilling of strategic and other previously-developed sites in the Green Belt and Metropolitan Open Land will also be required to have regard to:

53 London Plan (2011) *Glossary*.

- a. the visual amenity and character of the Green Belt and Metropolitan Open Land;
  - b. the setting that openness provides for heritage assets within the Green Belt and Metropolitan Open Land; and
  - c. the contribution that the site and its surroundings make to the biodiversity.
- C. The following sites are the strategic, previously-developed sites within the Green Belt:
- Harrow College, Brookshill, Harrow Weald;
  - Royal National Orthopaedic Hospital, Brockley Hill, Stanmore;
  - Former RAF Bentley Priory, Common Road, Stanmore; and
  - Wood Farm, Wood Lane, Stanmore.

In addition to the above criteria, proposals for the strategic, previously-developed sites within the Green Belt will have regard (where relevant) to the development envelope identified on the adopted policies map, any supplementary planning document or agreed masterplan relating to the site, and the objectives of the site's redevelopment.

- D. Proposals for inappropriate redevelopment or which, for other reasons, would harm the Green Belt or Metropolitan Open Land will be refused in the absence of clearly demonstrated very special circumstances.

### Reasoned Justification

**5.9** Limited infilling, or partial or complete redevelopment of previously developed sites, whether redundant or in continuing use (excluding temporary buildings), is not inappropriate development in the Green Belt and Metropolitan Open Land provided that there would be no greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development<sup>(54)</sup>. For the purposes of considering proposals for infilling or redevelopment of previously-developed sites within the Green Belt and Metropolitan Land, the following definitions will be used:

- **Infilling** Proposals for infilling will not be regarded as inappropriate development where they: (i) have no greater impact on the purposes of including land in the Green Belt and Metropolitan Open Land than existing development; (ii) do not exceed the height of the existing buildings; and (iii) do not lead to a major increase in the developed proportion of the site.
- **Redevelopment** Proposals for complete or partial redevelopment will not be regarded as inappropriate development where they: (i) have no greater impact than the existing development on the openness of the Green Belt and Metropolitan Open Land and the purposes of including land within it (and where possible, have less impact); (ii) contribute to achieving beneficial uses of the Green Belt and Metropolitan Open Land in accordance with paragraph 81 of the

54 Paragraph 89 of the National Planning Policy Framework (2012)



National Planning Policy Framework (2012); (iii) not exceed the height of the existing buildings on the site; and (iv) not occupy a larger area of the site than the existing buildings<sup>(55)</sup> (unless this would achieve a reduction in height which would benefit visual amenity).

**5.10** The above definitions will be used to determine whether or not a proposal for infilling or redevelopment on a previously developed site constitutes appropriate development within the Green Belt and Metropolitan Open Land. However it does not follow that if a proposal complies with the relevant definition the impact upon the Green Belt and Metropolitan Open Land is automatically considered to be acceptable. The character and dispersal of proposed redevelopment will need to be considered as well as its footprint. For example many houses may together have a much smaller footprint than a few large buildings, but may be unacceptable because their dispersal over a large part of the site and enclosed gardens may have an adverse impact on the character of the Green Belt and Metropolitan Open Land compared with the current development. The location of the new buildings should be decided having regard to the openness of the Green Belt and Metropolitan Open Land and the purposes of including land in it, the objectives of the use of land in Green Belts and Metropolitan Open Land, the main features of the landscape, and the need to integrate the new development with its surroundings. The site should be considered as a whole, whether or not all of the buildings are to be redeveloped. Any proposals for partial redevelopment should be put forward in the context of comprehensive, long term plans for the site as a whole.

**5.11** Where buildings are to be demolished rather than being left in a semi-derelict state pending decisions about their redevelopment, it will be necessary to keep proportionate records of those buildings for the purposes of assessing any subsequent proposals for development. The records should be verified with the Council prior to demolition. When granting planning permission for the redevelopment of previously-developed sites in the Green Belt and Metropolitan Open Land, the Council will require that buildings which are not to be retained permanently are demolished as new buildings are erected, thus keeping the total developed area under control.

**5.12** The National Planning Policy Framework (2012) confirms that the essential characteristics of Green Belts are their openness and permanence, but development may also harm other characteristics. The same approach applies to Metropolitan Open Land. Proposals for the redevelopment or infilling of strategic and other previously-developed sites in the Green Belt will therefore also be required to have regard to the following characteristics:

- **the visual amenity and character of the Green Belt and Metropolitan Open Land;**

**5.13** As noted at the beginning of this chapter, much of Harrow's Green Belt occupies high ground to the north of the Borough and, combined with its often wooded and agricultural land uses, justifies the designation of substantial parts as areas of special character. Even outside of such areas, the natural or countryside appearance of sites can make a significant contribution to visual amenity. Metropolitan Open Land around the slopes of Harrow on the Hill also contributes significantly to that area's special character, whilst the Metropolitan Open Land at Stanmore Golf Course provides a valuable verdant backdrop to surrounding suburban areas. Proposals should not harm the visual amenity or character of the Green Belt and

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55 The relevant area will be calculated as the aggregate ground floor area of the existing buildings (the footprint) *excluding* temporary buildings, open spaces with direct external access between wings of a building and areas of hardstanding.

Metropolitan Open Land. Consideration will also be given to the impact of proposals upon light, air and noise pollution within the Green Belt and Metropolitan Open Land (paragraph XX below will be applied to proposals for development as well as for uses).

- **the setting that openness provides for heritage assets within the Green Belt and Metropolitan Open Land;** and

**5.14** Heritage assets within Harrow's Green Belt include the original mansion houses and registered park and gardens of Bentley Priory and Grim's Dyke, historic farm complexes, cottages and a number of scheduled ancient monuments. As well as its crucial role at Harrow on the Hill, Metropolitan Open Land also provides a setting for the historic Headstone Manor complex and forms a substantial part of the registered park and garden at Canons Park. Where the openness of the Green Belt and Metropolitan Open Land provides a context or setting for a heritage asset that contributes to the asset's significance the Council will attach substantial weight to the preservation or enhancement of that openness.

- **the contribution that the site and its surroundings make to the biodiversity.**

**5.15** The Green Belt hosts Harrow's only two Sites of Special Scientific Interest and the majority of the Borough's Sites of Importance for Nature Conservation of metropolitan and borough (grade 1 & 2) importance. Metropolitan Open Land accounts for the majority of the Borough's other Sites of Importance for Nature Conservation. The openness of the Green Belt and Metropolitan Open Land helps to sustain biodiversity by allowing comparatively free movement of wildlife between sites and by helping to sustain the environment of important habitats. Proposals should not harm the biodiversity value of the Green Belt and Metropolitan Open Land.

**5.16** Harrow's Core Strategy (2012)<sup>(56)</sup> identifies four, strategic redevelopment opportunities within the Green Belt. This policy supports proposals for the sensitive redevelopment of these sites in a way that addresses the unique circumstances of each and which enhances the appearance and openness of the Green Belt.

**5.17** Harrow College is spread over two sites with the principal campus located in Lowlands Road, Harrow town centre. The consolidation of the College onto the Lowlands Road site would release land and buildings at the Harrow Weald campus for alternative use and redevelopment. Parts of the site are substantially open in character and should remain so; redevelopment will be confined to the development envelope shown in the adopted policies map. The original college building on the site is of some local architectural and historic merit and every effort should be made to retain it. However the wider complex contains many later additions, the potential redevelopment of which could secure rationalisation of built form and enhance the site's contribution to Green Belt openness. Open land to the north of the existing complex of buildings could form an extension to Harrow Weald cemetery.

**5.18** The Royal National Orthopaedic Hospital is a nationally and internationally recognised facility located in the Green Belt at Brockley Hill, Stanmore. The hospital complex is spread over a substantial site area and occupies many outdated, substandard buildings. Redevelopment of the site offers the potential to provide a modern, fit for purpose accommodation that befits the hospital's status and to improve the openness of the site by rationalising the existing complex of buildings. The desirability of providing new accommodation for the hospital is a significant

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56 Policy CS7 *Stanmore & Harrow Weald*.

consideration and may constitute very special circumstances for some enabling development that would otherwise be inappropriate development in the Green Belt. The site and its surroundings include features of archaeological, biodiversity and heritage importance which must be safeguarded from the impacts of development.

**5.19** The former RAF Bentley Priory occupies part of the Borough's Green Belt at The Common, Stanmore. The site was identified as surplus to Ministry of Defence requirements and vacated by the RAF in 2008. At the heart of the site is a grade II\* listed former mansion house of some architectural and national historic importance. However throughout the rest of the site are many 20th Century additions and separate building complexes constructed to meet the needs of the RAF and which are now redundant. Redevelopment of the site offers the opportunity to improve the site's contribution to the openness of the Green Belt, to restore the listed building and to create a museum dedicated to the important work carried out by the RAF on the site in World War 2. The site and its surroundings include other features of historic interest, as well as archaeological and biodiversity designations, which must be safeguarded from the impacts of development. A supplementary planning document to guide the site's redevelopment was adopted by the Council in 2008.

**5.20** The Wood Farm site comprises an area of mainly open land and occupies an elevated position on the Harrow Weald Ridge to the north east of Stanmore district centre, affording exceptional views to the south over much of London. Pear Wood, an area of ancient woodland, adjoins to the east and StanmoreCountryPark is located along the southern and south western boundary. Most of Wood Farm is classified as a Site of Borough Importance for Nature Conservation. Formerly a pig farm, the Wood Farm site has not been used for agricultural purposes for many years. Much of the area has been tipped, and many of the former agricultural buildings, grouped in the north east corner of the site close to Wood Lane, are now in a dilapidated state. Several substantial, but now derelict, pig farm buildings and large areas of hardstanding occupy the central part of the site. Agricultural use of the Wood Farm site is no longer considered to be viable. Inclusion of the site within the adjoining CountryPark, however, would create the opportunity to secure public access to a significant area of open space for the first time and, in addition, help to preserve the site's nature conservation interest and improve the landscape. An enabling development on part of the site occupied by former agricultural buildings, in conjunction with the removal of the derelict pig farm buildings elsewhere, would facilitate this opportunity and secure a significant and material improvement in the openness of this part of the Green Belt. A development envelope has been identified on the adopted policies map for this purpose.

**5.21** Except where very special circumstances have been robustly demonstrated in accordance with the National Planning Policy Framework (2012), proposals that would harm the Green Belt or Metropolitan Open Land having regard to the criteria set out in this policy will be refused.

## Policy 24

### **Beneficial Use of the Green Belt and Metropolitan Open Land**

- A. Proposals for the beneficial use of land in the Green Belt and Metropolitan Open Land will be supported where the use would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it than the existing use, having regard to:

- a. the visual amenity and character of the Green Belt and Metropolitan Open Land;
  - b. the potential for enhancing public access within the Green Belt and Metropolitan Open Land as part of Harrow's Green Grid;
  - c. the potential use of the land for food production or community gardening;
  - d. the setting that the proposed use would provide for heritage assets within the Green Belt and Metropolitan Open Land;
  - e. the contribution that the site and its surroundings make to the biodiversity; and
  - f. the desirability of improving the quality of the environment within the Green Belt and Metropolitan Open Land.
- B. Proposals for uses which would harm the Green Belt or Metropolitan Open Land will be refused in the absence of clearly demonstrated very special circumstances.

### Reasoned Justification

**5.22** Harrow's Green Belt benefits from a variety of uses that help to maintain its openness and character. As well as a number of farmland and woodland areas, uses of the Borough's Green Belt include sports grounds, public open space, nature reserves and burial space. Metropolitan Open Land uses in the Borough include parks, outdoor sports pitches, a golf course and allotments. Beneficial uses of Green Belt and Metropolitan Open Land<sup>(57)</sup> help to sustain their openness and usefulness for the current and future generations. The Council will therefore support beneficial uses where there would be no greater impact upon the openness of the Green Belt and Metropolitan Open Land and the purposes of including land within them than the existing use<sup>(58)</sup> having regard to the following considerations:

- **the visual amenity and character of the Green Belt and Metropolitan Open Land;**

**5.23** The visual amenity of the Green Belt and Metropolitan Open Land is in part a function of the use of land within it. Visual features such as agricultural buildings, trees, hedgerows, gates and presence of livestock contribute to the rural, countryside character of many parts of the Green Belt. In other parts, semi-natural environments such as grasslands and woodlands contribute positively to visual amenity in addition to their biodiversity importance. Outdoor sport facilities and passive recreational uses are more common in Metropolitan Open Land. The strategic significance of elevated parts of the Green Belt and Metropolitan Open Land to the amenity of the Borough is reflected in the Harrow Weald Ridge, Pinner Hill and Harrow on the Hill Area of Special Character designation, to which Policy XX also applies.

**5.24** Alternative uses of land which makes a positive contribution to the visual amenity and character of the Green Belt and Metropolitan Open Land should be sympathetic to, and secure the retention or enhancement of, those qualities. Features and buildings of importance

57 The National Planning Policy Framework (2012) includes as beneficial uses: those which provide public access and opportunities for outdoor sport and recreation; those which retain and enhance landscapes, visual amenity and biodiversity; and those which improve damaged or derelict land.

58 This will include the impact of any existing development on the land and the impact of any new (proposed or potential) development associated with the alternative use.

to visual amenity and character of the should be retained wherever possible. Substantial weight will be afforded to the realisation of opportunities for enhancement of the visual amenity and character of the Green Belt and Metropolitan Open Land.

- **the potential for enhancing public access within the Green Belt as part of Harrow's Green Grid;**

**5.25** Sections of the London Loop strategic walking route and local public rights of way already provide access through parts of Harrow's Green Belt and general access for the enjoyment of nature can be enjoyed at Bentley Priory open space, Harrow Weald Common and Stanmore Common. The Capital Ring strategic walking route and local public rights of way also provide access through otherwise inaccessible areas of Metropolitan Open Land. Public open space and other sites with community access make use of the Green Belt and Metropolitan Open Land to provide valuable facilities for outdoor sport and recreation. The Council will seek the retention and enhancement of access to sites within the Green Belt and Metropolitan Open Land where this already exists, and will attach substantial weight to the realisation of projects identified in Harrow's Green Grid for further improvements that achieve greater and more inclusive public access.

- **the potential use of the land for food production or community gardening;**

**5.26** London Plan Policy 7.22 recognises the value of food production nearer to urban communities and particularly within the Green Belt. The Council will support appropriate uses and development that enable existing agricultural activity to continue, as well as proposals for community gardens, allotments and orchards where there would be no conflict with the other criteria set out in this policy.

- **the setting that the proposed use would provide for heritage assets within the Green Belt;**

**5.27** Heritage assets within Harrow's Green Belt include the original mansion houses and registered park and gardens of Bentley Priory and Grim's Dyke, historic farm complexes, cottages and a number of scheduled ancient monuments. Where existing or previous uses of the Green Belt provide a context or setting for a heritage asset that contributes to the asset's significance the Council will attach substantial weight to the restoration or retention of those uses. In all other cases, proposed uses of Green Belt land should be compatible with the setting and protection of any heritage assets on or surrounding the site.

- **the contribution that the site and its surroundings make to the biodiversity; and**

**5.28** The Green Belt hosts Harrow's only two Sites of Special Scientific Interest and the majority of the Borough's Sites of Importance for Nature Conservation of metropolitan and borough (grade 1 & 2) importance. Metropolitan Open Land accounts for the majority of the Borough's other Sites of Importance for Nature Conservation. The openness of the Green Belt and Metropolitan Open Land helps to sustain biodiversity by allowing comparatively free movement of wildlife between sites and by helping to sustain the environment of important habitats. Proposals should not harm the biodiversity value of the Green Belt and Metropolitan Open Land. Proposed uses must not harm the biodiversity value of designated sites and should sustain or enhance wildlife movement between sites within the Green Belt and Metropolitan Open Land.

- **the desirability of improving the quality of the environment within the Green Belt.**

**5.29** By its nature, and taken as a whole, the Green Belt provides an area of comparatively low light, air and noise pollution. However the Green Belt comprises a range of existing uses and development and, consequently, the contribution of individual sites to these environmental characteristics is variable. Metropolitan Open Land, although more dispersed than the Green Belt, also provides a valuable antidote to light, air and noise pollution within the wider urban setting. The London Plan (2011) includes policies that deal with light, air and noise pollution<sup>(59)</sup> that will be applied as relevant to proposals in the Green Belt and Metropolitan Open Land. The Council will attach substantial weight to proposals which mitigate existing levels of light, air and noise pollution within the Green Belt and Metropolitan Open Land, and will resist proposals that would harm the environmental quality of the Green Belt and Metropolitan Open Land by introducing significant new sources of pollution.

**5.30** Except where very special circumstances have been robustly demonstrated in accordance with the National Planning Policy Framework (2012), proposals that would harm the Green Belt or Metropolitan Open Land having regard to the criteria set out in this policy will be refused.

## OPEN SPACE

**5.31** In addition to the Green Belt and Metropolitan Open Land, open spaces that are of local importance are identified on the Harrow adopted policies map. They comprise parks and gardens, play areas, amenity spaces, natural conservation sites, playing pitches and other outdoor sports grounds, allotments and cemeteries/churchyards and are protected irrespective of ownership. The National Planning Policy Framework (2012) is clear that existing open space, sport and recreation facilities should not be built on unless clearly surplus to requirements, or where the loss would be replaced by equivalent or better provision in terms of quantity and quality, or where the need for and benefits of the development clearly outweigh the loss. Policy 7.18 of the London Plan resists the loss of local open space unless equivalent or better quality provision is made within the local catchment area.

### Policy 25

#### Protection of Open Space

- A. Land identified as open space on the Harrow proposals map will not be released for development.
- B. The reconfiguration of land identified as open space on the Harrow proposals map will be supported where:
  - a. the reconfiguration is part of a comprehensive, deliverable scheme;
  - b. there would be no net loss of open space; and
  - c. the reconfiguration would achieve enhancements to address identified deficiencies in the capacity, quality and accessibility of open space, and it would secure a viable future for the open space;

59 Policy 7.5 *Public Realm*; Policy 7.14 *Improving Air Quality*; and Policy 7.15 *Reducing Noise and Enhancing Soundscapes*.

And the release would not be detrimental to any environmental function performed by the existing open space.

- C. Proposals for ancillary development on land identified as open space on the Harrow proposals map will be supported where:
- it is necessary to or would facilitate the proper functioning of the open space;
  - it is ancillary to the use(s) of the open space;
  - it would be appropriate in scale;
  - it would not detract from the open character of the site or surroundings;
  - it would not be detrimental to any other function that the open space performs; and
  - it would contribute positively to the setting and quality of the open space.
- D. Proposals that would secure the future of existing ancillary buildings on open space will be supported where:
- a. there would be no loss of necessary capacity for the proper functioning of the open space; and
  - b. there would be no harm to the quality or proper functioning of the open space as a result of the proposal.
- E. Proposals that would be harmful to open space, having regard to the criteria set out in this policy, will be refused.
- F. Proposals for the inappropriate change of use of open space will be resisted.

## Reasoned Justification

**5.32** Whilst the Green Belt and Metropolitan Open Land are protected for their strategic significance, it is local open spaces that provide most of the Borough's parks and gardens, play areas, amenity greenspaces, natural and semi-natural environments, outdoor sport space and allotments and which are closely related residents' homes. Local open spaces are therefore of great value as places for people to participate in organised sport, play, informal recreational activity and appreciation of the natural environment. The resulting benefits to human health and wellbeing are well documented, and the need to retain open space for these uses will continue to be important as the Borough's population grows. However local open spaces are also of great environmental value. They support habitats which contribute to biodiversity, help to mitigate air, light and noise pollution, counter the urban heat island effect and provide visual relief in the urban landscape. As areas that help to maintain the natural functioning of river catchments, by absorbing rainwater and (in some cases) providing flood storage, the value of open space as flood and drainage assets is also increasingly recognised.

**5.33** Harrow's Open Space, Sport and Recreation Study (2011) highlights substantial open space deficiencies when recommended standards of provision are applied to the existing and projected future population of the Borough. The total deficiency across the Borough equated to 117 hectares of land in 2010, rising to 139 hectares in 2026. For this reason Harrow's Core Strategy (2012) makes provision for future housing growth on previously-developed land and resists the erosion of existing open space.

**5.34** The quantity of open space provision is only one part of the Open Space, Sport and Recreation Study (2011). The Study also assessed the quality of provision and accessibility across the Borough. This highlighted some significant variation particularly in the quality of provision, affecting the carrying capacity and attractiveness of some facilities, and identified areas with deficient accessibility (including deficiencies against the London Plan parks categories). The Council has prepared an open spaces strategy to seek to address some of these issues on publicly owned open space. Sports clubs and other private facilities make an important contribution to open space provision in the Borough and the Council will therefore support sensitive proposals which enhance the quality and accessibility of these sites.

**5.35** In view of the quantitative deficiency of open space throughout the Borough, and the Core Strategy objective to maintain and where possible increase open space provision, the release of open space for development will be resisted.

**5.36** In line with London Plan Policy 7.18 B and in accordance with the quality and quantity findings of Harrow's PPG17 study 2011, the replacement of one type of open space with another will be inappropriate unless it can be demonstrated, in accordance with the PPG17 findings, that the new use would help improve deficiencies in that typology of open space in the area or lead to qualitative improvements that would outweigh the loss of the previous use.

### **Reconfiguration**

**5.37** The reconfiguration of land identified as open space can be an appropriate mechanism for addressing identified deficiencies and may provide windfall opportunities to enhance Harrow's Green Grid. It can help to reduce gaps in the accessibility of open space typologies, address qualitative issues as part of re-provision and help to increase the capacity of sites. Robust evidence will be needed to demonstrate that reconfiguration would deliver material improvements in the capacity, quality and accessibility of open space in the area which address identified deficiencies. In seeking to reduce deficiencies in one area, proposals should not result in significant new deficiencies elsewhere.

**5.38** To achieve the benefits needed to justify reconfiguration, proposals must form part of a comprehensive, deliverable scheme with appropriate phasing of the built and open space components. It is unlikely that reconfiguration of open space in minor development proposals would achieve significant benefits. Reconfiguration of open space that is sought merely for the convenience of the development will not be permitted unless there are over-riding reasons in the public interest to do so.

**5.39** There should be no net loss of open space as a result of reconfiguration. The reconfiguration of open space to address deficiencies will be considered as part of the 'planning gain' of comprehensive, deliverable proposals and therefore enabling development on part of the open space should not be necessary. Additional open space will be sought where any resulting increase in the capacity of the open space is not sufficient to meet the requirements that would be generated by the proposal.



**5.40** The reconfigured open space must have a viable future and proposals must be accompanied by an effective Planning Obligation which provides for the future management and maintenance of the open space. The release of the open space will be resisted where the development would be detrimental to any environmental function performed by the open space.

### **Ancillary Development**

**5.41** In the longer term, the survival of local open space relies on the use and value attributed to them by the community. Functional buildings in open land enable people to continue to use and enjoy the space and can contribute to local character. Examples include park pavilions, allotment sheds and changing accommodation. Proposals for buildings in open space will be supported where they are necessary to or would facilitate the proper functioning of the open space, or are ancillary to the use of the open space (such as sports club social facilities). However buildings should be appropriate in scale, informed by the function that the building is intended to perform and the number of potential users. Sharing of facilities by multiple site users will be preferable in most instances to many smaller buildings. Sensitive design and siting of the building should ensure that buildings in open space do not detract from its open character and surroundings, and should avoid any potential for conflict with neighbouring occupiers.

**5.42** Buildings in open space must not be detrimental to any environmental function performed by the open space, including but not limited to: Sites of Importance for Nature Conservation; land within flood zones 2, 3A or 3B; and land which includes or forms part of the setting of a designated heritage asset. The design of the building should contribute positively to the setting and quality of the open space and, in particular, care will be needed to avoid any harm to trees or other significant landscaping assets within or adjoining the site.

**5.43** Existing pavilions and other ancillary buildings support the use of open spaces but are often in poor condition and in need of investment. Proposals for alternative uses of existing ancillary buildings can help to secure their future of these buildings, but the loss of legitimate capacity (for example, the loss of changing accommodation associated with playing pitches) risks undermining the proper functioning of the open space or generating demand for additional, replacement development within open space. Proposals for that would secure the future of existing ancillary buildings will therefore be supported only where it is clearly demonstrated that there would be no loss of necessary capacity for the proper functioning of the open space in which it is situated, and that there would be no other harm to the quality or proper functioning open space as a result of the proposed use.

### **Change of Use**

**5.44** Proposals for the change of use of open space from one typology to another should maintain the usefulness of the space relative to demand and, in so doing, help to secure its future. The justification for the proposed use, and any uses to be lost, should be informed by an up to date assessment of need for the whole Borough which takes into account the quantity, quality and accessibility of the relevant typologies of provision. The change of use should not lead to any net loss of open space nor necessitate substantial new development within open space. Consideration will also be given to the impact, if any, on any environmental function performed by the open space.

### Policy 26

#### Provision of New Open Space

- A. Proposals for major new residential development will be supported where they make provision for new open space, or enhancements to existing open space, which meets the needs of the occupiers of the development and contributes to the mitigation of identified deficiencies in the quantity, quality and accessibility of open space. Regard will be had to the recommended standards of provision for all relevant typologies of open space.
- B. The provision of major new pieces of open space should contribute positively to Harrow's Green Grid. In major town centre developments new civic space may be required as an alternative to green open space.
- C. Proposals for major new residential development that fail to make provision for new or enhanced open space, or which would result in open space that is inappropriate in type, quality or location, will be resisted.

#### Reasoned Justification

**5.45** Harrow's Open Space, Sport and Recreation Study (2011) highlights substantial open space deficiencies when recommended standards of provision are applied to the existing and projected future population of the Borough. The total deficiency across the Borough equated to 117 hectares of land in 2010, rising to 139 hectares in 2026. It also identifies some significant gaps in the accessibility of some types of open space and identifies existing facilities in need of qualitative improvement to increase their value and capacity. For this reason Harrow's Core Strategy seeks the provision of new open space as part of major development proposals.

**5.46** New residential development results in increased pressure upon existing open space, but also offers the opportunity to provide new open space or secure enhancements to existing facilities that can benefit future occupiers and the wider community. An intelligent approach will be needed to ensure that development delivers open space provision or enhancements that address identified needs. For example the provision of new parks or amenity greenspace in areas with good access to these typologies serves no purpose, and it may instead be more effective to make qualitative improvements to existing parks which support increased use, or focus on increasing the provision of other typologies for which there is a substantial shortfall in the area. Regard will also be had to the quantitative standards of provision recommended in the Study and these are reproduced below. In the event that the Open Space, Sport and Recreation Study is revised or replaced, this will be made available on the Council's website and any resulting new standards will be applied.

#### Harrow Open Space, Sport and Recreation Study (2011) Recommended Standards of Provision

Typology	Quantity	Quality	Accessibility
Parks and Gardens	0.66 hectare per 1,000 population	81.5%	1,200 metres to a district park
			800 metres to a local park
			400 metres to a small open space

Typology	Quantity	Quality	Accessibility
			400 metres to a pocket park
Children and Young People's Play	4m <sup>2</sup> playable space per child	79%	800 metres to a youth space
	At least three youth spaces per sub area		400 metres to local and neighbourhood playable spaces
			100 metres to a doorstep play space
Amenity Greenspace	0.31 hectare per 1,000 population	83.8%	400 metres to a >0.1 hectare amenity greenspace
Natural and Semi-Natural Greenspace	0.4 hectare per 1,000 population (except north-east sub area)	72.5%	1,000 metres to an accessible natural/semi natural greenspace
	1.0 hectare local nature reserve per 1,000 population		
Outdoor Sport	0.78 hectare playing pitch per 1,000 population	see below*	15 minutes to a sports pitch
			15 minutes to a synthetic turf pitch
			15 minutes to multi use games areas and tennis courts
			15 minutes to bowling greens
Allotments	0.18 hectare per 1,000 population	77.1%	1,200 metres to a 51+ plot allotment site
			900 metres to a 21-50 plot allotment site
			600 metres to a -20 plot allotment site

\*The recommended minimum quality standards for sports pitches are: 71% for football, 84% for cricket and 71% for rugby. The recommended minimum quality standard for bowling greens is 81.5% and for tennis courts is 87.5%. Changing facilities should achieve at least 63% with the provision of women's facilities a priority. All new grass pitches and bowling green should meet the Performance Quality Standard.

