

**HARROW COUNCIL**

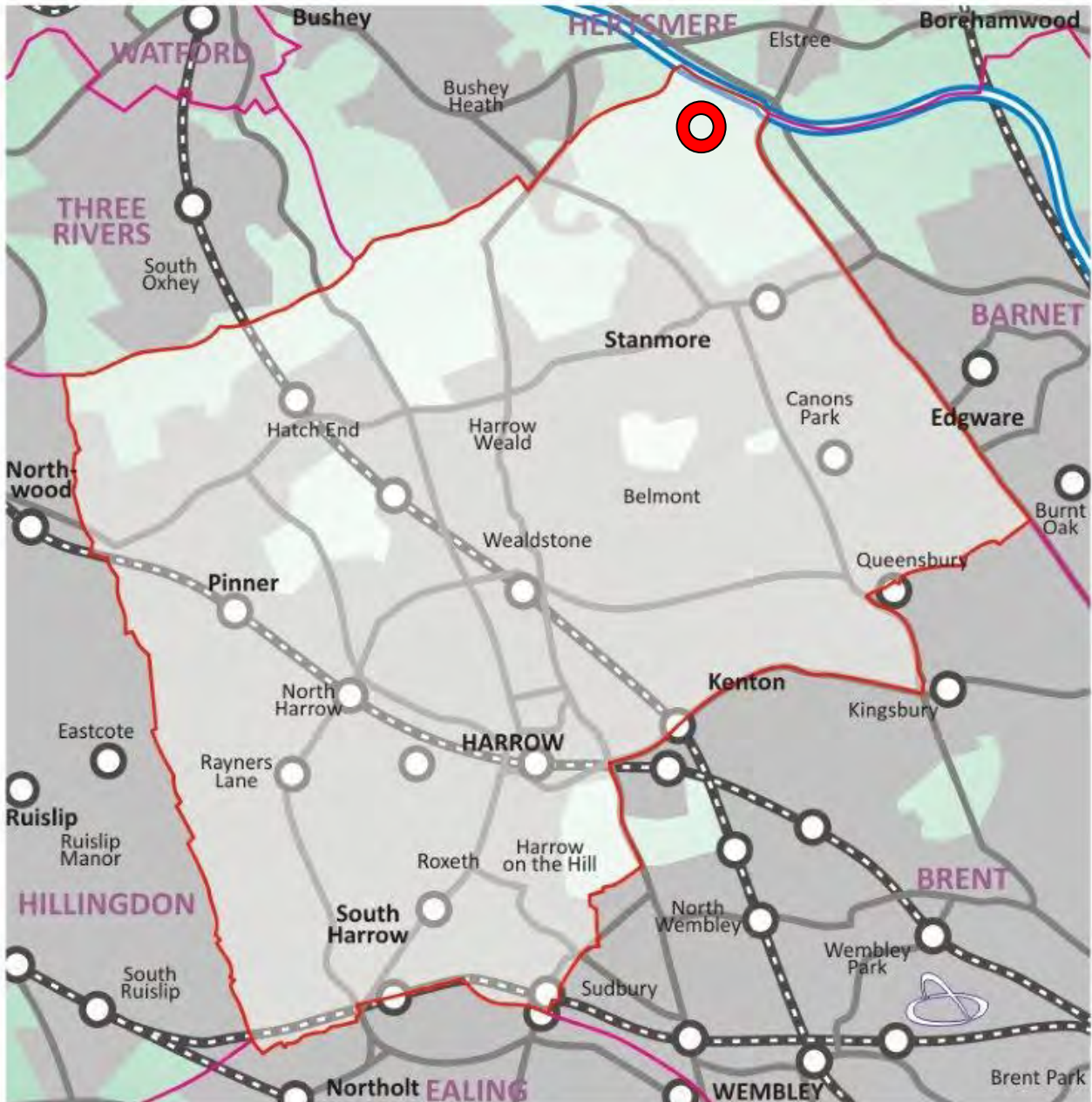
**ADDENDUM**

**PLANNING COMMITTEE**

**DATE : 1 September 2021**

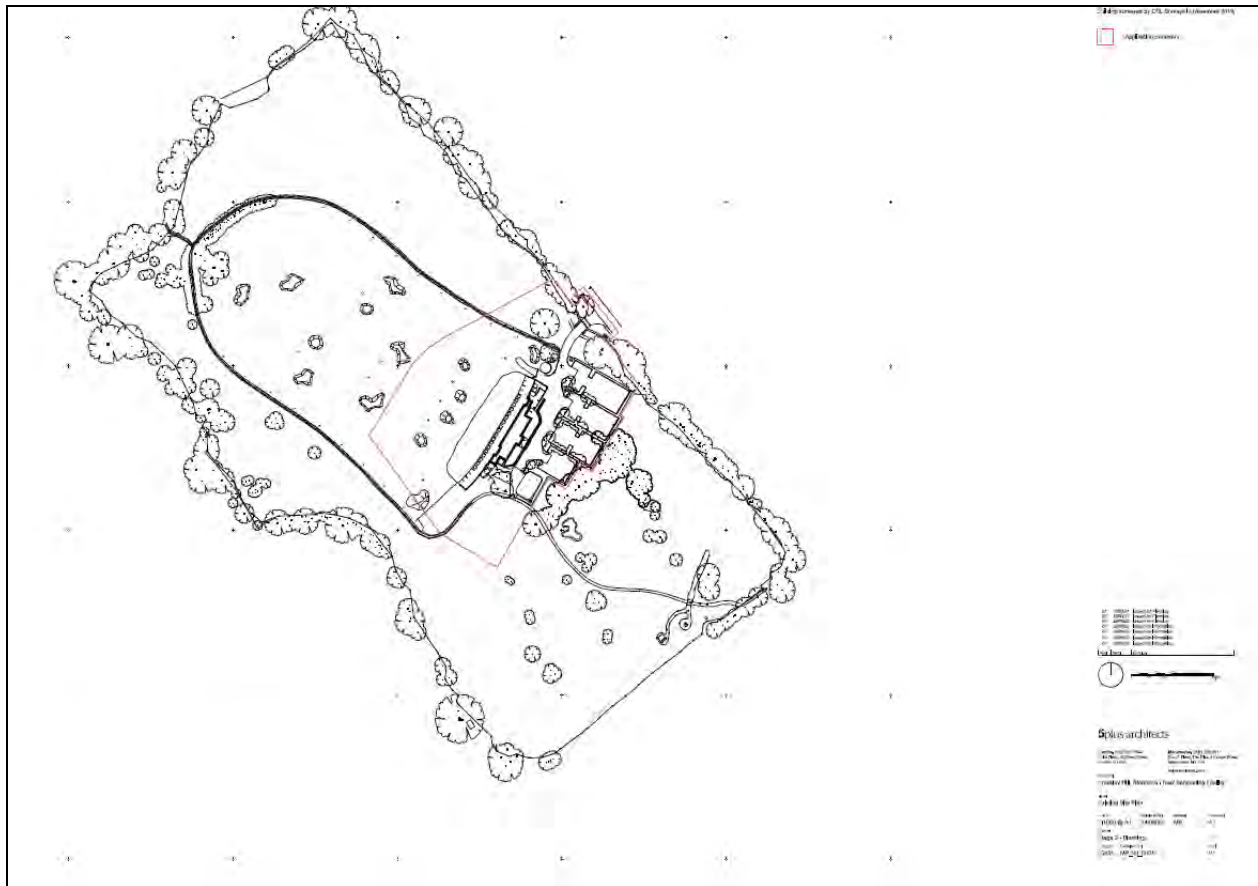
1/01	P/3088/20 – Stanmore and Edgware Golf Centre
	<p data-bbox="172 703 1356 779"><b>Original report, original addendum and appeal decision included below as an appendix to item 1/01</b></p> <p data-bbox="172 887 1458 1070"><b>For clarification, the recommendation is to allow the applicant the additional time to submit the required information. In the event that members do not agree to that extension and wish to determine the application, recommendation 2 provides an additional reason which officers recommend should be considered, in accordance with the original addendum.</b></p>

 = application site



**Stanmore and Edgware Golf Centre, Stanmore, HA7 4LR    P/3088/20**

# STANMORE AND EDGWARE GOLF CENTRE



# **LONDON BOROUGH OF HARROW**

## **PLANNING COMMITTEE**

**30<sup>th</sup> JUNE 2021**

**APPLICATION NUMBER:** P/3088/20  
**VALID DATE:** 18<sup>th</sup> SEPTEMBER 2021  
**LOCATION:** STANMORE AND EDGWARE GOLF CENTRE,  
BROCKLEY HILL, STANMORE  
**WARD:** CANONS  
**POSTCODE:** HA7 4LR  
**APPLICANT:** SAIRAM (HOLDINGS) LTD  
**AGENT:** HGH CONSULTING  
**CASE OFFICER:** NICOLA RANKIN  
**EXPIRY DATE:** 3rd JUNE 2021 (EXTENDED EXPIRY DATE 16<sup>th</sup>  
AUGUST 2021)

### **PROPOSAL**

Demolition of former golf club buildings and construction of a single and two storey building for a banqueting facility; widening of existing vehicular access from Brockley Hill, car and cycle parking, waste/recycling storage, landscape enhancement and associated works

### **RECOMMENDATION**

The Planning Committee is asked to REFUSE planning permission for the following reasons:

1. The applicant has failed to demonstrate that the proposed development would not have a greater impact on the openness of the Green Belt than the existing development on the application site. The proposed development would therefore constitute inappropriate development in the Green Belt, to the detriment of the character, appearance and openness of the Green Belt, contrary to the National Planning Policy Framework (2019), policy G2 of The London Plan (2021), Core policy CS 1 F of the Harrow Core Strategy (2012), and policy DM 16 of the Harrow Development Management Policies Local Plan (2013), and no very special circumstances have been demonstrated by the applicant whereby the harm by reason of inappropriateness is outweighed by other considerations.
2. The proposed development, by reason of failure to provide adequate on-site or off site car / coach parking and lack of integrated drop off facilities to serve the proposed banqueting facility, would significantly intensify site usage and generated trips. The associated likely on site congestion and parking overspill into the London Borough of Harrow and the London Borough of Barnet, with particular reference to the residential streets to the south-east of the site, is therefore considered to be detrimental to highway and pedestrian safety, and the amenities of neighbouring occupiers, contrary to the National Planning

Policy Framework (2019), Policy T4 of The London Plan (2021), and policies DM 42 E and F, DM 1 B (f) (C) and D (h), policy DM 42 E and F and DM 43 B and C of the Harrow Development Management Policies Local Plan (2013).

3. The proposed development by reason of inadequate archaeological evaluation of the application site, has failed to demonstrate that potential archaeological assets of significant importance would not be harmed and impacts minimised through appropriate design and construction. The proposal would therefore fail to comply the National Planning Policy Framework (2019), policy HC1 C and D of The London Plan (2021), policy CS1 D of the Harrow Core Strategy (2012) and policy DM 7 A, B and H of the Harrow Development Management Policies Local Plan (2013).
4. The proposed development, in the absence of adequate Ecological Assessment which fails to address the sites strategic Green Belt location and the sites boundaries including its close proximity to the adjoining Pear Wood and Stanmore Country Park Site of Importance for Nature Conservation, fails to demonstrate that biodiversity value of the surrounding area would not be harmed, protected or enhanced, contrary to the National Planning Policy Framework (2019), policy G6 of The London Plan (2021), policy CS 1 E of the Harrow Core Strategy (2012) and policies DM 20 and DM 21 of the Harrow Development Management Policies Local Plan (2013).

### **REASON FOR THE RECOMMENDATION**

The proposed development is considered to be unacceptable in principle and is contrary to all the national, regional and local plan policies stated above.

## **INFORMATION**

This application is reported to Planning Committee as the application is for a major development and in the opinion of the chief planning officer should be referred to committee due to substantial public interest. The application is therefore referred to the Planning Committee as it does not fall within any of the provisions set out at paragraphs 1(a) – 1(h) of the Scheme of Delegation dated 12th December 2018.

Statutory Return Type:	<b>Major Development</b>
Council Interest:	N/A
Gross additional Floorspace:	1, 458 sqm
GLA Community Infrastructure Levy (CIL)	£87, 480
Contribution (provisional):	
Local CIL requirement:	Unknown

## **HUMAN RIGHTS ACT**

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.

## **EQUALITIES**

In determining this planning application the Council has regard to its equalities obligations including its obligations under section 149 of the Equality Act 2010.

For the purposes of this application there are no adverse equalities issues.

## **S17 CRIME & DISORDER ACT**

Policy D11 of The London Plan and Policy DM1 of the Development Management Policies Local Plan require all new developments to have regard to safety and the measures to reduce crime in the design of development proposal. It is considered that the development does not adversely affect crime risk. However, had the proposal been considered acceptable a condition would have been recommended for evidence of certification of Secure by Design Accreditation for the development to be submitted to and approved in writing by the Local Planning Authority before any part of the development is occupied or used.



## 1.0 **SITE DESCRIPTION**

- 1.1 The application site relates to a former golf centre and driving range located on the west side of Brockley Hill. The application site is located 1.3km to the north east of Stanmore Town Centre.
- 1.2 The wider site (not the application site itself) comprises a broadly rectangular site. The wider site comprises a former 9-hole par-3 golf course and driving range. The golf course is situated around the edges of the driving range.
- 1.3 The application site relates to an irregular shaped plot of land located towards the centre of the wider site and contains the main golf building, a hard surfaced car park and an area of soft landscape directly in front of the golf building which was previously used as a driving range. The overall site area is 1.63 hectares.
- 1.4 Vehicular and pedestrian access is from Brockley Hill and is located towards the east of former golf building.
- 1.5 The former golf club building on the application site has been subject to an extensive fire at the end of June 2020 which has destroyed much of the original building, leaving only part of the original frame and area of hardstanding in place. The current state of the building is shown below:





- 1.6 Prior to the fire the main building on site had linear form and was part single storey/part 1.5 and two storeys in height.



Above & Below: Photograph showing former clubhouse building





- 1.7 The former north western elevation facing onto the driving range had 49 covered bays at single and two storey level with a shallow ridged roof above.
- 1.8 The former south eastern elevation of the building presented a 1.5 storey building but with a large hipped roof incorporating gable ends.
- 1.9 The former building contained a golf retail shop, the reception for the golf course and various office and storage areas at ground floor level. The first floor of the building contained office space and a flat for staff use.
- 1.10 To the south east of the main golf building is a hard surfaced car park which is approximately 3000m<sup>2</sup> in area.
- 1.11 A wire fence of approximately 5 metres in height has been erected around the former driving range. This is secured by a number of metal pylons running around the perimeter of the range at a distance of approximately 15 to 20 metres apart. There is also a substantial earth bund around the driving range covered by grass.
- 1.12 The area of land surrounding the driving range comprises the golf course and appears as a managed landscape with man-made features including green, bunkers and tee boxes.
- 1.13 There are significant level differences across the application site and immediate adjoining land with levels declining in height from north to south.
- 1.14 The site is screened by mature trees and hedges to the entire perimeter of the site.
- 1.15 The application site is situated within the Green Belt and is within the Harrow Weald Ridge Area of Special Character.
- 1.16 The application site lies partially within an Archaeological Priority Area. This area relates to a strip of land which runs through part of the car park and golf course and on the other side adjacent to Brockley Hill.
- 1.17 The application site has a PTAL rating of 1a which is low. The nearest bus stop to the site is located to the south of the site on Brockley Hill approximately 300 metres

away. The bus stops are served by the 107 bus service between New Barnet and Edgware via Elstree and Borehamwood.

- 1.18 The site is located around 850 metres east of Stanmore underground station.
- 1.19 Part of the site in front of the main golf building lies within surface water flood zone 3a/3b as identified on the Local Area Map (2013).
- 1.20 The immediate locality of the wider application site comprises a mix of residential and leisure uses.
- 1.21 The London Borough of Barnet adjoins the site to the east, the borough boundary line runs along Brockley Hill. There are a number of residential streets to the south east within Barnet's boundary which are located approximately 240 metres from the site entrance. The closest roads include Grantham Close, Pipers Green Lane and Brockley Avenue.
- 1.22 To the south is Brockley Park an area of public open space including a small lake. The park abuts a residential cul de sac which links to the wider suburban area to the north of London Road.
- 1.23 Adjoining the wider application site to the north and west is Stanmore Country Park, this comprises a continuous open space of some 31 hectares of woodland and meadow.
- 1.24 Adjoining the wider application site to the north, Pear Wood comprises an area of ancient woodland of around 14 hectares which abuts Wood Farm to the west. The land opposite the application site on the eastern side of Brockley Hill is a large green space with mature trees.
- 1.25 The site is approximately 700 metres south west of the Royal National Orthopaedic Hospital campus.

## **2.0 PROPOSAL**

- 2.1 The proposal seeks planning permission for demolition of existing golf club buildings and construction of a single and two storey building for a banqueting facility; widening of existing vehicular access from Brockley Hill, car and cycle parking, waste/recycling storage, landscape enhancement and associated works.
- 2.2 The proposed building form would be part single, part two storey and comprised of three distinct elements. This would include the two storey Front of House building on the southern side, the single storey Back of House building on the eastern side and the main banqueting hall on the north western side. The front of house and back of house element would have pitched, gable end roofs, while the main banqueting section of the building would have a flat roof.
- 2.3 The main entrance point would be from the ground floor eastern elevation from the Front of House building. The front of house section would contain a reception area, WC's on the ground floor and a smaller function hall, two meeting rooms and a

bridal suite on the first floor. The back of house section would contain, the main kitchen area, storage areas, bin storage, plant areas and staff WC's.

- 2.4 The front of house area and back of house area would be linked to the main banqueting hall through 1.5 metre wide corridors.
- 2.5 The proposed building footprint would be 1, 108 sqm and would have a floorspace of 1, 458sqm.
- 2.6 The proposed building would span a maximum width of approximately 43.3 metres and a maximum depth of approximately 31.3 metres
- 2.7 The front of house building would be two storeys, whilst the banqueting hall and back of house area would be single storey. The maximum height of the building would be 9 metres.

#### Traffic, Parking and Cycle Parking

- 2.8 The proposals include the widening of the existing vehicular access from Brockley Hill into the site along with prohibiting vehicles turning right into the site from the north of Brockley Hill to enable coaches and refuse vehicles to safely ingress and access the site simultaneously and avoid congestion within the site or on Brockley Hill.
- 2.9 It is proposed that the speed limit on Brockley Hill will be reduced to 30mph.
- 2.10 The existing site parking area would be reconfigured and would reduce from 95 to 62 spaces with an additional 16 spaces overflow parking spaces (for a total of 84 spaces) that can be made accessible through the temporary removal of a large planter.
- 2.11 A staff parking area would be provided on the northern side of the building with a total of 6 spaces. Of the 6 proposed staff parking spaces, 3 would be equipped with active electric vehicle charging provision and 3 with passive provision; with one space being a blue badge disabled space.
- 2.12 Of the 62 guest spaces 14 will each have active and passive electric vehicle charging provision. Additionally, 4 spaces each will be for disabled blue badge holders and as enlarged spaces capable of being turned into formal blue badge holder spaces in the future.
- 2.13 Of the overall 68 spaces there will be a total of 17 with active and passive electric vehicle charging provision; and 5 blue badge holder disabled spaces and 4 enlarged spaces.
- 2.14 Secure, covered storage for 21 cycles will be provided, comprising of the required 4 long stay and 17 short stay spaces. One of the spaces would be designed to accommodate adapted or specialist cycles. Cycle parking areas would be located in the car parks to the north and south east of the building.

### Service, deliveries and refuse

- 2.15 A dedicated servicing and delivery area is proposed to the rear of the back of house element of the scheme. This area will contain the refuse and recycling bins.

### Operating Hours

- 2.16 The submitted Planning Statement outlines that the operating hours will follow that of the existing Premier Banqueting facility (which is open 24 hours).

### **Amendments to the scheme since the submission of application**

- 2.17 The following amendments to the scheme have been submitted:

- Site Area: Reduced application site area / boundary from 6.9 hectares to 1.63 hectares.
- SUDS Pond: Relocated SUDS pond and drainage routes (shape amended, capacity unchanged). No net loss of trees (2 retained and 2 removed – no ecological implications).
- Secret Garden: Marginal re-siting to accord with SUDS pond relocation.
- Processional Route: Reduced processional footway (from the northernmost part of the site – to address practicality, distance and gradient difficulties) and a re-sited memory point (ornamental pergola).
- Design: alterations to the western and southern elevations of the banqueting building, with the removal of the wrap around balcony for two separate balconies on south and west elevations to reinforce barn-style appearance and simplification of materials range and use of alternative perforated materials.
- Bio-Diversity Net Gain: an overall enhanced net gain under the revised scheme,
  - Original net gain: +20.98% habitat units and +10.58% hedgerow unit
  - Revised net gain: +20.02% habitat units and +49.55% hedgerow units
- Security: replacement gates at the site entrance in response to Secure by Design Officer comments/meeting (October 2020).
- Drainage: further drainage modelling, CCTV surveys, assessment of residual risks and flood resilience following site visit and consultation with the Council's Drainage officer. Drainage Consent Order has been prepared and will shortly be submitted.
- Cycle Parking: 17 No additional short stay covered cycle parking spaces.
- Energy / Sustainability:
  - BREEAM – the revised scheme results in no change to the 'Excellent' rating
  - Overheating - all occupied rooms meet CIBSE Guide A requirements for thermal comfort in buildings with active cooling
  - Energy - CO2 emissions of the amended scheme have been calculated using the SAP 10.0 carbon emission factors and achieves the same results:
    - On-site CO2 reduction of 56.3% beyond Building Regulations through energy efficiency measures and maximise renewable technologies (21.3% 'Be Lean' and 34.9% 'Be Green' - Air Source Heat Pumps & PVs)
    - Carbon offset payment cost has been calculated as £44,633
- Openness: verified visualisation assessment has been prepared of the site access amendments (gates, planting and new hedgerow) to illustrate 'Day 1' of the

development and 'Year 15' to reinforce the preservation of the openness of the Green Belt

- **Overflow Parking:** in response to comments from the GLA, Harrow and Barnet Highways, the applicant has sought legal advice on the ability and appropriateness of a s106 legal agreement to secure off-site overflow parking for larger events and how this could be enforced by the Council.
- **Fire Statement:** A fire strategy has been provided.
- **Alternative Site Assessment:** an alternative site search assessment has been carried out for the whole Borough of Harrow, based upon an agreed set of location and physical specific criteria, including additional available commercial sites provided by the Council. In response to further requests to widen the search and assess locations beyond LB Harrow a number of main town centres in LB Barnet, LB Brent and Hertsmere have been identified. A supplemental site assessment report has been prepared in support of the scheme.

### 3.0 **RELEVANT PLANNING HISTORY**

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

<b><u>Application Ref:</u></b>	<b><u>Description</u></b>	<b><u>Status and Date of Decision</u></b>
P/1525/17	Change of use from a golf driving range with ancillary golf shop and first floor flat (Class D2) together with two storey rear extension and external alterations to nine flats (Class C3); Single storey detached building at side for use as replacement golf reception building; provision of parking, refuse and cycle facilities.	Refused 30/01/2018 Allowed on Appeal APP/M5450/W/18/3201017, dated 23 <sup>rd</sup> August 2018
P/3036/20	EIA Screening Opinion to determine whether an Environmental Impact Assessment is required for demolition of the existing golf club (Use class D2) and construction of a new banqueting facility (Use class D2); widening of vehicle access; car and cycle parking;	Environmental Impact Assessment not required 10/09/2020



	waste/recycling storage; landscaping; associated works	
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## 4.0 **CONSULTATION**

- 4.1 Two rounds of public consultation have been undertaken. A total of 57 consultation letters were sent to neighbouring properties regarding this application on the 18<sup>th</sup> September 2020. A second consultation was sent out to neighbouring occupiers and to all those who had previously made representations on the application on 15<sup>th</sup> April – a total of 556 letters were sent out under this consultation.
- 4.2 Five site notices were posted on 29<sup>th</sup> September 2020 (Major Development). A further five site notices were posted on 25<sup>th</sup> March 2021 (Major Development). Harrow Times Advert published (Major Development) on 24<sup>th</sup> September 2020 and on 1<sup>st</sup> April 2021.
- 4.3 The overall public consultation period expired on 6<sup>th</sup> May 2021 and 611 objections were received together with 6 comments and 3 letters of support. The response to neighbouring consultation is summarised in the table below:

**Character and Appearance and Green Belt:** The new building will be 30% larger than the previous building; Loss of landscape and visual amenity; overdevelopment; Venue will be out of character with the local area; Proposal totally contradicts Harrow Council's Green Belt policies; The application does not fall within the criteria of 'Very Special Circumstances'; proposal will result in an over intensive use of the site; the proposed change of use to a banqueting facility would typically occur in a town centre and is not appropriate in this location; proposal will be an eyesore;

**Officer response:** This is considered in sections 6.2 and 6.3 of the appraisals below

**Highways:** Insufficient on-site parking will lead to attendees parking in the surrounding residential roads and stopping on Brockley Hill to drop off and pick up attendees which will cause chaos on Brockley Hill and potential risk to safety; Increased road journeys especially by coaches will cause congestion in the area; The suggested off site parking will not be used by many attendees and the regular shuttle service between the off site parking area and the venue will just unnecessarily increase the number of road journeys; The proposed no right turn into and out of the site will only cause traffic confusion and accidents; Vehicles approaching the site from the top of Brockley Hill, finding that there is no right turn into the site will then try to do a u turn at the mini roundabout at Pipers Green which will cause traffic accidents; Cars use Brockley Hill as a racing track late at night and will not expect traffic to be exiting from the venue thus causing potential accidents; There is no proposal to have enforceable speed restrictions on Brockley Hill which is already a safety issue and will get worse especially late at night when motorists use Brockley Hill as a racing track just when attendees will

be leaving the venue; There is no guarantee that suitable offsite parking will be secured and that there will be any interest in a park and ride service. Any such scheme will mean a constant flow of coaches to and from the venue and will reduce the number of onsite carparking spaces; There is insufficient onsite parking for large events which will result in cars parking in Brockley Hill and the surrounding streets i.e. Brockley Park Estate, Pipers Green Lane and Brockley Avenue; They say that they will widen the access road and build a new pedestrian entrance but they do not own the land for either the access road or the for the pedestrian entrance; No interaction with people travelling to and from Wembley Stadium -Their Transport Assessment Report said there would be some overlap; They say they will provide a new safer and quicker footpath for pedestrians - This must assume that guests will park offsite in the surrounding roads and walk; Coaches leaving the site will result in congestion and cause safety issues for cyclist travelling along Brockley Hill; Proposal has failed to take account of the Stanmore Park application which will result in a huge displacement of parking to the surrounding neighbourhood; Vehicles will only be able to access from the Harrow side of Brockley Hill – vehicles leaving the venue will be allowed to turn right which will take hours to clear the site; How will the revised speed limit of 30mph is policed; the park and ride scheme will be unenforceable; poor infrequent lack of regular public transport links; A large influx of parked cars will increase the risk to pedestrians and lower the quality of life for residents; There is no guarantee that the client for any given event must organise and pay for a park and ride service; no other banqueting facility in the UK operates a park and ride service and therefore the solution is implausible; The applicant is misleading the Council – they state they own The Manor Hotel is Elstree but this is not accurate, the applicant is a leaseholder not a freeholder – they do not have the freeholders consent to offer the site as a park and ride; The Manor Hotel advertises itself as a wedding venue and the site would not be able to accommodate cars for two weddings. No commitment to add to the restricted manoeuvrability around Pipers Green Lane roundabout;

**Officer response:** The comments are considered in section 6.5 of the appraisal below

**Amenity:** The regular occurrence of 500 plus attendees will cause excessive traffic, noise pollution and reduction in air quality It will cause excessive noise and disturbance to local residents at night especially when attendees are congregating outdoors; Evening events will end at midnight Sunday to Thursday, and 1.00am Fridays and Saturdays. Data provided by the carpark at their current venue showed that in 2019 the car park stayed open during the week 4 times to 12.30am, 35 times until 1.00am and 3 times until 2.00am. At weekends it stayed open 37 times to 1.00am and twice to 2.00am. In August, their busiest month, it stayed open until 1.00am 17 times – i.e. 4 to 5 times a week; They claim that the venue will only be at full capacity 500 guests approx. once a month - In 2019 24 events were for 400 guests, 20 at 450 guests and 10 at 500 guests. Based on these figures the venue will be at or near full capacity on a weekly basis; Disruption from building works; Fireworks at the venue will frighten farmstock and domestic pets;

**Officer response:** Had the proposal been considered acceptable a condition

could have been secured to restrict opening times and to manage the use of fireworks. It is also noted that the Firework Regulations 2004 prohibit the use of fireworks 11pm to 7am. Noise issues are discussed further in section 6.4 of the appraisal below. Any building works are considered unlikely to have a detrimental impact on the amenities of surrounding neighbours due to the distances of the closest residential properties. Furthermore, building works would be temporary.