**5.47** Where major new open space is being provided it should contribute positively to Harrow's Green Grid either by delivering components already identified or, in the case of unforeseen additions, exploiting the opportunity to further extend and link-up the Borough's network of green infrastructure. This may be particularly pertinent to the provision of new linear parks and green corridors, both additional elements that are identified as generating open space requirements in the Open Space, Sport and Recreation Study (2011) but for which it is not appropriate to set a standard for new provision.

**5.48** In town centre locations it may be more appropriate to provide new civic space as an alternative to on-site provision of green open space, or as part of the package of open space requirements identified by this policy. The provision of civic space will also be relevant for major retail and leisure developments. Civic spaces should be of a design and layout that makes them attractive and functional to Harrow's diverse communities. Consideration should be given to the provision of public conveniences and other ancillary facilities, public art, the need to foster safety and security within and about the space, and the desirability of managing long term maintenance liability.

**5.49** In view of the findings of the Open Space, Sport and Recreation Study (2011) the Council attaches great importance to ensuring that the open space needs of the Borough's growing population are met and that, wherever possible, existing shortcomings are addressed. Proposals that do not make sufficient provision for new open space, including the wrong type of provision or space that does not meet quality expectations, will be resisted. Similarly proposals that exacerbate existing deficiencies or which squander opportunities to address existing deficiencies will not be accepted.

## THE NATURAL ENVIRONMENT

**5.50** Sites that are protected for their semi-natural characteristics, open spaces and suburban gardens support the co-existence of a diverse range of habitats and species that contribute to the natural environment and quality of life in Harrow. The National Planning Policy Framework (2012) establishes a set of principles for conserving and enhancing biodiversity when determining planning applications<sup>(60)</sup>. Policy 7.19 of the London Plan (2011) gives effect to the London-wide Biodiversity Action Plan and requires development proposals to make a positive contribution to the protection, enhancement, creation and management of biodiversity. Together with the policies in this plan and the provisions of Harrow's Biodiversity Action Plan (2008) and the green grid, development over the plan period is expected to safeguard and improve the Borough's biodiversity for future generations.

### Policy 27

#### Protection of Biodiversity and Access to Nature

- A. Proposals that would be detrimental to locally important biodiversity or that would increase local deficiencies in access to nature will be resisted. Regard will be had to any relevant provisions in the Harrow Biodiversity Action Plan.
- B. The design and layout of new development should retain and enhance any significant existing features of biodiversity value within the site. Where loss of a significant existing feature of biodiversity is unavoidable, replacement features of equivalent biodiversity value should be provided on site or through contributions towards the implementation of relevant projects in Harrow's Biodiversity Action Plan.
- C. Green corridors and green chains will be retained. Proposals that would prejudice their function as routes for the passage of wildlife through the urban environment will be resisted.

60 Paragraph 118.

## Reasoned Justification

**5.51** There are two Sites of Special Scientific Interest in the Borough and many other sites are identified as Sites of Importance for Nature Conservation. These are shown on the Harrow adopted policies map. Sites of Special Scientific Interest are statutory designations and therefore benefit from the protection provided by legislation. Sites of Importance for Nature Conservation Area are identified by the Greater London Authority and classified in accordance with their importance<sup>(61)</sup>. These are also shown on the adopted policies map. However, biodiversity encompasses all habitats and species present in the environment. Harrow's Biodiversity Action Plan identifies those habitats and species which are particularly important to the Borough's biodiversity; these include:

- bare ground habitats;
- decaying timber habitats;
- gardens and allotments;
- grasslands;
- heathlands;
- parks;
- standing and running water habitats
- wasteland habitats;
- woodlands;
- bats;
- the heath spotted orchid;
- reptiles and amphibians; and
- southern wood ants.

**5.52** Threats to Harrow's locally important biodiversity include increased recreational pressure, air pollution, climate change, development, fragmentation, water use and vandalism. The Core Strategy and other development management policies provide the spatial strategy and controls to mitigate many of these threats. This policy seeks to protect locally important biodiversity from the direct, adverse impacts of development proposals.

**5.53** Access to the natural environment is a significant component of the quality of life in outer London for many people. Even modest components such as trees and ponds provide opportunities for people to experience nature as part of their home or working environment and enable the integration of biodiversity throughout Harrow, rather than being confined to sites that are formally designated for nature conservation. Wherever possible the design and layout of development should enable any significant existing features on the site to be retained. However it is recognised that biodiversity is only one of a number of considerations that will influence the design and layout of a scheme and that some loss of existing features may be unavoidable. Where the Council accepts that the loss of an existing feature is unavoidable, having regard to its significance to local biodiversity and the importance of other design and layout considerations, suitable replacement provision will be sought. To avoid fragmentation of habitats and restore the biodiversity of the site following the development, replacement provision should be made on the site. Where, exceptionally, this is not possible the Council will seek contributions towards the implementation of projects in the Harrow Biodiversity Action Plan to mitigate the on-site loss of significant features.

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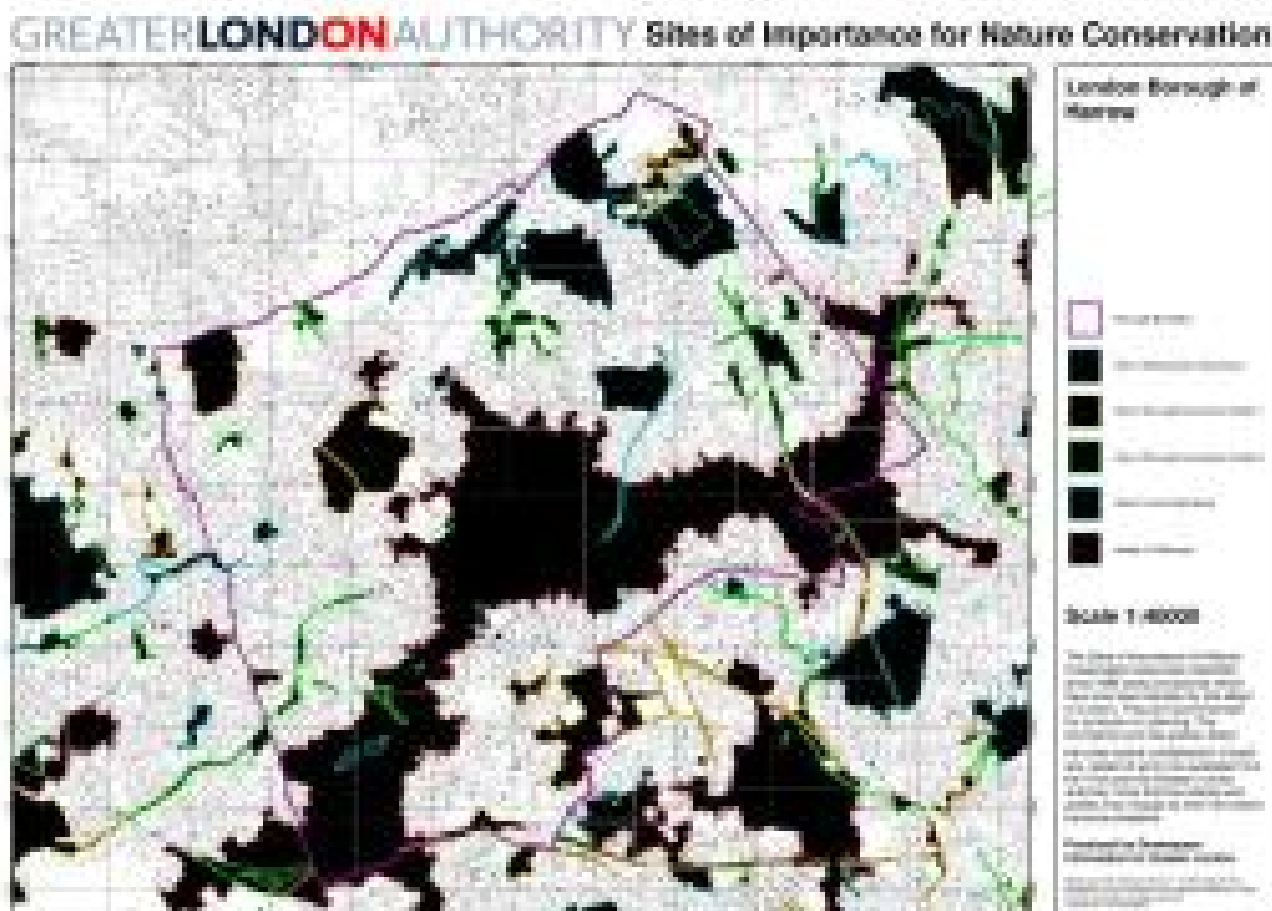
61 The classifications are: Sites of Metropolitan Importance, Sites of Borough Importance Grade I, Sites of Borough Importance Grade II and Sites of Local Importance.

**5.54** Areas of deficiency in access to nature is mapped by Greenspace Information for Greater London on behalf of the Greater London Authority (GLA). The areas of deficiency are defined as those of more than one kilometre walking distance from an accessible Metropolitan or Borough Site of Importance for Nature Conservation. Within these areas of deficiency, public access to Local Sites of Importance for Nature Conservation and significant non-designated biodiversity features are likely to be of heightened value to residents. Proposals that would exacerbate areas of deficiency in access to nature will be resisted.

**5.55** Green corridors are linear features that serve as wildlife corridors but may not have public access (most notable in the case of railway embankments). Green chains are linked open spaces that follow rivers or other linear features and which do provide public access. Green corridors and green chains are important components of the Borough's green infrastructure with particular value for nature conservation which, together with suburban gardens, mitigate the fragmented distribution of open spaces by enabling the movement of wildlife within and beyond the Borough. Recognising this importance, and subject to the operational requirements of public transport operators in relation to railway embankments, proposals that would prejudice wildlife movement along green corridors and green chains will be resisted.

**5.56** [insert map here of Green Chains and Green Corridors]

**Picture 5.1**



## Policy 28

### Enhancement of Biodiversity and Access to Nature

- A. Opportunities to enhance locally important habitats and to support locally important species will be sought in accordance with the Harrow Biodiversity Action Plan. Where possible, proposals should secure the restoration and re-creation of significant components of the natural environment as part of the design and layout of development. Particular attention will be paid to:
- a. river corridors, including the potential to deculvert sections and enhance wildlife value;
  - b. green corridors and chains, including the potential to extend or add to the network;
  - c. gardens, including planting for wildlife, green roofs and green walls;
  - d. landscaping, including trees, hedgerows of historical or ecological importance and ponds;
  - e. allotments; and
  - f. habitat creation, such as nesting and roosting boxes, especially when replacing an old building that provided certain habitats.
- B. In areas identified as deficient in access to nature, a high priority will be afforded to opportunities to enhance access through on-site provision or contributions to the implementation of relevant Green Grid projects.

### Reasoned Justification

**5.57** For each of the locally important habitats and species identified in the Harrow Biodiversity Action Plan there are a range of targets and actions aimed at the on-going protection of the habitat or species, to reverse deterioration where declining conditions have been identified, and to use interventions to enhance conditions where this is appropriate. Consistent with the principles of sustainable development, the Biodiversity Action Plan seeks to ensure that future residents continue to benefit from the Borough's biodiversity.

**5.58** New development can provide opportunities to enhance biodiversity. Many of the Borough's natural watercourses were culverted in the 1920s and 1930s and, as previously developed sites come forward for redevelopment, deculverting will not only help to restore natural flood mechanisms but may also provide the opportunity to restore the biodiversity value of the watercourse. Attention to water quality, the environment of the watercourse and planting will be needed to maximise the biodiversity benefits of deculverting. Major proposals may provide the opportunity to extend part of a green corridor or green chain, or to add to the network by linking currently disconnected open spaces.

**5.59** In residential development, gardens provide the opportunities for new habitats to form and help to increase the permeability of the urban environment to wildlife. Residential layouts which cluster private gardens to create larger spaces encourage householder tree planting by mitigating concerns about potential subsidence and loss of light. Sensitive landscaping of communal gardens provided as part of flatted development can support wildlife and the creation of new habitats. In town centres and any other location where traditional garden amenity spaces may not be appropriate, rooftop gardens and adequately sized balconies will provide residents with opportunities to plant for nature, whilst the creation of new habitats as part of proposals incorporating green

roofs and green walls will be particularly valuable in areas where there are few opportunities to increase access to nature. Larger residential and commercial developments should incorporate planting for biodiversity as part of a comprehensive landscaping scheme incorporating trees planting, new hedgerows or the formation of ponds. The Hedgerow Regulations 1997 protects important hedgerows of historical and ecological importance.

**5.60** Harrow's PPG 17 Sport, Recreation and Open Space Study (2011) highlighted existing and projected future shortfalls across a range of typologies of open space including allotments. The Borough's Biodiversity Action Plan identifies allotments as a locally important allotment. Opportunities to improve existing allotments or increase supply should be fully exploited not only as a valuable human resource, but also for their potential to create accessible natural environments.

**5.61** All of the above measures will contribute to the restoration and recreation of natural habitats on development sites and should inform the design and layout of major new development. Where it is not possible to restore or recreate significant components of the natural environment, and as a simple measure for non major development proposals, the installation of artificial habitats such as nesting and roosting boxes should be considered. The combination of more substantial enhancements as part of major development and many incremental improvements by small-scale developers and householders will ensure a valuable environmental legacy for future residents.

**5.62** Harrow's Green Grid will form a part of the London wide integrated network of green infrastructure. A network of accessible open spaces linked by footpaths, cycleway and tree-lined avenues is planned. The more built-up character of many of the areas identified as being deficient in access to nature make the reduction of deficiency all the more challenging. Projects that improve accessibility to nature, through on-site provision or funding towards the implementation of Green Grid projects, will therefore be afforded a high priority in areas deficient in access to nature.

### Policy 29

#### **Pinner Chalk Mines**

- A. Proposals that enhance the environment and appreciation of Pinner Chalk Mines will be supported.

**5.63** Chalk was mined for agricultural use in the area around Pinner from the 14th Century onwards. The regionally important geological site at Montesole Playing Fields, Pinner, relates to chalk mine workings that took place between 1830 and 1870 and is one of the deepest in London, at 35m depth<sup>(62)</sup>. London Plan Policy 7.20 affords protection to regionally important geological sites and the location of Pinner Chalk Mine within public open space has ensured its continued survival from direct development impacts. Robust, specialist evidence should therefore be used to consider the vulnerability of the geological feature to development on the application site and to identify any potential impacts. The design and layout of the proposal should be clearly informed by the findings of this evidence and include details of methods for the protection of the feature during construction.

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62 London's Foundations: protecting the geodiversity of the capital (GLA, 2009).



**5.64** The assessment of Pinner Chalk Mine included in *London's Foundations: protecting the geodiversity of the capital* (GLA, 2009) reports that the mine galleries are accessible and in good condition, but highlights concerns regarding the condition of access to the mine shaft and the on-going risk of vandalism. Whilst general public access into the Mine would be inappropriate, there is potential to increase appreciation of this geological asset with interpretation facilities and to improve the conditions for controlled access to the Mine for research and educational purposes. Proposals that enhance the environment of the mine access and enable increased appreciation of its significance will therefore be supported.

## Policy 30

### Trees and Landscaping

- A. The design and layout of development on sites where there are existing trees should secure the retention and survival of any trees the subject of tree preservation orders and others of significant amenity value. Proposals that would lead to the unnecessary removal of any trees the subject of tree preservation orders and others of significant amenity value, or which would prejudice their survival, will be resisted.
- B. The design and layout of development should make provision for a scheme of hard and soft landscaping, including details of any boundary treatment, appropriate to the character of the area and which supports biodiversity. Proposals that leave insufficient space for an appropriate scheme of landscaping will be resisted.
- C. Proposals for works to trees in conservation areas and those the subject of tree preservation orders will be permitted where the works do not risk compromising the amenity value or survival of the tree. There will be a presumption against the removal of trees the subject of tree preservation orders and those in conservation areas that contribute positively to the character of the area.
- D. The Council will require trees identified for retention to be protected during construction and to be retained or replaced where necessary following the completion of the development.

### Reasoned Justification

**5.65** Trees and landscaping make a substantial positive contribution to the character of Harrow and are a significant component of the Borough's natural environment. Veteran trees are given specific protection by tree preservation areas and, together with trees in conservation areas, are subject to special controls. Wooded areas, street trees, individual or groups of garden trees and those in open spaces may still be of significant amenity value even if they do not merit the formal protection of a tree preservation order. The Council is preparing a tree strategy to safeguard and manage tree stock within the public realm. The retention of good quality trees on proposal sites can help to integrate new development into the area, preserve local character and achieve sustainability benefits such as natural summer shading. However not all existing trees are worthy of retention and, in some instances, it may be more appropriate to include replacement or new tree planting as part of a development's comprehensive landscaping scheme.

**5.66** Proposals for development on sites where there are existing trees must be accompanied by a tree survey to accurately plot the location of the trees and to label those that would be retained and those that it is intended to remove. The survey should be proportionate to the scale of the proposal and the significance of the trees affected. Proposals for householder development on sites with non-protected trees need only plot and label the trees on the site or floor plans. Major development proposals, or those affecting trees the subject of a tree preservation order (including any on adjacent sites), should be accompanied by a more comprehensive survey detailing:

- any relevant site characteristics (such as levels);
- the location, height, spread, health and age of trees; and
- the species and amenity value of trees.

**5.67** By identifying which trees are worthy of retention, the site survey should be used to inform the design and layout of development. This will comprise the location of buildings on the site, avoiding damage to roots and canopy, but also consideration of the impact of retained trees on the end-user of the development. This will be particularly relevant to residential schemes which can lead to subsequent pressure for works to, or the complete removal of, retained trees where inadequate attention has been paid to the living conditions of future occupiers. The potential impact of leaf fall and other material from trees upon parking areas and walking surfaces should also be considered.

**5.68** For trees are to be retained, further details will be required to demonstrate that the retained tree will be properly protected during construction including, where appropriate, details of site excavations for below ground services. The retention of significant trees and their protection from the effects of construction will be secured as a condition of planning permission. Proposals involving the unnecessary removal of valued trees, or which are likely to prejudice their survival during construction or after the development is occupied, will be resisted.

**5.69** All development includes landscaping. Whether it is the treatment of hard surfaces around higher-density town centre buildings, or comprehensive planting schemes in more traditional suburban settings, landscaping is a valuable part of the public and private realm and will influence visitors' first impressions of a development. Consideration should be given to the context and setting of the site in determining the appropriate approach to landscaping, and the resulting requirements should (in addition to the tree survey) inform the design and layout of the proposal. There should be sufficient space on the site, after the buildings, parking areas and ancillary development, for an appropriate scheme of landscaping; this will in turn be influenced by the pattern and character of development in the area and, in the case of residential development, requirements for amenity space. Major development proposals will be expected to submit a scheme of landscaping with the planning application, to an appropriate level of detail, to demonstrate the relationship between landscaping, buildings and spaces. Acceptable proposals for minor development will be required to submit details of landscaping as a condition of planning permission.

**5.70** Landscaping schemes should include details of the boundary treatment to be used. The choice of boundary treatment should be appropriate to the function that it is required to perform and the character of the area.

**5.71** Trees the subject of tree preservation orders, and those within conservation areas, are the subject of special controls requiring the approval of the Council for certain works and for removal. The need for routine works and maintenance to these 'protected' trees is recognised, but such works should preserve rather than compromise the tree's amenity value and survival. There Council will resist the removal of trees the subject of tree preservation orders and those in conservation

areas that contribute positively to the character of the area. The replacement of protected trees that reach the end of their life, or those that are wilfully removed or damaged, will normally be required.

### Policy 31

#### Streetside Greenness and Forecourt Greenery

- A. Proposals for the provision of substantial hardsurfacing of forecourts and front gardens should respect the character of the area and will be required to use permeable surfacing and, where appropriate, incorporate a scheme of soft landscaping.
- B. The Council will undertake and encourage new planting of street trees and shrubs, by legal agreement if necessary, and provide, restore and/or maintain grass verges on public and private streets
- C. Proposals that fail to make appropriate provision for hard and soft landscaping of forecourts, or which fail to contribute to streetside greenery where required, will be refused.

#### Reasoned Justification

**5.72** Harrow is characterised by its extensive tree and shrub cover, and the amount of streetside greenness and forecourt greenery is an important determinant of this character. Because of this, the Council wishes to protect and enhance the part played by these features in both the local and overall environment. Attractive, well-landscaped and maintained front gardens contrast with forecourts that have been hard-surfaced, where no attempt has been made to soften the effects on the immediate environment. The Council will therefore encourage sympathetic and sensitive treatment of forecourt areas and front gardens. In considering proposals for new development and changes of use, Policy 1 will apply to ensure that appropriate landscaping makes a positive contribution to local character.

**5.73** The use of non permeable surfacing impacts upon the ability of the environment to absorb surface water, and the hardsurfacing of front gardens and forecourts can lead to localised surface water flooding. For this reason, and to support the objectives of the Borough's Surface Water Management Plan (2012), the Council will require any substantial hardsurfacing to be permeable, and the incorporation of soft landscaping to help deal with water runoff will be encouraged in areas where this would contribute positively to the character of the area. Substantial areas of hardsurfacing are typically more than 5 square metres, as allowed for in the Town and Country Planning (General Permitted Development) Order 1995 (as amended).

**5.74** There are large numbers of grass verges and street trees in the Borough, which make a positive contribution to the environmental character of residential areas. The Council considers that the amount and quality of street trees and shrubs should be retained and enhanced as this forms an integral part of the overall street greenness. These green areas can add to a significant area of wildlife habitat. On some housing estates, grass verges constitute large areas of incidental open space, which contribute significantly to the area's character. In exceptional circumstances,

where the current use of an informal open space is detrimental to the local environment, for instance when unauthorised parking occurs, the Council will aim to secure improvements, e.g. through the provision of landscaping or additional parking facilities, where appropriate.

# HOUSING 6

Development Management Policies Pre-Submission DPD

### 6 HOUSING

#### INTRODUCTION

**6.1** The National Planning Policy Framework (2012) requires local planning authorities to plan for housing to meet projected needs, identify the mix of housing required and, where affordable housing is needed, to set policies to meet that need in a way that contributes to the objective of creating mixed and balanced communities<sup>(63)</sup>. The London Plan (2011) provides the strategic planning framework for reconciling requirements for, and the capacity to deliver, housing across London. The London Plan contains a number of housing policies with decision making provisions that *inter alia* require proposals to:

- optimise housing output having regard to the London sustainable residential quality matrix (Policy 3.4 *Optimising Housing Potential*);
- enhance the quality of places and reflect minimum space standards (Policy 3.5 *Quality and Design of Housing Developments*);
- make provision for play and informal recreation (Policy 3.6 *Children and Young People's Play and Informal Recreation Facilities*);
- offer a range of housing choices, in terms of size and type, achieve Lifetime Homes standards and ten per cent designed to be wheelchair accessible, and address the accommodation requirements of gypsies and travellers (Policy 3.8 *Housing Choice*);
- secure the maximum reasonable amount of affordable housing (Policy 3.12 *Negotiating Housing on Individual Private Residential and Mixed Use Schemes*) on development sites with the capacity to provide 10 or more homes (Policy 3.13 *Affordable Housing Thresholds*); and
- resist the net loss of housing and promote efficient use of existing stock (Policy 3.14 *Existing Housing*).

**6.2** Harrow's Core Strategy (2012) requires the delivery of a minimum of 3,250 new homes on previously-developed land throughout the Borough (excluding the Harrow & Wealdstone Intensification Area<sup>(64)</sup>) over the period 2009/10 to 2025/26. Policy CS1(J) establishes a Borough-wide, affordable housing target of 40% from all sources of supply and, consistent with the London Plan, seeks the maximum reasonable amount of affordable housing on development sites with a capacity to provide ten a more homes, having regard to a range of considerations. The Core Strategy also sets out the Council's strategic expectations on local character, open space, residential quality and inclusivity, transport, sustainability, waste and infrastructure.

**6.3** Criteria for new and replacement Gypsy and Traveller sites are set out at Core Strategy Policy CS1(Y).

**6.4** The housing policies in this chapter supplement those in the London Plan and the relevant provisions of the Harrow Core Strategy by amplifying Harrow's local residential development requirements for sites outside of the Harrow & Wealdstone Intensification Area. In addition, the Council is preparing the following strategies:

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63 Paragraph 50.

64 A separate target of 2,800 homes applies to the Harrow & Wealdstone Intensification Area. Policies for the Intensification Area are set out in the Harrow & Wealdstone Area Action Plan.

- Housing Strategy: to [check with housing]
- Tenancy Strategy: To set out the Council's approach to flexible tenancies and the principles that social landlords will be expected to apply when preparing their own tenancy policies. The intention of the strategy is to achieve a consistent approach across all providers so that tenants can enjoy the same housing offer in Harrow regardless of landlord. The strategy also incorporates the Council's statement on affordable rents and policy on affordable rent development.

**6.5** These strategies will also be taken into account when considering development proposals that are to include affordable housing.

## Housing Mix

### Policy 32

#### Housing Mix

- A. Proposals that secure an appropriate mix of housing and which contribute to the creation of inclusive and mixed communities will be supported. The appropriate mix of housing will be determined having regard to:
  - a. the target mix for affordable housing, set out in the Council's Planning Obligations supplementary planning document;
  - b. the priority to be afforded to the delivery of family housing; and
  - c. the location of the site, the character of its surroundings and the need to optimise housing output on previously-developed land.
- B. Proposals that would fail to achieve an appropriate housing mix, or which would fail to contribute to the creation of inclusive and mixed communities, will be refused.

### Reasoned Justification

**6.6** The Council is committed to achieving a mix of market and affordable housing that both meets the needs of residents and contributes to the creation of sustainable communities. For the purposes of applying this policy, consideration of the mix will comprise:

- unit size, expressed as number of bedrooms and persons;
- unit type, expressed as studios, flats and houses; and
- the tenure split of affordable housing, expressed as social rent, affordable rent, intermediate or other recognised product.

**6.7** Sustainable communities are those that are inclusive to everyone and are appropriately mixed in terms of demographics, household types and tenure. The creation of inclusive and mixed communities supports the formation of links between individuals and groups that in turn contributes to wellbeing and social integration. Consideration will therefore also be given to the contribution that proposals make to the creation of inclusive and mixed communities.

**6.8** In determining the appropriate mix of housing to be achieved on development sites, regard will be had to:

- **the target mix for affordable housing, set out in the Council's Planning Obligations supplementary planning document;**

**6.9** Notwithstanding the introduction of powers to establish a local community infrastructure levy, the provision of affordable housing remains a matter to be dealt with through Planning Obligations. The Council intends to prepare a Planning Obligations supplementary planning document which will include details of the target affordable housing mix to be sought as part of private residential development schemes. The target mix will be informed by the Council's Housing Strategy and will be updated, from time to time over the plan period, to respond to any change in needs that may occur.

- **the priority to be afforded to the delivery of family housing;** and

**6.10** The London Plan (2011) defines family housing as homes comprising three or more bedrooms and attributes a strategic priority to the delivery of affordable family housing<sup>(65)</sup>. This priority is reflected in Harrow's local target mix for affordable housing. The West London Strategic Market Housing Assessment (2010) identifies a five year requirement for 2 bedroom and 4+ bedroom market-tenure homes<sup>(66)</sup>. Monitoring shows that whilst the development industry is effective in the delivery new 2 bedroom market homes in the Borough, particularly as part of flatted developments, the supply of 4+ bedroom market homes has been less forthcoming. [check with will]. Recognising that the market will continue to respond to the need for 2 bedroom and other smaller homes, the Council will attach a priority to the delivery of family sized, market homes on sites that are best suited to meet this need.

- **the location of the site, the character of its surroundings and the need to optimise housing output on previously-developed land.**

**6.11** Policy 3.4 of the London Plan (2011) requires proposals to optimise housing output within the location classifications set out in the sustainable residential quality density matrix and taking into account local context, character, design and public transport capacity. The Council considers that this approach should also inform the appropriate housing mix. The public transport accessibility of a site will in many instances be fixed by its location<sup>(67)</sup> and so this, along with the location classification<sup>(68)</sup>, will determine the density range to be used. However the density range should be the starting point, not the end, when considering the appropriate housing mix. The location of the site and the character of its surroundings should be considered to deliver common sense outcomes. For example higher density, mixed use development in town centre locations may be more suited to smaller households whilst lower density development in suburban locations is generally suited to family housing. This should

65 Policy 3.8 *Housing Choice* and Policy 3.11 *Affordable Housing Targets*.

66 See Figure 97 *Borough Level 5-year Housing Requirement by Housing Type and Size for Minimum Draft Replacement London Plan Delivery*, West London Strategic Housing Market Assessment (2010)

67 Unless investment to improve the public transport accessibility rating is required to enable the development - see Policy CS1 S.