**Biodiversity/Environmental:** The new application only covers a small part of the entire site and excludes the surrounding green spaces which in the original application the applicants said they would encourage flora and fauna – this will no longer happen; the proposal is a threat to wildlife including protected species; noise will impact on local wildlife; Proposal will result in increased air pollution; proposal will result in increased litter in the local area; We should be considering more green spaces to reduce the carbon in the atmosphere;

**Officer response:** This is discussed in section 6.6 of the appraisal below. The proposal includes a satisfactory refuse strategy and location within the application site to manage waste arising from the development.

**Other issues:** There will be a loss of an outdoor sports facility; Since the original application there are now other sites that have become available and are more suitable for a banqueting suite e.g. the old Debenhams building in Harrow town centre that has a large car park attached to it, excellent Public Transport and will help to regenerate Harrow Town Centre Harrow Council can put as many conditions as they like into granting the application but compliance with those conditions will have to be adhered to by the applicants who have shown previously to have total disregard for the laws of the land; The police have arrested 2 men on suspicion of arson and fraud with regards to this site. If they are found guilty and are shown to be linked to the applicants then how can the applicants be trusted to observe any restrictions or conditions imposed by Harrow Council when there is a blatant disregard to the laws of the land; The applicant, Sairam Holdings Ltd, does not own the site or any part of it; The applicant had a number of criteria that a new site/building - Located in the borough of Harrow where the applicant has an established client base, which they claim they could lose if they moved out of the borough. However, their survey shows that their guests come from all over the country; Increase in crime; Increase in anti-social behaviour; property devaluation; risk to security; other venues in the area – proposal not needed; Conflict of interest Harrow Council are moving into the applicants offices and so have a vested interest in permitting this application; No notices served on residents in Barnet in Pipers Green Lane and Brockley Avenue; More should be done to retain recreational facilities and green spaces; the closing of the golf facility has had an adverse effect on the locality; the pandemic has banned huge number of people congregating and there may be more pandemics in the future; The purported public benefit does not outweigh the negative effect the scheme would have on people and the enjoyment of their homes; loss of valuable space for outdoor sports and recreation; If there is a fire it will compromise the safety of the nearby neighbourhood; It does not support the night time economy of the town centre; no alternative sports venue can be built here if this venue is built; loss of sports facility will have a detrimental impact on

the community; the plans will not be viable after covid; Sports England should be consulted;

**Officer response:** The above issues are discussed in sections 6.2 and 6.10 of the appraisal below. In relation to the use of the Debenhams site, the circumstances around this site have changed since the application was submitted. Moreover, this site does not fall within the relevant planning use class. Should the applicant wish to pursue an application to change the use of the Debenhams site to a Sui Generis Use this would be considered on its own merits. The Local Planning Authority has carried out legal checks in relation to the land ownership and is satisfied that the correct parties have been served notice on the application in accordance with Article 14 of the Development Management Procedure (England) Order 2015. Issues relating to current police investigations relating to the fire at the site are not material planning considerations and cannot be taken into consideration in the assessment of this application. Harrow Council are not moving into the applicant's offices and as such there is no conflict of interest. The application does not fall within the Statutory Definition of Playing Field or Playing Pitch as outlined in the Development Management Procedure (England) Order and therefore does not fall within the remit of Sport England as was confirmed on the previous application on this site. The impact of Covid or potential future pandemics are not a material planning considerations. The application has been reviewed by the Council's Designing our Crime officer and is not deemed to give rise to an increased risk of crime or anti-social behaviour, subject to securing further details in relation to Secure by Design accreditation.

#### 4.4 Statutory and Non Statutory Consultation

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

##### Consultee and Summary of Comments

##### **External Consultees:**

##### **Greater London Authority:**

- **Recommendation:** That Harrow Council be advised that whilst the proposal may be supported in principle, the application does not currently comply with the London Plan. Where the associated concerns within this report are addressed, the application may become acceptable in strategic planning terms.
- **Principle of development:** The proposal could reasonably be considered under exceptions test (g) within NPPF paragraph 145; however, more information is necessary to demonstrate that the proposed development would not harm the openness of the Green Belt. Should the proposal not meet the criteria of exceptions test (g) it would need to be robustly justified by very special circumstances. The Council must also secure details of noise mitigation measures to ensure compliance with the Agent of Change principle.
- **Urban design:** Layout and massing are broadly supported. The applicant should provide a Fire Strategy in line with Intend to Publish London Plan

Policies D5 and D12. Additional information is requested in respect of inclusive design.

- **Transport:** A reduction in the speed limit along Brockley Hill is supported in line with the Mayor's Vision Zero Action Plan. The quantum of car parking should be reduced in line with Intend to Publish London Plan Policy T6 and details relating to the short-stay cycle parking should be provided in line with Intend to Publish London Plan Policy T5.
- **Sustainable development:** The proposed energy strategy generally complies with the London Plan and Intend to Publish London Plan; however, the applicant is requested to provide additional information regarding Be Clean and Be Green matters. The applicant should also submit a revised Flood Risk Assessment, a revised surface water drainage strategy, a detailed landscaping and planting plan, and details for the proposed green roof.

**English Heritage Archaeology:**

- I require further information before I can advise you on the effects on archaeological interest and their implications for the planning decision. If you do not receive more archaeological information before you take a decision, recommend that you include the applicants failure to submit that as a reason for refusal.

**Secure by Design Officer:**

- No objections subject to a condition to secure a secured by design accreditation.

**London Borough of Barnet:**

Consultation response received 7<sup>th</sup> June 2021:

- The London Borough of Harrow is advised that the London Borough of Barnet maintains its objection to the proposal for the following reason:
- The development has not provided adequate on-site car / coach parking and lacks integrated coach drop off facilities to service the requirements of the proposed banqueting facility, and has failed to sufficiently develop proposals for off-site overflow parking to the stage where the London Borough of Barnet would have confidence that it would provide adequate mitigation. The associated likely on-site traffic congestion, potentially impacting the local road network, and parking overspill into the Borough, with particular reference to the residential streets to the south-east of the site, is therefore considered to be detrimental to highway and pedestrian safety, and the amenities of neighbouring occupiers. This is contrary to Policy CS9 of Barnet's adopted Core Strategy (2012) and Policy DM17 of the adopted Development Management Policies DPD (2012).

Consultation response received 12<sup>th</sup> October 2020:

- The London Borough of Harrow is advised that the London Borough of Barnet objects to the proposal for the following reason:
- The development would fail to provide adequate on-site car / coach parking and lacks integrated drop off facilities to serve the proposed banqueting facility, which would significantly intensify site usage and generated trips. The associated likely on site congestion and parking overspill into the Borough, with particular reference to the residential streets to the south-east of the site,



is therefore considered to be detrimental to highway and pedestrian safety, and the amenities of neighbouring occupiers, contrary to Policy CS9 of Barnet's adopted Core Strategy (2012) and Policy DM17 of the adopted Development Management Policies DPD (2012).

**Environment Agency:** No comment received

**Internal Consultees:**

**LBH Highways**

Consultation response received on 15<sup>th</sup> April 2021:

- The revised TA makes three key points: Coaches to be parked off-site; Agree to speed limit reduction; Willing to agree to overspill parking arrangement where cars would be parked elsewhere
- The plan to allow extra coaches to wait off-site at one of the owners other venues is feasible and could potentially be secured.
- The agreement to enable the speed limit reduction is welcomed.
- No confidence about the proposal for the overspill parking arrangement as it is not clear how this could be enforced. It is more likely that latecomers will just park on the road or in a nearby road if there is no space in the site car park. How can the venue make people park somewhere else? The overspill really needs to be on-site to make this acceptable.

Consultation response received 11<sup>th</sup> November 2020:

- This is a very difficult location to achieve significant modal shift. It is perhaps in a good position for vehicle travel where there are good connections with the wider major road network.
- There are safety concerns in relation to the vehicle access however, it is considered that these could be overcome with alterations to the access layout, reduction in speed limit and improvements to the mini roundabout at the Pipers Green Lane junction.
- Coach travel can be encouraged which would help reduce the number of cars attending but it cannot be forced meaning that overspill parking may occur. Parking controls on surrounding streets could prevent this problem but this would be subject to public consultation. The residential streets off Brockley Hill are narrow whilst Brockley Hill itself is a busy road, part of TfL's Strategic Road Network – it would not be desirable for high demand on-street parking to take place during events as it may cause congestion and would compromise safety. In order for this proposal to be considered acceptable, it would be necessary to ensure that there is a suitable overflow parking
- Based on the current information, the proposal is generally acceptable however, measures are required to minimise the anticipated impact and improve safety. Additional overflow parking should be provided in order to minimise the impact large events may have on the surrounding highway network; a change to the speed limit on Brockley Hill and alterations to the site access are necessary to aid safe entry and exit at the site and improvements to the junction with Pipers Green Lane to better facilitate u-turns.

**LBH Travel Plan Officer:**

- No objection in principle but more information is required.
- Surveys should be conducted on the anniversary of the baseline. Interim reports to be submitted to Harrow Council in years 2 and 4, which will demonstrate what progress has been made in the previous 12 months
- Travel Plan monitoring fees to be secured by agreement. Amount to be detailed by agreement.
- In the event the Travel Plan is unable to meet targets, a remedial sum will be used to cover the cost of additional measures to support the achievement of targets. Remedial sum to be secured by agreement.
- There are concerns that have been raised in the travel plan about displacement car parking. Although car parking is available, for larger events this may not be enough spaces therefore, parking will fill in neighbouring roads. The Travel Plan does not address this issue.

#### **LBH Network Management:**

- I see that there is a proposed banned right turn when exiting the venue which is good to see so that all traffic heads to the roundabout on the A41 which will alleviate traffic congestion.
- The new island configuration facilitates this and the additional signage is acceptable. The road itself leading to the site needs widening and I see there is a pull in area for oncoming traffic which is fine to prevent any form of obstruction to the highway.
- There is a footway on the same side of the road of the proposed development and the road is straight with good visibility on either direction. With the proposed reconfiguration tactile paving will need to be installed the new centre island will allow safe passage to cross the road at the junction.
- There are good transport links from Canons Corner and on Brockley Hill itself via buses and Stanmore Station Underground Station being less than a mile away. I make the assumption that most people will arrive via coach or taxi or public transport and private vehicles in accordance with their travel plan. The road is wide enough to accommodate the coaches being that Brockley Hill is a bus route.
- There is street lighting either side of the entrance/exit so the area is well lit.
- There is a culvert in situ and details of how this is to be protected during construction works will need to be provided.
- NM have no objection to the principle of a vehicle access. A separate application for the widening of the crossing itself will be required - a section 278 or section 50 will be submitted for review and costing.

#### **LBH Building Control:**

- Overall, the Fire Statement is satisfactory but further information should be provided to comply with the Mayor of London guidance.

#### **LBH Landscape Officer:**

- No objection, subject to conditions.
- In the event of approval, the possibility of creating a footpath link to south, between Cleopatra Park and Stanmore Country Park – outside the red line boundary should be considered. Only a short length of footpath is required, to connect to the existing footpath which leads into Stanmore Country Park. It

would provide greater accessibility to open space and nature and would be a worthwhile addition. It is suggested this be secured through section 106 agreement.

**LBH Arboricultural Officer:**

- No objection, subject to conditions.
- A site wide survey and impact assessment has been provided. The suggested tree protection measures / method statement provided are acceptable. Provided this is adhered to exactly as outlined in DCLA's report, there should be no adverse tree impacts in relation to the proposals. I note the majority of existing trees are to be retained, with the exception of 2 x trees which require removal for arboricultural reasons

**LBH Urban Design Officer:**

- No objection to public realm and landscaping
- Concerns remain regarding the first-floor rectilinear projecting element of the southern block. This is not considered to be well-integrated with the pitched barn form and does not present a successful form overall.
- The first-floor rectilinear projection has a significant fascia board which results in this projection appearing overly heavy and domineering. The Applicant is encouraged to revise this to either lighten its massing or integrate the form into the pitched roof of the rest of the building
- Generally, the material palette is successful, however there is concern that the woven metal mesh element dilutes the palette and that a reduced palette may be better suited to the proposal. There is concern as to the quality of some of the materials including the mesh panels to staircase, infill panels and balustrades.
- The fenestration to the banqueting hall external elevations appears highly commercial and lacks the playfulness this threshold/ glazing element should have between the garden and banqueting space.

**LBH Drainage Authority:**

- The Flood Risk Assessment and drainage strategy submitted is satisfactory - no objections to the proposed development. However, our/LLFA Land Drainage Consent is required to connect to watercourse with headwall details, repair of collapsed culvert, vehicle crossing widening proposals etc., hence our recommendation for conditional approval with the open/culverted watercourse protection condition.

**LBH Biodiversity Officer:**

- The proposal is not appropriate in the context of the location and the supporting information is deficient.
- Although there was a lengthy pre-app process in which biodiversity matters were discussed, circumstances have changed greatly with regard to this application.
- The redline having been expanded to cover a large part of the golf course site but, for reasons that were never entirely clear not all of it, has now been reduced considerably compared to the original submission.
- Although updated documentation is submitted for this, this generally overlooks

- The extensive fly-tipping that has been permitted and not yet dealt with
- Last year's burning down of the clubhouse
- The documentation does not present a true picture of the site's condition at the time the revised application was submitted.
- The approach now taken in restricting the redline to the area in which development would occur which bears no relation to any existing boundaries rather than the whole of the development site is questionable.
- Taking account of the site's landscape and ecological context, and the ancillary biodiversity purpose of its green belt status, the scheme is not supported. It is not possible to make the scheme and acceptable sustainable development, providing biodiversity benefits, appropriate to its strategic location.
- In the event that there might be over-riding reasons for supporting the scheme, conditions would be required in relation a provision of a reptile survey, a Construction Environment Management Plan (CEMP), a Landscape Enhancement Management Plan (LEMP).

**LBH Environmental Health Officer:** The nearest properties are approx. 239m away (out of borough) from the venue. Whilst noise will carry (especially down a valley) the noise expected from the banqueting hall would be such that it can easily be conditioned by the ones stated in the report – keeping all windows and doors closed, and possibly the restriction of opening times. The windows and doors should be connected up to a limiter to stop noise breakout, and some form of management plan for patrons. This would also be required as part of the licensing of the premises. No objections subject to the following conditions:

- Venue to be open to the public between 7am-12midnight mon-Sat
- Sundays and bank holidays – 8am-11pm.
- Deliveries be restricted to 07:00-19:00 mon-sat.
- When the banqueting hall is in use, all windows and doors to remain closed.

**LBH Policy Officer:**

- Energy strategy is generally acceptable and the development should be implemented generally in accordance with the strategy / secured by condition. Additional solar PV should be sought or non-provision justified by way of an amended energy strategy prior to determination or secured by way of condition.
- S106 obligation to secure carbon offset contribution calculated at a rate of £2,850/tonne, payable prior to commencement with provision for a 'top-up' payment upon completion of the development should additional carbon emissions need to be offset to achieve zero carbon.
- Development should be implemented generally in accordance with the BREEAM Preliminary Assessment and final BREEAM certificate demonstrating the development has achieved an 'Excellent' rating should be submitted upon completion of the development.
- Development should be implemented generally in accordance with the submitted Overheating Analysis.

**Other Consultee Responses**

**Greater Stanmore Country Park Management Committee:**

- We object to the planning application for the following reasons:
- We are extremely concerned about the state of the remaining area of the former golf club site – future applications should include the whole site, from the public land of Brockley Hill Field in the south to Pear Wood in the north. This will allow the Council to make stipulations about the management of the land to enhance it for both people and wildlife and prevent damage to the neighbouring nature reserves.
- The proposal will form a barrier to badgers and hedgehogs that use the site as a link corridor from Stanmore Country Park and Pear Wood in the north.
- Traffic will exit the site in the late hours of the night which will disturb night time mammal movement.
- The proposed building would adversely impact and harm the openness of the Green Belt.
- The proposed banqueting facility would represent an inappropriate use of the Green Belt – the proposal should be located in a town centre with good public transport links.
- The proposed development will increase traffic and congestion in the neighbouring streets – in practice it is likely that the surrounding grass areas will be used as an overflow car park.
- The applicants do not make a convincing case that there is a need for another banqueting facility in the Stanmore area.
- In our view the ideal use of the site would be as an addition to the open natural space of Greater Stanmore Country Park.

**Brockley Hill Residents Association:**

- There will be a loss of outdoor sports facilities.
- The new proposals are 30% larger than the previous building and thus will have a negative impact on the Green Belt
- The regular occurrence of 500 plus attendees will cause excessive traffic, noise pollution and reduction in air quality
- Late night events (past midnight) will cause significant noise and disturbance in the neighbourhood, especially with a lack of control over outside activities
- There is insufficient onsite parking for large events which will result in cars parking in Brockley Hill and the surrounding streets i.e. Brockley Park Estate, Pipers Green Lane and Brockley Avenue
- There is no guarantee that suitable offsite parking will be secured and that there will be any interest in a park and ride service. Any such scheme will mean a constant flow of coaches to and from the venue and will reduce the number of onsite carparking spaces
- The increased traffic, congestion and parking will be a danger to both vehicle and pedestrian safety on Brockley Hill
- The proposed site entrance and exit layout with no right turn will lead to traffic confusion and accidents
- The road infrastructure at the mini roundabout at Pipers Green is not suitable for coaches to go around but no changes are proposed
- There is no proposal to have enforceable speed restrictions on Brockley Hill which is already a safety issue and will get worse especially late at night when



motorists use Brockley Hill as a racing track just when attendees will be leaving the venue

- No new sites have been considered especially now there are recently vacated department stores in Harrow Centre with excellent Public Transport services and plenty of existing car parks and would help to regenerate Harrow Town Centre.
- The police have arrested 2 men on suspicion of arson and fraud with regards to this site. If they are found guilty and are shown to be linked to the applicants then how can the applicants be trusted to observe any restrictions or conditions imposed by Harrow Council when there is a blatant disregard to the laws of the land. I propose that this planning application should be put on hold until after the trial.

## **5.0 POLICIES**

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:
- 5.2 'If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.'
- 5.3 The Government has issued the National Planning Policy Framework [NPPF 2019] sets out the Government's planning policies for England and how these should be applied and is a material consideration in the determination of this application.
- 5.4 In this instance, the Development Plan comprises The London Plan 2021 [LP] and the Local Development Framework [LDF]. The LDF comprises The Harrow Core Strategy 2012 [CS], Harrow and Wealdstone Area Action Plan 2013 [AAP], the Development Management Policies Local Plan 2013 [DMP], the Site Allocations Local Plan [SALP] 2013 and Harrow Local Area Map 2013 [LAP].
- 5.5 A full list of all the policies used in the consideration of this application is provided as Informative 1.

## **6.0 ASSESSMENT**

- 6.1 The main issues are;
- Principle of Development
  - Character and Appearance of the Area
  - Residential Amenity
  - Traffic, Safety and Parking
  - Biodiversity, Trees and Landscaping
  - Heritage and Archaeology
  - Energy and Sustainability

- Development and Flood Risk
- Accessibility and Fire Safety

## 6.2 Principle of Development

The relevant policies are:

- National Planning Policy Framework (2019)
- The London Plan 2019: G2; SD7; S1, S5
- Harrow Core Strategy 2012:CS1B, F, L, Z, G
- Harrow Development Management Policies Local Plan (2013):DM1, DM6 DM16, DM 35; DM47

### New Buildings in the Green Belt

6.2.1 Policy G2 and Local Plan Policies DM 16 and CS F make clear that the Green Belt should be protected, directing refusal of development of proposals which would harm the Green Belt except in very special circumstances.

6.2.2 The NPPF establishes that the Green Belt serves five purposes:

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration by encouraging the recycling of derelict and other urban land.

6.2.3 The NPPF further establishes that all development on the Green Belt, bar a limited range of specific exceptions, is inappropriate and therefore harmful and should be refused. In respect of new buildings, two such exceptions put forward in paragraph 145 may be relevant to this case. Point (d) states that the replacement of a building, provided that the new building is in the same use and not materially larger than the one it replaces, may not constitute inappropriate development. Point (g) surmises that partial or complete redevelopment of previously developed land which would not have a greater impact on the openness of the Green Belt than the existing development may not constitute inappropriate development. The NPPF defines previously developed land as: land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure.

6.2.4 Exceptions test (d) puts forward two criteria that must be met for this exception to apply: the proposed building must be in the same use as the existing building, and the proposed building cannot be materially larger than the existing building. The existing building was in use for outdoor sport as a golf centre. On the 21<sup>st</sup> July 2020, the government published The Town and Country Planning (Use Classes) (Amendment)(England) Regulations 2020 which came into force on 1<sup>st</sup> September 2020. However, there is currently a transitional period until 31<sup>st</sup> July 2021 where former use classes still apply to land and buildings for the purposes

of the GPDO. The proposed building would be used as a banqueting facility which would fall under a Sui Generis Use under the new Use Classes Order 2020. It is noted that the GLA have said that this would be an F2 Use Class but the Local Planning Authority does not agree with this classification as the proposal is not considered to be a community use, rather it is a private commercial use which would not fall under any other classification and therefore must be considered as a Sui Generis use for the purposes of the new Use Class Order (2020). Nevertheless, it is acknowledged that the former golf centre and banqueting facility would fall under Use Class D2 in relation to the still extant Use Class Order 1987 (amended). Notwithstanding this, it is considered they present two materially different functions (with operationally different impacts) within that Class and therefore this is not considered to fulfil the requirements of exceptions test (d).

- 6.2.5 Exceptions test (g) also puts forward two criteria that must be met for this exception to apply: the entirety of the proposed development must be on previously developed land, and the proposed development must not have a greater impact on the openness of the Green Belt than the existing development. Openness, in this regard, has both spatial and visual aspects and relates to the degree of activity likely to be generated by the proposed development.
- 6.2.6 The former golf building was subject to a fire at the end of June 2020 in which much of the building was destroyed. However, the applicant has provided supporting documents to demonstrate the impacts on openness and previously developed land in relation to the building as it existed prior to the fire. Images of the remaining structure as it currently exists and as it previously existed prior to the fire is shown below:



Above: Aerial view of building and developed curtilage pre fire



Above: Existing remaining structure

- 6.2.7 In relation to exception test (g) it is accepted that the proposed replacement building would still be sited on previously developed land and the fire has not altered this fact as the areas of hardstanding where the building was situated has not changed. The location of the proposed building in relation to the developed part of the site is demonstrated in the diagram below:



- 6.2.8 Moreover, the applicant has indicated that while the existing curtilage, such as the car park, will largely be reused there will be a net reduction of 157 sqm 4% in overall hardstanding on the site.

- 6.2.9 The second requirement of exceptions test (g) is that the proposed development would not have a greater impact on openness than the existing development. This assessment requires a comparison between the openness of this Green Belt site in its existing and proposed conditions. However, the information provided by the applicant in this regard is based on the pre existing building form. A detailed assessment has been carried out comparing the pre-existing and proposed building. The key figures of this are shown in the table below for information purposes.

	Existing	Pre - Existing	Proposed	Difference
Building Footprint	Unknown - Not demonstrated	850 sqm	1,108 sqm	+258 sqm (30%)
Hardstanding	3, 866 sqm	3, 866 sqm	3, 709 sqm	-157 sqm (4%)
Floorspace	Unknown - Not demonstrated	1, 308 sqm	1, 458 sqm	+ 150 sqm (11%)
Volume	Unknown - Not demonstrated	4859 cubm	6,300 cubm	+1, 441 cubm (30%)
Roof Datum Level	Unknown - Not demonstrated	106.450 m	106.055 m	-0.4 m
Eaves	Unknown – Not demonstrated	103.520 m	103.100 m	- 0.42 m
Lower Ridge	Unknown - Not demonstrated	102.390 m	102.675 m	+ 0.28 m
Lower eaves	Unknown – Not demonstrated	100.670 m	100.600 m	-0.07 m

- 6.2.10 However, there is nothing within the NPPF or more widely in planning law which outlines that pre-existing site circumstances can be taken into consideration when assessing proposals in the Green Belt or more generally elsewhere. The LPA has sought legal advice on this position which confirms the existing site circumstances must be taken into account. This is supported by an appeal decision that has come to the Local Planning Authorities' attention. It relates to Appeal Decision Ref: APP/J1915/W/20/3254917 – Lanbrook, St.Mary's Lane, Hertingfordbury, SG14 2LD (appended to this report). Matters considered by the Inspector in that case are very similar to those in this Golf Club case. Namely, that the existing on-site building was destroyed by a fire. In this instance planning permission was sought for a replacement dwellinghouse.
- 6.2.11 In the appeal decision, the inspector set out that Paragraph 145 of the Framework establishes that the construction of new buildings should be regarded



as inappropriate in the green belt, unless they fall within certain categories of development which may be regarded as not inappropriate, subject to certain conditions. Part d) of this paragraph, he recorded, lists the replacement of a building as one such exception, provided that the new building is in the same use, and not materially larger than the one it replaces. He appreciated that both parties had considered the dwelling as a replacement for that which existed prior to the fire. However, for something to be considered as a replacement, he pointed out, the element that it replaces must exist at the time the replacement development is considered. However, there was no existing building on the site, and as such, the proposal did not fall to be considered under the exception at Paragraph 145(d) of the Framework, he ruled.

- 6.2.12 Rather, the inspector determined, the proposal comprised the redevelopment of previously developed land and fell to be considered under Paragraph 145(g). This exception allows for the redevelopment of previously developed land providing it would not have a greater impact on the openness of the green belt than the existing development. But, he reasoned, the proposed new building would have a greater impact on openness as no building currently existed on the site.
- 6.2.13 The inspector next turned to a consideration of openness in spatial and visual terms. He found that due to its overall height and bulk, the proposed dwelling would be visually intrusive. In addition, he found that the development would result in less than substantial harm to the setting of a conservation area and listed building.
- 6.2.14 The inspector recognised that the appellants had lost their established residential use for reasons beyond their control and he accorded this factor great weight. He nonetheless concluded that the benefits of providing a replacement dwelling following the destruction of the previous property by fire did not clearly outweigh the harm he had identified. Consequently, there were not the very special circumstances necessary to justify inappropriate development in the green belt.
- 6.2.15 It is acknowledged that the circumstances of the above appeal and the current situation with the subject site are not directly comparable in that in the appeal case the building had been completely removed from the site whereas in the current case, there are clearly remains of the pre existing structure present. Nevertheless, the fundamental principle of the appeal decision remains directly relevant to this case in that it is the existing site circumstances which must be taken into account in the assessment.
- 6.2.16 The above outlined policies emphasise that proposals should protect the Green Belt from inappropriate development and should not be detrimental to the openness of the Green Belt. The National Planning Policy Framework (NPPF) provides further government planning guidance on how policies are to be applied, which is a material consideration that should be taken into account. Paragraph 001 of the NPPF Guidance outlines that:

*“Assessing the impact of a proposal on the openness of the Green Belt, where it is relevant to do so, requires a judgment based on the circumstances of the case.*

*By way of example, the courts have identified a number of matters which may need to be taken into account in making this assessment. These include, but are not limited to:*

- openness is capable of having both spatial and visual aspects – in other words, the visual impact of the proposal may be relevant, as could its volume;*
- the duration of the development, and its remediability – taking into account any provisions to return land to its original state or to an equivalent (or improved) state of openness; and*
- the degree of activity likely to be generated, such as traffic generation.*

*Paragraph: 001 Reference ID: 64-001-20190722”*

- 6.2.17 In the absence of statutory guidance, case law remains the only interpretation of definitions in the debate on openness.
- 6.2.18 In last year’s Appeal decision, the Supreme Court in **Samuel Smith Old Brewery (Tadcaster) v North Yorkshire County Council and Dorrington Quarries [2020]** looked again at the issue of development which is not inappropriate, provided openness in the Green Belt is preserved and the development does not conflict with the purposes of including land in the Green Belt, in paragraph 90 of the 2012 NPPF (paragraph 146 of the current NPPF). (Therefore, para. 146, provides a closed list of categories of development which is “not inappropriate” provided openness is preserved and the development does not conflict with the purposes of including land in the Green Belt.)
- 6.2.19 The Supreme Court in the Samuel Smith case considered whether it was necessary (rather than just permissible) to take landscape and visual impacts into account, in deciding whether openness was preserved. It was held unanimously that it was not necessary to take them into account. Lord Carnwath confirmed that “visual quality of landscape is not in itself an essential part of the “openness” for which the Green Belt is protected”, nor was the visual impact so obviously material here, as to require such direct consideration. The issue which had to be addressed, as a matter of planning judgement, was therefore whether the proposed mineral extraction, through the extension of the quarry, would preserve the openness or otherwise conflict with the purposes of including the land in the Green Belt.
- 6.2.20 “The concept of “openness” in para 90 of the NPPF [now para 146] seems to me a good example of such a broad policy concept. It is naturally read as referring back to the underlying aim of Green Belt policy, stated at the beginning of this section: “to prevent urban sprawl by keeping land permanently open ...”. Openness is the counterpart of urban sprawl and is also linked to the purposes to be served by the Green Belt. As PPG2 made clear, it is not necessarily a statement about the visual qualities of the land, though in some cases this may be an aspect of the planning judgement involved in applying this broad policy concept. Nor does it imply freedom from any form of development. Paragraph 90 shows that some forms of development, including mineral extraction, may in principle be appropriate, and compatible with the concept of openness. A large quarry may not be visually attractive while it lasts, but the minerals can only be

extracted where they are found, and the impact is temporary and subject to restoration. Further, as a barrier to urban sprawl a quarry may be regarded in Green Belt policy terms as no less effective than a stretch of agricultural land.”