68 As either suburban, urban or central as defined in the London Plan sustainable residential quality density matrix. However the reasoned justification to London Plan Policy 3.4 is clear that the density ranges should not be applied mechanistically.



not be interpreted as meaning that schemes solely comprising one and two bedroom units in town centres will be acceptable, nor that schemes including smaller units on more suburban sites will be unacceptable. Recognising that not all families will want to live in suburban locations and not all smaller households will want to live in town centres, and the importance of creating inclusive and mixed communities, individual proposals should aim to provide a mix of all types of units but the mix should be skewed to suit the location of the site and the character of the surroundings.

**6.12** Proposals that would fail to achieve an appropriate housing mix, or which would fail to contribute to the creation of inclusive and mixed communities, will be refused.

## Conversions

### Office Conversions

The Council will manage the Borough's supply of office space in accordance with the objectives of Core Strategy policy CS1. Where offices are found to be redundant, the whole-scale demolition and redevelopment of these office buildings will be supported. Where this is not feasible, the conversion of offices to residential will be supported where:

A The conversion of offices provide cladding that is suitable to a residential building and in keeping with the character of the area.

B Balconies and/or amenity space are designed into the development as integral facilities and the creation of well designed public realm and landscaping is demonstrated

C Any additional functional features that are needed such as pipes, flues or communications equipment are grouped together and routed through existing features where possible, and kept off publicly visible elevations.

D Proposed apartments should wherever possible be dual aspect. A sole aspect apartment into a parking court or other shared use rear area will generally be unacceptable.

All conversions will be expected to meet design criteria in policy 1, and to accord with the London Plan's minimum space and lifetime homes standards.

## Reasoned Justification

**6.13** It is the Council's preference that redundant offices are comprehensively redeveloped to provide bespoke residential accommodations to help meet the Borough's housing need, whilst providing the right type and tenure of property. Where this is not feasible or viable, proposals for office conversions should ensure that the design, including cladding, landscaping and amenity space is of exceptional quality, and does not look incongruous with its surroundings. Particular attention should be given to ensuring that any additions made necessary to the building as a result of the conversion do not detract from the scheme, and are appropriately integrated.

## Policy 33

### Conversion of Houses

- A. The conversion of houses to multiple units will be supported having regard to:
- a. the adequacy of the internal layout in relation to the living conditions of future occupiers and any impact upon neighbouring occupiers;
  - b. the adequacy of amenity space provision for future occupiers;
  - c. the contribution that the proposal would make to the delivery of accessible homes;
  - d. the impact of the proposal upon the appearance of the property, the character of the area and the amenity of neighbouring occupiers;
  - e. the adequacy of parking, access and refuse/recycling storage arrangements.
- B. Proposals that would lead to an over-intensive conversion, or which would compromise any component of this policy, will be refused.

### Reasoned Justification

**6.14** Whilst making sufficient provision to meet the Borough's housing needs on identified, previously-developed sites, Harrow's Core Strategy (2012) recognises that conversions and other appropriate windfall development will continue to make a contribution to housing supply in the Borough. In so doing, they provide both a contingency on delivery against the Borough's strategic housing target and a means of exceeding the housing target, which is expressed as a minimum to reflect on-going demand pressures in Harrow and London as a whole. They may also help to address the current imbalance in the supply of market housing between 3 bedroom homes (in surplus) and 2 bedroom homes (in deficit) as identified in the West London Strategic Housing Market Assessment (2010).

**6.15** For the avoidance of doubt, this policy applies to all proposals for the conversion of housing into multiple dwellings including smaller dwellinghouses, flats and studio accommodation<sup>(69)</sup>. It will also apply to proposals for alterations to, or the further subdivision of, dwellings that have already been converted.

**6.16** Policy ~~XX~~*Housing Mix* (above) will be applied to conversion proposals and may become particularly relevant where: (i) monitoring shows that further conversions of certain types of housing would materially exacerbate a shortfall in the supply of that type of housing; and (ii) where further conversions in the location proposed would be at odds with the creation of inclusive and mixed communities. Where the conversion of an existing house to several dwellings is acceptable, and subject to the components of this policy not being compromised as a result, the Council will expect the conversion to achieve an appropriate mix of homes in accordance with Policy ~~XX~~.

**6.17** The conversion of houses to multiple units will be supported having regard to:

- **the adequacy of the internal layout in relation to the needs of future occupiers and any impact upon neighbouring occupiers;**

69 Policy ~~XX~~ applies to large houses in multiple occupation.

**6.18** London Plan Policy 3.5 *Quality and Design of Housing Developments* seeks to ensure that residential proposals reflect minimum space standards for new development <sup>(70)</sup> and have adequately sized rooms and convenient and efficient room layouts. The Council will apply this London Plan policy, including the minimum space standards, to conversion proposals. Whilst recognising the constraints of existing building envelopes and the desirability of retaining existing internal walls wherever possible, the internal layout of conversion proposals should achieve acceptable living conditions for future occupiers of the dwelling being created and minimise impacts upon the future occupiers of other dwellings being created within the conversion proposal, as well as those upon occupiers of neighbouring properties.

**6.19** Internal noise transference can lead to disturbance and poor levels of privacy between dwellings. Requirements for sound insulation are properly addressed through the Building Regulations and it is inappropriate to seek to replicate these controls through the planning process. However, sensitive arrangement of rooms within a conversion will enhance the effectiveness of sound insulation by avoiding conflict between noise-sensitive and other room uses. Proposals for flat conversions should ensure that the stacking of room uses within the building secures the separation of bedrooms and more noisy room uses, particularly living rooms and kitchens, between the flats. A non-conflicting horizontal relationship between the room uses of proposed flats and those of adjoining dwellings is frequently more difficult to achieve but should nevertheless be avoided wherever possible.

**6.20** The Council does not wish to prescribe minimum dimensions for rooms, but will seek to ensure that rooms are practical and fit for their intended purpose. Rooms should therefore be of a size and shape to accommodate the reasonable furniture and storage needs of the likely future occupiers of the dwelling, with adequate circulation space.

**6.21** The internal layout should ensure that all habitable rooms have a satisfactory environment in terms of daylight, outlook and noise. Consideration will be given to the impact of the external environment upon habitable rooms, particularly in relation to the conversion of maisonettes above commercial premises where air conditioning units, extract and similar equipment may adversely affect living the living conditions of future occupiers.

- **the adequacy of amenity space provision for future occupiers;**

**6.22** As with new-build residential development, the Council expects conversion proposals to make adequate amenity space provision for future occupiers of the dwellings being created. In most situations <sup>(71)</sup> a subdivision of the existing garden to provide a private amenity space for each of the dwellings being created will be the most desirable solution for future occupiers and in terms of on-going maintenance. To achieve this, proposals should make provision for future occupiers of each dwelling to access its allocated garden area within the site boundary. In most existing residential areas external stairs from proposed upper floor flats to the garden, or the provision of balconies as an alternative form of amenity space to facilitate a conversion proposal, is likely to raise privacy concerns and be unacceptable for that reason. Where amenity space is to be provided communally, the Council will wish to be satisfied before granting planning permission that there would be adequate privacy safeguards for the ground floor occupiers and that there will be robust, sustainable arrangements in place for managing the on-going maintenance responsibilities.

70 Set out at Table 3.3 of the London Plan.

71 Excluding maisonettes above commercial premises and mid-terrace properties.

- **the contribution that the proposal would make to the delivery of accessible homes;**

**6.23** London Plan Policy 3.8 *Housing Choice* requires all new housing to be built to 'Lifetime Homes' standards and for ten per cent to be wheelchair accessible. Pursuant to this policy, the Council affords a high priority to the delivery of accessible homes in all new housing proposals. Where feasible, conversion proposals should meet all of the relevant requirements of the Lifetime Homes standards and, where a ground floor flat is being created, that flat should meet the enhanced requirements of the Wheelchair Home standards. Where it is not feasible to meet one or more of the standards necessary to qualify as a Lifetime or Wheelchair Home, the design and layout of a conversion proposal should nevertheless contribute to delivery of accessible homes principles.

- **the impact of the proposal upon the appearance of the property, the character of the area and the amenity of neighbouring occupiers;**

**6.24** Any extensions or alterations proposed as part of the conversion should comply with Policy 1 and the Council's Residential Design Guide supplementary planning document. Conversions should preserve the Metroland and suburban appearance of Harrow's residential areas. Insofar as possible, proposals will be required to retain a single (i.e communal) door to the front elevation of the dwelling and an appropriate balance of hard and soft landscaping will be sought on the forecourt. Where the forecourt is already wholly or substantially hardsurfaced, conversion proposals will be used to provide a reasonable opportunity for the restoration of soft landscaping which enhances the property's appearance in the streetscene.

**6.25** The conversion of houses to smaller units need not be harmful to local character. Proposals that preserve the appearance of the property and which do not over-intensify its use (see paragraph XX) help to meet housing need within existing residential areas in a way that is consistent with Metroland and suburban character and, in areas with a positive and coherent character, is usually preferable to the demolition and redevelopment of existing dwellings. However, poorly executed and maintained conversions too frequently damage the visual appearance of streetscenes, whilst those resulting in over-intensive use can materially increase the levels of activity and on-street parking associated with the property. Such character impacts may be most keenly felt in streets with historically high conversion rates, where further adverse impacts must be avoided. Proposals should not be detrimental to the appearance, residential and environmental characteristics of the area, and developers are encouraged to ensure that following the completion of a conversion scheme adequate arrangements are put in place to secure the on going care and maintenance of the property.

**6.26** In addition to any internal noise impacts, the Council will seek to ensure that conversions do not give rise to levels of external activity that would be detrimental to the amenity of neighbouring occupiers. Again this will in large part be a function of the intensity of use proposed and the relationship of the property to be converted with those surrounding it. The assessment of proposals against the other criteria in this policy will also be informed by amenity impacts; in particular: garden subdivision/amenity space provision; the adequacy of the parking and site access; and the arrangements for refuse storage.

- **the adequacy of parking, access and refuse/recycling storage arrangements.**

**6.27** The Council will apply the London Plan maximum parking standards to the assessment of conversion proposals. The provision of on-site car parking should be informed by the need to maintain a balance of hard and soft landscaping and the requirement for a disabled person's

parking bay where one of the converted units is to meet the Wheelchair Home standards. Where there is a useable rear service road this may be used to provide access to additional bays or garaging. However the creation of substantial, surface car parking in rear gardens is unlikely to be compatible with the character of residential areas and the amenity of neighbouring occupiers and will be resisted.

**6.28** Proposals must achieve satisfactory access to and within the site, and consideration will be given to the highway safety and amenity impacts of any increased demand for off-street parking. The conversion of properties in narrow cul-de-sacs and those served by private drives serving multiple properties are likely to pose particular challenges. Material increases in the use of existing dangerous or substandard vehicular accesses and highway junctions will be resisted. The specification for inclusive pedestrian access to/from new homes are set out as part of the Lifetime and Wheelchair Home standards.

**6.29** Existing and new homes in the Borough are supplied with separate bins for general waste, recycling and composting. The segregation of waste by residents has enabled Harrow to achieve and sustain reductions in the amount of material sent to landfill sites in recent years. However conversions increase the number of bins to be accommodated within the curtilage of an existing dwelling, and where left on the forecourt they can be unsightly and cause obstruction. As part of the subdivision of rear gardens to form private amenity areas for future occupiers, proposals should make provision for bin storage within those amenity areas and a suitable access for them to be wheeled to the forecourt for collection. Where, exceptionally, rear bin storage cannot be achieved there must be adequate space on the forecourt to accommodate the bins and provide suitable screening, in conjunction with other forecourt requirements. The location of bin storage areas should not give rise to nuisance, by reason of potential noise and odour, to future and neighbouring occupiers.

**6.30** Due to the relatively modest size of the existing housing stock in Harrow, the creation of self-contained accommodation with the roofspace of dwellings frequently challenges the objectives of conversion policy. Proposals for the creation of accommodation within roofspace, including studio flats, will be subject to the same requirements as other flats forming part of a conversion proposal. In particular:

- When applying the London Plan floorspace standards to proposals for flats in roofspace, the Council will only consider that part of the floorspace for which there would be sufficient headroom for the future occupiers (i.e. space below the eaves will not be counted).
- Habitable rooms in the roof space must have a satisfactory source of outlook. Rooflights that would be located above eye level and therefore would not provide a means of outlook for future occupiers will not be acceptable.
- The layout within the roofspace must achieve a satisfactory stacking of room uses with those of the flat(s) below.

**6.31** Harrow's Residential Design Guide and Accessible Homes supplementary planning documents contain further, detailed guidance in relation to conversion proposals. These documents will be a material consideration when applying this conversion policy.

**6.32** The appropriate number of units to be provided within a conversion proposal will be determined by the size of the original dwelling together with any proposed extensions<sup>(72)</sup>, the application of the London Plan minimum space standards and the Lifetime and Wheelchair Home standards, the availability of amenity space to meet future occupiers' needs, and the adequacy of the internal layout. Experience indicates that the conversion of modest Metroland and other suburban houses to more than two flats frequently compromises one or more policy objectives, whilst some small terraced houses are incapable of being satisfactorily converted. Proposals that would lead to the over-intensive conversion of a property, and those which would compromise any other component of this policy, will be refused.

## Amenity Space

### Policy 34

#### Amenity Space

- A. Residential development proposals that provide appropriate amenity space will be supported. The appropriate form and amount of amenity space will be determined having regard to:
- a. the location and dwelling mix;
  - b. the likely needs of future occupiers of the development;
  - c. the character and pattern of existing development in the area;
  - d. the need to safeguard the privacy and amenity of neighbouring occupiers; and
  - e. the quality of the space proposed.
- B. Major residential development proposals should have regard to the contribution that the design and layout of amenity space can make to the objectives of Harrow's Biodiversity Action Plan and Green Grid.
- C. Proposals that would fail to provide appropriate amenity space will be refused.

### Reasoned Justification

**6.33** Amenity space is a highly valued component of the residential environment for many people and is an integral part of the quality of life of residents in outer London. Private gardens and communal outdoor amenity spaces provide a setting for buildings, space for landscaping and help to maintain a more natural environment within urban areas for wildlife and surface water drainage. Well designed balconies in town centre locations help to add interest and life to the appearance of a building. As with other forms of open space, amenity space can make a positive contribution to human health and wellbeing.

**6.34** The Council will expect all new residential development to provide amenity space for future occupiers. The appropriate form and amount of amenity space will be determined having regard to:

- **the location and dwelling mix;**

72 Which should comply with the Council's Residential Design Guide supplementary planning document.

**6.35** Balconies and roof gardens are an appropriate form of amenity space provision for town centre developments, subject to considerations of privacy and amenity in accordance with Policy 1. They are particularly suited to smaller homes in town centre developments. Proposals that include family sized homes in town centre developments should not rely solely on balconies, but should include outdoor landscaped space that can support the reasonable play space requirements<sup>(73)</sup> associated with the projected child yield of the development.

**6.36** In more suburban locations, suited to lower density development and family sized homes, amenity space should take the form of more traditional private and communal garden areas.

**6.37** Where balconies and roof gardens are provided, consideration will be given to their impact upon the privacy and amenity of all future occupiers of the development, and any neighbouring occupiers, in accordance with Policy 1.

- **the likely needs of future occupiers of the development;**

**6.38** Related to the dwelling mix, the form and amount of amenity space should also be informed by the likely needs and expectations of future occupiers. Occupiers of smaller homes in high density, flatted development may have their needs wholly met by a private, usable balcony or roof garden. Small households occupying development in more suburban locations may reasonably expect some access to a moderately sized private garden or a larger, managed communal space. For larger accommodation and particularly houses a private garden commensurate with the needs of family occupiers will be sought. **Where amenity space is to be provided communally, the Council will wish to be satisfied before granting planning permission that there would be adequate privacy safeguards for any ground floor occupiers and that there will be robust, sustainable arrangements in place for managing the on-going maintenance responsibilities.**

- **the character and pattern of existing development in the area;**

**6.39** The pattern of houses and gardens in many of Harrow's Metroland and other suburban areas form an important and positive attribute of residential character and quality. In such locations amenity space for new development should reflect that pattern, consistent with the London Plan sustainable residential quality density matrix, to ensure that the character of buildings and spaces, and the privacy and amenity that these afford to residents, is properly sustained.

- **the need to safeguard the privacy and amenity of neighbouring occupiers; and**

**6.40** Related to the character and pattern of development, the prevailing form of amenity space influences the standard of privacy and amenity enjoyed by residents in different locations across the Borough. Amenity space should be used to provide a relationship between proposed development and neighbouring buildings and spaces which preserves the privacy and amenity of neighbouring occupiers to a standard which is appropriate to the area.

- **the quality of the space proposed.**

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73 See London Plan Policy 3.6 *Children and Young People's Play and Informal Recreation Facilities*.

**6.41** Amenity space, in whatever form, should be fit for purposes. Balconies and roof gardens should have dimensions that enable them to be used for sitting out with sufficient left over circulation space. Similarly traditional gardens, whether private or communal, should be of a size and configuration that enable them to function both as usable space and for landscaping. Narrow, unusable areas and 'left over' strips adjacent to parking areas etc will not be treated as meeting future occupiers' amenity space needs. Balconies, roof gardens and other amenity spaces that would be permanently or substantially in shadow should be avoided.

**6.42** Harrow's Biodiversity Action Plan (2008) identifies residential gardens as a habitat of local importance to the Borough. Harrow's Green Grid sets out proposals and projects for linking existing open spaces to form a more integrated approach to green infrastructure across the Borough. Together, retention of residential gardens and the realisation of green grid will support the movement and survival of wildlife through the urban environment. The design and layout of amenity space provided as part of major residential development should have regard to the relevant provisions of these documents and contribute to the delivery of their objectives.

**6.43** Having regard to the criteria set out in this policy, proposals that would fail to provide appropriate amenity space will be refused.

### Policy 35

#### Protection of Housing

The Council will resist proposals involving a net loss in the number of residential units including any net loss in the number of affordable housing units.

#### Reasoned Justification

**6.44** The objective of the policy is to ensure that the number of housing units (including affordable units) are protected following new development. Exceptions to the policy will only be supported where it can be demonstrated that there would be an overall benefit to outweigh the net loss in particular circumstances. Such circumstances may involve:

- Where it is not possible to achieve the required quality of provision through redevelopment without a net loss of residential units;
- 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;
- Proposals for change of use to another form of housing (guest houses and bed and breakfast accommodation) within the Town and Country Planning (Use Classes) Order 1987 (as amended);



- 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.

**6.45** With regards to existing sub-standard development compared to proposals which achieves a modern design and layout including internal and amenity space standards, the modest loss of residential will be considered where the benefit of achieving such standards would outweigh the net loss in the overall number of residential units following development. The conversion of HMO properties into bedsits or flats may also potentially result in the loss of net residential accommodation. In these circumstances, such a loss in net residential accommodation will only be considered where the quality of the conversion is of a high quality and meets the housing standards of the Development Plan. The change of use from residential to a community facility may also be considered where the benefit of such a facility outweighs the loss of any residential unit(s).

**6.46** The net loss of any residential units will only be acceptable in specific circumstances provided the criteria listed in the policy has been addressed. The effect on the character of the area, impact on the amenity of residents and transport shall also be a material consideration involving any proposals for residential development.

**6.47** The Council must provide additional new homes over the Plan period in accordance with the London Plan. Therefore, the retention of existing housing within the Borough and development of new housing is essential to the delivery of housing in line with the housing provision target set by the Mayor of London. The protection and redevelopment of residential development would encourage more people to live in the Borough whilst preventing unacceptable levels of overcrowding.

**6.48** It is important to safeguard the existing residential stock, as the need for housing remains. Where residential land or buildings are redeveloped, the Council shall normally insist that existing residential floorspace and the number of units shall be maintained as a minimum. However it is also recognised, particularly in the redevelopment of large estates, that a net loss of housing may occur as a result of an improved residential environment being created. The policy also sets out exceptions for changes of use to other forms of residential accommodation (higher quality, accessible and more sustainable development may result in lower provision for housing).

## Policy 36

### Children and Young People's Play Facilities

New residential proposals which result in a net increase in child yield will be expected to provide children and young people's play facilities on-site. Where a satisfactory level of children and young people's play facilities provision is not achieved on-site, the Council will seek a financial contribution towards the improvement of existing children and young people play facilities within the local area. Housing developments outside areas deficient in children and young people's outdoor play facilities will still be expected to provide a contribution towards the maintenance and upgrade of existing children and young people play facilities.

#### Reasoned Justification

**6.49** The importance of children's play space is reflected in the number of homes proposed for the Borough, set by targets in the London Plan. Certain areas within the Borough will be more densely populated, particularly within the Harrow and Wealdstone Intensification Area and thereby, potentially impacting on existing children and young people play facilities. Proposals should have regard to the requirements set 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 37

##### Sheltered Housing, Care Homes and Extra Care Housing

- A. The Council will support proposals for sheltered housing, care homes and extra care housing (across all tenures) for older people and those who may be vulnerable, provided that the proposal is accessible by public transport with good access to local amenities including shops and community facilities.
- B. The loss of care homes or sheltered housing will only be supported where it can be reasonably demonstrated there is no longer a demand for that use on the site.

#### Reasoned Justification

**6.50** The Council will support the development of sheltered housing, care homes, extra care housing 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) alongside the other relevant policies in this plan. 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 shall meet the Council's Lifetime Homes and Wheelchair Accessible Housing requirements.

**6.51** For the avoidance of doubt, the Council will apply London Plan affordable housing requirements to proposals for the types of development addressed in this policy. This approach is supported by paragraph 3.51 of the London Plan. The relevant policies are Policy 3.12 *Negotiating Affordable Housing on Individual Private Residential and Mixed Use Schemes* and Policy 3.13 *Affordable Housing Thresholds*.

#### Policy 38

##### Large Houses in Multiple Occupation and Hostels

- A. The Council shall support the provision of Large Houses in Multiple Occupation and Residential Hostels where it can be demonstrated that:
  - a. there is good accessibility to local amenities and public transport;

- b. they accord with Accessible Homes standards and provide satisfactory living conditions for the intended occupiers; and
- c. there will be no adverse impact on the amenity of occupiers of neighbouring properties or the character of the area.

## JUSTIFICATION

**6.52** Houses in Multiple Occupation (HMOs) are defined in the Town and Country Planning (Use Classes) Order 1987 (as amended) as small shared houses or flats occupied by between three and six unrelated individuals who share basic amenities. Planning permission is not required for a change of use from a (Use Class C3) dwelling house to a HMO (Use Class C4) and vice versa. However, where a material change of use occurs, e.g. where the number of residents has increased to the point where the use has intensified so as to become a different character, the property may constitute a Large HMO, for which planning permission will be required. Hostels fall under the use class *Sui Generis*, where there is no permitted change of use.

**6.53** Hostels are classed as *sui generis*. This means that any proposal for a change of use to or from a hostel requires planning permission.

**6.54** Large HMOs and hostels can contribute to the overall supply of cheaper accommodation, particularly for young professional people and those on low incomes. However, a proliferation of such forms of accommodation in remote areas with poor access to public transport and basic shops and services are unlikely to meet the needs of future occupiers. It is also important to ensure that large HMOs and hostels provide a standard of accommodation equivalent to that enjoyed by other residents and that the amount of activity generated by the proposed level of occupation does not detract from the amenities of neighbouring occupiers. The Council will therefore apply the criteria for Lifetime Homes to proposals for large HMOs and hostels and will also require that the minimum space standards for development are met in the provision of new large HMOs and hostels. Harrow's Residential Design Guide SPD provides details for these space standards and other relevant criteria for achieving high quality residential development, which will be applicable to new-build and conversion schemes that result in large HMOs and hostels.

**6.55** The application of the space standards will help to determine the number of occupiers, which a property can reasonably accommodate as a large HMO or hostel. This not only ensures reasonable living conditions for occupiers, but will also ensure that the intensification of such activity associated with any large HMO or hostel is proportionate to the size of the property. Therefore, this helps to prevent undue disturbance, both internally within the building and associated with the outside space around the building in relation to neighbouring property. Proposals involving large HMOs or hostels will also be required to have regard to the internal layout and sound insulation, where relevant, to ensure that the amenities of neighbouring occupiers will be safeguarded.



# EMPLOYMENT AND ECONOMIC DEVELOPMENT 7

Development Management Policies Pre-Submission DPD

### 7 EMPLOYMENT AND ECONOMIC DEVELOPMENT

#### INTRODUCTION

**7.1** Harrow's location in outer north-west London provides the Borough with good public transport access to central London, other parts of north and west London, and to major centres beyond Greater London including Watford, Milton Keynes and Aylesbury. North-west London is also enveloped by three major components of the south-east's trunk road network - the M1, M24 and M40 motorways - while the neighbouring areas of west London and Hertfordshire are home to Heathrow and Luton airports respectively. Harrow's Local Economic Assessment (2010) portrays the Borough's economy as one with significant numbers of small and medium sized enterprises, and a small but important number of established large employers, covering a wide range of economic activities and no one, dominant sector.

**7.2** Whilst geographically well positioned in relation to trunk roads, competitor centres have more direct access to the network and have consequently benefited from associated growth in office park and distribution development in recent years. The resulting formation of sub regional economic nodes have negatively impacted upon demand for Harrow's more traditional town centre office stock and urban industrial land base. Today, Harrow's economy functions primarily to meet local needs but has the potential to benefit from some of the major employment growth areas in north and west London. However Crossrail and the proposed HS2 rail routes both bypass the Borough and are likely to increase competition from other locations.

**7.3** Harrow's residents are generally well educated, skilled and enjoy comparatively high household earnings. Consistent with all outer London borough's out-commuting to central and other parts of London is high, but the local economy provides over 80,000 jobs and this is projected to grow by 4,000 over the period to 2026. The projections highlight continuing diversification in the range of local jobs with limited growth and some contraction in traditional industrial and business sectors.

**7.4** Enterprising Harrow (2006), the Borough'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 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.

**7.5** Other employment land in the Borough, historically designated for traditional industrial and business activities, falls into three broad categories: Strategic Industrial Locations, Industrial and Business Use Areas, and non-designated sites in use for industrial or business purposes. There are two Strategic Industrial Locations in the Borough: the Wealdstone preferred industrial location and the Honey Pot Lane industrial business park; the extent of these designations is shown on the Harrow proposals map. Strategic Industrial Locations are a London Plan designation designed to identify and safeguard for appropriate uses land which forms part of the capital's reservoir of industrial and business use capacity. Industrial and Business Use Areas are industrial and business use estates which form the central component of the Borough's land supply for non-residential development outside of town centres and have historically been safeguarded to meet local economic needs on previously-developed land. This designation is also shown on the Harrow proposals map. Many smaller sites (not shown) occur throughout the Borough, often for historical reasons or on 'left-over' behind shops and houses.

**7.6** Harrow town centre is one of 11 Metropolitan centres in London and provides the Borough's main cluster of employment opportunities in the office, retail and leisure sectors. In recent years there has also been increasing interest in Harrow town centre as a location for hotel development, which is encouraged. The rest of the Borough's town centre network comprises district and local centres that provide a mix of local shops, services and other employment opportunities.

**7.7** Economic development is defined as development within the B Use Classes, public and community uses and main town centre uses<sup>(74)</sup>. This is a much wider definition than has traditionally been applied in Harrow, where employment land has been safeguarded primarily for B1, B2 and B8 uses. The new definition supports the development of economic sectors that do not fall neatly into existing land use classifications and will enable diversification to take place in response to changes in market demands. However, main town centre uses are defined as: retail development<sup>(75)</sup>; leisure, entertainment and more intensive sport/recreation uses<sup>(76)</sup>; offices; and arts, culture and tourism development<sup>(77)</sup>. In accordance with the National Planning Policy Framework and the London Plan, and in the spirit of Harrow's spatial strategy, such uses will be directed to the Metropolitan, major, district or local centres as appropriate, and (where relevant) to sequentially preferable sites. Harrow's Core Strategy identifies Harrow town centre, within the Harrow & Wealdstone Intensification Area, as the Borough's principal location for growth in retail and leisure development, the emerging new hotel sector, and for consolidation and renewal of the local office market.

**7.8** In 2009 the Council commissioned additional evidence to assess the resilience of Harrow's economy to current and foreseeable economic conditions, and to assess the supply and demand for employment land in the Borough over the period to 2026. It found that there is likely to be a surplus of land for traditional industrial and warehousing uses as growth in these sectors slows or even contracts, but that there remains a need to monitor and safeguard sufficient supply and, more importantly, to improve the quality of provision to meet future needs. The challenge for Harrow is therefore to manage the Borough's supply more effectively, by creating the right environment for economic development and diversification, and to provide a clear framework for the release of redundant, surplus stock. The office sector is particularly challenging, where a high surplus of

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74 Glossary, National Planning Policy Framework (2012).

75 Including retail warehouses and factory outlets.

76 Including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls.

77 Including theatres, museums, galleries and concert halls, hotels and conference facilities.

redundant stock, low market rents and a market that is local (rather the sub-regional) in focus combine to discourage speculative development. Policies must allow for the diversification and release of office floorspace, but without creating conditions that crowd out traditional office uses in the micro-markets of Harrow's town centres, and encourage appropriate levels of modern, new provision in mixed use development.

## **MANAGING THE SUPPLY OF CAPACITY FOR ECONOMIC ACTIVITY AND EMPLOYMENT**

### **Policy 39**

#### **Managing Land Supply: Industrial and Business Use Land and Floorspace**

- A. Existing industrial and business use land and floorspace will only be considered for release to non economic development uses where:
  - a. an assessment of demand and supply demonstrates that there is a material surplus in the Borough, taking into account any unimplemented planning permissions;
  - b. the assessment of demand and supply demonstrates that there are no other, sequentially more preferable sites that are surplus to requirements; and
  - c. whether the proposed development and uses contribute to the spatial strategy set out in Harrow's Core Strategy.
- B. For the purposes of the assessment required under (b) above, the sequential order of preference for site release is:
  - a. land and buildings not identified on the adopted policies map as forming part of a designated industrial and business use or business use area;
  - b. land and buildings identified on the adopted policies map as forming part of a designated industrial and business use or business use area and which are assessed as being no longer fit for purpose;
  - c. land and buildings identified on the adopted policies map as forming part of a designated industrial and business use or business use area;
  - d. land and buildings identified on the adopted policies map as forming part of a strategic industrial location and which are assessed as being no longer fit for purpose;
  - e. land and buildings identified on the adopted map as forming part of a strategic industrial location.
- C. Proposals that meet the infrastructure needs of emergency services on industrial and business use land will be supported where there is a proven need for the facility which outweighs the loss of employment land capacity.



## Reasoned Justification

### Demand, Supply and Spatial Planning Considerations

**7.9** As with much of north and west London, Harrow is identified as an area for 'limited transfer' of industrial land to other uses in the London Plan. This is an intermediate category between areas where there is a substantial supply of surplus industrial land (managed transfer) available for release, and areas where a cautious approach to land release is justified (restricted transfer). The Harrow Employment Land Study (2010) provides an assessment of the potential balance of supply and demand for employment land and floorspace over the period 2007 to 2026. This indicates<sup>(78)</sup> a surplus of 8.3 hectares industrial land<sup>(79)</sup> and 2.9 hectares distribution land<sup>(80)</sup>, or in floorspace terms 33,200m<sup>2</sup> industrial space and 11,500m<sup>2</sup> distribution space<sup>(81)</sup>. Whilst clearly highlighting the need to achieve a contraction of supply over the period to 2026, the scenarios tested show some variability in the degree of surplus<sup>(82)</sup> and are subject to the inherent uncertainties of long-term forecasting. In the context of Harrow's modest overall stock of industrial and warehousing land, the quantitative release of land will require careful monitoring and management to ensure the efficient functioning of the local economy and a diversity of job opportunities for residents.

**7.10** However, monitoring the land supply and demand balance is, on its own, a crude measure of the quantitative capacity for economic activity and development in the Borough. The loss of industrial sites occupied at high densities could indicate a small incremental losses of land area, but could involve a loss of greater significance when measured by floorspace. Alternatively warehouse sites could involve high losses of both land and floorspace. The renewal and intensification of sites, encouraged by Policy XX (39), offers the potential to maintain or increase floorspace and achieve significant qualitative improvements of premises unsuited to modern needs or in poor condition. For this reason, the Council will take into account the balance of floorspace and land area in the quantitative consideration of proposals for release of industrial and business use supply to non economic development uses.

**7.11** Whilst the appearance of vacant industrial and warehouse premises in an area may give the impression of over supply, a modest level of vacancy is considered to normal and healthy attribute of market activity. Vacant premises allow firms to move around, as they expand or contract, and help to ensure a choice of available business premises. They also provide a buffer between economic growth and the ability of the development industry to respond to market signals to provide additional capacity. The Employment Land Study (2010) recommends a margin of 10% vacancy for these purposes. The Council will therefore consider a material surplus of land or floorspace to that which exceeds a vacancy level of 10%.

**7.12** Over recent years the Borough has experienced a trend of continual losses in land and floorspace for industrial and business activity. Numerous small, incremental losses have been supplemented by the loss of some larger sites to residential use including part of the Honey Pot

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78 Based on the Council's preferred scenario of baseline job growth at Table 6.11, page 67 of the Harrow Employment Land Study (2010). The Study addresses supply and demand throughout the Borough, including the Harrow & Wealdstone Intensification Area.

79 Use Class B1c and B2.

80 Use Class B8.

81 Based on the Council's preferred scenario of baseline job growth at Table 6.6, page 62 of the Harrow Employment Land Study (2010).

82 Note that the scenario based upon past development rates reveals a positive requirement in the distribution sector.

### Development Management Policies Pre-Submission DPD

Lane Strategic Industrial Location at Stanmore, and the highly accessible Biro House site in South Harrow. These demonstrate the absence of a managed, spatial approach to release which this policy seeks to remedy.

**7.13** Proposals seeking the re-development of industrial and warehousing sites or premises for non-economic development uses must be accompanied by information to demonstrate how the application has met the requirements of this policy. Part 1 of the statement should comprise a rigorous analysis of the demand/supply balance. The Council's Annual Monitoring Reports and Available Business Premises surveys will provide up-to-date information on the amount of industrial and warehouse land and floorspace, recent trends, and pipeline supply resulting from extant planning permissions. This should be supplemented by market intelligence about local needs and demand and a schedule of other sites that are surplus to requirements in the Borough. In considering proposals for release, the Council will have regard to the potential of the proposed non-economic development or use to contribute to the Borough's spatial strategy.

**7.14** The Council will issue further, detailed guidance on the information that should be included in demand and supply assessments required by this policy.

#### **Sequential Preference Considerations**

**7.15** The overall objective of applying a sequential approach will be the retention of sites of that are of greatest strategic significance, and those which are fit for purpose (including the potential for viable investment or redevelopment to enhance fitness for purpose). The table below shows the breakdown of industrial and warehouse provision in the Borough; the categories of land are:

- Non designated land: sites and premises that are in existing industrial or warehouse use but which are not identified on the Harrow proposals map. These are typically small and fragmented sites in single-user occupation and of limited individual value, but nevertheless make a cumulative (and often low-cost) contribution to supply.
- Designated industrial and business use land: sites and premises that are identified on the Harrow proposals map as industrial and business use areas. They comprise purpose built industrial estates or clusters of premises in multiple occupation, and a small number of sites in single-user occupation, generally well located in relation to town centres and public transport infrastructure.
- Strategic Industrial Location (SIL) land: sites and premises that form the Honeypot Lane part of the Strategic Industrial Location land identified on the Harrow proposals map. This is a London Plan designation which reflects the strategic importance of these strategic locations as the city's main reservoir of industrial capacity.

**7.16** The Harrow proposals map also shows town centres and the Northolt Road business use area, suitable for office and related uses<sup>(83)</sup>. These relate to Policy XX38 below.

**7.17** Where it has been demonstrated that there is a quantitative case for release, there will be a presumption in favour of non-designated land and buildings. After non-designated sites, the sequential order of preference for release is land and buildings forming part of designated industrial and business use land, with land and buildings within the strategic industrial location the least preferable category. Within each of these two categories, a fitness for purpose test will also be applied with the objective of securing the release of lower performing sites before better sites or the higher category are reached.

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83 Use Class B1a and B1b

**7.18** Proposals seeking the re-development of industrial and warehousing sites or premises for non-economic development uses must be accompanied by information to demonstrate how the application has met the requirements of this policy. Part 2 of the statement should set out how the proposal relates to the sequential approach, documenting the other sites that have been identified as available or likely to come forward, and provide a rigorous analysis of the application site's fitness for purpose. To ensure a consistent approach in methodology, the following suitability criteria must be used:

1. Strategic and local road access;
2. Accessibility to public transport and services;
3. Compatibility of adjoining uses;
4. Internal environment, including the quality and condition of existing buildings;
5. Site size and potential development constraints; and
6. Attractiveness to the market, including vacancy and market activity on sites.

**7.19** Justification and an indicative score (using the range: 1 very poor, 2 poor, 3 moderate, 4 good and 5 very good) must be provided in relation to each of the above attributes. These together with any available, up-to-date market intelligence should be used to inform judgements of the site's fitness for purpose.

**7.20** London Plan Policy 4.4 *Managing Industrial Land and Premises* recognises the potential of surplus industrial land to meet requirements for other uses including the infrastructure needs of emergency services. Such needs might include patrol bases, custody suites and other facilities that do not require general public access but do need good access to the road network and higher levels of parking than would be appropriate in areas with high levels of public transport accessibility. Therefore, proposals for emergency services infrastructure on industrial and business use land will be supported where there is a proven need for that facility which would outweigh its location on a site otherwise designated for employment generating activities.

**7.21** Proposals for the release of industrial and warehouse land that do not comply with this policy, or which are otherwise at odds with Harrow's spatial strategy, will be resisted unless there are compelling reasons of public interest to grant planning permission.

## Policy 40

### **Managing Land Supply: Town Centre Offices and Northolt Road**

- A. Proposals for the redevelopment or change of use of purpose-built offices located in town centres and the Northolt Road business use area will be permitted where it can be demonstrated that:
  - a. the building is no longer fit for office occupation having regard to the level and duration of vacancies within the building, the age and condition of the building, and the needs of potential occupiers in the local office market; and
  - b. an assessment of demand and supply demonstrates that there is a material surplus of office space in the local market and throughout the Borough, taking into account any unimplemented planning permissions.

- B. Proposals for the comprehensive redevelopment or change of use of buildings which provide 1,000 or more square metres of office floorspace will be required to make viable provision for replacement office space or other appropriate economic uses. The scale of replacement office or other economic uses required will be informed by the role and function of the town centre, the proposal's overall contribution to employment, the employment yield of the floorspace in the existing building, the value of any community benefits including the provision of affordable housing, and development viability.
- C. The redevelopment or change of use of offices in other locations beyond the Intensification Area will be permitted where an assessment of demand and supply demonstrates that there is a material surplus of office space in the Borough, taking into account any unimplemented planning permissions.

### Reasoned Justification

**7.22** For office space, the Harrow Employment Land Study (2010) indicates<sup>(84)</sup> a requirement for an additional 1.2 hectares land or 24,100m<sup>2</sup> in floorspace terms<sup>(85)</sup> and taking into account the need for 10% margin (equivalent to two years' supply) of normal market vacancy. However, this overall picture of projected growth requires cautious interpretation. Any expansion of office floorspace needs to be reconciled with the characteristics of Harrow's office market and demand for Borough's existing stock.

**7.23** In the sub-regional context there is little demand from large corporate occupiers for office space in the Borough. Rather, Harrow's office market is localised in nature with demand focusing on smaller scale space and flexibility of terms. However the needs of the market contrast sharply with the characteristics of the Borough's existing stock. Nearly 60% of Harrow's offices date from the 1960s and 1970s<sup>(86)</sup> and were designed for single public and private sector occupiers. The stock suffers high levels of vacancy while comparatively low rental values discourage investment and renewal. Speculative provision of new offices to meet the needs of Harrow's local market and achieve modest, longer term growth in floorspace is therefore unlikely.

**7.24** The Borough's Core Strategy seeks to focus consolidation and renewal of office space upon Harrow town centre, both to reflect its Metropolitan centre status and where the potential of mixed-use development to help deliver significant components of replacement floorspace is greatest. However, there will continue to be a role for office space beyond Harrow town centre and it is therefore necessary to manage the release of floorspace with the aim of reducing overall levels of vacancy in the Borough, securing the retention of existing space which continues to be fit for purpose, and encouraging the provision of new space which supports the proper functioning of town centres.

84 Based on the Council's preferred scenario of baseline job growth at Table 6.11, page 67 of the Harrow Employment Land Study (2010). The Study addresses supply and demand throughout the Borough, including the Harrow & Wealdstone Intensification Area.

85 Based on the Council's preferred scenario of baseline job growth at Table 6.7, page 63 of the Harrow Employment Land Study (2010).

86 Figure 4.7, Harrow Employment Land Study (2010)

## Release of Surplus, Redundant Offices

**7.25** The Borough's town centre network, and the Northolt Road business use area, are shown on the Harrow proposals map. Proposals for the redevelopment or change of use of purpose built offices in these locations will be managed, consistent with Harrow's spatial strategy, to balance the protection of the needs of the local office market and to reduce surplus in the local market and throughout the Borough. The aim of the policy is to release stock which no longer meets the needs of office occupiers and to resist the displacement of active office occupiers to higher value uses. The diversification of offices for other economic development uses, where these are appropriate, will be supported. Proposals for the conversion of small office premises above shops (i.e. not in purpose built blocks) will be assessed on their own merits and not against the criteria set out in the policy.

**7.26** Applicants should provide supporting information to demonstrate how the proposal relates to the criteria and aim of this policy. A distinction will need to be drawn between premises that are vacant as a result of normal market activity and those where there is endemic vacancy, indicative of unsuitability to occupier' needs. Robust market intelligence of levels of activity and turnover in the local office property market should be used to inform this distinction. Where information about the appropriate period of vacancy is not provided or is unreliable, a period of two years' vacancy will be applied. Consideration will also be given to the extent of the vacancy; i.e. whether it relates to the whole building, substantial parts of it or smaller components. Local market intelligence should substantiate the adequacy of the marketing undertaken having regard to the level of rent or the sale price sought, the form and frequency of the marketing exercises in relation to the target market, and (where relevant) the degree of flexibility offered (such as rent-free periods and subdivision). Details of the general age and condition of the building should be provided, and the extent to which these factors impede the attractiveness of the building to potential occupiers in the local office market should, again, be informed by local market intelligence.

**7.27** Given the potential for subtle and more significant variations in office markets between town centres in the Borough, applications should include an assessment of office demand and supply conditions pertaining to the town centre in which the site is located. This will also apply to the Northolt Road business use area. To provide a strategic overview of the demand and supply balance consideration will also be given of the proposal's impact in relation to the Borough-wide picture. The Council's Annual Monitoring Reports and Available Business Premises surveys will provide up-to-date information on the amount of floorspace and vacancy rates in the Borough's supply, recent trends, and pipeline supply resulting from extant planing permissions.

## Renewal of Local Office Supply

**7.28** The above provisions will enable the release of surplus and redundant office stock but will not encourage the supply of new office floorspace or other uses, which support local economic development. Proposals for the redevelopment or change of use of buildings involving 1,000 square metres or more office space should therefore be mixed-use to include some floorspace which contributes to economic development.

**7.29** The form of replacement provision to be included in any mixed-use scheme should be informed by the evidence gathered to justify the loss of the existing building. Where the local market intelligence indicates that there is a demand for offices in the locality, and that other factors (such as the age and condition of the building) are the reason for a lack of interest in the existing premises, then it will be appropriate to include some new office space. The proposed new office space should have a viable future in relation to the local market, responding to its needs in terms of the size/form

of the space to be provided, the quality specification and accessibility or parking requirements. Where the local market intelligence indicates that there is no demand for office space in the locality, consideration will be given to other appropriate economic uses where these are compatible with residential or other use components with the scheme. Within the Northolt Road business use area, main town centre uses will not be appropriate alternative economic uses.

**7.30** The amount of floorspace to be reprovided for office or other economic uses will be determined on the circumstances of each proposal, having regard to available information about demand and supply in the local market, the potential for new offices to achieve a higher job floorspace ratio through more efficient and flexible occupation of space, the need to maintain the viability of development and the other potential benefits of the proposal. Within town centres, the amount of floorspace to be provided for office or other economic uses should be related to the role and function of the centre.

#### **Other Offices**

**7.31** Outside of town centres and the Northolt Road business use area, the redevelopment or change of use of redundant offices will be permitted where evidence shows that there is a material surplus of office space throughout the Borough, in terms of vacancy levels and taking into account pipeline changes in supply arising from unimplemented planning permissions.

### **SUPPORTING ECONOMIC ACTIVITY AND DEVELOPMENT**

#### **Policy 41**

##### **Economic Activities and Development**

- A. Proposals for economic development and uses, and appropriate ancillary supporting uses, which are appropriate Industrial Business Park activities will be permitted on land identified on the Harrow proposals map as forming the Honey Pot Lane Strategic Industrial Location, subject to the consideration of any impacts listed under Criterion C.
- B. Proposals for economic development and uses, and appropriate ancillary supporting uses, will be permitted on existing industrial and business use land subject to the consideration of any impacts listed under Criterion C.
- C. Proposals for economic development and uses will be resisted where:
  - a. there would be an adverse impact upon the amenity of any neighbouring residential occupiers or the character of the area;
  - b. the proposal would prejudice the proper functioning of any neighbouring economic activity;
  - c. the proposal would be inappropriately located having regard to likely number and modal split of trips generated, the public transport accessibility level of the site and the capacity of the highway network; and
  - d. the proposal would not make satisfactory arrangements for servicing, parking and inclusive access.
- D. Town centre development and uses will not be permitted on existing industrial and business use land other than:
  - a. the provision of appropriate ancillary supporting uses;

- b. existing industrial and business use land within a town centre boundary; or
  - c. existing industrial and business use land on the edge of a town centre, where there is a need for the development and application of the sequential test for town centre uses has failed to identify a suitable site within the town centre boundary.
- E. Comprehensive redevelopment of industrial and business use estates which improve their fitness for purpose is encouraged. The Council will support partial residential development for live/work units as part of any comprehensive scheme where:
- a. an assessment of demand and supply demonstrates that there is a material surplus of industrial and business use land in the Borough, taking into account any unimplemented planning permissions;
  - b. the comprehensive scheme would achieve demonstrable improvements in fitness for purpose;
  - c. it can be demonstrated that residential development is necessary to facilitate the delivery of a comprehensive scheme;
  - d. the residential component is limited to that which is necessary to achieve the delivery of a comprehensive scheme; and
  - e. there would be no conflict between the residential and economic uses within or surrounding the site.

The Council will secure the delivery of all the benefits proposed in a comprehensive scheme by Planning Obligation.

### Reasoned Justification

**7.32** Whilst pointing to an overall surplus in the Borough's supply of industrial and warehousing land and floorspace, the Harrow Employment Land Study (2010) also provides evidence of a healthy, local industrial market and in particular a strong indigenous small business base. A need to improve the supply of modern small to medium sized industrial business units, including premises suited to the start up and growth of new businesses, is highlighted by the Study. The redevelopment and intensification of high quality industrial and business use sites with proven demand to meet identified needs could also help to free-up older premises on less suitable sites, and in so doing contribute to the release of sites in accordance with Policy 37.

**7.33** Strategic Industrial Locations (SIL) are a London Plan designation which reflects the strategic importance of these locations as the city's main reservoir of industrial capacity. The Honeypot Lane SIL is classified as an industrial business park, a classification which the Policy 2.17 of the London Plan defines as suited to activities that need a better quality environment including research and development, light industrial and higher value general industrial, some waste management, utility and transport functions, wholesale markets and small scale distribution. Policy 2.17 of the London Plan resists proposals within or adjacent to SILs that would compromise their integrity or effectiveness for accommodating suitable activities.

**7.34** Harrow's Local Economic Assessment shows that the Borough has a plural economy with no one, dominant or underpinning sector. This represents a local economic strength. To facilitate continued business formation and growth the Council will support economic development and

uses<sup>(87)</sup> on existing business and industrial use land including those that may not sit neatly within established business and industrial land use classifications, but which nevertheless make important contributions to the local economy and employment. Industrial and business use land will also be appropriate for emergency services infrastructure that are not used by visiting members of the public, such as patrol bases, and for employment-related skills and training facilities (particularly where there is strong synergy with local business). However emergency services premises with a public counter (such as police stations) and general educational colleges will be directed to locate within town centres.

**7.35** The southern part of the Honeypt Lane SIL has a sensitive relationship with facing dwellings in Wigton Gardens and Dalston Gardens and will require particular attention to the potential impacts of proposed uses and development. Proposals which secure qualitative improvements to the environment of the Honeypt Lane SIL will increase its attractiveness as an industrial business park and help manage the interface between the commercial and residential areas. Throughout the Borough, the positive benefits of proposals for economic development and uses will need to be balanced against any adverse impacts and, where possible, such impacts should be mitigated.

**7.36** Nevertheless, the nature, scale and location of some development or uses may give rise to adverse impacts which are unacceptable and will be resisted. Proposals should secure satisfactory relationships with any neighbouring residential property and should be located to avoid activities that are likely to cause nuisance to adjoining occupiers by reason of noise, light, smoke or other emissions. The areas designated for industrial and business use on the Harrow proposals map reflect the suitability of these locations for activities which, elsewhere, may be inappropriate or inconsistent with the area's character in terms of the nature and scale of activity. Even where an economic use or development is suitable to its location, the nature and scale of the proposal should not prejudice the proper functioning of any neighbouring economic activity. Consideration will be given to transport impacts and in particular forecast trip generation and modal split. Proposals should contribute to the Borough's spatial strategy by locating high trip generating development and uses in locations with good public transport accessibility and sufficient highway network capacity to accommodate any traffic generation. The arrangements for servicing, such as delivery vehicles and refuse collection, should form an integral part of the scheme's design and layout and avoid creating or adding to poor conditions in the public realm. Proposals should contribute to the achievement of lifetime neighbourhoods, in accordance with Policy 2, by making satisfactory provision for disabled persons' car parking and ensuring inclusive access to and within the premises.

**7.37** Economic development and uses which are main town centre activities will be directed to locate within town centres and will not be appropriate within industrial and business use areas. However, this will not preclude the provision of appropriate, ancillary supporting uses such as small walk-to shops, cafés and workplace creches that are designed to primarily meet the needs of employees, or trade counters. Surplus industrial and business use land within town centres, and edge-of-centre sites, will also be appropriate for town centre uses where the proposal complies with relevant town centre policies including the sequential test for retail and leisure development.

**7.38** The Harrow Employment Land Study (2010) highlights the potential challenges of fragmented ownership, amenity concerns and the pressure from higher-value land uses to the improvement and intensification of the Borough's supply of premises for industrial and business use. Comprehensive redevelopment of whole industrial and business use estates will provide the best

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87 Except main town centre uses, which will be directed to locate within Harrow Metropolitan centre, district or local centres as appropriate to the scale and function of the proposal.



opportunity for create viable, attractive environments for economic activity and to deliver intensification whilst managing impacts upon neighbouring uses beyond the boundary. To encourage a comprehensive approach to renewal and intensification the Council will pro-actively support appropriate schemes through the planning process including land assembly where this is required. Appropriate schemes will be those that can clearly demonstrate improvement to the site's fitness for purpose. The site's existing and proposed fitness for purpose must be assessed against the following suitability criteria:

1. Strategic and local road access;
2. Accessibility to public transport and services;
3. Compatibility of adjoining uses;
4. Internal environment, including the quality and condition of existing buildings;
5. Site size and potential development constraints; and
6. Attractiveness to the market, including vacancy and market activity on sites.

**7.39** Justification and an indicative score (using the range: 1 very poor, 2 poor, 3 moderate, 4 good and 5 very good) must be provided in relation to each of the above attributes. These together with any available, up-to-date market intelligence should be used to inform judgements of the site's existing and potential future fitness for purpose.

**7.40** It is recognised that the level of investment needed in some sites to achieve required improvements and intensification may pose viability challenges. Where robust evidence demonstrates that this is the case, the Council will consider partial residential development to provide live/work units as a financial enabler of comprehensive, whole estate schemes. A quantitative assessment of industrial and business use land should be carried out, in accordance with the methodology set out in the reasoned justification to Policy 37, taking into account the pipeline of new premises associated with any unimplemented planning permissions, to provide evidence of the supply/demand balance in the Borough. Where there is a material surplus, as defined under Policy XX, partial enabling development on sites which would not otherwise be released will be acceptable in principle. However, the proposal must be a comprehensive scheme that achieves demonstrable improvements in fitness for purpose, as described above, and the residential component must be the minimum necessary to fund the scheme and not compromise the future functioning of the site. A Planning Obligation will be required to secure the delivery of all of the scheme benefits which justify the residential development and to recover the full cost to the Council of any land assembly interventions.

## ECONOMIC ACTIVITY AT RESIDENTIAL PROPERTY

### Policy 42

#### Working at Home

- A. Home working and ancillary economic activity at home by the occupiers of residential property will be permitted where the applicant can demonstrate that:
  - a. the property would remain substantially residential in character and occupation;
  - b. there would be no detrimental impact upon the amenities of neighbouring occupiers by reason of noise, pollution, levels of internal or external activity, traffic and parking;

- B. Proposals for major new residential development should demonstrate that all of the homes incorporate adequate space for home working.
- C. Proposals for live/work units will be supported where these do not compromise other policy objectives, including those for the management of industrial and business use land supply.
- D. Proposals for home working and ancillary economic activity that would result in the substantial loss of a dwelling, or which would be detrimental to the amenity of neighbouring occupiers, will be refused.

#### Reasoned Justification

**7.41** Home working enables many people to strike a balance between their domestic and professional lives, and by obviating the need for expensive and time consuming commutes can improve quality of life. For others, starting a business at home can be the first entrepreneurial step towards the creation of a successful economic enterprise. Home working and ancillary economic activity at home has a range of economic and environmental benefits which merit support. However large scale and intrusive activities are unlikely to be appropriate within residential areas and potentially at odds with the Borough's spatial strategy.

**7.42** Many forms of home working do not need planning permission; for example, employees who work remotely from their main office base or those who are road-based but carry out administrative tasks from home. Planning permission is required when there is a material change in the use of the property. Those intending to undertake economic activity at home are advised to first discuss the matter with Council officers to determine whether planning permission is likely to be required. A material change of use may also occur where an existing economic activity at home expands to become a substantial or the principal use of the property. Where this is the case, it will usually be appropriate to provide suitable alternative premises.

**7.43** Where planning permission is required, proposals will be considered against the criteria set out in this policy. The aim is to ensure that Harrow's residential areas remain attractive and peaceful places to live, and that the living conditions of those surrounding the activity are not adversely affected. The property should remain substantially residential character, meaning that it should still be mainly occupied for residential purposes and that there should be no significant, external indication of the commercial use. On going use of garden areas or outbuildings for significant levels of commercial storage and large or illuminated signs are unlikely to be consistent with residential character and amenity. Proposals for advertisements will be assessed against Policy 5. Activities which give rise to noise, odour, effluent, vibration, dust or other noxiousness emissions will be resisted. Over prolonged periods abnormally high levels of activity within the building or that associated with deliveries and business callers can cause disturbance and nuisance, and will be indicative of a scale of activity not appropriate in a residential area. Similarly, proposals should not generate high levels of traffic or inconsiderate parking activity that could cause a nuisance to, or obstruct the movements of, neighbouring residents.

**7.44** When considering whether the property would remain substantially residential in character, and whether there would be unacceptable impacts on neighbouring amenity, the Council will take into account the presence of employees on the site and how they are accommodated within the premises during working hours. This will include consideration of full time and part time employees, and the extent to which they are present on the site during operational hours.

**7.45** Retail and wholesale activities from residential property are not consistent with residential amenity and character, and will be resisted.

**7.46** 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 significantly different from those within the immediate residential environment.

**7.47** New residential development provides the opportunity to 'design in' space for home working. The London Housing Design Guide (interim edition) recognises that technology and more flexible working practices enable many people to work from home, and notes that credits are awarded under the Code for Sustainable Homes for the provision of space and services that enable a room to be used effectively as a home office. Pursuant to the Design Guide's recommended standards, the Council will seek the incorporation of adequate space for work and study within each home proposed in major developments.

**7.48** Purpose-built live/work units can provide a useful addition to the supply of space for economic development in the Borough. London Plan Policy 4.6 Support for and Enhancement of Arts, Culture, Sport and Entertainment Provision recognises the particular value of flexible live-work premises to the creative industries. Proposals for live work units in Harrow will be supported where the applicant can demonstrate that the live work units are a genuine proposition for economic activity on the site and not a means of securing residential development on designated business and industrial use land. A Planning Obligation will be required to retain any live-work units that are approved in economic use, and to secure any necessary management/servicing arrangements. Proposals that would compromise other policy objectives, including those for the management of industrial and business use land supply, and those which seek to safeguard the operating conditions of surrounding economic activities from the introduction of sensitive uses, will be refused.