- 6.2.21 The planning officer’s report was held to have considered the broad policy concept of Green Belt openness appropriately and so the Council was correct to have accepted it and allowed the development.
- 6.2.22 Importantly, the Supreme Court re-enforced the importance of planning judgement within the role of the decision maker by stating:
- 6.2.23 “[Openness] is a matter not of legal principle but of planning judgement for the planning authority or the inspector ... Paragraph 90 [now 146] does not expressly refer to visual impact as a necessary part of the analysis, nor in my view is it made so by implication. As explained in my discussion of the authorities, the matters relevant to openness in any particular case are a matter of planning judgement, not law.”
- 6.2.24 Prior to this, the definition of Green Belt openness in the context of assessing potential development effects has been largely based on the following case law:
- 6.2.25 **Heath and Hampstead Society v London Borough of Camden 2007** and **Timms/Lynn v Gedling BC 2013** suggest that ‘openness’ is strictly related to the absence of buildings or development; the extent to which a site is visible from public vantage points and the extent to which a proposed development would be visually intrusive are separate from openness. Thus, a building which was otherwise inappropriate in Green Belt terms was not made appropriate by its limited visual impact
- 6.2.26 **Turner v Secretary of State for Communities and Local Government 2015** shows that the concept of ‘openness’ is not *‘narrowly limited to [a] volumetric approach’*; in this case, it is considered that the *‘visual impact is implicitly part of the concept of ‘openness of the Green Belt’*” and it relates to the capacity of the Green Belt to fulfil its purposes.
- 6.2.27 There is no substantial building on the site and only the remains of the structure exist and as indicated above a comparison between the current existing site circumstances and proposed building cannot be accurately assessed. There are numerous definitions of what constitutes building footprint. It is the term used to describe the boundaries of the exterior walls of a building or structure or it can also be used to describe the boundaries of a roof or covered area if there are no walls surrounding a building or structure. Alternatively, it could also mean the outline of a building, as measured around its foundation. Floor space is the gross amount (all storeys, including basement) and is an external measurement, including the thickness of any external and internal walls as set out in paragraph 12 (1) of Part 1 of Schedule 1 to the 2012 Fees Regulations. The volume of a building can be defined as the total volume included between the outer surface of the walls measured from the lowest storey to the roof of the building. There is no roof on the building and therefore the maximum roof height and eaves height cannot be determined. Based on site observations, as much of the external

walls and roof have been destroyed and no longer exist, it is considered that the remaining structure on site is much reduced in terms of its scale and volume compared to the pre existing building figures cited in the above table. As such, it is considered that the proposed building would be much greater both volumetrically and in terms of its footprint and floorspace than the figures identified above. It would therefore have a much greater impact on the openness on the Green Belt than the existing development. Since the application was submitted, the applicant has not provided any updated information in respect of the scale of the existing fire damaged structure which remains on site. It is therefore considered that the applicant has failed to demonstrate that the proposed development not have a greater impact on the openness of the Green Belt than the existing development.

- 6.2.28 The application is supported by a Landscape and Visual Impact Assessment (LVIA) which seeks to demonstrate that the proposal would not have a greater impact on openness outlining that although the proposed building would be larger than the existing one in terms of both volume and footprint, it would be more compact as depicted in the site overlay diagram below:



Figures 2 and 3 - Existing and proposed building overlay

- 6.2.29 However, again the above diagram and LVIA fail to consider the impacts in relation to the existing situation. The supporting information and images in the LVIA indicate that the site is entirely screened by mature vegetation when viewed from Stanmore Country Park to the west of the site and from Augustus Close and the residential development to the south. There would be no alteration in relation to the vegetation which exists around the site and therefore it is accepted that the proposed replaced building would not likely be visible from these vantage points from the identified long and medium distance views outside the site even in relation to the existing site circumstances.





Photoviewpoint 7: Taken from residential edge of Augustus Close.

Orientation: North Distance from site: 240m

Above: View from edge of Augustus Close to the south



Photoviewpoint 9: Taken from permissive footpath within Wood Farm Country Park.

Orientation: East Distance from site: 350m

Above: View from Stanmore Country Park

- 6.2.30 The site can currently be seen from Brockley Hill to the east. Areas of hard standing exist which are associated with the car park and access road. Although they are limited to the south of the site, around the pre-existing building, they can also be seen from the entrance and reduce the sense of openness. However, the images provided of the building from this location are from the pre existing situation and as such an accurate assessment on openness cannot be made from this vantage point.



Above: Existing View of Site from eastern entrance along Brockley Hill with proposed security gate

- 6.2.31 The LVIA demonstrates that pre-existing building is clearly visible and prominent from more localised views within site and inside the existing mature tree line. There are clear views from both the northern former golf course area and in some views from the green space to the south, noting there is an existing line of trees to the south. The open nature of the site and the exposed edge of the pre-existing building shown when viewed from the upper slopes within the site impacts on openness of the Green Belt as well as the presence of fencing and netting seen around the wider golf course. Moreover, the report also notes that walling and timber fencing around the former existing club house all contributed to the developed nature of the southern part of the site and reduced the sense of openness of the site.



Image 2: Existing building as viewed from the upper slopes of the site  
Above: Former Club House building in views from the north



Image 3: Brick walls and timber fencing associated with the building

Above: Timber walling and fencing seen around the southern half of the building



- 6.2.32 However, as can be seen from current site circumstances shown in the images below, views of the remaining structure from within the site now has a very different character to that considered in the LVIA.



Above/Below: Former front elevation of the remaining structure from the northern side of the site





Above: Existing fencing and netting surrounding the former golf club





Above: View of the remaining structure from the south

- 6.2.33 Based on site observations, the lack of internal, external walls roof and apparent complete loss of some sections of the building, the visual presence of the building is now considered to have a much-reduced visual impact in the landscape. Although the proposed building would have a more compact form, it would appear as a solid developed mass and in officers opinion, based on site observations would have a much greater visual impact on the openness of the Green Belt compared to the existing situation. The applicant advises that the tall fencing and netting surrounding the golf course is proposed to be removed and the bunkers surrounding the land infilled for beneficial ecological purposes. However, the area of land which contains these features are not within the red line application boundary and as such officers are unable to secure this either through condition or section 106 agreement due to potential land ownership issues. In any case, it is considered that this would not be sufficient to mitigate the greater perceived impact on openness that the proposed building would have.

#### Change of Use in the Green Belt

- 6.2.34 The need for a sequential test is also applicable in relation to the proposed change of use of the land within the Green Belt. As noted above, the change of use does not correspond to the Use Class Order 2020 but to the operational and functional use of the land. The exceptions discussed above in relation to paragraph 145(d) and 145(g) relate to the provision of new buildings only. With regard to a change of use of the land paragraph 146 of the NPPF explains that

“certain other forms of development are also not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it”. One of the exceptions listed is “material changes in the use of the land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds) (Paragraph 146(e)).

- 6.2.35 Although particular uses are highlighted under paragraph 146 (e), this is not a closed list and therefore it is considered that other uses could apply. As such, consideration must be given to the openness and purposes of Green Belt land.
- 6.2.36 As discussed above it has not been demonstrated that the proposed building associated with the change of use would not have a greater impact on the openness of the Green Belt than the existing development. Notwithstanding this, the change of use of the land from a golfing facility to a banqueting facility will clearly change the nature of the activity on site. It will result in more people using the site at peak times during events and fewer people using the site at other times when compared to the existing golf centre use. In this regard, officers concur with the view of officers at the GLA that where the Agent of Change and Transport issues can be addressed, the proposed change of the nature of activities at the site would not result in a net additional impact on the openness of the Green Belt. This is considered in detail under section 6.4 and 6.5 of the appraisal below.
- 6.2.37 In respect of the purposes of Green Belt land, it is considered that the proposed change of use would not conflict with paragraph 134 (a) to (d). The surrounding boundaries of the wider site area are occupied by mature trees and vegetation and there is no physical connection between the area of land proposed from development and any large built up areas. It also accepted that the building would be positioned on previously developed land and so would not result in any encroachment of the countryside. The proposed site is also not in proximity to any historic towns. However, it is considered there is potential for conflict with paragraph 134 (e) “to assist in urban regeneration, by encouraging the recycling of derelict and other urban land”. The proposal is a town centre use and therefore it must be demonstrated that there are no other suitable urban sites. The applicant has provided a comprehensive sequential site assessment and has sufficiently demonstrated that there are no alternative appropriate urban sites which is discussed in more detail below. It is therefore considered that the proposal would not conflict with paragraph 134 (e).
- 6.2.38 Notwithstanding, the views expressed above relating to site observations and the change of use of the land, the applicant has failed to demonstrate that the proposed development would not have a greater impact on the openness of the Green Belt and the Local Planning Authority is therefore unable to accurately determine whether the proposal would accord with paragraph 145 (g) of the NPPF. The proposal is therefore contrary to the outlined policies of the development plan.

### Very Special Circumstances

- 6.2.39 The applicant has not presented a case for 'Very Special Circumstances' to justify a departure from the policy. As outlined in the supporting Planning Statement *"The building was reduced in size so that it has a footprint of circa 30% of the footprint of the existing building, resulting in a building that is not materially larger than the one it replaces and hence a VSC case is not required to justify the proposed development in the Green Belt"*.
- 6.2.40 The Planning Statement sets out that a key driver of the proposal is that the existing Premier Banqueting must relocate from its current premises in Wealdstone due to the termination of a lease (by the Council) of circa 280 parking spaces at the Peel House car park which serves the existing Premier Banqueting facility located opposite. (The Peel House Car Park site is approved for new Council Civic Centre offices). The applicant does outline that there is a lack of alternative banqueting facilities in the Borough catering for large capacity numbers and that there are only three other venues in Harrow that can accommodate at least 400 guests. It is stated that the venue is unique as it provides an important facility for the multi-ethnic communities of Harrow and its loss in the borough would adversely impact on social and economic multiplier benefits it brings to the Borough.
- 6.2.41 It is recognised that the proposal would help maintain the offer of social infrastructure for a number of surrounding diverse communities in the borough. Although the applicant outlines there is a lack of alternative banqueting facilities in the borough catering for large scale events, this claim is not supported by a needs assessment or evidence of the level of demand for such a facility and is therefore given little weight in the assessment. Additionally, officers consider that the community use value of the Banqueting Suite would be limited, given that it is a private business. Furthermore, while the Banqueting Suite does provide a facility for people to meet and socialise, it does not serve a function that is fundamental to the community's health and well-being, or provides access to goods or services critical to meeting everyday needs, thereby falling with the uses defined within the glossary of the Development Management Policies Local Plan (2013). On this basis, officers consider that the re-provision of a banqueting facility within the Green Belt would not warrant 'Very Special Circumstances'. The applicant has not provided any evidence of the social and economic benefits the proposal would provide to the borough and the scale of such benefits are considered to unlikely to amount to significant benefits. As such, the generalised statement that the proposal will result in social and economic benefits is not considered 'VSC' to justify a development of this nature in the Green Belt.
- 6.2.42 The other benefits of the scheme put forward by the applicant relate to enhancement to landscape and ecological benefits, drainage improvements and a highly sustainable and energy efficient building. However, these are policy requirements of the development plan and are not considered as 'VSC'. Moreover, as discussed elsewhere in this report, the proposed ecological and landscape benefits are significantly reduced since the original application was submitted which covered a much wider land area and the proposal fails to

demonstrate that it would not be harmful in relation to existing ecology and biodiversity on and around the land.

- 6.2.43 The applicants have taken legal advice in relation to issue of the assessment of the proposal in relation to the existing site circumstances under paragraph 145 or 146 of the NPPF. It is noted that the legal opinion does not question the fact that the existing site circumstances should be the starting point for assessment.
- 6.2.44 The legal opinion questions the Council's judgement in relation to paragraph 145 (d) in relation to the issue of whether the proposed building would be materially larger. Firstly, as outlined above, officers do not accept that paragraph 145 (d) is applicable as this requires the building to be in the same use. This does not refer to use class. Due to the markedly different functions and operational impacts paragraph 145 (d) does not apply. In respect of the materially larger aspect of paragraph 145 (d), the legal advice considers that the present case to be significantly different from the Lanbrook case as there is still a substantial recognisable built form on the site after the fire which provides a meaningful basis for assessment. This is previously acknowledged above – but as stated elsewhere the Local Planning Authority is unable to undertake a detailed through assessment on this position as the supporting documentation all relates to the pre-existing situation.
- 6.2.45 The legal advice taken by the applicant makes the same criticism in relation to officer's view in relation to paragraph 145 (g) in respect of the impacts on openness of the Green Belt in terms of both spatial and visual impacts. Officer's have drawn some conclusions from site observations but as acknowledged above, a detailed accurate assessment of the current existing site circumstances has not been provided by the applicant. As such, it is the applicant that has failed to demonstrate the proposal would not have a greater impact on the openness of the Green Belt in both visual and spatial terms. The existing remaining structure is not considered to have any floorspace or volume as there are no internal/ external walls, floors or roof present and is completely open to views of the surrounding landscape. As such, in officer's judgement, there would be substantially greater impacts on openness of the Green Belt as a result of 100% increase in volume and floorspace as well the introduction of a solid developed building mass into the landscape as opposed to the open sided structure which currently exists on the site.
- 6.2.46 The legal advice taken by the applicant asserts that replacing a fire damaged building with a new building for use as a banqueting facility would amount to 'Very Special Circumstances' to justify allowing the development as it would bring considerable benefits. However, as set out above, the applicant sought to reduce the building footprint to ensure a case of 'Very Special Circumstances' was not required. The other benefits put forward by the applicant, discussed above, are not considered to amount to 'Very Special Circumstances'.
- 6.2.47 It is noted that the site has been subject to extensive fly tipping since the fire and it is also accepted that the appearance of the fire damaged building is an eye sore in the surrounding landscape. However, the existing state of the building and the site does not provide justification for development which is inappropriate

in the Green Belt. A new building and its associated use must be justified in policy. It is not accepted that the replacement of a fire damaged building with a new building for a banqueting facility would amount to 'Very Special Circumstances', given it's a town centre use, is a private business with limited community value and as there is no evidence of demand or need for such a facility in the borough. Furthermore, the building and its use is considered to be harmful to the biodiversity and ecological value of the surrounding land. Whilst the proposals, could assist in improving the current appearance of the surrounding landscape, the benefits of the proposal are not substantial and as outlined do not justify inappropriate development. As such, the harm of the proposal is not outweighed by other material considerations.