**7.49** Consistent with the London Plan (2011) and Policy *XX Protection of Housing*, the Council will resist proposals that involve the complete or substantial loss of a dwelling, and those which would be detrimental to the amenity of neighbouring occupiers.

### SUPPORTING THE VISITOR ECONOMY

#### Policy 43

##### Hotel and Tourism Development

- A. Proposals for new hotel development outside of the Harrow & Wealdstone Intensification Area will be directed to sites in accordance with the following sequential order of preference:
  - a. town centres;
  - b. edge of centre;
  - c. areas with a high public transport accessibility level.
- B. All major proposals for hotel and tourist attractions will be required to produce a transport assessment supported by a Green Travel Plan to enhance sustainable access to the site.
- C. New hotel development and tourist attractions, and alterations or extensions to existing premises, must achieve inclusive access and contribute to the creation of lifetime neighbourhoods. New hotel development providing 10 or more bedrooms must achieve a minimum 10% wheelchair accessible bedrooms.
- D. Proposals for guest houses and bed & breakfast accommodation will be permitted provided that:
  - a. the size and character of the site or building are suitable for the proposed use;
  - b. the development will be compatible with the character and appearance of the area;
  - c. the residential amenities of local residents will not be harmed by way of noise, disturbance, loss of light or privacy;
  - d. where practical, the building will be wheelchair accessible;
  - e. it would not result in an over-concentration of the type of accommodation within the locality;
  - f. there will be good access and links or opportunities for good access and links to modes of transport other than the private vehicle; and
  - g. vehicle access to and from the highway will be safe.
- E. The Council will encourage the development and improvement of tourist related attractions and facilities, provided there is no unacceptable impact on the environment or residential amenity. Preference will be given to proposals for tourist facilities that also meet local cultural and recreational needs.

## Reasoned Justification

**7.50** The Mayor of London's Tourism Vision is ensure that London expands as a global tourism destination. London should develop a broader visitor base and spread the benefits of tourism throughout the city.

**7.51** There has been increasing developer interest for new hotel development in Harrow in recent years. The Borough is conveniently situated for visits to central London, Wembley Stadium and Wembley Arena and accommodation is often competitively priced. The London 2012 Olympic and Paralympic Games has been a particular stimulus in recent years, but Harrow accommodation also enjoys demand from residents' friends and family visitors. Local visitor attractions include Harrow School, Harrow Museum and West House (including the Heath Robinson Collection).

**7.52** The Borough's spatial strategy directs major new hotel and leisure development to Harrow town centre, reflecting its Metropolitan centre status and in support of the Harrow & Wealdstone Intensification Area objectives. This policy applies to proposals for hotel development and tourist attractions throughout the rest of the Borough.

**7.53** Hotel development is a main town centre use. The nature and scale of the proposal should be appropriate to the role and function of the town centre. Proposals will be directed in sequential preference, having regard to nature and scale<sup>(88)</sup> to sites within town centres and, if no suitable sites are available, edge of centre and then other areas with a high level of public transport accessibility. Proposals which are inappropriate to the location and at odds with the Borough's spatial strategy will be resisted.

**7.54** For tourist attractions focus should be paid to optimising visits by sustainable means. Green travel plans should be used to demonstrate the scope to increase the proportion of trips that could be made by sustainable modes, and a deliverable action plan.

**7.55** The London Plan sets a target to deliver 40,000 additional hotel rooms in London by 2031, and seeks to achieve at least 10% as wheelchair accessible rooms. Harrow will contribute to this strategic target by requiring 10% of the bedrooms in new hotel developments of 10 or more rooms to be wheelchair accessible. Smaller hotel developments should also consider providing wheelchair accessible rooms where this is feasible. However, the provision of wheelchair accessible bedrooms is meaningless if not part of a comprehensive approach to inclusive design. The Council is committed to the achievement of lifetime neighbourhoods and will expect new hotel development and tourist attractions to make a proper contribution to this objective. Existing hotels and attractions which do not meet modern standards of inclusive access will be expected to use the opportunity provided by relevant alterations and extensions to improve accessibility to be fully exploited.

**7.56** Guest houses and bed & breakfast accommodation help to diversify the supply of visitor accommodation and can offer a more homely, personal environment than larger hotel chains. Such uses also provide business opportunities for residents that contribute to local economic activity. However care is needed, particularly in residential areas, to balance the impacts of guest house and bed & breakfast uses with the amenity of neighbouring occupiers and the character of the area. The size and layout of the building should be suitable for the proposed use and in particular the number of guest rooms; over-intensive use of a property is likely to give rise to disturbance to neighbouring occupiers and could generate an excessive level of external activity by visitors' arrival and departure. Even where individual proposals are acceptable, an over concentration of guest

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88 Including the likely number of trips to be generated.

houses and bed & breakfast accommodation in a road or locality can lead to unacceptable cumulative effects and should be avoided. Proposals should have good access to public transport, or other more sustainable modes of travel, and where car parking is provided there must be safe access to and from the site for the anticipated number and type vehicles.

**7.57** The design and layout of any development for guest house and bed & breakfast use will be assessed against Policy 1. Proposals for advertisements will be assessed against Policy 5. Where existing buildings are being used, reasonable arrangements for inclusive access to and within the building should be made including the provision of car parking for disabled people. Proposals for new-build guest houses and bed & breakfast accommodation will be expected to contribute fully to the creation of lifetime neighbourhoods.

**7.58** The Council wishes to encourage tourism that does not harm the environment or residential amenity. Proposals that enable land and buildings to be used for the benefit of both visitors and residents are especially welcome. Scope for building new tourist attractions in the Borough is limited. To make the best use of resources and to widen the cultural and recreational opportunities available to local people, flexibility will be sought. This might enable the re-use of buildings, innovative combinations of uses or facilities designed to be adaptable and able to accommodate different activities in the future. Extension and improvement of existing facilities and provision of new facilities in sustainable locations will be encouraged.

#### Policy 44

##### Loss of Public Houses

The Council will not permit the redevelopment or change of use of purpose-built public houses unless:

- a. the proposal would support the evening economy (in town centre locations) or provide community uses; or
- b. it is demonstrated that the public house is no longer economically viable and reasonable attempts have been made to market the site as a public house.

##### Reasoned Justification

**7.59** The Town and Country Planning (General Permitted Development) Order (1995), as amended, enables a change of use from drinking establishments (Class A4) to restaurants and cafés (Class A3), financial and professional services (Class A2) and retail (Class A1) without the need for planning permission from the local planning authority. For pubs and bars located with the frontages of town centre retail parades, and neighbourhood parades, the permitted change of use provides valuable flexibility for redundant premises to be converted to uses that support vitality and viability. However experience shows that, for purpose built public houses within town centres and those located in residential areas, the permitted change of use is rarely exercised. The Borough has experienced the loss of a number of purpose-built public houses in recent years for residential redevelopment.

**7.60** Public houses can bring communities together, promoting social cohesion and integration and are considered an important element in maintaining vitality and vibrancy within the area. This policy seeks to ensure that redundant purpose-built public houses are considered for appropriate alternative uses and to provide a safeguard against speculative proposals for the redevelopment of such premises.

**7.61** The Council supports proposals that enhance the evening economy of town centres (see Policy XX). Proposals for the change of use or redevelopment of redundant premises within town centres which include provision for the evening economy will be supported, subject to the consideration of impacts listed in Policy XX. In residential areas evening economy uses are unlikely to be compatible with amenity and Harrow's spatial strategy and should therefore be avoided, although it is recognised that there is a permitted change of use to restaurants and cafés. In all locations, the Council will support proposals for the change of use or redevelopment of redundant premises which include provision for appropriate community uses.

**7.62** Proposals for the change of use or redevelopment to uses that do not make provision for evening economy uses or community uses, as appropriate under criterion (a), will only be accepted where it has been demonstrated that the pub is no longer economically viable and that reasonable attempts have been made to market the site to other operators for re-use as a public house. Supporting evidence should include details of the appointment of a property consultant/estate agent to handle the marketing of the property, and records of where and how the property has been marketed for a minimum of two years.





# TOWN CENTRES AND NEIGHBOURHOOD PARADES 8

Development Management Policies Pre-Submission DPD

### 8 TOWN CENTRES AND NEIGHBOURHOOD PARADES

#### INTRODUCTION

**8.1** Harrow town centre is classified as a Metropolitan centre and is one of only 11 such centres across London. They serve multi-borough catchments, comprise around 100,000 square metres of retail floorspace with a high proportion of comparison shops, enjoy good public transport accessibility and accommodate a mix of other employment and leisure uses. Reflecting this status and the recommendations of the Harrow Retail Study (2009), the Core Strategy directs major new comparison goods and leisure development to Harrow town centre. The Strategy also seeks to regenerate Wealdstone district centre. Site allocations and policies to realise growth and regeneration within Harrow town centre and Wealdstone are included in the Harrow & Wealdstone Area Action Plan.

**8.2** Outside of the Intensification Area, the Borough's network of town centres comprises part of one major centre<sup>(89)</sup>, eight district centres<sup>(90)</sup> and five local centres<sup>(91)</sup>. Town centres form a central plank of the London Plan's spatial strategy for outer London and are at the heart of Harrow's spatial strategy for areas of the Borough beyond the Harrow & Wealdstone Intensification Area. They give Harrow's districts their sense of individual identity and provide basis for sustainable urban living, being inextricably connected with the public transport network. As the demographics and retail behaviour of residents has evolved, the character of the Borough's centres has changed and many now have a complimentary rather than principal role in meeting residents' shopping needs. Nevertheless, they still have a role; it therefore remains important to sustain and where possible enhance the vitality and viability of the Borough's town centres.

**8.3** Harrow's network of town centres and their classifications are well established. Local parades of shops supplement the capacity of town centres by providing small walk-to convenience shops and facilities that serve the neighbourhood in which they are situated. These neighbourhood parades are an important part of the Borough's suburban fabric and have been formally recognised for the first time in the Harrow Core Strategy. A total of 34 neighbourhood parades have been identified.

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89 Major centres serve a borough-wide catchment, comprise around 50,000 square metres of retail floorspace including a high proportion of comparison shops, and may also have a mix of other employment, leisure or civic uses. Edgware major centre is predominantly located in the London Borough of Barnet but with some secondary frontage and tertiary components extending into the London Borough of Harrow.

90 District centres serve areas within a borough, comprise between 10-50,000 square metres retail floorspace and provide mainly convenience shops and local services or specialist functions. Burnt Oak district centre straddles the boundary with the London Borough of Barnet (also part of Brent) and Kenton district centre straddles the boundary with the London Borough of Brent. Kingsbury district centre is predominantly located within the London Borough of Brent but with some secondary frontage and tertiary components extending into the London Borough of Harrow. South Harrow, Rayners Lane, North Harrow, Pinner and Stanmore district centres are all wholly contained within Harrow.

91 Local centres serve a localised catchment and provide mainly convenience shops and local services or specialist functions. Sudbury Hill local centre straddles the boundary with the London Borough of Ealing. Hatch End, Harrow Weald, Queensbury and Belmont Circle local centres are all wholly contained within Harrow.

**8.4** Population growth and general, long-term improvements in household disposable income combine to increase potential spending on retail and leisure activities over time. However, translating this increase into new floorspace projections must be tempered by future trade draw from competitor centres<sup>(92)</sup>, the likelihood that retailers will continue to increase sales efficiency of existing property assets, and competition from other forms of retailing most notably the internet. Taking these and other considerations into account, Harrow's Retail Study (2009) forecasts a potential need to provide 39,000m<sup>2</sup> net comparison retail floorspace and 5,000m<sup>2</sup> net convenience retail floorspace over the period 2009-2025.

**8.5** The National Planning Policy Framework (2012) continues to apply a sequential approach to retail and leisure proposals that prefers town centres, followed by edge of centre locations and only then, if suitable sites cannot be found, out of centre locations. It also continues to require impact assessments to be submitted with applications for retail and leisure development over 2,500 square metres. The London Plan develops the sequential approach further to direct development to centres with a role and function that is related to the scale of the proposal.

## PROMOTING HARROW'S TOWN CENTRES

### Policy 45

#### New Town Centre Development

- A. New retail, leisure and cultural development or extensions within town centres will be supported where:
- a. the proposal is consistent in use and scale with the role and function of the centre; and
  - b. the proposal is not at odds with the Borough's spatial strategy.
- Proposals on edge-of-centre sites will be permitted where it has been demonstrated through site search and selection that the location is the most sequentially preferable that is available, and that there would be no harm to town centres.
- B. New retail and cultural development or extensions in out of centre locations will only be permitted if:
- a. flexibility has been demonstrated in the format of the proposed development;
  - b. it has been demonstrated through site search and selection that there are no appropriate in-centre sites;
  - c. it has been demonstrated through site search and selection that there are no appropriate edge-of-centre sites;
  - d. it has been demonstrated through impact assessment that there would be no harm to town centres; and
  - e. the proposal is supported by a Green Travel Plan to enhance sustainable access between the site and the town centre network.
- C. Retail, leisure and cultural development or extensions of 400 square metres or less will be assessed without the need for sequential assessment.

92 Including central London, Brent Cross, Watford and Uxbridge.

#### Reasoned Justification

**8.6** Harrow's Core Strategy directs major new comparison goods retail, leisure and cultural development to Harrow town centre, to support its role as a Metropolitan centre and help to fulfil the Council's objectives for the Harrow & Wealdstone Intensification Area. The Harrow & Wealdstone Area Action Plan contains site allocations and policies in support of new retail, leisure and cultural development within the Intensification Area. This policy applies to proposals for development throughout the rest of the Borough.

**8.7** New retail, leisure and cultural development within town centres can help to maintain, or even increase, their attractiveness to residents and visitors. The Borough's network of town centres comprise a major, nine district and five local centres. Major and district centres have a generally broader function, and wider catchments, than local centres that provide mainly convenience shops and walk-to services. Proposals should be located in centres that are appropriate to the use and scale of the development.

**8.8** The aim of this policy is to provide clear support for retail, leisure and cultural development or extensions within appropriate town centres. For those centres with multiple functions the primary shopping area has been defined on the proposals map and should be the focus for retail development in those town centres. Sites within the primary shopping areas, as defined on the proposals map, or those within 300 metres of the primary shopping area, or those falling anywhere within the boundary of other town centres, represent the sequentially most preferable locations for retail, leisure and cultural development or extensions. Where the use and scale of the development is appropriate to the town centre, applications on the sequentially preferable sites need not provide information on site search and selection. Proposals for development which is considered to be inappropriate to the town centre in which it would be located, proposals on edge of centre sites<sup>(93)</sup>, and any out of centre development will be required to demonstrate that there are no more sequentially preferable sites having regard to availability, suitability and viability.

**8.9** Out of centre retail, leisure and cultural development or extensions pose the greatest potential threat to the viability and vitality of town centres. Such proposals can compete with town centres, particularly where they involve comparison goods retailing, and often reinforce car dependent behaviour. Proposals for new out of centre development will therefore be resisted except as a last resort to meeting the Borough's need for additional retail capacity. Therefore, in addition to robust sequential assessment, the Council will require proposals for out of centre development to demonstrate how it would fulfil identified needs that could not be met in a sequentially more preferable location. Attention will also be paid to the format of the proposed development to consider whether sufficient flexibility has been exercised in the assessment of how other sequentially more preferable sites could meet the identified need. Where the case for out of centre development has been made, the Council will expect the proposal to be accompanied by a deliverable Green Travel Plan to enhance sustainable access between the site and relevant town centres.

**8.10** Although not formally a part of the Borough's town centre network, neighbourhood parades are an important component of the Metroland character of Harrow and provide premises for shopping and related local-scale facilities which residents can easily walk-to from their home. It is not the intention of this policy to frustrate the functioning of these parades or other existing local shops. Where large new residential or economic development is proposed, the provision of walk-to

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93 For the purposes of this Policy, edge of centre sites are defined as those more than 300 metres away from the primary shopping area, where one has been defined, and in all other cases within 300 metres of a town centre boundary.

shops and facilities to meet the needs of the future residents or employees may be necessary to secure successful, sustainable places in accordance with lifetime neighbourhood principles. For these reasons retail, leisure and cultural development or extensions of up to 400 square metres will not be required to comply with the sequential approach set out in this Policy.

**8.11** In accordance with the Government's National Planning Policy Framework (2012), new retail, leisure and cultural development in excess of 2,500 square metres must be accompanied by a robust assessment of the impact of the proposal upon town centres. The assessment should be proportionate to the scale and nature of the development proposed and identify potential impacts in relation to the following:

- the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment of the proposal; and
- The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to ten years from the time the application is made.

**8.12** The DCLG *Practice guidance on need, impact and the sequential approach* (2009) remains extant following the publication of the National Planning Policy Framework (2012) and the consequent revocation of the previous suite of planning policy statements. The guidance provides detailed advice on the application of the sequential approach and impact assessment for retail and other development relevant to this policy. In the event that the 2009 guide is revoked and not replaced, the Council will publish local guidance to this end.

## SHOPPING FRONTAGES

**8.13** The Harrow adopted policies map identifies primary and secondary shopping frontages, within the Edgware major and other district centres, and lengths of designated frontage with local centres. Frontages form the basis of policies for managing the mix of ground floor uses within centres as a whole to ensure that a core, critical mass of retail uses is maintained and that a broader mix of appropriate town centre uses is achieved within secondary and tertiary parades. Harrow's Retail Study (2009) recommended only minor changes to the distribution of primary and secondary frontages in a number of centres<sup>(94)</sup> and these are reflected on the proposals map through changes in the Site Allocations DPD. The Council maintains an annually updated database of town centre shopping frontages and this information will form the basis for decision making in relation to the following policies.

### Policy 46

#### Primary Shopping Frontages

- A. Within the primary shopping frontages of district centres as defined on the Harrow proposals map, the use of ground floor premises for retail, financial & professional activities, restaurants & cafés and pubs & bars will be permitted provided that:

94 Pinner, North Harrow, South Harrow and Wealdstone.

- a. the length of primary frontage in non-retail use at street level in the centre (including any extant planning permissions) would not exceed 25% unless it can be demonstrated that the proposed use would make a significant contribution to the centre's vitality and viability;
  - b. the proposal would not result in a concentration of more than three unit frontages in non-retail use;
  - c. the use would not create inactive frontage during the day; and
  - d. the use would not be detrimental to the amenity of neighbouring occupiers or highway safety;
- B. Proposals for other uses within primary shopping frontages will not be permitted unless it can be demonstrated that the use would be directly related to shopping trips and would support the retail function of the district centre.

### Reasoned Justification

**8.14** There are nine district centres in Harrow providing mainly convenience shopping and related activities of more than local significance, but which sit below Harrow town centre<sup>(95)</sup> and Edgware<sup>(96)</sup> in the London Plan (2011) town centre hierarchy. Reflecting their role in the hierarchy and their principal retail function, primary shopping frontages have been identified which seek to maintain shopping and supporting uses at the core of these centres. These frontages are shown on the Harrow proposals map. Harrow's Retail Study (2009) highlights the importance of continuing to monitor town centre frontages and to protect 'A' Class uses within town centres.

**8.15** The primary shopping frontages of district centres will therefore continue to be safeguarded for retail (Class A1), financial and professional services (Class A2), restaurants and cafés (Class A3) and pubs and bars (Class A4), being the main activities which sustain town centres by attracting shoppers, workers & visitors. The retention of a critical mass of shopping uses remains the best way to sustain vitality and viability at the heart of district centres and to ensure that the Borough's town centre retail capacity is properly protected. The right balance of retail and other appropriate uses will ensure that district centres continue to function as interesting and attractive destinations for shoppers. For these reasons, the policy seeks to limit the proportion of non-retail activity in the primary frontage within each district centre to 25% of that frontage, and to manage the distribution of activities within primary frontage so as to avoid more than three continuous units of non-retail use. To prevent the accumulation of a pipeline of non-retail uses that could exceed the 25% ceiling within primary frontages, the Council will take into account any relevant extant planning permissions. However, in certain cases these limits may be breached where the proposal would significantly help the vitality and viability of a centre, particularly in cases where a unit has been vacant for a substantial amount of time, or the proposal can clearly demonstrate that it would attract a significant number of people to the centre who otherwise would not have visited. Further detail on the method for applying policies on the change of use of shops is provided at Schedule 2.

**8.16** Estate agencies, banks, building societies and other Class A2 uses are all a normal part of the streetscene in shopping areas. Together with cafés, restaurants and public houses that are open during the day, these uses contribute to the creation of a lively and varied frontage. By

95 A Metropolitan centre.

96 A Major centre mainly located in the London Borough of Barnet.

contrast take aways (unless forming a part of a café or restaurant use) are rarely connected with shopping trips and more frequently trade as evening rather than daytime activity; for these reasons wholly take away uses will be resisted within the primary shopping frontages of district centres. All other uses that are permitted by this policy should, by definition, create active daytime frontages. Any proposal that would create inactive daytime frontage within a primary shopping frontage will be resisted.

**8.17** Residential use of floors above ground floor premises is a strong characteristic of Harrow's town centres and a part of what makes them vibrant and secure places even after the shops have closed. Town centre living offers immediate access to shops, services and public transport, and is often an attractive proposition for younger people. Whilst patently providing a different living environment to more traditional suburban areas, it will remain important to balance any impacts associated with ground floor uses with the preservation of a viable living environment for neighbouring residents. Considerations will include but not be limited to hours of use, the impact of any external alterations or equipment (such as air conditioning extraction facilities), audibility of music or other amplified sound, disturbance from any outdoor seating or smoking areas, and the impact of any vehicular activity. Proposals that would be detrimental to the amenity of neighbouring occupiers, or that would lead to conditions prejudicial to highway safety, will be resisted.

**8.18** Uses not falling within the broad definition of A Class uses permitted by this Policy will be resisted, unless it can be demonstrated that the proposal would be directly related to shopping trips and would support the retail function of the district uses.

## Policy 47

### Secondary and Designated Shopping Frontages

- A. Within the secondary shopping frontages of district centres and the designated frontages of local centres, as defined on the Harrow proposals map, the use of ground floor premises for purposes that are appropriate to a town centre and primarily for visiting members of the public will be permitted provided that:
  - a. in the case of local centres, the length of designated frontage in non-retail use at street level in the centre (including any extant planning permissions) would not exceed 50% unless it can be demonstrated that the proposed use would make a significant contribution to the centre's vitality and viability;
  - b. in the case of district centres, the length of secondary frontage in non-retail use at street level in the centre (including any extant planning permissions) would not exceed 50% unless it could be demonstrated that the proposed use would make a significant contribution to the centre's vitality and viability;
  - c. in the case of uses that would not create an active frontage, a window display or other frontage appropriate to the centre would be provided; and
  - d. the use would not be detrimental to the amenity of neighbouring occupiers or highway safety.

#### Reasoned Justification

**8.19** In addition to the Borough's nine district centres (see above) there are five local centres providing mainly smaller convenience stores and walk-to services for the locality in which they are situated. The secondary frontages of district centres and the designated frontages of local centres are appropriate locations for the full range of A Class uses, including take aways, and any other use which is primarily for visiting members of the public, such as laundrettes, taxi offices and amusement arcades. However a strong presence of retail activity is important within these frontages. Designated frontages form the basis for safeguarding and consolidating the basic convenience retail function of local centres and, for this reason, non retail activities will be limited to 50% of the designated frontage of each centre. In the case of district centres, secondary frontages provide opportunities for retailers that may not be viable within the more expensive primary frontages but which nevertheless add to the overall retail capacity and attractiveness of the centre. In secondary frontages the proportion of non-retail activity within each district centre will therefore be limited to 50% of that frontage. To prevent the accumulation of a pipeline of non-retail uses that could exceed the 50% ceilings, the Council will take into account any relevant extant planning permissions. However, in certain cases these limits may be breached where the proposal would significantly help the vitality and viability of a centre, particularly in cases where a unit has been vacant for a substantial amount of time, or the proposal can clearly demonstrate that it would attract a significant number of people to the centre who otherwise would not have visited. Further detail on the method for applying policies on the change of use of shops is provided at Schedule 2.

**8.20** The broader mix of permitted activities within secondary and designated frontages may include some uses that, although appropriate within a town centre, do not create an engaging frontage for shoppers. In such instances the provision of a window display can help to create interest and variety. Innovative solutions which negate inactive frontages will be encouraged.

**8.21** Residential use of floors above ground floor premises is a strong characteristic of Harrow's town centres and a part of what makes them vibrant and secure places even after the shops have closed. Town centre living offers immediate access to shops, services and public transport, and is often an attractive proposition for younger people. Whilst patently providing a different living environment to more traditional suburban areas, it will remain important to balance any impacts associated with ground floor uses with the preservation of a viable living environment for neighbouring residents. Considerations will include but not be limited to hours of use, the impact of any external alterations or equipment (such as air conditioning extraction facilities), audibility of music or other amplified sound, disturbance from any outdoor seating or smoking areas, and the impact of any vehicular activity. Proposals that would be detrimental to the amenity of neighbouring occupiers, or that would lead to conditions prejudicial to highway safety, will be resisted.

#### Policy 48

##### Other Town Centre Frontages and Neighbourhood Parades

- A. Within the non-designated parades of town centres and neighbourhood parades, as defined on the Harrow proposals map, the use of ground floor premises for purposes that are appropriate town centre, community and economic uses will be permitted provided that:



- a. in the case of non A class uses, a window display or other frontage appropriate to the centre would be provided; and
- b. the use would not be detrimental to the amenity of neighbouring occupiers or highway safety.

### Reasoned Justification

**8.22** Non-designated frontages within town centres and neighbourhood parades provide opportunities for genuine diversification of town centres to become hubs for local business, services and the community, without undermining the core retail and other principal functions that are protected by the primary, secondary and designated frontages. Potentially positive uses of premises within non-designated parades of town centres and neighbourhood parades include medical and dental surgeries, veterinary surgeries, showrooms, solicitors' offices and community centres. Such uses help to meet residents' needs locally, are easily accessible to people without a car or with restricted mobility, and are partially open to visiting members of the public (for example, to walk in and make an appointment). For the avoidance of doubt, residential is not an appropriate use of ground floor premises in non-designated frontages and neighbourhood parades.

**8.23** The wide ranging mix of permitted activities within non-designated frontages and neighbourhood parades may include some uses that, although appropriate within a town centre, do not create an engaging frontage for shoppers. In such instances the provision of a window display can help to create interest and variety. Innovative solutions which negate inactive frontages will be encouraged.

**8.24** Residential use of floors above ground floor premises is a strong characteristic of Harrow's town centres and neighbourhood parades, and a part of what makes them vibrant and secure places even after the shops have closed. Town centre living offers immediate access to shops, services and public transport, and is often an attractive proposition for younger people. Whilst patently providing a different living environment to more traditional suburban areas, it will remain important to balance any impacts associated with ground floor uses with the preservation of a viable living environment for neighbouring residents. Considerations will include but not be limited to hours of use, the impact of any external alterations or equipment (such as air conditioning extraction facilities), audibility of music or other amplified sound, disturbance from any outdoor seating or smoking areas, and the impact of any vehicular activity. Proposals that would be detrimental to the amenity of neighbouring occupiers, or that would lead to conditions prejudicial to highway safety, will be resisted.

## VACANT PREMISES

### Policy 49

#### Vacant Shops in Town Centres and Neighbourhood Parades

- A. In town centres and neighbourhood parades with a vacancy rate exceeding 10% over a continuous period of two or more years, the use of ground floor premises that have been vacant and marketed for a period of one year will be permitted as follows:

- a. within the primary shopping frontages of district centres, use for retail, financial & professional activities, restaurants & cafés and take-aways;
  - b. within the secondary frontages of district centres and designated frontages within local centres, any use appropriate to a town centre and primarily for visiting members of the public;
  - c. within non-designated frontages of centres and neighbourhood parades, any appropriate economic or community use.
- B. Proposals for the temporary use of ground floor premises that are vacant will be permitted whilst marketing is undertaken for a period of up to 5 years.
- C. Proposals for that would be detrimental to the amenity of neighbouring occupiers or highway safety will not be permitted.
- D. Residential use of ground floor premises in town centres and neighbourhood parades will not be permitted under any circumstances.

### Reasoned Justification

**8.25** Vacant shop units in town centres and neighbourhood parades are detrimental to their vitality and viability. Short term vacancies are a part of normal market activity as shops change hands and are refurbished for new traders, whilst economic cycles will lead to variability in the demand for town centre premises in the medium term. However long term vacancies may be indicative of more significant, structural problems within a town centre or neighbourhood parade. Moreover, sustained high levels of vacancy within a centre can trigger a negative downward spiral as overall footfall levels reduce, the amount of inactive or 'dead' frontage increases, and perceptions spread that the town centre or neighbourhood parade is in decline.

**8.26** To prevent long term, systemic decline taking hold in the Borough's town centres and neighbourhood parades, the Council will consider other uses of vacant shop units where the vacancy rate in the town centre or neighbourhood parade as a whole has exceeded 10% continuously for a period of at least two years and where the premises concerned has been vacant for at least one year. In town centres the vacancy rate will be measured as a proportion of all frontage in the centre. In neighbourhood parades, the vacancy rate will be measured as a proportion of all units in the parade. The applicant must supply evidence to demonstrate that the premises have been vacant and appropriately marketed. In deciding whether to grant planning permission, the desirability of reducing the proportion of vacant frontage or units will be considered in relation to the criteria set out in the policy and amplified below.

**8.27** Applicant's will be required to demonstrate that reasonable attempts have been made to market the premises during the period of vacancy. As a minimum, the premises must have been advertised by a competent local estate agent at a realistic rent for a period of at least one year.

**8.28** Whilst efforts to reduce vacant frontage should focus on the core of centres where the need to maintain footfall and activity will be most critical, this should be balanced with the need to direct the least suitable uses to more peripheral parades where their potential to damage the proper role and function of the centre may be minimised. To preserve the integrity of primary frontages within district centres, suitable uses will be limited to retail, financial & professional activities, restaurants & cafés and take-aways but proposals need not comply with criteria A (a), (b) and (c) of Policy 44. Similarly, in the case of secondary frontages within district centres and designated frontages within local centres, suitable uses will be limited to those which are appropriate to a town centre and

primarily for visiting members of the public but proposals need not comply with criteria A (a) or (b) of Policy 45. In non-designated frontages of town centres and neighbourhood parades, any appropriate economic or community use will be permitted. In considering whether any other economic or community use is appropriate, attention will be paid to the potential of the proposal to increase footfall, activity and/or the diversity of trading within the centre.

**8.29** The temporary use (for up to five years) of vacant premises will be permitted in any centre or neighbourhood parade, irrespective of the vacancy rate within the centre, whilst the premises is being marketed for its authorised or other permitted uses. Temporary uses can help to reduce the perception of dead frontage and support other shops and services within the centre or parade, and can help to fulfil demand for short term economic activities. Planning permission for such uses will be granted strictly on a temporary basis and will not alter the main, authorised use of the premises.

**8.30** Proposals for alternative or temporary uses of vacant premises will not be permitted where the use would have a detrimental impact upon the amenities of neighbouring occupiers or where there would be harm to highway safety.

**8.31** Residential use of ground floor shop premises sends the strongest possible signal that a town centre or neighbourhood parade is in decline and that any attempt to regenerate it has been abandoned. Moreover, former shop units within town centres and neighbourhood parades rarely provide a satisfactory living environment and their residential use would be at odds with lifetime neighbourhood principles. For these reasons the residential use of ground floor premises in town centres and neighbourhood parades will not be permitted under any circumstances.

## Policy 50

### Mixed-Use Development in Town Centres

- A. Proposals for mixed use development in town centres will be supported. The appropriate mix of uses will be considered having regard to:
  - a. the role and function of the centre;
  - b. the need to make efficient and effective use of previously-developed land;
  - c. the need to re-provide certain uses on the site in accordance with other policies;
  - d. the compatibility of the uses proposed; and
  - e. any other planning objectives considered to be a priority for the area.
- B. Proposals that would compromise any component of this policy, or would be detrimental to the vitality and viability of town centres, will be refused.

#### Reasoned Justification

**8.32** Mixed use development in town centre locations delivers benefits that cut across a number of policy objectives. Residential uses add to levels of activity within centres after normal trading hours and can support the evening economy, as well as increasing levels of natural surveillance. Additional retail space can increase the 'critical mass' necessary to maintain the attractiveness of centres to shoppers, and therefore help to sustain existing shops. Offices, social infrastructure and other non-retail town centres uses also contribute to the creation of vibrant, vital places at the heart of local communities and in locations generally well served by public transport. For these reasons, single use redevelopment of town centre sites is unlikely to contribute to the realisation of the Harrow Core Strategy's objectives for the town centre network, and should therefore be avoided. Proposals for mixed use development in town centres will be supported.

**8.33** The appropriate mix of uses of uses will be considered having regard to:

- **the role and function of the centre;**

**8.34** The Borough's town centre hierarchy is set out at Appendix B of the Harrow Core Strategy (2012). Outside of the Harrow & Wealdstone Intensification Area, and excluding Edgware which is mainly located within the London Borough of Brent and is a major centre, the Borough's town centres are classified either as district centres or local centres. The role and function of centres is defined at Annex 2 to the London Plan (2011). The range of uses proposed in mixed use development should be informed by the role and function of the centre in which it is located.

- **the need to make efficient and effective use of previously-developed land;**

**8.35** Alongside the Harrow & Wealdstone Intensification Area, the redevelopment of previously developed land within town centres is at the heart of Harrow's spatial strategy for the sustainable accommodation of the Borough's projected growth. In most situations the single use of sites within town centres is unlikely to constitute an efficient and effective use of previously developed land. The residential component of mixed use town centre developments should be consistent with the London Plan sustainable residential quality matrix unless, in combination with other components of the development, this would have adverse consequences upon local character and amenity.

- **the need to re-provide certain uses on the site in accordance with other policies;**

**8.36** The redevelopment of town centre sites may be required to re-provide active ground floor frontages, or to make provision for replacement office space or alternative employment-generating activities in accordance with other development plan policies. Proposals involving the loss of employment space should be robustly justified in relation to the requirements set out in the Harrow Core Strategy and the other relevant policies in this DPD; this policy should not be used as the sole justification for proposals involving the loss of employment or other uses that are protected by other policies.

- **the compatibility of the uses proposed;**

**8.37** The mix of uses proposed should be broadly compatible so the legitimate economic or other activities and residential occupation are not compromised by each other. Consideration against this criteria will extend to the design and layout of development, which should allow different uses to coexist effectively. Proposals should ensure that proposed commercial uses will be able to function properly, having regard to servicing requirements and the adequacy of any noise attenuation measures.

- **any other planning objectives considered to be a priority for the area.**

**8.38** Harrow's Core Strategy provides objectives and policies for all of the Borough's sub areas, and further locally specific objectives may be included in conservation area supplementary planning documents and Harrow's Green Grid. Proposals for mixed use development should have regard all other relevant planning objectives and contribute to their delivery wherever possible.

**8.39** Proposals for mixed use development should meet the requirements of all other relevant policies in this DPD including those which seek to protect local character and the amenity of neighbouring occupiers, and those for the preservation or enhancement of heritage assets.

**8.40** Proposals that would compromise any component of this policy, or would be detrimental to the vitality and viability of town centres, will be refused.

## Policy 51

### Evening Economy

- A. Proposals which enhance the evening economy of town centres will be supported having regard to:
- the role and function of the centre;
  - the impact upon the amenity of residential occupiers within and adjoining the centre; and
  - any parking or traffic implications.
- B. Proposals that would compromise any component of this policy, or would be detrimental to the vitality and viability of town centres, will be refused.

### Reasoned Justification

**8.41** The London Plan (2011) acknowledges the value of London's night time and evening uses for entertainment and socialising, and their contribution to the London economy. Policy 4.6 *Support for and Enhancement of Arts, Culture, Sport and Entertainment Provision* of the London Plan requires boroughs to identify local clusters of evening and night time entertainment in order to address need, and to minimise the impact on other land uses taking account of cumulative effects.

**8.42** Harrow's night time economy is not well developed, reflecting the range and proximity of restaurants, bars and clubs in central London. However late night return travel to Harrow can be time consuming and expensive, and as the population grows some potential exists to increase the choice and range of evening activities within the Borough. Reflecting its Metropolitan centre

status and high public transport accessibility levels, the Core Strategy (2012) properly focuses support for the development of the evening economy upon Harrow town centre. Throughout the rest of the Borough, appropriate evening uses will help to diversify town centres and should contribute positively to their overall vitality and viability, as well as providing residents with more localised options for an evening out.

**8.43** Proposals which enhance the evening economy of town centres will be supported having regard to:

- **the role and function of the centre;**

**8.44** The strong direction given by the Core Strategy for major new evening economy uses to locate in Harrow town centre will enable the Council and partner organisations to co-ordinate, in accordance with the London Plan, the provision of supporting public transport, policing and environmental services. Throughout the rest of the Borough, the nature and scale of proposals should be informed by the role and function of the centre in which they are located<sup>(97)</sup>. Clubs and other entertainment uses that involve significant levels of night time activity are unlikely to be appropriate in local centres.

**8.45** Proposals for evening uses in retail parades must comply with the relevant town centre policies in this DPD. Proposals should not harm the objective of those policies to maintain a critical core of retail and related daytime uses. Indeed, the dispersal of evening uses to the secondary and tertiary parades will provide the most appropriate strategy for managing the environmental impacts of such uses by avoiding more easily-reached 'saturation' levels within the Borough's suburban town centres.

- **the impact upon the amenity of residential occupiers within and adjoining the centre;**  
and

**8.46** Town centres in the Borough are characterised by residential uses above retail parades and have an immediate interface with the surrounding residential areas which they were designed serve. The close relationship between Harrow's town centres and residents is a strength and one which is mutually sustaining.

**8.47** Many evening uses are controlled by other regulatory and, as the appropriate licensing body, the Council has published a Licensing Policy (2010) for the consideration of licence applications for public entertainment, performance, dancing and the sale/consumption of alcohol. The Council will use the planning system to consider the appropriateness of the location for the proposed use in relation to neighbouring residential premises, and to impose any necessary controls not dealt with through the licensing regime. Evening uses must be sensitively located and should not degrade the living environment of town centres or surrounding residential areas.

- **any parking or traffic implications.**

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97 See paragraph XX above.

**8.48** Although the Borough's town centres are well served by public transport some evening uses will nevertheless attract car-using customers, whilst other uses may lead to drop off and collection of customers by taxis. The Council will take into consideration the parking and traffic implications of proposals both in terms of highway conditions and as this may affect the amenity of neighbouring residents.

**8.49** Proposals that would compromise this policy, having regard to this policy, or which would be detrimental to the vitality and viability of the centre having regard to the relevant town centre policies in this DPD, will be refused.





# TRANSPORT AND WASTE 9

Development Management Policies Pre-Submission DPD

### 9 TRANSPORT AND WASTE

#### INTRODUCTION

**9.1** The National Planning Policy Framework (2012) highlights the important role of transport policies in facilitating sustainable development. The London Plan (2011) and Harrow's Core Strategy (2012) provide a clear, spatial framework which links development growth to public transport accessibility and capacity. The Council is committed to working with Transport for London and other partners to target finite resources to those parts of the highway and public transport network most in need of capacity, accessibility and qualitative enhancements. Chapter six of the London Plan contains a comprehensive suite of transport policies with planning decisions criteria that will apply to development proposals in Harrow. Policy CS1 of the Core Strategy sets out Harrow's strategic approach to the provision of car parking and the development of sites in areas of low public transport accessibility.

#### Policy 52

##### Parking Standards

- A. Proposals that make on-site provision for parking will be supported where:
  - a. the number of vehicle parking spaces would not exceed the maximum London Plan standards; and
  - b. the number of cycle parking spaces would meet or exceed the minimum London Plan standards.
- B. Proposals involving parking provision that would not be consistent with the London Plan will be assessed having regard to any exceptional operational requirements, any special safety considerations and the desirability of achieving modal shift away from private car use.
- C. Proposals for car-free development within town centres will be supported where it can be demonstrated that:
  - a. there is sufficient public transport capacity to serve the trip demand generated by the development;
  - b. there would be adequate safeguards against parking on the surrounding highway network and in public car parks; and
  - c. the needs of blue badge holders would be met.
- D. Proposals that secure the delivery of car club schemes in lieu of parking provision for private vehicles will be supported.

- E. The design and layout of parking areas should be safe, secure and fit for purpose. Access to and from the public highway should maintain and where necessary improve safety and give priority to the convenience of pedestrians and cyclists.
- F. Proposals that would result in inappropriate on-site parking provision, having regard to the criteria in this policy, and those which would prejudice highway safety or the convenience of pedestrians and cyclists, will be resisted.

### Reasoned Justification

**9.2** Households in Harrow continue to exhibit comparatively high levels of car ownership. Core Strategy Policy CS1(R) undertakes to manage car parking provided with new development to contribute to a modal shift away from private car use to more sustainable modes. Nevertheless, it is likely that car ownership will be a preference for many residents and that this mode will continue to be a key component of economic activity and outer London inter-connectivity for the foreseeable future. The objective of this policy is to realise the transport benefits of Harrow's spatial strategy by ensuring that proposals contribute to modal shift in a manner that is appropriate to their location and which meets the transport needs of future occupiers/users of the development.

**9.3** The National Planning Policy Framework sets out the considerations to be taken into account when setting parking standards for development<sup>(98)</sup>. Transport is a matter of strategic significance to London as a whole and is therefore addressed in some detail in the London Plan. Policy 6.13 *Parking* of the London Plan sets out parking standards within ranges for various types of development, locations and levels of public transport accessibility. Reflecting the established principle that the availability of parking is a determinant of an individual's propensity to own and use a car, the standards are expressed as maxima. The London Plan also sets out minimum requirements for the provision of cycle parking.

**9.4** In view of the demand generated by occupiers and users of development in outer London it is anticipated that many developers will continue to seek to provide parking as part of their proposals, and in many instances some level of vehicle parking is likely to be necessary for operational reasons. The Council will support proposals that make on site provision within the appropriate ranges set out in the London Plan for vehicle parking and which meet the minimum requirements for cycle parking. Where car parking is proposed as part of new development, the London Plan requires 1 in every 5 of the spaces to make provision for electric vehicle charging. Such provision is a vital component of the practicality of electric vehicle use and therefore necessary to increase uptake of electric vehicles in the capital.

**9.5** In some instances it may be necessary to provide a number of vehicle or cycle parking spaces that is not consistent with the London Plan standards. Those proposing development not in accordance with the London Plan will be required to demonstrate robust justification for the departure from the relevant standards. When assessing the necessity of parking provision not in accordance with the London Plan, the Council will have regard to any exceptional operational requirements and any special safety considerations that are unique to the end user, the proposal

98 These are: the accessibility of the development; the type, mix and use of the development; the availability of and opportunities for public transport; local car ownership; and an overall need to reduce the use of high emission vehicles.

or the site. The Council will also take into account to the impact of excess vehicle parking, or of substandard cycle parking provision, upon the achievement of a modal shift away from private car use.

**9.6** Car free developments are those that make no general on or off site provision for car parking other than that required to meet the needs of disabled persons. Such schemes are an effective means of delivering a modal shift away from private car use provided that future occupiers' ability to access their reasonable shopping, service and employment needs would not be disadvantaged, and that visitors and other users of the development (particularly in respect of non-residential uses) would not be severely disadvantaged by the absence of car parking. In Harrow, town centres provide the most suitable locations for car-free development; they provide occupiers with direct access to local shops, services and employment opportunities, and are generally served by multiple local bus services and/or a rail station for access to shops, services and employment elsewhere. The Council will therefore support proposals for car free development in town centres provided that:

- **there is sufficient public transport capacity to serve the trip demand generated by the development;**

**9.7** Major proposals for car free development should undertake reasonable investigation of the availability of spare capacity on the public transport network to meet the projected trip demand of the development. In all cases, the Council will consider the likely impact of the proposal on public transport serving the town centre and will seek mitigation of any adverse impacts upon public transport capacity.

- **there would be adequate safeguards against parking on the surrounding highway network and in public car parks;** and

**9.8** The objective of car free residential development is undermined if on-street space or public car parks are freely available to future occupiers. The loss of capacity intended for shoppers and employees within the town centre may also adversely impact the proper functioning of the centre, whilst increased on-street parking stress within surrounding suburban areas poses a nuisance to existing residents and can degrade the residential environment. The Council will seek to ensure that there are adequate controls in place to manage on-street space and to discourage the use of public car parks for residential parking. Car free developments will be required to enter into a Planning Obligation to restrict future occupiers' eligibility for on-street permits where there are existing controls in place, and to secure a financial contribution towards the costs of any necessary amendments to local traffic orders (including those related to public car parks) and enforcement of those orders.

- **the needs of blue badge holders would be met.**

**9.9** The London Plan requires all development to make provision for the parking needs of disabled people, including those proposals that are in all other respects car-free, with a minimum requirement for at least one 'blue badge' space on site or two off site. In residential development, there should be one space for every home designed to meet the Wheelchair

Home standards and this should be provided within the curtilage of the development. The Council's Accessible Homes supplementary planning document provides further information on the parking requirements of the Lifetime and Wheelchair Homes standards.

**9.10** Car clubs offer the benefit of reducing demand for individual car ownership whilst maintaining access to a car for multiple households. The extension of general car club schemes across the Borough is encouraged, and the Council will support the delivery of further car club capacity as part of new development proposals. Proportionate reductions in on-site car parking will be justified where proposals secure the delivery of car club schemes, particularly in areas of moderate and low public transport accessibility.

**9.11** The design and layout of parking areas should be such that they are safe, secure and fit for purpose. All parking areas should be overlooked and well lit. Vehicle parking bays should be of appropriate dimensions and have sufficient manoeuvring space and visibility for the motorist. Cycle parking should be covered wherever possible and have convenient access to street level. Further, details on the design and layout of vehicle and cycle parking areas are set out in the Council's Residential Design Guide and Accessible Homes supplementary planning documents.

**9.12** Proposals that would compromise any component of this policy will be resisted.

## Policy 53

### Transport Assessments and Travel Plans

- A. Proposals for major development will be required to submit a Transport Assessment to quantify the impacts of the proposal upon public transport, the highway network, the cycle network and upon conditions for pedestrians. Where multiple major developments are proposed in the area, the Council will encourage developers to co-operate to assess the cumulative impacts of the proposals upon transport.
- B. Proposals for major development will be required to satisfactorily mitigate the impacts identified in the Transport Assessment. Mitigation measures will be required to contribute to the desirability of achieving modal shift away from private car use and should include the preparation and implementation of Travel Plans.
- C. Proposals that fail to satisfactorily mitigate the transport impacts of development will be resisted.

### Reasoned Justification

**9.13** Harrow's Transport Study (2010) provides a strategic assessment of the impact of development growth upon the capacity and performance of the Borough's public transport services and highway network. It also looked at issues affecting cyclists and pedestrians, most notably the availability and quality of cycle parking, and the quality of the public realm. Inherently, as a strategic assessment of long term growth, the Study does not provide the level of detail required to consider the transport impacts of individual proposals and therefore recommends the use of Transport Assessment and Travel Plans. London Plan Policy 6.3 *Assessing the Effects of Development on Transport Capacity* gives effect to Transport for London guidance on the detailed requirements for transport assessments and travel plans applicable to major planning applications.

**9.14** Transport assessments provide a foundation for the quantification of quantitative and qualitative impacts of development upon transport. In accordance with London Plan Policy 6.3, an assessment will be required with all major planning applications. Assessments should be proportionate to the scale of the proposal and will be required to address impacts on all relevant forms of public transport, the highway network, the strategic and local cycle network, and upon the conditions for pedestrians. In areas where there are multiple, simultaneous major development proposals, the submission of individual transport assessments each dealing with the impact of one proposal is unlikely to address legitimate concerns about potential cumulative impacts. The Council will encourage, and facilitate where possible, developers to co-operate in such circumstances to either co-ordinate their individual assessments, or produce a single combined assessment.

**9.15** Having identified impacts through transport assessment, appropriate forms and levels of mitigation of those impacts should be incorporated into the proposal. In relation to the highway network mitigation may include, for example, rationalisation of existing vehicular access points, alterations to junctions, or contributions towards traffic signal co-ordination schemes. However, the total package of measures should seek to mitigate impacts in a way that contributes to the achievement of a modal shift away from car use. Mitigation measures should include the preparation and implementation of workplace and/or residential travel plans in accordance with relevant Transport for London guidance.

**9.16** Proposals that would fail to properly assess and mitigate the impacts of development upon transport, in accordance with this policy, will be resisted.

### Policy 54

#### Servicing

- A. Non-residential proposals will be required to make arrangements for servicing that maintain or improve the safety and flow of traffic on the public highway, and which protect the amenity of neighbouring occupiers. Proposals will be assessed having regard to:
  - a. the relationship of the proposal with the surrounding highway network;
  - b. the availability of service roads; and
  - c. any existing safety concerns.
- B. Proposals for major development should make satisfactory arrangements for access to and servicing within the site during construction.
- C. Proposals that would be detrimental to safety, traffic flow or the amenity of neighbouring occupiers will be resisted.

## Reasoned Justification

**9.17** Commercial activities have varied and sometimes complex requirements for servicing by road based vehicles. Whilst many purpose-built industrial and business use estates have been designed to allow for off-road access and servicing by commercial vehicles, older premises and retail parades often have their servicing needs met on the street frontage. Attention to the servicing arrangements of new, non-residential proposals should ensure that commercial activities can be carried on in a manner that is both efficient to business and to highway and amenity interests. London Plan Policy 6.11 *Smoothing Traffic Flow and Tackling Congestion* requires boroughs to develop a package of measures which contribute to the objective of traffic flow and congestion management. The retention and effective use of existing servicing facilities, and the management of on-street servicing, will help to make the most efficient use of Harrow's finite road capacity.

**9.18** Proposals for non-residential uses should therefore ensure that satisfactory servicing arrangements are in place. Proposals for sites that rely on servicing from the public highway should have no greater impact on the safety and flow of traffic than the existing use, and wherever possible should improve highway conditions. Consideration will also be given to the need to protect the amenity of neighbouring occupiers, particularly in relation to any requirement for early morning or late evening deliveries.

**9.19** The adequacy of servicing arrangements for non-residential proposals will be assessed having regard to:

- **the relationship of the proposal with the surrounding highway network;**

**9.20** The Council will seek to ensure that the intensity and nature of servicing arrangements, including vehicle access points, are consistent with character and role of roads within the surrounding network. Direct servicing and the formation of new service access roads from residential streets should be avoided. Wherever possible, major new non-residential proposals should have dedicated on-site service areas with a safe means of access onto a classified road.

- **the availability of service roads; and**

**9.21** Many of Harrow's town centres and some residential areas have dedicated service roads which should be used in preference to the public highway. Extensions to premises should not prejudice the effective functioning of existing service roads through the loss of necessary on-site capacity or the reduction of manoeuvring space.

- **any existing safety concerns.**

**9.22** Where existing uses give rise to unsafe conditions for pedestrians, cyclists or motorists, the Council will require these to be eliminated as part of the servicing arrangements of the proposal.

**9.23** Site access and servicing arrangements during construction can have significant highway and amenity implications in their own right. For major development proposals, including those for residential use, the Council will seek to ensure that the temporary access and servicing

arrangements cause minimum disruption on classified roads and are safe. Developers should also comply with the Considerate Contractor Code of Practice to avoid nuisance to neighbouring occupiers during the works.

**9.24** Access roads and servicing areas within the site should be located so as to minimise the potential for noise and disturbance to neighbouring occupiers. Where necessary, the Council will require the provision of acoustic fencing and suitable screening to safeguard living conditions and the visual amenity of neighbouring residential areas.

**9.25** Having regard to the criteria set out in this policy, proposals that would be detrimental to safety, traffic flow or the amenity of neighbouring occupiers will be resisted.

### Policy 55

#### Waste Management

- A. All proposals will be required to make on-site provision for the reduction of general waste, the separation of recyclable materials and the collection of organic material for composting. The on-site provision must:
- a. provide satisfactory storage volume to meet the general, recycling and organic waste material arising from the site;
  - b. ensure satisfactory access for collectors and, where relevant, collection vehicles; and
  - c. be located and screened to avoid nuisance to occupiers and adverse visual impact.
- B. Major development proposals will be required to provide a site waste management plan as part of proposals to include:
- a. setting aside land for the duration of the construction period to facilitate the sorting and storing of waste inert material; and
  - b. waste management during the lifetime of the development.

#### Reasoned Justification

**9.26** Core Strategy Policy CS1(X) supports the objectives of sustainable waste management and requires new development to address waste management from design and construction stage through to end use, ensuring that it is managed towards the upper end of the waste hierarchy. The upper end of the hierarchy is set out in Policy 5.16 of the London Plan and comprises:

- reduce waste;



- re-use waste; and
- recycle and compost.

**9.27** Harrow's arrangements for the storage and collection of domestic waste that has been segregated at source is set out in the Council's *Code of Practice for the Storage and Collection of Refuse and Materials for Recycling in Domestic Properties* (2008) and comprise alternative two bin and three bin systems. In accordance with the Council's Code of Practice, applicants must demonstrate that their proposal would make sufficient provision for the volume of landfill, recycling and organic waste generated by residential and non-residential occupiers of the development. Sufficient space should be made to accommodate the required number of containers in accordance with the dimensions are specified in the Council's Code of Practice together with any necessary screening. The storage arrangements should be readily accessible to future occupiers and encourage them to segregate their waste by ensuring that the recycling and composting facilities are at least equally as convenient, or more convenient, to use as containers for general waste.

**9.28** For the three bin system, containers are collected from the public highway, with householders expected to wheel their bins to the roadside on collection day. The Council's Code of Practice sets out the collection access requirements for the two bin system, and further details the access and manoeuvring requirements of refuse vehicles where estate or other access roads are proposed. The design and layout of development must ensure that the arrangements for collecting general waste, recycling and organic material from the site complies with the relevant requirements of the Code of Practice.

**9.29** In recent years Harrow has successfully managed the volume of general waste going to landfill and increased recycling rates across the Borough. The Council therefore remains committed to the existing systems for the segregation of waste at source. However the number of containers required can be unsightly and cause obstruction, whilst the disposal of recycling and organic waste can cause nuisance in terms of noise and odour. The design and layout of development must pay attention to the visual and amenity impacts of the on-site provision of containers. They should be located in a manner which minimises nuisance to future and neighbouring occupiers, and be suitably screened. In most residential areas, the provision of external waste management areas on forecourts or other prominent parts of the site should be avoided.

**9.30** Applications for major development will be required to provide a site waste management plan to demonstrate how the proposal will contribute to the objectives of sustainable waste management. In accordance with London Plan Policy 5.18 *Construction, Excavation and Demolition Waste* the management plan should explain the provision to be made for the handling of construction, excavation and demolition waste, as well as that for the management of waste during the lifetime of the development.



# COMMUNITY INFRASTRUCTURE 10

Development Management Policies Pre-Submission DPD

# 10 COMMUNITY INFRASTRUCTURE

## INTRODUCTION

**10.1** The provision of appropriate community facilities, and inclusive access to such facilities, is a prerequisite for the proper functioning of any community. They range from health services, educational premises, places of worship and community halls. The Council is committed to supporting development that meets the needs of the Borough's residents. Harrow's Core Strategy identifies infrastructure requirements that include two new schools, a new polyclinic and a performing arts space and these strategic needs will be met within the Intensification Area through the Harrow & Wealdstone Area Action Plan.

**10.2** Recent years have seen the development of a new polyclinic, a faith-based school and a mosque; planning permission has also been granted for a major new community centre. As Harrow's diverse communities continue to establish, and as the provision of new schools and health facilities is decentralised, continued demand for the development of community facilities can be expected. The policies in this chapter seek to enable non-strategic community development to forward throughout the rest of Borough (beyond the Intensification Area) and to help protect existing facilities from pressure for redevelopment to competing land uses.

## Community and Educational Facilities

**10.3** For the avoidance of doubt, the following policies apply to places of worship, church halls, public halls, day nurseries, consulting rooms, educational establishments, museums, indoor sport facilities and emergency services. They do not apply to town centre uses, including but not limited to cinemas, theatres and nightclubs, to which other (town centre) policies apply.