#### Development Outside of Town Centres

- 6.2.48 The NPPF (paragraph 86), Local Plan policies CS 1 L and DM 35 as well as London Plan Policy SD7 promote the town centre first approach and discourage out of centre development of main town centre uses. In accordance with these policies, the applicant has undertaken a sequential test.
- 6.2.49 The applicant established a range of search criteria which is accepted by officers including the size of the site, minimum floorspace of 1000sqm on a single floor space (which is commensurate with the existing function space requirement of Premier House in Wealdstone and less than the current overall existing floorspace of 1387sqm) and access to car parking within a 250-metre radius. It was accepted that due to the nature of events (i.e. weddings) there would need to be access to some level of parking. Other criteria included availability, accessibility PTAL 3 to 6, Use Class B1, D1/D2, not in flood sensitive area and on urban and previously developed land.
- 6.2.50 The initial sequential assessment focussed on sites only within the London Borough of Harrow. A search was conducted based on the Harrow Local Plan Site Allocations (2013) and well as searches from property web sites and commercial estate agents. The proposal considered 17 allocated sites and found the sites were not suitable or available. Officers accepted the conclusion of the initial sequential search but requested that the search area was widened to include other town centres outside of the borough of Harrow and further justification for the rationale for the search area provided.
- 6.2.51 In response, the applicant undertook additional searches within the town centres of Wembley (London Borough of Brent), Ruislip/Eastcote (London Borough of Hillingdon), Northolt (London Borough of Hillingdon), Borehamwood (Borough of Hertsmere), Edgware (London Borough of Barnet and Colindale (London Borough of Barnet). A distance of 5 mile (8.074KM) radius from the former Premier House facility was considered based on the fact that 85% of event hosts were located either within 5 miles or 10 miles of the Premier Banqueting facility in Harrow. As such, it is accepted that a five mile distance was reasonable search area. In addition to searches on commercial web sites and a further review of the Council's vacant sites list in Harrow, the following sources of information were used to identify sites:
- Brent LDF Site Specific Allocations (2011)



- Regulation 19 Draft Brent Local Plan (2019)
- Hillingdon Local Plan Part 2; Site Allocations and Designations (2020)
- Hertsmere Site Allocations and Development Management Policies Plan (2016) and
- Barnet Emerging Local Plan Site Appendix 1: Allocations (2019)

6.2.52 A further 57 sites in addition to the those on commercial web sites and the Council's vacant sites list have been considered. The extended search area is considered to be comprehensive and the justification for discounting the various sites reasonable. On this basis, it has been adequately demonstrated that all reasonable alternatives for the proposal in town centres and edge of centre location have been explored in terms of scale, format, car parking provision and scope for disaggregation in the format of the proposed development.

6.2.53 The proposals are for less than 2,500sqm of floorspace and therefore in accordance with local policy DM 35 and paragraph 89 of the NPPF and assessment of impact on local centres is not required. In relation to DM35(e), the proposal is supported by a Travel Plan which seeks to enhance sustainable travel to the site and town centre. Although the Travel Plan is not considered to be acceptable in its current form, had the proposal been otherwise considered acceptable, it could have been modified and secured by section 106 agreement.

#### Loss of Existing Community and Sport Facilities

6.2.54 The existing driving range would fall within the definition of a community facility as identified within the local plan. London Plan Policy S5, Core Strategy Policy CS1 Z and Local Plan Policy DM47 Retention of Existing Community, Sport and Education Facilities provide the context for considering the loss of such facilities.

6.2.55 The lawful use of the site is a golf centre (Use Class D2) and previously the land was occupied by a clubhouse with shop, 9 hole golf course and driving range. The driving range closed in 2019 and the golf course in early 2020. The applicant outlines that this was because neither operation was viable.

6.2.56 The previous planning application ref: P/1525/17 (allowed on appeal) is relevant to this consideration. The principle of the loss of the facility was accepted by the inspector on the basis of evidence provided by the appellant that the operation of the site had been affected by its narrower range of facilities and a general downturn in golf activities and spending. In that appeal, the inspector stated "*I have no evidence before me to suggest that the local area is otherwise deficit in sports facilities. Therefore, I cannot conclude that a reduction in the level of provision at the appeal site as proposed would have significant implications for the availability of sports facilities in the area*".

6.2.57 The applicant has reviewed the Harrow Outdoor Sports Strategy 2012 which does not include golf provision and therefore not a clearly identified need. There is currently an updated Draft Outdoor Sports Pitch Strategy 2013-2013 which again does not outline golf to be an identified need.



- 6.2.58 The applicant has undertaken an assessment which demonstrates there are 16 other golf courses within a five mile radius of the site and of these five have driving ranges. There are also 7 other driving ranges within a five mile radius of the site and one under development. Although policy DM 47 outlines facilities to be in walking distance, given the nature of golf in terms of the amount of equipment required, it is accepted that participants would be highly unlikely to walk to such a facility. Notably, this was also the conclusion of the inspector on the previous appeal decision: *"A number of the nearby facilities referred to, all of which are within 6.5 km of the site have driving ranges. These are not within walking distance, as referred to in policy DM 47 of the Harrow Development Management Policies Document. However, given the nature of golf with the amount of equipment required, I find it highly unlikely that participants would walk to such a facility"*.
- 6.2.59 The inspector concluded that the proposal would not conflict with policy CS 1 G of the Core Strategy or policy DM 47 due to the fact that there was no longer a need for the facility or there are adequate similar facilities which offer equivalent provision. Having regard to the above there is considered to be no conflict with the relevant outlined policies.
- 6.2.60 Policy S5 of the London Plan outlines that Existing sports and recreational land (including playing fields) and facilities for sports and recreation should be retained unless: An assessment has been undertaken which clearly shows the sports and recreational land or facilities to be surplus to requirements (for the existing or alternative sports and recreational provision) at the local and sub-regional level. Where published, a borough's assessment of need for sports and recreation facilities should inform this assessment. Although golf is not identified as a need within the Borough, the applicant has not explored the need for alternative sport provision. However, it is noted that the Greater London Authority have not objected on this basis as the author of the London Plan and as such is not proposed as a reason for refusal. However, the Local Planning Authority considers that this should be addressed.

### Conclusion

- 6.2.61 The application supporting document is based on the pre-existing building form before it was mostly destroyed by a fire. There is nothing within the NPPF or Planning Law which outlines that Local Planning Authorities should consider pre-existing site circumstances in relation to Green Belt policy or more generally. This view is ratified by Council legal officer's and appeal decision ref: APP/J1915/W/20/3254917 – Lanbrook, St.Mary's Lane, Hertingfordbury, SG14 2LD (A full copy of this appeal decision is appended to this report). The proposed new building would not accord with paragraph 145 (d) and the application does not adequately demonstrate that the proposal would not conflict with paragraph 145 (g) of the NPPF (2019). It is therefore concluded that the proposal would have a detrimental and harmful impact on the openness of the green belt. No 'Very Special Circumstances' have been put forward that would outweigh this policy conflict. The principle of the development is therefore unacceptable.

## 6.3 Character and Appearance of the Area

### 6.3.1 *The relevant policies are:*

- National Planning Policy Framework (2019)
- The London Plan 2021: D3 D (1) (6), (10), (11) (12) (13), (14)
- Harrow Core Strategy 2012: CS1 B
- Harrow Development Management Policies Local Plan (2013): DM1, DM16

#### Design Review Panel

The proposal was subject to one Design review Panel. This was based on the previous iteration of the scheme and on the pre-existing building before the fire. This included the wider red line boundary and included a case for the provision of an archery pavilion which was based around providing a case for 'Very Special Circumstances'. Nevertheless, some of the comments around the building remain relevant.

In general the Panel strongly encouraged the applicant to develop a more holistic approach to the site, both in terms of biodiversity net gain and energy generation. The Panel was in support of sedum roofs to provide positive environmental benefits but outlined there are still improvements needed to reach the appropriate standards of sustainability for a new build. It was outlined that sedum roofs are not required if the whole site can be utilized more effectively to promote biodiversity. Significant planting to the North of the site was strongly supported and recommended as this is the viewpoint where the existing and proposed developments will have the greatest visual impact. It was suggested that a wildflower meadow or tree planting will create varied opportunities for recreation and use by wedding parties, as well as a rich home for wildlife. The panel recommended a clear strategy for biodiversity should be presented which evidences the maintenance of the wider site as well.

The panel also suggested that the materiality and form of the banqueting space should address the wider development palette and typology. It was outlined the introduction of a roof pitch to this space and alignment with adjoining eaves and adjacent spaces would help to create a more cohesive holistic form. Additionally, the panel noted that the elevations and facades of the banqueting hall could have a more visually appealing rhythm between glazing and wall to improve its linear appearance and increase connection with its adjoining barn typology. The panel was not convinced by different material palettes for each section of the building.

#### Siting and Layout

- 6.3.2 The proposed building has sought to minimise its impact on the surrounding area by being sited broadly on the footprint of the pre existing structure and previously developed land which is supported. The building would have a more compact form than the currently existing remains of the building post fire which still has the frame of the pre existing projecting wings in place. However, as discussed above, although the building would have a more compact form, due to the nature

of the existing remains of the building this has overall not been shown to improve the level of openness in this part of the Green Belt site.

- 6.3.3 The building contains three functional areas including the front of house area, back of house area and banqueting hall which would be connected by internal circulation corridors. The analysis of how the existing banqueting hall functions and the subsequent rationale which has defined the spatial layout for the proposed scheme is commended and well-considered. The applicant has sought to respond to comments and suggestions from the Independent Design Review Panel, particularly regarding maximising landscaping opportunities both to add richness and biodiversity to an already rich landscape but also to increase the experiential value of the wedding venue itself.
- 6.3.4 Internal spaces are generally well-considered and the segregation of spaces appropriate given the intended use and need for separate back-of-house functions. The sequential rhythm of spaces from entrance to reception space and on to banqueting space has been revised and is well-considered, allowing for a slow reveal and progression during events. The linear orientation of buildings which take into account both the site topography and the aspect onto the landscape is a logical approach and the Southern site aspect is now fully utilised.

#### Massing and Scale

- 6.3.5 The proposed massing and scale of the building has been based on an assessment of the pre existing building on site before it was destroyed by fire. Setting aside the issue of Green Belt openness, it is considered that the overall compact design and barn typology is considered to be acceptable. The height and overall scale of the building which is focussed on a previously developed part of the site is considered to be comfortable and appropriate. Nevertheless, this does not negate concerns previously raised in respect of Green Belt openness.

#### Public Realm and Landscaping

- 6.3.6 The fan element to the pedestrian entrance is considered highly successful in signifying an arrival point to the venue for guests. The secret garden and swale elements maximise the southern aspect of the site and SUDS swale/pond and create more intimate and sheltered spaces for guests through planting and landscaping. The revisions to the pagoda path and re-siting of secret garden are considered to be positive and successful.
- 6.3.7 Officers are concerned about the lack of consideration and integration to the surrounding landscape and it is not clear how the space outside of the red line would be utilised. This aspect of the proposal was also strongly promoted by the Design Review Panel. This is discussed in more detail in section 6.6 of the appraisal.

## Architectural Form, Composition & Materiality

- 6.3.8 The applicant has sought to provide a modern take on a rural barn building. Following feedback from the Design Review Panel, the proposed materials palette has been refined to try and provide a more cohesive building. Natural materials have been selected to help the building blend its semi-rural green belt setting. The proposed green wall, timber cladding and grey slate are in keeping with the site's Green Belt setting.
- 6.3.9 In response to comments from the Council's urban design officer there have been some minor external design changes to the south and west elevations of the proposed building as follows:
- The projective box element on the south elevation has been simplified with the introduction of a wall to close off the gable end of the Front of House building, reinforcing the barn typology.
  - The wraparound balcony has been split into two separate balconies on the west and south elevations.
  - The laser cut material for the balconies and external staircase has been reduced in its extent.
- 6.3.10 The revised design responses have been reviewed by the Council's Urban Design officer. Despite being reduced in a positive way which better respects the gable end of the southern block, concern remains regarding the first-floor rectilinear projecting element of the southern block. This is not considered to be well-integrated with the pitched barn form and does not present a successful form overall.
- 6.3.11 Generally, the siting of slate shingles to arrival elevations (south-east and north-east) and timber to garden/ banqueting elevations (north-west and south-west) is appropriate and serves to create a distinction in the external form of the building itself.
- 6.3.12 The first-floor rectilinear projection has a significant fascia board which results in this projection appearing overly heavy and domineering. Officers consider this element should be revised this to either lighten its massing or integrate the form into the pitched roof of the rest of the building. Assessing the southern elevation more broadly, other glazing elements (Bay Study 1) feel better integrated and the projecting element should take cues from this.
- 6.3.13 There is concern as to the quality of mesh panels to staircase, infill panels and balustrades. Simpler solutions which have a material or textural richness may also prove as effective and officers consider this as an alternative option, for example, replicating the beaten copper effect for these building elements.
- 6.3.14 It is presently unclear how the external spiral staircase will be used and if it is to be used by wedding couples, whether a more linear staircase may in fact allow for greater decoration and photo opportunities, particularly as the spiral stair currently terminates facing the building as opposed to away from it towards the garden.

- 6.3.15 Accent cladding material is considered successful (Bay Study 3, DAS) and could be extended to other external feature element, with potential to replace the perforated patterned mesh elements.
- 6.3.16 The fenestration to the banqueting hall external elevations appears highly commercial and lacks the playfulness this threshold/ glazing element should have between the garden and banqueting space. For example, bench seating at the foot of these glazing units would create greater dialogue and visual interest between interior and exterior spaces. Generally, the elevations of the banqueting suite remain less resolved than those of the other two pitched roof volumes.
- 6.3.17 The proposed PPC brise-soleil fin surrounds to banqueting hall glazing units (Bay Study 4) are not presently considered successful. While some form of solar shading is appropriate, the tapered shape of these feels unresolved at present. There is potential for these to have the same beaten metal treatment as the lining in Bay Study 3.
- 6.3.18 The use of bronze inlays for reveals has potential to be highly successful and contrast well with the dark matt materials of the blackened timber and black metal sheeting. There is potential to deliver the concept of a jewel box and add a truly celebratory quality through this type of material juxtaposition, if used sparingly and with intelligence.
- 6.3.19 Generally, the material palette is successful, however there is concern that the woven metal mesh element dilutes the palette and that a reduced palette may be better suited to the proposal. The hammered metal cladding could replace mesh elements and still retain the celebration inherent in the design and it is considered a reduced palette could be explored.
- 6.3.20 Had the proposal been considered acceptable, a condition would have been attached to secure further amendments to the design in line with the above recommendations.

### Conclusion

- 6.3.21 The approach to siting and layout of the building is supported and in general is well considered. The overall scale and massing of the building when considered in isolation to Green Belt issues is also generally considered to be acceptable. The applicant has sought to provide a material finish which respond to its semi-rural green belt setting and in general this is considered to appropriate, although, the material pallet could be further refined and improved as discussed above. Additionally, further amendments to the design as highlighted would improve its overall appearance which could be secured by planning condition, had the proposal been considered acceptable in other regards.

## 6.4 Residential Amenity

### 6.4.1 *The relevant policies are:*

- Harrow Core Strategy 2012:CS1
- Harrow Development Management Policies Local Plan (2013):DM1, DM
- London Plan Policy 7.4
- The London Plan (2021) D3 (7), (9), D13, D14

6.4.2 The London Plan Policy D13 introduces the Agent of Change principle which places the responsibility for mitigating impacts from nuisance-generating activities or uses on proposed developments rather than existing neighbours. The policy states that new noise and other nuisance-generating development proposed close to residential and other noise-sensitive uses should put in place measures to mitigate and manage any noise impacts for neighbouring residents and that boroughs should not normally permit development proposals that have not clearly demonstrated how noise and other nuisances will be mitigated and managed.

6.4.3 The London Plan Policy D14, which pertains to noise, instructs that development proposals should reflect the Agent of Change principle and that any potential adverse effects of noise should be controlled and mitigated through applying principles of good acoustic design.

6.4.4 The proposed banqueting hall use would generate noise by way of music and general merriment which if unmitigated could reasonably travel across the open areas within and surrounding the site. That noise might then result in a disturbance to residents to the east on Pipers Green Lane and Grantham Close and to the south on Cleopatra Close and Augustus Close, particularly if generated into the night.

6.4.5 The applicant has submitted a Noise Impact Assessment (NIA) which examines the likely impacts of operational noise generated on site and provides a comparison of the predicted noise levels against the existing baseline. The NIA concludes that with all windows and doors closed there is unlikely to be audible noise spill over from the proposed development to nearby noise sensitive properties. The NIA also concludes that noise generated by lively conversation at the rear of the banqueting hall and from the use of the car park and from the arrival and departure of taxis is unlikely to reach noise sensitive properties surrounding the site.

6.4.6 Details of plant have not been provided but this could be secured by conditions.

6.4.7 The proposed development is some distance from the nearest residential receptors (approximately 300 metres from Cleopatra and Augustus Close to the south and Pipers Green Lane to the south east) and with the exception of the entrance road is screened on all boundaries by existing trees and vegetation. Given the identified distances, the scale of the proposed developments or impacts from its associated lighting are not considered to result in an adverse impact on the nearest neighbouring occupiers.

- 6.4.8 It is acknowledged that the assessment only considers the impact of the proposals in relation to the situation where all windows and doors on the venue are closed. It is noted that a number of representations have been received outlining that this is not realistic. The application has been referred to the Council's Environmental Health Department who have advised that this would be a requirement as part of the licensing of the premises. It would also be expected that windows and doors should be wired into a limiter to prevent noise break out. Environmental Health have advised that subject to conditions that are set out in the noise report including that all windows and doors are to remain closed when the banqueting hall is in use and connected to a noise limiter there would be no adverse impacts in relation to the nearest noise sensitive receptors to the south and south east of the site. Environmental Health have raised no objections to the conclusions in relation to noise from external conversation around the venue or from vehicles leaving the site during the evening.
- 6.4.9 The applicant has indicated that the facility would maintain the same hours as the existing facility, but it is not clearly specified what this is. Further information has been sought from the applicant. In any case had the proposal been considered acceptable a condition would have been attached to address this matter. Environmental Health have outlined that the opening times should be restricted from 7am to midnight mon-sat and 8am to 11pm Sundays and bank holidays. A further condition would also have been added in relation to the restriction of delivery times from 07:00-19:00 mon-sat.
- 6.4.10 In conclusion, subject to the above outlined conditions, the proposal is acceptable in relation to neighbouring amenity impacts and would comply with the above relevant policies.
- 6.5 **Traffic, Safety and Parking**
- 6.5.1 The relevant policies are:
- National Planning Policy Framework (2019)
  - The London Plan 2021: T1, T2, T4, T6, T6.4
  - Mayor's Transport Strategy: Policy 1
  - Harrow Core Strategy CS1 R
  - Harrow Development Management Policies Local Plan (2013):DM42 and DM 43
- 6.5.2 This a proposal to relocate the existing Premier Banqueting suite which is currently located in Wealdstone to the former Stanmore and Edgware golf centre in Brockley Hill, Stanmore.
- 6.5.3 This involves the demolition of the exiting golf club buildings and construction of a new banqueting facility for events and conferences.
- 6.5.4 The existing site uses a public car park which is due to be closed and redeveloped. Due to the nature of events held (weddings, celebrations), most



visitors travel by car or coach, therefore, it is considered necessary to have access to a car park.

6.5.5 The proposal aims to reduce the overall vehicle trips at the site from the previous use as a golf centre and would also remove a significant number of vehicle trips from Wealdstone town centre.

6.5.6 The venue is intended to continue the activity it currently facilitates at its Wealdstone location hosting events and conferences, however the maximum capacity is to reduce from 850 to 500.

#### Safety/Access

6.5.7 As the proposed use of the site will result in people arriving/departing at similar times, it is important to ensure that entry and exit can be made safely and without unnecessary impact on traffic flows along Brockley Hill. The transport assessment looks at recorded personal injury accidents (PIA's) on roads around the site over the last 10 years and identifies three PIA's in the vicinity for the access to the proposal site. Some of the incidents involved vehicles turning right into the former golf centre.

6.5.8 It would be preferable to alter the layout of Brockley Hill to provide a dedicated right turn pocket however, there is insufficient carriageway width available, therefore, the proposal includes a redesign of the access to prevent right turning into the site.

6.5.9 Removing the right turn into the site will also prevent queuing and reduce the risk of shunt accidents. It would be beneficial to remove the right turn out of the site too in order to further improve safety. A 'left in/left out' arrangement for this location is feasible as there are roundabouts at either end of Brockley Hill that are large enough to allow vehicles to u-turn if needed.

6.5.10 A road safety audit of the proposed highway works has been carried out and identified two issues associated with the proposed alterations to the access;

- The potential for shunt accidents at the mini roundabout at the junction with Pipers Green Lane
- A lack of pedestrian facilities across the widened junction

6.5.11 The findings of the road safety audit are agreed and officers would also recommend that further consideration is given to modification of the mini roundabout at the junction with Pipers Green Lane although it will also be necessary for the applicant to ensure access routes into and out of the site are promoted in any literature or website information too.

6.5.12 The junction layout can be redesigned to allow the suggested left in/left out arrangement and also incorporate pedestrian crossing facilities. This detail can be provided post determination, secured via condition.

- 6.5.13 It is also agreed by both Barnet and Harrow Council Highways officers that a reduction in speed limit along Brockley Hill Would be necessary to improve safety and enhance the walking/cycling experience. The Transport assessment includes Automatic Traffic Count (ATC) data collected from Brockley Hill which shows that southbound speeds in particular are on average around 40mph. This speed would not encourage walking or cycling. Higher speeds require longer stopping distances – visitors to this venue are likely to be unfamiliar with the location and perhaps hesitant whilst they try to find their destination. A reduction to 30mph would be preferable and would seem appropriate for the type of road. The applicant has confirmed in a revised TA that the speed limit would be reduced to 30mph along Brockley Hill

#### Local area

- 6.5.14 The events held are likely to generate additional traffic on the network however, it is likely to be spread across the duration of the event with peaks at the start and end times. Based on the proposed car park capacity, it is considered that the surrounding highway network has sufficient capacity to accommodate these vehicles without severe detriment. The events starting at around 6pm are most likely to have a more noticeable effect although this is towards the end of the evening peak. There is unlikely to be any conflict for the end of events as the network appears to be less busy late at night.
- 6.5.15 The analysis in the TA looks at the potential traffic conflict between events being held at the proposal site and Wembley Complex events. This is considered necessary as people drive to Stanmore Station and travel to Wembley by Underground. The information indicates that there may be some overlap between events, however, not so much to cause any significant concern.

#### Travel

- 6.5.16 Considering the nature of events that are currently held at the Banqueting suite, it is most likely that people will travel by car, taxi or coach/minibus. The travel survey undertaken at an event in January 2020 confirms this.
- 6.5.17 Current transport policies aim to have most journeys in London undertaken by sustainable modes. It is important that this proposal also tries to encourage as much sustainable travel as possible.
- 6.5.18 An Active Travel Zone (ATZ) assessment has been included with the application which looks at the existing routes to and from key destinations in relation to the proposal site. It is expected that if people are to travel by public transport they will use the nearby bus stops on Brockley Hill and at Canons Corner or would use the Jubilee line tube at Stanmore Station.
- 6.5.19 The study of routes identified where there are problems and suggests improvement that could be made – these are generally low cost improvements to paving surface and placement of benches. Further consideration for cycling could be made – staff should be encouraged to cycle if they live locally and the width of the highway land available along Brockley Hill could allow for

modifications to perhaps increase the width of footway and introduce a shared cycle and pedestrian path. As there is very little staff car parking proposed, it is essential that options for staff to travel sustainably are explored. Bus stops would benefit from shelters, seating and litter bins where there is sufficient space.

- 6.5.20 Whilst some guests may choose to travel by public transport, walking or cycling it is expected that the vast majority will travel by car, taxi or coach. In order to minimise the number of vehicular trips, coach/minibus travel would be key. The venue operator can encourage the use of multi-occupancy vehicles by incentivising their use eg. special offers for parties that arrive by coach or arrange with a local coach company for special rates if possible or offer a shuttle service between the venue and Stanmore Station. The travel plan includes measures to achieve targets to reduce vehicular travel – this will be reviewed separately by the travel plan officer.

### Parking

- 6.5.21 The maximum capacity events would be around 500 people – having reviewed the number of attendees in 2019, it does seem quite likely that this level of attendance will be achieved quite often, perhaps once per month. The information on how people travel and the known car park use is helpful in understanding the demand likely to be generated however, the risk of overspill is high; the proposal site is within a low PTAL area, it is semi-rural in nature even though it is on the edge of suburban London, meaning that it is likely to be particularly dark and cold in the Winter months (due to the surrounding open spaces) and there is little public overlooking – people may not feel safe walking or cycling and so will choose to use cars instead. At the Wealdstone location, the setting is the complete opposite, being in the middle of a town centre where it is bright and busy most of the time.
- 6.5.22 Parking on the surrounding roads could present safety issues and would potentially cause congestion and also reduce parking opportunities for residents, therefore it is essential that the right level of parking is provided onsite from the outset. It is possible to try to mitigate against overspill parking – waiting restrictions could be introduced or operating a booking system for car parking may encourage visitors to car share although both suggestions have drawbacks. The introduction of waiting restrictions is subject to public consultation however, the long term impact of restrictions that are in effect even when there are no events taking place may mean that residents are reluctant to support such a scheme and pre-booking for parking will not deter those who have been unable to secure a spot from parking on-street nearby.
- 6.5.23 The proposal for 62 visitor parking spaces with a further 16 overspill may be sufficient for the average and below average attendance events but may not be enough for the larger events. Whilst the information on the use of Peel House car park seems to be reflective of the general activity associated with the existing Wealdstone venue, the assessment does not take into consideration that some people may have parked elsewhere; there is a surface level public car park which would also have been available to guests and it would also have been feasible for people to park on-street in the surrounding roads outside of parking control

hours – it isn't possible to determine how often, if ever this happened but it is necessary to consider that the parking demand could realistically be higher than expected.

- 6.5.24 Coach travel will depend on the event and where guests are travelling from. It is accepted that families travelling a long distance with a lot of people living in the same area may select this as a convenient mode however, there is no guarantee that this will be a regular modal choice. A longer survey period, perhaps over the course of a month, would really be required to obtain a true reflection of how people travel to the different events.

#### Cycle Parking

- 6.5.25 A maximum capacity event would comprise around 30 staff – the most that would be on site concurrently. This equates to 4 long stay cycle parking spaces. For short stay parking, based on the maximum capacity of 500 guests, 17 short stay cycle parking spaces are required. Secure covered cycle storage is provided for 21 cycles which includes 1 space that will be designed to accommodate a specialist cycle. Cycle parking is proposed to be located in the car park areas and details of the proposed storage could have been secured by condition had the proposal been otherwise considered acceptable. This provision is in accordance with The London Plan and therefore considered acceptable.

#### Delivery and Servicing

- 6.5.26 The number of deliveries will remain similar to the Premier Banqueting operation which will be around 3 or 4 per week. Deliveries and servicing will be managed so that they do not coincide with events to maximise highway safety on the site. The Highways Authority have raised no objections in respect of the proposed delivery and servicing operations.

#### Outline Construction Logistics

- 6.5.27 An outline Construction Logistics Plan has been prepared in line with Transport for London's Construction Logistics Plan Guidance. The Highways Authority have raised no objections to the outline proposals and a finalised plan would have been recommended to be secured by condition had the proposal been considered acceptable in other regards.

#### Neighbouring Representations

- 6.5.28 A number of representations from local residents and residents further afield from the application site have been received expressing significant concerns with the impacts of the development on parking, congestion, highway safety and associated detrimental amenity impacts as a result of overspill parking. Residents have commissioned two independent Transport studies to highlight their concerns with the application. Although these studies do not form part of the application, they have been reviewed by the Council Highways Authority who have made the following comments:

### Independent Transport Assessment provided from RKS Associates

- 6.5.29 LB Harrow Authority has considered the TA associated with the proposal and acknowledge that a lot of detailed information has been provided which followed the format that we agreed with the applicant through pre-application engagement. The Highways Authority consider that the information correctly relates to relevant transport policies. The methods undertaken for assessment are all standard for planning submissions and nothing unusual or inappropriate appears to have been included. We do prefer where possible for applicants to use actual data from their own establishments as it best reflects how their business operates. If no data were available, we would expect them to use TRICS or seek data from similar sites.
- 6.5.30 There is always the potential for road traffic collisions; we have to assess whether a proposal is likely to increase this risk and seek mitigation where possible - in this case, the applicant has done that and we are satisfied that alterations to the site access along with a speed limit reduction are positive improvements.
- 6.5.31 The applicant has assessed the junction of London Road/Spur Road/A5 as officers had requested and no further analysis is required. It is already possible to u-turn at this roundabout by coach as there is sufficient room and most PSV or HGV drivers would be able to assess the likelihood of undertaking a successful manoeuvre. This route is part of the TfL strategic road network meaning that it is intended to be used by all forms of traffic.
- 6.5.32 LB Harrow Highways have stated that we would prefer to see additional overspill car parking provision for the few events that are likely to exceed the on-site capacity as proposed. We consider this preferable to implementing waiting restrictions in the vicinity of the development but that always remains an option for both Harrow and Barnet to consider if necessary.
- 6.5.33 Although the site does not have public transport access similar to that of Wealdstone town centre, it does seem from data supplied by the operator that despite the excellent public transport provision, this was not a significantly used form of travel by customers anyway. The TA does demonstrate what is available in the Stanmore location and how it can be used therefore, it is accepted that there are options available should people wish to travel by bus, tube or rail.
- 6.5.34 It is appreciated that there will be differing views on this proposal but officers hope that this helps to clarify how Harrow Highways Authority have interpreted and considered the submitted documents.