### Policy 56

#### New Community, Sport and Education Facilities

- A. Proposals for the refurbishment and re-use of existing premises for community, sport and educational facilities will be supported.
- B. Proposals for the provision of new community, sport and educational facilities will be supported where:
  - a. they are located within the community that they are intended to serve;
  - b. subject to (a) they are safe and located in an area of good public transport accessibility or in town centres; and
  - c. there would be no adverse impact on residential amenity or highway safety.
- C. New education and indoor sport development should make provision for community access to the facilities provided.
- D. Proposals for the conversion of offices to community and educational uses will be considered having regard to:
  - a. the principle of the loss of office space in accordance with Policy XX;

- b. the impact of the use upon on other legitimate uses within the building and neighbouring buildings; and
  - c. the adequacy of parking and access arrangements.
- E. Proposals that would compromise any component of this policy will be refused.

### Reasoned Justification

**10.4** There are currently 50 state funded primary schools and 10 secondary schools in Harrow, as well as a number of colleges and non-state funded educational establishments. In addition, Harrow's PPG 17 Study (2010) records that there are 40 community centres and halls in the Borough, although a number of these were considered by users to be in a poor condition. Although not all schools and other educational establishments make their facilities available for public use, many do and together with the existing network of community centres and halls they provide a wide range of places for residents to participate in sport and community based activities. The Council will support proposals for the refurbishment and, in the case of under-used or alternatively used facilities<sup>(99)</sup>, the re-use of community or educational premises to meet modern expectations of the quality of provision and residents' needs for such facilities.

**10.5** Proposals for the development of new community and educational facilities should achieve a high standard of design and layout, in accordance with Policy 1. The Council will support proposals for new facilities where:

- **they are located within the community that they are intended to serve;**

**10.6** Facilities that are located in close proximity to the community they serve serve a number of benefits. They reduce the need to travel longer distances, encourage more sustainable modes of transport, and help to engender a sense of ownership of the facility by the community. In turn, this contributes to climate change mitigation, public health and wellbeing, and community cohesion. The location of proposals for new community and educational development should therefore have a close relationship with the resident community that they are primarily intended to serve and in areas of good public transport accessibility. Consideration will also be given to other constraints; for example the location of heritage-based museums will usually be fixed by the existing building or asset to which the museum relates.

- **subject to (a) they are safe and located in an area of good public transport accessibility or in town centres; and**

**10.7** Within the area of the community that they are intended to serve, proposals should be located where they would have good access to public transport. Community and educational facilities in town centres can make a positive contribution to the vitality and viability of centres and will also help to encourage accessibility to the facility by public transport. Proposals that attract large numbers of people will be directed to locate in town centres unless there are operational reasons, or lack of suitable town centre sites, justifying development in another location.

- **there would be no adverse impact on residential amenity or highway safety.**

99 Such as park pavilions converted to commercial use.

**10.8** Particular attention will be paid to the scale of the proposal and resulting intensity of use in relation to its surroundings. Proposals that would have an adverse impact on residential amenity or highway safety will be resisted. As with all other development, transport impact assessments and travel plans will be required in accordance with the London Plan.

**10.9** Public halls, sports halls and school facilities (such as playing fields, performing arts facilities and indoor sports facilities) that are unused for substantial periods of time represent an inefficient use of land and in the long term risk becoming unviable. To secure efficient use of land and assets, and where possible to help address deficiencies identified in Harrow's Open Space, Sport and Recreation Study (2011), the Council will seek appropriate community access to major new halls and educational development.

**10.10** Subject to economic development and town centre policies (see Chapters 7 & 8 and the London Plan) some community facilities may usefully occupy vacant office or shop premises in town centres. In so doing they may enhance town centre vitality and viability. Proposals will be considered having regard to:

- **the principle of the loss of office space in accordance with Policy XX;**

**10.11** The Council recognises the need to manage the release of surplus, traditional employment floorspace and to encourage diversification of economic and related uses. To this end, criteria for the release of town centre and other offices are set out in policies in Chapter 7 of this DPD. Proposals for new community and educational uses will be considered in relation to these other policy criteria to establish the principle of whether or not the loss of office floorspace is justified.

- **the impact of the use upon on other legitimate uses within the building and neighbouring buildings;** and

**10.12** Where partial conversion of an office building is proposed, including those where other floors have already been converted to alternative uses including residential, particular care will be needed to ensure that the proposed use does not conflict or 'crowd out' the other legitimate uses within the building. Some community and educational uses may compliment office uses elsewhere in the building by introducing activities outside normal office hours, or may involve only a limited degree of activity and noise during the daytime. However more intensive uses, for example those involving large numbers of visitors using the communal access/services, and the use of amplified sound is unlikely to be compatible with office (and other) occupiers within the building. The Council will seek to resist proposals that are incompatible with other legitimate uses within the building or which could reduce the attractiveness of vacant accommodation within the building to potential future office occupiers.

**10.13** The same considerations will apply in relation to neighbouring buildings. Proposals should not create conditions that reduce the viability or attractiveness of neighbouring office buildings for their legitimate uses, nor be detrimental to the amenity of any neighbouring residential occupiers.

- **the adequacy of parking and access arrangements.**

**10.14** Community and educational uses may generate parking and access requirements that are different in character to those of office occupiers. In accordance with Policy XX, where car parking is to be provided for the use the quantum should be within the maximum

standards set out in the London Plan, whilst spaces for blue badge holders and cyclists' provision should meet the Plan's minimum standards. Consistent with the principles of Lifetime Neighbourhoods, there should be adequate arrangements in place for disabled and mobility impaired people to enjoy equal access to the educational and community uses proposed as able bodied people. In older office buildings this may necessitate suitable adaptations. The Council's Access for All supplementary planning document will be a relevant material consideration.

**10.15** For all proposals to which this policy applies, where there is a demonstrable amenity or other impact reason for doing so, the Council will exercise control over the hours of use and/or the scale of the activity through planning conditions or as part of a Planning Obligation.

**10.16** Proposals that would compromise any component of this policy will be refused.

## Policy 57

### Retention of Existing Community, Sport and Education Facilities

- A. Proposals involving the loss of an existing community, sport or educational facility will be resisted unless:
  - a. there is no longer a need for that facility; or
  - b. there are adequate similar facilities nearby; or
  - c. the redevelopment of the site would secure an over-riding public benefit.
- B. Proposals for the redevelopment of community or educational facilities that secure enhanced re-provision on the site, or on another site which improves accessibility, will be supported.

### Reasoned Justification

**10.17** As well as providing for new development, it is important that a range of facilities are retained within the Borough to support and enable community activity. The Council values existing community and education facilities and will therefore resist their unjustified loss to other uses. Proposals seeking to justify the loss of a community or educational facility must robustly demonstrate either that it is surplus to requirements because it is no longer needed or because there are adequate other facilities in the area, or that the development has a public benefit which outweighs the loss of the facility. The closure of premises will not in itself constitute robust evidence that a facility is no longer needed. Where there are other facilities in the area, the quality and accessibility of those facilities will be taken into consideration to ensure that, in areas where there is a surplus, there is a managed approach to release. Unless the Borough's monitoring reports indicate a severe problem in the delivery of housing against strategic targets, residential development will not constitute a public benefit of over-riding significance as to justify the loss of a community facility.

**10.18** Redevelopment of community and educational premises which involve the re-provision of facilities on the site will be supported. Similarly the redevelopment of existing premises to enable re-provision on facilities on another site will also be supported in principle. The re-provided facilities

should be at least equivalent in capacity to those that they replace. Policy ?? [*New community and education facilities*] will be applied to re-provided facilities as they apply to new community and educational development.

**10.19** [deal with PPG 17 - add reference]

### **ENHANCING OUTDOOR SPORT FACILITIES**



## Policy 58

### Enhancing Outdoor Sport Facilities

- A. Proposals that would increase the capacity and quality of outdoor sport facilities, ancillary activities that support sporting activities, and those that would secure community access to private facilities, will be supported provided that:
  - a. there would be no conflict with Green Belt, Metropolitan Open Land and open space policies;
  - b. the proposal would not be detrimental to any heritage or biodiversity assets within or surrounding the site; and
  - c. there would be no adverse impact on residential amenity or highway safety.
- B. Proposals for floodlighting will be supported where it would enhance sport facilities and would not be detrimental to the character of the open land, the amenity of neighbouring occupiers nor harmful to biodiversity.

### Reasoned Justification

**10.20** The enhancement of existing outdoor facilities can be hugely beneficial in meeting growing needs for open space, sport and recreational. Simple improvements such as better pitch drainage and maintenance can substantially increase the number of games that can be played on the pitch, whilst modern and inclusive changing accommodation can increase the attractiveness of sporting activities to a wider cross section of the community and therefore increase participation rates. Proposals that would improve the capacity and quality of outdoor sport facilities will be supported, and the Council will particularly welcome proposals from sports clubs, educational establishments and others that help to secure community access to private sport infrastructure. Ancillary uses of facilities and pavilions are often an important income stream for sports clubs and a help to integrate them with the wider community. The Council will therefore also support appropriate, ancillary uses provided that these do not displace the facilities needed for the proper functioning of the principal sports use and subject to the policy criteria.

**10.21** New buildings that provide appropriate facilities for outdoor sport and recreation do not constitute inappropriate development in the Green Belt and Metropolitan Open Land. The principal attribute of the Green Belt and Metropolitan Open Land is their openness, but in Harrow these designations often coincide with areas of special character, sites of importance for nature conservation and local heritage. In all open space, care will be needed to balance the desirability of enhanced facilities with any impacts upon openness, character, biodiversity and heritage and, wherever possible, these impacts should be mitigated. Proposals that would conflict with Green Belt, Metropolitan Open Land and local open space policies, and those that would have other unacceptable impacts, will be resisted.

**10.22** Many of Harrow's open spaces are enveloped by residential property. Open space provides an attractive outlook for neighbouring occupiers, whilst surrounding residential property helps to provide natural surveillance of open space and associated premises. Enhancements that help to secure a viable future for sport and other recreational activities, and therefore help to secure the retention of open space, will be supported wherever possible. However applicants should be

sensitive to the context and setting of the site; proposed facilities and the resulting intensification that would be severely detrimental to the amenity of neighbouring residents or highway safety will be resisted.

**10.23** Policy 3.19 *Sports Facilities* of the London Plan provides support for floodlighting where this would increase opportunities for participation in sport, but includes safeguards against harm to the local community and biodiversity. In Harrow, Green Belt and Metropolitan Open Land generally provide less intensively lit areas, an attribute that contributes to their non-urban character and which enables greater appreciation of the night sky. These areas also coincide with sites of biodiversity interest. Other forms of open space in the Borough are characteristically surrounded by residential property and are therefore potentially more sensitive in terms of direct amenity impacts. Proposals for floodlighting will therefore need particularly careful attention. Floodlighting should be designed and located so as to minimise its visual impact from outside of the site, and appropriate technology should be used to mitigate light spillage into the night sky and onto neighbouring property. Consideration will also be given to any management techniques that may be necessary, including control of the hours of use, to mitigate adverse impacts arising from the lighting and late evening/early morning activity on the site.

**10.24** Proposals that would be at odds with open space policies, including those which afford protection to the Green Belt and Metropolitan Open Land, and those which would be detrimental to the amenity of neighbouring residents or harmful to biodiversity, will be refused.

# TELECOMMUNICATIONS 11

Development Management Policies Pre-Submission DPD

## 11 TELECOMMUNICATIONS

### INTRODUCTION

**11.1** Modern telecommunications systems have grown rapidly in recent years. Mobile communications are considered an integral part of the success of most business operations and individual lifestyles. They also contribute to sustainable development by allowing more flexible working practices which can mitigate the need for traditional forms of office accommodation and commuting patterns. To remain competitive, the Borough must respond positively to the needs of operators whilst ensuring that any adverse impacts of proposed new equipment are minimised and mitigated wherever possible.

**11.2** The National Planning Policy Framework (2012) requires local planning authorities to keep the number of radio and telecommunications masts to a minimum, consistent with the efficient operation of the network, and seek the use of existing masts, buildings or structures wherever possible. It also requires new equipment to be sympathetically designed and camouflaged, where appropriate.

**11.3** Many forms of minor telecommunications apparatus are permitted development and does not require planning permission, but in some instances are still the subject of prior approval procedures relating to siting and appearance considerations only. Permitted development is however curtailed in conservation areas and where article 4 directions are in place, and listed building consent will be required for installations on or within the curtilage of a listed building. For the avoidance of doubt, the following policy will apply to proposals for prior approval of the siting and appearance details of permitted development as well as to applications for planning permission.

### Policy 59

#### Telecommunications

- A. Proposals for the installation of telecommunications equipment will be supported where it can be demonstrated that:
- a. the installation would be on an existing mast or building or, if a new mast is proposed, that it has not been not possible to find a suitable existing mast or building to meet operational requirements;
  - b. the siting and design of the installation would minimise its impact upon the amenity of neighbouring occupiers, the host building (where relevant) and the appearance and character of the area;
  - c. there would be no unacceptable impact upon areas of designated open space, heritage, landscape and biodiversity value; and
  - d. the installation would comply with the International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines for public exposure.

- B. Proposals for major development should make provision for communal satellite and digital television receiving equipment.
- C. Proposals that would prejudice any component of this policy will be refused.

## JUSTIFICATION

**11.4** With continual advances in technology it is likely that demand for new telecommunications infrastructure will be sustained. It is in the interests of residents and businesses in the Borough that Harrow is provided with the necessary infrastructure which improves the quality of existing services and provides timely access to new services. The Council will work collaboratively with operators to ensure that requirements for upgraded and new infrastructure are met in a positive and timely fashion, and that early resolution of amenity and other impacts can be achieved. To this end, operators are encouraged to engage the Council as soon as possible when planning a widespread roll-out of new telecommunications infrastructure. A high priority will be afforded to the delivery of telecommunications infrastructure required by the emergency services.

**11.5** The National Planning Policy Framework and associated technical guidance set out the sequential approach to be applied to development and flood risk. General telecommunications installations are classified as 'highly vulnerable' development and are therefore directed to flood zones 1 and 2. Only where the exception test can be passed should installations be located in flood zone 3.

**11.6** Proposals for the installation of telecommunications equipment will be supported where it can be demonstrated that:

- **the installation would be on an existing mast or building or, if a new mast is proposed, that it has not been not possible to find a suitable existing mast or building to meet operational requirements;**

**11.7** Consistent with the National Planning Policy Framework, the search for suitable sites for telecommunications installations should start with existing masts, buildings or other suitable structures. The aim is to ensure that the proliferation of new telecommunications structures is kept to a minimum, and to provide opportunities for the rationalisation or screening of equipment already installed on existing masts and buildings. Exceptionally, where an existing mast or building is so heavily equipped with existing telecommunications infrastructure that further installations would be visually harmful, and there are no other existing alternative sites, a new site will be sought.

**11.8** Telecommunications equipment on schools and other premises used primarily by children can cause anxiety within the community and should be avoided. The Code of Best practice on Mobile Phone Development (2002) sets out special consultation requirements for proposals on or near to schools and colleges; relevant proposals should demonstrate that pre-application consultation has been carried out in accordance with these requirements.

- **the siting and design of the installation would minimise its impact upon the amenity of neighbouring occupiers, the host building (where relevant) and the appearance and character of the area;**

**11.9** New installations should be sited and designed so as to minimise their visual impact when viewed from any surrounding residential property, upon the host building and in relation to the area's character and appearance. Proposals may offer the opportunity to reduce visual impact of existing equipment at a site, either through rationalisation, re-siting or mitigation. Examples of appropriate mitigation include shrouds, colouring and landscaping.

- **there would be no unacceptable impact upon areas of designated open space, heritage, landscape and biodiversity value;** and

**11.10** Particular care will be required over the siting and design of proposals in sensitive areas. New masts and structures, but not additional equipment at existing sites, constitute inappropriate development within the Green Belt and Metropolitan Open Land and will therefore be resisted unless there are very special circumstances. Proposals in other open space and those affecting heritage assets, areas of special character and sites of importance for nature conservation should not diminish the purpose or significance of these places.

- **the installation would comply with the International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines for public exposure.**

**11.11** The National Planning Policy Framework requires telecommunications proposals to be determined on planning grounds and not health safeguards if the proposal meets International Commission guidelines for public exposure. Therefore, applicants should provide confirmation that the proposed installation (on its own and where relevant in combination with any other equipment at an existing site) would comply with the guidelines.

**11.12** Developers should aim to ensure that any requirements for telecommunications equipment is designed-in to proposals for new buildings. Proposals for major development will be required to make provision for communal satellite and digital television receiving equipment so as to avoid a post-development proliferation of equipment by multiple occupiers. The provision to be made within the development will be considered in relation to the relevant criteria set out in this policy, with the objective of minimising the impact of the equipment upon amenity, the appearance of the building, the character of the area and any sensitive buildings or areas.

**11.13** Proposals that would prejudice any component of this policy will be refused.

# IMPLEMENTATION, RESOURCES AND MONITORING 12

Development Management Policies Pre-Submission DPD

## 12 IMPLEMENTATION, RESOURCES AND MONITORING

### INTRODUCTION

**12.1** The National Planning Policy Framework (2012) re-affirms the Government's commitment to plan-led system and the role of the planning system, in partnership with the community and developers, in the delivery of sustainable development. The London Plan (2011) and Harrow's Core Strategy (2012) provide a clear spatial strategy for development in the Borough to 2026 and beyond, incorporating through the development plan process key choices about where and how the Borough's growth needs will be met, and those aspects of the local environment that are to be protected from development.

**12.2** The Council encourages early engagement with those proposing development. Such engagement allows early identification and agreement of the relevant policy and site specific issues, the relevant information requirements for subsequent planning application, and calculation of the Levy charges together with any potential Planning Obligation terms. Details of Harrow's pre-application services, and fees, are published on the Council's website.

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### Policy 60

#### Planning Obligations

- A. Planning Obligations which meet the required tests will be sought for:
  - a. site and proposal specific infrastructure;
  - b. on-site decentralised energy systems;
  - c. affordable housing; and
  - d. any other provisions that cannot be dealt with as a planning condition.
- B. Applications that fail to secure an appropriate Planning Obligation to make the proposal acceptable will be refused.

### Reasoned Justification

**12.3** The role of the planning system in securing infrastructure delivery has increased in recent years. The Government and local communities expect local planning authorities to ensure that the additional demands placed upon infrastructure by development are identified and positively planned-for. The Community Infrastructure Levy Regulations (2010) (amended) enable local planning authorities to place a charge on development for the collective provision transport, flood, education, health, sport, recreation and open space infrastructure made necessary by growth in the area. Planning Obligations remain in force as a legal instrument for securing any site or proposal specific matters that are needed to enable planning permission to be granted. A Planning Obligation can only be used where it is:



- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

**12.4** Planning Obligations which meet these tests will be sought as a means of enabling development that would otherwise be refused. In particular, the Council will seek Obligations for:

- **site and proposal specific infrastructure;**

**12.5** Planning Obligation requirements for proposal specific infrastructure can usually be identified from an assessment of development plan policies. For example, the development of a site for residential use would require, [eg children and young people's play?] whereas the development of the same site for industrial or business use would require [XXX]. Site specific infrastructure may include anything that is required to enable the site to be developed, such as a new road junction, archaeological investigation or land decontamination works. Early engagement with the Council through the pre-application service is encouraged to enable early identification of proposal and site specific matters that are likely to require a Planning Obligation.

- **on-site decentralised energy systems;**

**12.6** The installation and connection requirements for decentralised energy systems are set out in the London Plan. Decentralised energy systems are a significant component of development infrastructure and assets for the mitigation of climate change. Planning Obligations will be sought where relevant to secure the implementation and management of the agreed arrangements for decentralised energy.

- **affordable housing; and**

**12.7** The use of Planning Obligations to secure the appropriate quantum and mix of affordable housing in partnership with registered social landlords is well established. Proposals required to provide affordable housing in accordance with development plan policies must continue to use Planning Obligations to this end.

- **any other provisions that cannot be dealt with as a planning condition.**

**12.8** In some cases there may be other detailed matters that should be provided-for in advance of granting planning permission. Wherever possible these will be addressed through the use of planning conditions. However, where application of the relevant tests indicate that a Planning Obligation is more appropriate than this mechanism, and not conditions, will be used. Such matters might include management agreements on sites of biodiversity importance, public access agreements for sports facilities or heritage assets, and provisions for the transfer of new open space with commuted sums for maintenance to the Council.

**12.9** The Council intends to prepare a Planning Obligations supplementary planning document, to provide local guidance on the use of Obligations and the process to be followed. Once adopted, the SPD will be a material consideration in the application of this policy.

**12.10** The heads of terms to be included in a Planning Obligation should be agreed between the Council and the developer following the submission of the planning application or, ideally, following pre-application discussions. Where the terms are agreed, and the proposal is acceptable

in all other respects, the Council will allow a period of six months from the resolution to grant planning permission for the Planning Obligation to be completed. Applications that fail to secure an appropriate Planning Obligation, to make the proposal acceptable in accordance with this and related development plan policies, will be refused.

#### Policy 61

##### Enforcement

- A. The Council will take enforcement action that is proportionate to the breach of planning control where:
  - a. there is demonstrable harm to an interest of acknowledged planning importance; and
  - b. it expedient to take action in the public interest.

##### Reasoned Justification

**12.11** The preparation of development plans and the development management system controls development and land use in the public interest. Without compliance, these planning activities are undermined and ultimately a waste of finite resources. Effective enforcement is therefore vital to the delivery sustainable development and the maintenance of public confidence in the planning system overall. Unauthorised development and changes of use, and any breaches of planning conditions, will be considered in accordance with the relevant provisions of the development plan for Harrow and any other material considerations including the Council's supplementary planning documents.

**12.12** The enforcement system is designed to mitigate harm rather than to punish contraventions. The National Planning Policy Framework re-affirms the discretionary nature of planning enforcement powers and requires local planning authorities to act proportionately in response to breaches of planning control. When deciding whether it is expedient to take action, and when assessing the proportionality of any action to be taken, the Council will have regard to Circular 10/97 *Enforcing Planning Control* and Harrow's Enforcement Policy (2012), which is available to download from the Council's website.

# GLOSSARY 13

Development Management Policies Pre-Submission DPD

## 13 GLOSSARY

**Affordable Homes:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

**Allotments:** Land [other than private gardens] used for the cultivation of vegetables or fruit. Allotments can either be statutory [covered by the Allotments Act 1925] or non-statutory.

**Amenities:** The pleasant qualities of the environment. Amenities are those facilities which can make the internal and external environment more agreeable.

**Amenity Space:** Space about residential development exclusively for the enjoyment of the residents. It provides a setting for the development, a usable amenity area for occupiers and protects the amenities of neighbouring properties. Usable amenity space must enjoy privacy and security and the majority of the space must not be in permanent shadow. It does not include parking spaces, hardstandings, narrow strips unsuitable for sitting out in or small front gardens, which cannot ensure privacy and security.

**Authorities Monitoring Report:** A report published by local planning authorities assessing progress with and the effectiveness of a Local Development Framework.

**Archaeological Priority Area:** An area that contains concentrations of archaeological remains, and has been identified as important by English Heritage.

**Areas of Special Character:** Areas in Greater London, which are considered to be important to the character, history and appearance of London as a whole.

**Article 4 Direction:** Under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995, a local authority may [with the approval of the Secretary of State] remove specified development rights from the category of Permitted Development for a particular site.

**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.

**Borough Distributor Road:** A road which provides a link between areas of the Borough served by Local Access Roads and the London Distributor Network.

**BREEAM:** Building Research Establishment Environmental Assessment Method, which owners and occupiers of buildings can use to assess the environmental impacts and costs of their operation, with a view to conserving energy and resources in the widest sense.

**Brownfield Land:** See definition of Previously-Developed Land.

**Business Use:** See definition of Use Classes Order.

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

**Car Clubs, Car Pools and Car Sharing Schemes:** Different means of reducing mileage travelled by car. In Car Clubs, members generally live in car-free housing developments, which are situated where there is good access to public transport and town centre facilities. Members therefore do not need to own cars, but are able to hire a vehicle at preferential rates when they need one. Car Pools are similar, but a dedicated fleet is available on-site for residents of a development to hire, or an employer may provide such vehicles for employees travelling to work by non-car mode, but who need a vehicle once at work to carry out their duties. Car Sharing schemes allow employees who live in the same area to give lifts to each other to and from work.

**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.

**Combined Heat and Power [CHP]:** A system that provides both electricity and heating for a building or district. Often associated with recovery of heat from the burning of household refuse, or use of hot water as a by-product of industry.

**Community Infrastructure Levy:** A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area

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

**Community Strategy:** A Strategy for promoting the economic, environmental and social well-being of an area and contributing to securing the achievement of sustainable development.

**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.

**Controlled Parking Zone:** A zone where on-street parking is controlled by various means in accordance with local needs. Often this is in the form of a residents parking zone where parking is restricted to permit-holding residents during part of the day. Other measures include Pay and Display zones in town centres for shoppers and Short Stay parkers.

**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, the relationship between the amount of residential accommodation in a development and the site area, expressed in terms of as 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.

**Designated Frontage:** Primary and Secondary Frontage in Harrow Metropolitan Centre and in the District Centres and the core areas of Local Centres, in which restrictions on non-retail use will apply.

**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

**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. They are medium-sized shopping and commercial centres providing for more than a local catchment. Some non-retail employment is usually located in these centres.

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

**Edge-of-Centre:** For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

**Employment Areas:** Sites protected for employment use [B1, B2 or B8] against loss to other uses.

**Energy Efficiency:** Technologies and measures that reduce the amount of electricity and / or fuel required to do the same work.

**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.

**Forecourt:** Area in front of a building between the building line and the back edge of the footway.

**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.

**Greater London authority [GLA] and Mayor of London:** The authority for London Government set up on 3 July 2000. The Mayor has strategic responsibility for producing a range of strategies, which impinge on land-use planning. In particular, the Mayor has responsibility for producing the London Plan.

**Green Belt:** A national policy designation that helps to contain development and limit urban sprawl, protect and preserve the countryside and agricultural land 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.

**Greenfield Land:** Sites which have not been previously developed at any time.



**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.

**Health Check:** Health Checks are conducted at regular intervals within Harrow Metropolitan Centre and the District Centres. They give early warning of any signs that the centre may require closer scrutiny and action to counteract any problems. Among the data collected are: pedestrian flows at various set points in the centre, vacancy levels, length of vacancy, major retail representation, environmental quality and where known, rent and commercial yield levels.

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

**Historic Parks and Gardens:** Parks or gardens of special historic interest, which are graded to reflect their relative status.

**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.

**Housing Associations or Registered Social Landlords [RSLs]:** Non-profit making organisations, which use mainly Government funds to build, improve and manage the sale and rent of houses and flats.

**Housing Capacity Study:** An assessment of the potential of an area to provide additional housing.

**Housing Needs Survey:** A comprehensive assessment of the range and type of housing required in an area.

**Independent Examination:** The process by which a Planning Inspector may publicly examine a Development Plan Document [DPD] before issuing a report as to the soundness of the DPD. The Council may incorporate any recommended changes (if necessary) and then adopt the document or withdraw the document.

**Industrial Business Park:** Strategic employment site designated to accommodate research and development facilities and light industrial development [Class B1(b) and B1(c)] and which requires a higher quality environment and less heavy goods vehicle access than a Preferred Industrial Location. These two designations have been identified by the Greater London Authority.

**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.

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

**Key Worker:** Regarded as professional, white collar and manual staff providing services deemed to be vital to the local economy and the maintenance of essential services. Includes planners, teachers, junior doctors, nurses and other hospital staff.

**Key Worker Housing:** Regarded as housing for people in jobs that provide services deemed to be vital to the local and wider London economy and the maintenance of essential services, where there is evidence of recruitment and retention problems. A key worker is on a low to moderate income that is insufficient to allow them to access open market housing either for rent or sale and includes those employed in the public sector.

**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, land form, soils, vegetation, land use and human settlement.

**Lifetime Homes:** Dwellings which are designated to a standard that allows easy adaptation to meet the needs of occupiers throughout their whole life.

**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 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.

**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 Implementation Plans:** Statutory transport plans produced by London Boroughs bringing together transport proposals to implement the Mayor's Transport Strategy at the local level.

**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 Strategy:** 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 Cycle Network:** A network of safe, convenient cycle routes suitable for use by all cyclists linking residential areas with all major centres of employment, retailing, leisure and with transport interchanges across London.

**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.

**Major Developed Site [in Green Belt]:** Sites located within the Green Belt which may be in continuing use or redundant and have a significant amount of built development.

**Metropolitan Centre:** A shopping or commercial centre with a catchment area which extends outside the Borough, with good public transport links to a wide variety of destinations.

**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.

**Non-Retail Use:** Uses outside Class A1 of the Town and Country Planning (Use Classes) Order 1987 [as amended].

**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.

**Open Space Deficiency Area:** residential areas more than 400m from public open space.

**Out-of-Centre:** Development separate from town centres but not immediately adjacent to them.

**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 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.

**Preferred Industrial Location:** strategic industrial / warehousing locations [Use Classes B2 and B8] identified by the Greater London Authority and in the London Plan and protected for these uses in the Plan.

**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. It does not include land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

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

**Proposal Site:** Site where the Council expects to see development in the next 15 years or where a particular use is to be safeguarded, or where the Council is currently considering alternative uses.

**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.

**Public Transport Accessibility Levels [PTAL]:** An assessment of the proximity to, and regularity of public transport services ranked on a scale.

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

**Regeneration:** An holistic approach to improving geographical areas which experience one or more of the following: high unemployment, poor housing, social exclusion, environmental decline, high incidence of ill health, compared to the surrounding areas. Problems are tackled with an inter-disciplinary and inter-agency approach.

**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.

**Repairs Notice [as served on a listed building and buildings in a conservation area]:** There are three types of notice that the Council can serve on the owner of a listed building, i.e. Under Sections 48, 54 and 76 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Sections 54 and 76 can be used in urgent cases to make a listed building wind and weather-tight. The Council states the minimum work required and may [if the owner does not do so] carry out the work itself and recover the costs from the owner. This Section can also apply in special circumstances to unlisted buildings in conservation areas. A Repairs Notice under Section 48 can be served in respect of a statutory listed building which is derelict.

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

**Section 106 Agreement [or Planning Obligation]:** 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. For housing, development on greenfield sites will only be considered if there are no opportunities for developing previously-developed land. For retail, town centre locations are the first preference. If no suitable sites are available, then edge-of-centre sites are the next preference, and only if there are no suitable sites in these locations should out-of-centre sites be considered.

**Shared Ownership:** Housing schemes provided on the basis of shared equity [i.e. The occupiers part-buy, part-rent the property], allowing the occupiers to buy what they can afford with the flexibility to increase the degree of ownership if they so wish.

**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].

**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.

**Sui Generis:** A building or land use in a class of its own unrelated to any other use class within the Town and Country Planning (Use Classes Order) 1987 [as amended].

**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.

**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 Design and Construction:** Design and construction in accordance with environmentally sound principles of building, material, energy and water use. Such a building would minimise energy use making the most of natural light, solar gain and natural ventilation; minimise pollution through the use of non-polluting materials; and make a positive contribution to the ecology of the surrounding area through the use of turf roofs, judicious planting and landscaping. Use may also be made of renewable energy technologies, such as photovoltaics and solar water heating, grey water recycling and recycled building materials.

**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 Drainage Systems:** A range of techniques that reduce flood risk and improve water quality by reducing the rate and quantity, and improving the quality of surface water run-off.

**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.

**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.

**Traffic Calming:** A form of traffic management which involves implementing a set of measures aimed at making vehicular traffic more 'friendly' to the surrounding area and to pedestrians, cyclists, etc usually by slowing traffic down and aiming to displace through traffic to appropriate roads around the 'calmed' area, or controlling its passage through the area.

**Traffic Management:** Measures undertaken to improve the environment or road safety by controlling the roadspace. Measures range from controlling road junctions and regulating the times and places for parking to the reallocation of available roadspace to favour buses, cyclists and / or pedestrians.

**Traffic Restraint:** The implementation of comprehensive measures to dissuade drivers from using their cars for the whole or part of their journeys, and to use public transport or other means instead. There are various methods, e.g. Parking restraint [restricting the amount of total parking available all the time, or at certain times in a town centre]; road pricing [charging each vehicle for entering an area by means of various automatic charging methods]; pedestrianisation and vehicle bans.

**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.

**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.

**Urban Heat Island Effect:** Where higher ambient air temperatures are experienced after sunset in comparison with rural areas. The urban heat island is traditionally described as the volume of air within cities below roof level that possesses higher temperatures than the surrounding rural air at a similar height.

**Use Classes Order:** The Town and Country Planning (Use Classes) Order 1987 [as amended] puts uses of land and buildings into various categories.

**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.

**Water Conservation:** Minimising or reducing water consumption through measures such as water recycling, water efficient appliances, [e.g. Showers, low-flush toilets and spray taps] and Sustainable Drainage Systems.

**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.



# Schedule 1 - Town Centre Frontages

**14**

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## 14 Schedule 1 - Town Centre Frontages

**14.1** This schedule contains the addresses of the designated shopping frontages in Harrow as shown on the Proposals Map. It should be noted that in the event of any changes to address etc, the extent of the frontages as illustrated on the Proposals Map will have primacy.

### Harrow Metropolitan Centre

Primary Frontages	Secondary Frontages
269 -339 Station Road	203-267 Station Road
314 - 326 Station Road	1-8 Central Parade
1 - 59 St Anns Road	341-385 Station Road
2 - 86 St Anns Road	140-190 Station Road
Kiosks St Anns Road	276-312 Station Road
St Anns Centre Internal Malls	328-380 Station Road
St Georges Centre Internal Malls (Ground Floor)	2-36 College Road
	17-51 College Road
	63-77 College Road

### Edgware Major Centre

Primary Frontages	Secondary Frontages
None	1-19 Whitchurch Lane
	1-11 Lanson House, Whitchurch Lane
	81-103 High Street
	1-4 Handel Parade

**District Centres****Burnt Oak**

<b>Primary Frontages</b>	<b>Secondary Frontages</b>
53 -127 Burnt Oak Broadway	129 - 195 Burnt Oak Broadway

**Kingsbury**

<b>Primary Frontages</b>	<b>Secondary Frontages</b>
None	704 - 740 Kenton Road

**North Harrow**

<b>Primary Frontages</b>	<b>Secondary Frontages</b>
None	1-9 Broadway Parade
	17-22 Broadwalk
	33-49 Station Road
	51-69 Station Road
	352-378 Pinner Road
	73-87 Station Road
	60-70 Station Road
	34-56 Station Road
	435 Pinner Road
	340-348 Pinner Road
	13-15 Broadwalk, Pinner Road
	23-28 Broadwalk, Pinner Road
	493-539 Pinner Road

### Pinner

Primary Frontages	Secondary Frontages
2-36 High Street	6-12 Love Lane
1-27 High Street	1-2 Chapel Lane
Barters Walk	36-60 Bridge Street
Bishops Walk	69-95 Bridge Street
2-12 Bridge Street	100-120 Marsh Road
18-34 Bridge Street	185-211 Marsh Road
9-67 Bridge Street	1-5 Station Approach
1-9 Red Lion Parade	38-52 High Street
1-19 Love Lane	29-39 High Street
2-4 Love Lane	

### Rayners Lane

Primary Frontages	Secondary Frontages
411-475 Alexandra Avenue	399-409 Alexandra Avenue
297-357 Rayners Lane	420-472 Alexandra Avenue
320-376 Rayners Lane	378-426 Rayners Lane
	377-433 Rayners Lane
	2-26 Village Way East
	1-21 Village Way East

### South Harrow

Primary Frontages	Secondary Frontages
218-330 Northolt Road (excluding 230b,c,d )	297-347 Northolt Road
223-233 Northolt Road	

Primary Frontages	Secondary Frontages
235-271 Northolt Road	
273-295 Northolt Road	

**Stanmore**

Primary Frontages	Secondary Frontages
14-82 The Broadway	1-12 Buckingham Parade
Sainsbury, The Broadway	1-11 Stanmore Hill
	29-55 The Broadway
	1-11 The Broadway
	2-36 Church Road
	1-33 Church Road

**Wealdstone**

Primary Frontages	Secondary Frontages
19-71 High Street	1-13 Masons Avenue
The Sam Maguire P.H.	1-17B High Street
26-66 High Street	1-15B Headstone Drive
The Case is Altered P.H.	Post-Office - 32 Headstone Drive
	2-22 High Street
	73-111b High Street
	1-2 Church Parade
	86-112 High Street
	2-14 Canning Road

## Local Centres

### Belmont

<b>Designated Frontage</b>
Belmont Hotel (P.H.)
15-27 Belmont Circle
404-412 Kenton Lane.
498-508 Kenton Lane
397-405 Kenton Lane
3-9 Warwick Parade
1-5 Station Parade

### Harrow Weald

<b>Designated Frontage</b>
323-461 High Road
330-338 High Road
350-352 High Road
364 High Road (Homebase)
2-10 Weald Lane

### Hatch End

<b>Designated Frontage</b>
246-420 Uxbridge Road
381-389 Uxbridge Road
407-521 Uxbridge Road



**Kenton**

<b>Designated Frontage</b>
136-204 Kenton Road

**Queensbury**

<b>Designated Frontage</b>
246-272 Streatfield Road
179-219 Streatfield Road
3-11 Queensbury Circle Parade
381-451 Honeypot Lane

**Sudbury Hill**

<b>Designated Frontage</b>
137-169 Greenford Road
142-172 Greenford Road

**Neighbourhood Parades**

**14.2** A number of neighbourhood parades have been identified throughout the Borough, and are designated on the Proposals Map [www.harrow.gov.uk/ldf](http://www.harrow.gov.uk/ldf) and listed in Appendix ?? Of the Harrow Core Strategy 2012.

**Town Centre Hierarchy**

**14.3** Appendix ?? of the Harrow Core Strategy 2012 identifies the hierarchy of town centres (Metropolitan, Major, District and Local) in Harrow.



# Schedule 2 - Method for Applying Changes of Use of Shops policy **15**

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### 15 Schedule 2 - Method for Applying Changes of Use of Shops policy

#### General Principles

**15.1** The Council will adopt the following procedure to calculate the percentage of change to the retail frontage and the relative proportions of frontage in retail and in non-retail use. Only premises within the parades identified in this schedule and shown on the Proposals Map as either Primary, Secondary (Metropolitan or District Centre) or Designated (Local Centre) frontage will be included in the calculation. Premises will be categorised according to their authorised use.

**15.2** The retail frontage for each parade or centre will be made up from all those uses that fall within Class A1 of the Town and Country Planning (Use Classes) Order 1987 (U.C.O.).

**15.3** The non-retail frontage will be made up of the following uses:

1. Premises in Use Class A2 of the UCO.
2. Premises in Use Class A3 of the UCO
3. Premises in Sui Generis use which form part of the identified shopping frontage including for example launderette's, taxi offices, car showrooms, amusement centres, driving school offices and premises for the hire of cars; and
4. B1 offices that occupy premises that form a continuous part of the identified shopping frontage.

**15.4** Premises within use classes not identified in 15.2 or 15.3 will be excluded from calculation, i.e they will be treated as neither retail nor non-retail frontage. These include libraries, public halls, petrol filling stations, community buildings and purpose built offices.

**15.5** Alleyways, gaps in the frontage and access ways to rear premises of first floors are excluded from the calculation.

**15.6** Vacant premises will be included in the calculation according to their authorised use. Premises with valid unimplemented planning permission for non-retail use will count as non-retail.

**15.7** Where planning consent is granted for a change of use of any premises for non-retail use subject to the completion of a legal agreement, the premises will be classified as non-retail for the purpose of the calculation within the period specified for completion of that agreement.

**15.8** Public houses will be included in the calculation of non-retail frontage only if they form part of a continuous shopping frontage.

**15.9** When new frontage is created through new build or redevelopment it will be added to the schedule listed in part 4 below and incorporated into the calculation of the retail/non-retail frontage.

#### Methodology for measuring

**15.10** The measurement for each shopfront is that distance across the front of the premises facing onto an identified street frontage. If the frontage is irregular in shape then it is broken down into measurable sections.

**15.11** Pilasters between shops in parades are divided equally between the adjoining premises.

**15.12** Return frontages will only be included where:-

1. The return is onto a street frontage included in the identified shopping frontage (see Schedule 1); or
2. The return includes a display window, shop doorway or service till and clearly forms a part of the shopping area.

#### **Formula for calculation**

**15.13** The percentage for non retail frontage of a centre can be calculated as follows:-  $100/\text{Total Frontage} \times \text{Total Non Retail Frontages}$

**15.14** EACH SHOPFRONT HAS BEEN MEASURED BY OFFICERS OF THE COUNCIL. THE CLASSIFICATION OF PREMISES, DETAILS OF INDIVIDUAL FRONTAGE LENGTHS AND THE CURRENT PERCENTAGE OF NON-RETAIL FRONTAGE IN THE METROPOLITAN, DISTRICT AND LOCAL CENTRES IS AVAILABLE FROM THE COUNCIL UPON REQUEST.



# Schedule 3: Harrow Land Drainage Byelaws 16

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### 16 Schedule 3: Harrow Land Drainage Byelaws

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#### LONDON BOROUGH OF HARROW LAND DRAINAGE BYELAWS

**16.1** The London Borough of Harrow under and by virtue of the powers and authority vested in them by section 66 of the Land Drainage Act 1991, do hereby make the following Byelaws which are considered necessary for securing the efficient working of the drainage system in their District, so far as may be necessary for the purpose of preventing flooding or remedying or mitigating any damage caused by flooding: -

##### **1. Commencement of Byelaws**

**16.2** These Byelaws shall come into operation at the expiration of one month beginning with the day on which they are confirmed by the Minister.



## 2. Application of Byelaws

- a. These Byelaws shall have effect in the Area;
- b. the watercourses referred to in Byelaws 4 to 7 and 9 to 17 are watercourses which are for the time being vested in or under the control of the Council.

## 3. Control of Sluices etc

**16.3** Any person having control of any sluice, slacker, floodgate, lock, weir, dam, pump, pumping machinery or other structure or appliance for introducing water into any watercourse in the Area or for controlling or regulating or affecting the flow of water in, into or out of any watercourse shall use and maintain such sluice, slacker, floodgate, lock, weir, dam, pump, pumping machinery, structure or appliance in accordance with such reasonable directions as may from time to time be given by the Council with a view to the prevention of flooding in the Area.

## 4. Control of Introduction of Water and Increase in Flow or Volume of Water

**16.4** No person shall, without the previous consent of the Council, for any purposes, by means of any channel, siphon, pipeline or sluice or by any other means whatsoever, introduce any water into the Borough or, whether directly or indirectly, increase the flow or volume of water in any watercourse in the Borough.

## 5. Fishing Nets and Angling

**16.5** No person shall angle or set any nets or engines for the catching or keeping of fish in any watercourse in such a manner as to cause damage to or endanger the stability of the bank of the watercourse or to affect or impede the flow of water.

**16.6** In this Byelaw "nets" includes -

- a. a stake net, bag net or keep net;
- b. any net secured by anchors and any net, or other implement for taking fish, fixed to the soil or made stationary in any other way;
- c. any net placed or suspended in any inland or tidal waters unattended by the owner or a person duly authorised by the owner to use it for fish, and any engine, device, machine or contrivance, whether floating or otherwise, for placing or suspending such a net or maintaining it in working order or making it stationary.

## 6. Diversion or Stopping up of Watercourses

**16.7** No person shall, without the previous consent of the Council, take any action, or knowingly permit or aid or abet any person to take any action to stop up any watercourse or divert or impede or alter the level of or direction of the flow of water in, into or out of any watercourse.

## 7. Detrimental Substances not to be Put into Watercourses

**16.8** No person shall, so as directly or indirectly to obstruct, impede or interfere with the flow of water in, into or out of any watercourse or so as to damage the bank -

- a. discharge or put or cause or permit to be discharged or put or negligently or wilfully

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- i. cause or permit to fall into any watercourse any object or matter of any kind whatsoever
  - ii. whether solid or liquid;
- b. allow any such object or matter as is referred to in sub-paragraph (a) of this Byelaw to
- i. remain in proximity to any watercourse in such manner as to render the same liable to
  - ii. drift or fall or be carried into any watercourse.

**16.9** Provided that nothing in this Byelaw shall be deemed to render unlawful the growing or harvesting of crops in accordance with normal agricultural practice.

### 8. Lighting of Fires

**16.10** No person shall light or cause or permit to be lighted or commit any action liable to cause to be lighted any fire on any land adjoining the watercourse where such action is liable to set on fire the peat land forming the banks of the watercourse or any trees, willows, shrubs, weeds, grasses or any other vegetable growths growing on land forming the banks of the watercourse.

### 9. Notice to Cut Vegetable Growths

**16.11** Any person having control of any watercourse shall, upon the receipt of a notice served on him by the Council requiring him so to do, cut down and keep cut down all trees, willows, shrubs, weeds, grasses, reeds, rushes or other vegetable growths growing in or on the bank of a watercourse, within such reasonable time as may be specified in the notice, and shall remove such trees, willows, shrubs, weeds, grasses, reeds, rushes or other vegetable growth from the watercourse immediately after the cutting thereof.

**16.12** Provided that, where a hedge is growing on the bank of a watercourse, nothing in this Byelaw shall require more than the pruning of the hedge so as to prevent it from growing over or into the watercourse, and the removal of the resultant cuttings.

### 10. No Obstructions within 5 Metres of the Edge of the Watercourse

**16.13** No person without the previous consent of the Council shall erect any building or structure, whether temporary or permanent, or plant any tree, shrub, willow or other similar growth within 5 metres of the landward toe of the bank where there is an embankment or wall or within 5 metres of the top of the batter where there is no embankment or wall, or where the watercourse is enclosed within 5 metres of the enclosing structure.

### 11. Repairs to Buildings

**16.14** The owner of any building or structure in or over a watercourse or on the banks thereof shall, upon receipt of a notice from the Council that because of its state of disrepair -

- a. the building or structure is causing or is in imminent danger of causing an obstruction to the flow of the watercourse,
- b. the building or structure is causing or is in imminent danger of causing damage to the bank of the watercourse,

carry out such reasonable and practicable works as are specified in the notice for the purpose of remedying or preventing the obstruction or damage as the case may be within such reasonable time as is specified in the notice.

## 12. Control of Vermin

**16.15** The occupier of any bank of a watercourse or any part thereof shall, upon being required by the Council by notice, within such reasonable time as may therein be specified, take such steps as are specified in the notice, being such steps as the Council consider necessary and practicable for preventing the bank from becoming infested by rabbits, rats, coypu, foxes and moles or any other wild mammal not being an animal listed in Schedule 5 or Schedule 6 to the Wildlife and Countryside Act 1981, but excluding the water vole from such control.

## 13. Damage by Animals to Banks

**16.16** All persons using or causing or permitting to be used any bank of any watercourse for the purpose of grazing or keeping any animal thereon shall take such steps including fencing as are necessary and reasonably practicable and shall comply with such reasonable directions as may from time to time be given by the Council to prevent the bank or the channel of the watercourse from being damaged by such use.

**16.17** Provided that nothing in this Byelaw shall be deemed to affect or prevent the use of, for the purpose of enabling animals to drink at it, any place made or to be made or constructed as approved by the Council.

## 14. Vehicles not to be Driven on Banks

**16.18** No person shall use or drive or permit or cause to be used or driven any cart, vehicle or implement of any kind whatsoever on, over or along any bank of a watercourse in such manner as to cause damage to such bank.

## 15. Banks not to be Used for Storage

**16.19** No person shall use or cause or permit to be used any bank of any watercourse for the purpose of depositing or stacking or storing or keeping any rubbish or goods or any material or things thereon in such a manner as by reason of the weight, volume or nature of such rubbish, goods, material or things causes or is likely to cause damage to or endanger the stability of the bank or channel of the watercourse or interfere with the operations or access of the Council or the right of the Council to deposit spoil on the bank of the watercourse.

## 16. Not to Dredge or Raise Gravel, Sand etc

**16.20** No person shall without the previous consent of the Council dredge or raise or take or cause or permit to be dredged or raised or taken any gravel, sand, ballast, clay or other material from the bed or bank of any watercourse.

## 17. Fences, Excavations, Pipes, etc

**16.21** No person shall without the previous consent of the Council -

- a. place or affix or cause or permit to be placed or affixed any gas or water main or any pipe or appliance whatsoever or any electrical main or cable or wire in or over any watercourse or in, over or through any bank of any watercourse;
- b. cut, pare, damage or remove or cause or permit to be cut, pared, damaged or removed any turf forming part of any bank of any watercourse, or dig for or remove or cause or permit to be dug for or removed any stone, gravel, clay, earth, timber or other material whatsoever

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forming part of any bank of any watercourse or do or cause or permit to be done anything in, to or upon such bank or any land adjoining such bank of such a nature as to cause damage to or endanger the stability of the bank;

- c. make or cut or cause or permit to be made or cut any excavation or any tunnel or any drain, culvert or other passage for water in, into or out of any watercourse or in or through any bank of any watercourse;
- d. erect or construct or cause or permit to be erected or constructed any fence, post, pylon, wall, wharf, jetty, pier, quay, bridge, loading stage, piling, groyne, revetment or any other building or structure whatsoever in, over or across any watercourse or in or on any bank thereof;
- e. place or fix or cause or permit to be placed or fixed any engine or mechanical contrivance whatsoever in, under or over any watercourse or in, over or on any bank of any watercourse in such a manner or for such length of time as to cause damage to the watercourse or banks thereof or obstruct the flow of water in, into or out of such watercourse.

**16.22** Provided that this Byelaw shall not apply to any temporary work executed in an emergency but a person executing any work so expected shall, as soon as practicable, inform the Council in writing of the execution and of the circumstances in which it was executed and comply with any reasonable directions the Council may give with regard thereto.

### **18. Interference with Sluices**

**16.23** No person shall without lawful authority interfere with any sluice, slacker, floodgate, lock, weir, dam, pump, pumping machinery or any other structure or appliance for controlling or regulating the flow of water in, into or out of a watercourse.

### **19. Damage to Property of the Council**

**16.24** No person shall interfere with or damage any bank, bridge, building, structure, appliance or other property of or under the control of the Council.

### **20. Defacement of Notice Boards**

**16.25** No person shall deface or remove any notice Board, notice or placard put up by the Council.

### **21. Obstruction of the Council and Officers**

**16.26** No person shall obstruct or interfere with any member, officer, agent or servant of the Council exercising any of his functions under the Act or these Byelaws.

### **22. Savings for Other Bodies**

**16.27** Nothing in these Byelaws shall -

- a. conflict with or interfere with the operation of any Byelaw made by the Environment Agency or an internal drainage board or of any navigation, harbour or conservancy authority but no person shall be liable to more than one penalty or in the case of a continuing offence more than one daily penalty in respect of the same offence;
- b. restrict, prevent, interfere with or prejudice the exercise of any statutory rights or powers which are now or hereafter may be vested in or exercised by -

- i. any public utility undertaking carried on by a local authority under any Act or under any Order having the force of an Act,
  - ii. the undertakings of the Environment Agency and of any water undertaker or sewerage undertaker;
  - iii. any public gas transporter within the meaning of part 1 of the Gas Act 1986;
  - iv. any navigation, harbour or conservancy authority;
  - v. any person who acts as the operator of a relevant railway asset, with respect to the construction, use or maintenance and repair of any such asset, or the free, uninterrupted and safe use of any such asset and the traffic (including passengers thereof);
  - vi. any local authority;
  - vii. any highway authority for the purposes of the Highways Act 1980 (as amended by any subsequent enactment) in relation to any highway whether or not maintainable at public expense;
  - viii. any undertaking engaged in the operation of a telecommunications system;
  - ix. a relevant airport operator within the meaning of Part V of the Airports Act 1986;
  - x. the Civil Aviation Authority and any subsidiary thereof;
  - xi. the British Waterways Board;
  - xii. the Coal Authority;
- c. restrict, prevent, interfere with or prejudice any right of a highway authority to introduce into any watercourse surface water from a highway, for which it is the highway authority;
  - d. restrict, prevent, interfere with or prejudice any right of a licence holder within the meaning of Part 1 of the Electricity Act 1989 to do anything authorised by that licence or anything reasonably necessary for that purpose;
  - e. affect any liability arising otherwise than under or by reason of these Byelaws.

### **23. Saving for Crown Lands**

**16.28** Nothing in these Byelaws shall operate to prevent the removal of any substance on, in or under (or the erection of any structure, building or machinery or any cable, wire or pipe on, over or under) lands belonging to Her Majesty in right of the Crown by any person thereunto authorised by the Crown Estate Commissioners.

### **24. Arbitration**

- a. Where by or under Byelaws 3, 9, 11, 12, 13 or 17 any person is required by a notice in writing given by the Council to do any work to the satisfaction of the Council or to comply with any directions of the Council, he may within 21 days after the service of such notice on him give to the Council a counter-notice in writing objecting to either the reasonableness of or the necessity for such requirement or directions, and in default of agreement between such person and the Council the dispute shall, when the person upon whom such notice was served is a drainage or local authority be referred to the Minister whose decision shall be final, and in any other case shall be referred to the arbitration of a single arbitrator to be appointed in default of agreement by the President of the Institution of Civil Engineers on the application of either party. Where such a counter-notice has been given to the Council the operation of the notice shall be suspended until either agreement has been reached or the dispute has been determined by arbitration in accordance with the provisions of this Byelaw;
- b. Where by or under these Byelaws any person is required by a notice in writing given by the Council to do any work to the satisfaction of the Council or to comply with any directions of the Council and any dispute subsequently arises as to whether such work has been executed

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or such directions have been complied with, such dispute if it arises between a drainage authority or local authority and the Council shall be referred to the Minister whose decision shall be final, and in any other case shall be referred to the arbitration of a single arbitrator to be appointed in default of agreement by the President of the Institution of Civil Engineers on the application of either party;

- c. Where by or under Byelaws 6, 10, 16 or 17 any person is required to refrain from doing any act without the consent of the Council such consent shall not be unreasonably withheld and may be either unconditional or subject to such reasonable conditions as the Council may consider appropriate and where any dispute arises as to whether in such a case the consent of the Council is being unreasonably withheld, or as to whether any conditions subject to which consent is granted are unreasonable, such dispute shall if it arises between a drainage authority or local authority and the Council be referred to the Minister whose decision shall be final, and in any other case such dispute shall be referred to the arbitration of a single arbitrator to be appointed in default of agreement by the President of the Institution of Civil Engineers on the application of either party.

### 25. Notices

**16.29** Notices and any other documents required or authorised to be served or given under or by virtue of these byelaws shall be served or given in the manner prescribed by section 71 of the Act.

### 26. Limitation

- a. Nothing in these Byelaws shall authorise the Council to require any person to do any act, the doing of which is not necessary for securing the efficient working of the drainage system of the district, so far as may be necessary for the purpose of preventing flooding or remedying or mitigating any danger caused by flooding, or to refrain from doing any act, the doing of which does not adversely affect the efficient working of the drainage system of the district, so far as may be necessary for the purpose of preventing flooding or remedying or mitigating any damage caused by flooding.
- b. If any conflict arises between these Byelaws and
- i. the Land Drainage Act 1994 (which relates to the Council's duties with respect to the environment), or
- ii. the Conservation (Natural Habitats, etc) Regulations 1994<sup>(100)</sup>

the said Act and the said Regulations shall prevail.

### 27. Interpretation

**16.30** In these Byelaws, unless the context otherwise requires, the following expressions shall have the meaning hereby respectively assigned to them, that is to say:-

"*the Act*" means the Land Drainage Act 1991;

"*Animal*" includes any horse, cattle, sheep, deer, goat, swine, goose or poultry;

"*Bank*" includes any bank, cross bank, wall or embankment adjoining or confining or constructed for the purpose of or in connection with any watercourse and includes all land between the bank and the low water mark or level of the water in the watercourse as the case may be and where there is no such bank, cross bank, wall or embankment includes the top edge of the batter enclosing the watercourse;

"*Consent of the Council*" means the consent of the Council in writing signed by a proper officer of the Council;

"*Council*" means the London Borough of Harrow Council;

"*Area*" means the area under the jurisdiction of the Council;

"*The Minister*" means the Minister of Agriculture, Fisheries and Food;

"*Occupier*" means in the case of land not occupied by any tenant or other person the person entitled to the occupation thereof;

"*Owner*" includes the person defined as such in the Public Health Act 1936;

"*Relevant railway asset*" means

(a) a network which was transferred, by virtue of a transfer scheme made under Section 85 of the Railways Act 1993, from the British Railways Board and vested in the company formed and registered under the Companies Act 1985 and known, at the date of vesting, as Railtrack PLC,

(b) a station which is operated in connection with the provision of railway services on such a network, or

(c) a light maintenance depot.

Expressions used in this definition and in the Railways Act 1993 have the same meaning in this definition as they have in that Act, and a network such as is described in (a) above shall not cease to be such a network where it is modified by virtue of having any network added to it or removed from it.





# Appendix A Superseeded and Deleted UDP Policies 17

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## 17 Appendix A Superseded and Deleted UDP Policies