### Independent Transport Assessment by Motion;

- 6.5.35 Likely Car Parking Demand - We have already indicated that we would prefer to see additional overspill parking provision for larger events.
- 6.5.36 In respect of Access Arrangements officer have sought to agree a suitable arrangement that would make access as safe as possible and expect that the

majority of drivers will adhere to signs and junction design. The Pipers Green Lane roundabout is already in place and was there when the golf centre was operating but there do not seem to have been many PIA's (Personal Injury Accident) as a result of u-turning. The Highways Authority cannot prevent drivers from attempting U-turns but if improvements can be made, this would be a betterment for the highway network. Most drivers can make a quick judgement as to whether a u-turn is feasible at a junction.

- 6.5.37 Comparison to Existing Golf Club Use - The use of TRICS is not uncommon and officers would expect another transport consultant to be aware of this. Officer's have taken the finer detail of how the previous centre operated into consideration when reviewing the TA's however, it isn't in operation at present therefore, the norm is to provide TRICS data in the absence of actual surveys.
- 6.5.38 Potential development related traffic flow - 500 person events are not expected to be regular. At one per month, we wouldn't consider this sufficient to base the whole development proposal on however, both Harrow and Barnet have indicated that further overspill parking should be provided to cater for these occasional events.
- 6.5.39 Personal injury accident record – Officers are aware of the incidents that have happened in the vicinity of the access to the proposal site, but this development is unlikely to result in an increase, particularly with the measures proposed at the junction and the reduction of speed limit on Brockley Hill.
- 6.5.40 Committed Developments - The hours of peak traffic from the Royal National Orthopaedic Hospital is not expected to conflict with this proposal, therefore, this is not likely to be a significant problem. It must be understood that the majority of events are not expected to generate significant traffic numbers and will be outside of general peak traffic times.
- 6.5.41 Traffic Congestion - The events at this venue are not expected to significantly impact peak highway network times.
- 6.5.42 Summary and Conclusions - This report gives focus to the possible worst-case scenario of a maximum capacity event. General day to day operations wouldn't result in the high figures expected at larger events. This location is not the best for public transport journeys however, the type of activity (weddings/functions) means that most people will travel by car or coach as they did when the venue operated from the PTAL 5/6 location. As the site is located close to the major road network and away from heavily built up areas, it could be considered that this is perhaps a more appropriate location for a vehicle reliant venue. In officer's opinion, the proposal is not anticipated to result in a significant risk to highway safety.
- 6.5.43 To date no comments have been received in response from the applicant to any neighbouring comments on the application.

Comments from London Borough of Barnet and Revised Transport Assessment

- 6.5.44 The London Borough of Barnet has been consulted on the proposals as the borough boundary runs down Brockley Hill and a number of the residential streets located to the south east in close proximity to the application site that may be affected by the proposals are within Barnet.
- 6.5.45 Officers at LB Barnet have noted that maximum event size would be around 500, with an average event size around 350 based off the supplied documentation that cites the previous site operated by the company.
- 6.5.46 The submitted transport assessment and travel plan suggests use of private cars for event is more likely rather than public transport given the likely nature of the events (large scale one off events such as weddings), based on travel patterns associated the firm's Wealdstone site which is in a more sustainable urban location than the proposed site. However, it also shows that the majority of users would be dropped off at the site via chartered coaches (55% and rising over the 5 year travel plan).
- 6.5.47 Officer at LB Barnet therefore consider it important that the drop off facilities for coaches and taxis are well integrated into the parking layout to prevent localised congestion and to properly facilitate this more sustainable mode of transport over private cars being parked in nearby residential areas. Unfortunately, this is not reflected in the permanent suggested parking layout, which only suggests possible ad-hoc solutions of removing car parking spaces to help coach manoeuvring. Furthermore, there are no designated coach spaces within the current layout.
- 6.5.48 Highways officer at LB Barnet outline that the proposed level of parking of 84 spaces (68 permanent and 16 additional spaces with the temporary removal of planters), a reduction on current numbers, would not be sufficient to prevent significant parking overspill for some events and associated localised traffic congestion at peak usage times. The nearby residential streets (beginning 200 metres south-east of the site) would likely be recipient of this overspill, impacting directly on the amenities of these Barnet residents.

#### Revised Transport Assessment

- 6.5.49 The applicant sought to address some of the concerns raised by both Harrow and Barnet Highways Authority through the following measures which were proposed in a revised Transport Assessment:
- Coaches to be parked off-site
  - Agree to speed limit reduction
  - Willing to agree to overspill parking arrangement where cars would be parked elsewhere
- 6.5.50 In relation to the overspill parking arrangement, no details have been provided in respect of a location for such a facility or how this would be operated and work in practice.



- 6.5.51 A further consultation was undertaken with both Harrow Highways and LB Barnet Highways on the updated TA. Harrow Highways have advised that the plan to allow extra coaches to wait off-site at one of the owners other venues is potentially feasible and could potentially be secured. The agreement to enable the speed limit reduction is also supported. However, officers are not convinced about the proposal for the overspill parking arrangement as it is not considered that this arrangement could be enforced. It is considered more likely that latecomers will just park on the road or in a nearby road if there is no space in the site car park. It is not clear how the venue can make people park somewhere else. Likewise, Barnet Highways Authority have maintained their objection to the proposal and are not sufficiently assured that the suggested overflow parking scheme would mitigate the concerns raised.
- 6.5.52 The applicant has provided some suggested draft wording that could be secured through section 106 agreement which details how the overflow parking scheme could be secured. This simply sets out that the overflow parking scheme will provide details of:
- a. the timetable for implementation of the Overflow Parking Scheme;
  - b. the trigger point for when the Overflow Parking Scheme shall be activated for an event which shall be where the numbers of guests attending that event exceeds 350;
  - c. the location (or locations) of the overflow parking provision;
  - d. how the scheme shall operate including arrangements for shuttle buses; and the management of the scheme
- 6.5.53 The planning statement outlines that the size of event and the number of parking spaces required and coaches will be recorded as part of the Travel Plan obligations by the banqueting facilities management team at the point of booking the event. The management team will then plan for the level of parking and the use of the overflow parking location in association with the hosts prior to the event and be actively marshalled by parking staff on the event day.
- 6.5.54 The Local Planning Authority do not consider that the suggested draft wording or outlined approach addresses the concerns and provides sufficient certainty and clarity that such a proposal would provide successful mitigation as would be required prior to grant of any planning permission. In order to understand if the scheme is acceptable in principle a location would need to be known. As no details have been forthcoming, the LPA strongly reject this proposal as it would fail to alleviate the high possibility of overspill parking and highways safety concerns that both Highways Authorities have raised.
- 6.5.55 The applicant has taken legal advice that outlines the draft text would be sufficient to secure an effective overflow parking scheme for the proposal and that provision can be lawfully made for such a scheme in a planning obligation. It is outlined that full details of the overflow parking scheme is not required before the Council can consider granting planning permission and there is nothing in law

or policy that requires this. The applicant has indicated that in their view when considering the use of a planning obligation, the decision maker needs only to be satisfied that the impact is in principle capable of being managed by an obligation or condition. It is suggested that the parking scheme could be refused post consent of planning permission if it was considered to be in appropriate or inadequate.

- 6.5.56 In officer's opinion, the level of detail provided fails to demonstrate that the impact in principle is capable of being managed by an obligation as no site has been identified which has been shown to be capable of accommodating the level of required parking spaces and limited operational detail provided. On this basis it is not possible to accept the principle when it cannot be determined if such a scheme is capable of being achieved and it would not be appropriate to grant planning permission which was subject to an obligation which might not be possible to implement.
- 6.5.57 It is acknowledged that it is the site and not the overflow parking land that would be subject of the planning obligation and therefore in theory could be enforced by the Council if details of an acceptable scheme had been outlined. However, this does not address the point on how the scheme would actually be able to secure patrons of the venue using the scheme and not parking on the surrounding roads.

### Conclusion

- 6.5.58 This is a very difficult location to achieve significant modal shift. It is perhaps in a good position for vehicle travel where there are good connections with the wider major road network.
- 6.5.59 The way that people travel is not likely to change however, the level of on-site parking proposed may not be adequate to meet the demand that could be generated by guests. Coach travel can be encouraged which would help reduce the number of cars attending but it cannot be forced meaning that overspill parking may occur. Parking controls on surrounding streets could prevent this problem but this would be subject to public consultation. The residential streets off Brockley Hill are narrow whilst Brockley Hill itself is a busy road, part of TfL's Strategic Road Network – it would not be desirable for high demand on-street parking to take place during events as it may cause congestion and would compromise safety. In order for this proposal to be considered acceptable, it would be necessary to ensure that there is a suitable overflow parking facility – the existing site has access to a 257 space multi-storey car park and alternative public parking options that would be unlikely to cause inconvenience to local residents or safety concerns for the highway. Although the analysis in the Transport Assessment indicates that 80-100 spaces were used at larger events, a sample from more events would give a better representation of actual parking demand however, due to the current health pandemic, it is not possible to obtain this information. Enquiries with the Council's car parks team confirm that it was common for the banqueting suite to book around 100 spaces in the car park but some larger events and festivals would attract demand for 200+ spaces although it is accepted that the capacity of the current venue does exceed that of the

proposal site and these very large scale events are potentially not a regular occurrence.

- 6.5.60 Based on the current information, measures are required to minimise the anticipated impact and improve safety. The change to the speed limit along Brockley is supported and would be beneficial to the proposal. However, additional overflow parking should be provided in order to minimise the impact of large events may have on the surrounding highway network; alterations to the site access are necessary to aid safe entry and exit at the site and improvements to the junction with Pipers Green Lane to better facilitate u-turns. Whilst the possibility of coaches to wait off site at another venue may be feasible, this again has not been demonstrated. The principle of the overflow parking scheme is also not acceptable given that no location or sufficient details of operational management has been put forward. Overall, it is considered the development would fail to provide adequate on-site car / coach parking and lacks integrated drop off facilities to serve the proposed banqueting facility, which would significantly intensify site usage and generated trips. The associated likely on site congestion and parking overspill into the Borough of Harrow and Barnet, with particular reference to the residential streets to the south-east of the site, is therefore considered to be detrimental to highway and pedestrian safety, and the amenities of neighbouring occupiers, contrary to the above outlined policies.

## 6.6 **Biodiversity, Landscaping and Trees**

### 6.6.1 The relevant policies are:

- National Planning Policy Framework (2019)
- The London Plan 2021: G5, G6, G7
- Harrow Core Strategy CS1 E
- Harrow Development Management Policies Local Plan (2013): DM1, DM12, DM20, DM21, DM22, DM17

Other Relevant Guidance:

- Circular 06/05: biodiversity and geological conservation

### Landscaping and Trees

- 6.6.2 The applicant has provided and updated arboricultural report including a Tree survey, an Arboricultural Impact Assessment and Arboricultural Method Statement together with an updated tree protection plan in relation to the revised red line site area. Trees to the south of the previously located SUDs pond that were to be removed to facilitate the SUDs pond are not to be retained. It is positive to note all existing trees are to be retained and incorporated into the proposals, with the exception of the removal of 2 trees for arboricultural reasons. Additional tree and hedge planting is proposed in character with the area, to integrate the building into the landscape. The Council Tree Officer considers the proposal to be acceptable, subject to suitable conditions relating to retention and protection during construction.

- 6.6.3 The proposed landscape strategy includes additional tree planting to southern part of the site, proposed mounding, a wildflower meadow and tree planting to the north of the building, new hedgerows at the site entrance, a SUDs pond.
- 6.6.4 The retention of the existing trees to the south of the secret garden area is supported. It is also positive to note all existing trees are to be retained and incorporated into the proposals, with the exception of the removal of 2 trees for arboricultural reasons. Additional tree and hedge planting is proposed in character with the area, to integrate the building into the landscape.
- 6.6.5 The proposed living wall is located in a tight space hard up against the building. In order to be successful would require regular maintenance. Had the proposal been otherwise considered acceptable, a planning condition would have been recommended to ensure good management over the lifetime of the building, with regular intensive maintenance and that any plant failures are replaced when necessary, to ensure the living wall succeeds, the plants thrive and provides attractive soft landscaping.
- 6.6.6 The adjustment of the footpath leading to the pagoda, making it suitable for wheelchair users, although will follow the existing undulation of the landscape and therefore increasing accessibility for guests is supported. This could be addressed in the landscape conditions to ensure the footpath gradient is DDA compliant.
- 6.6.7 The relocation of the secret garden provides an external extension to the ground floor reception area and provision of level access is positive.
- 6.6.8 It is considered that the flat roof on the building provides space and an opportunity for a biodiverse green roof, to further enhance the local area but this has not been proposed which is discussed further below.

#### Biodiversity

- 6.6.9 The northern and western boundary of the site directly adjoins the Pear Wood and Stanmore Country Park Site of Importance for Nature Conservation (SINC). The assessment appears to consider only direct impacts of the development and its construction within the redline. Given the location of the site within an important chain of sites within the local ecological network, this is a weakness. This extends to the impacts of the use of the site on the adjacent area and e.g. to the impacts resulting from emissions and particulates associated with vehicle movements.

#### Bats

- 6.6.10 Had the roost assessments identified the presence of bats prior to the fire this would certainly have been of material consideration. The Council's Biodiversity officer has advised that the applicant did not complete an adequate survey series to potentially rule out the presence of bats – in an area of open countryside with woodland and waterbodies. As such, the precautionary approach should be applied to ensure that any new building would be designed to offer equivalent or

better roost potential. The report suggests in paragraph 2.35 that it has no bearing but this is not accepted by officers.

- 6.6.11 It is noted that the first (and only) bat roost activity survey was carried out a week before the mid-May to end of August (or September for certain roost types) period recommended by the industry standard guidelines – according to the report. The Council's biodiversity officer was previously advised that the work had been undertaken in June so this may be an error. All surveyors were positioned on the southern side of the building. In officers opinion, it is not possible to reach any safe conclusion based on the provided information and a precautionary approach would need to be pursued via condition should the scheme be permitted.

#### Reptiles

- 6.6.12 The evidence provided reptile survey is not considered to be acceptable. Seven visits over a 19-day period in October, even ignoring the ground conditions during what was a very wet autumn, is outside of the effective survey season. Whereas a large number of refugia were deployed around the boundaries of the golf course, very few were dispersed across the area and only 5 were placed within the redline area. Given the known presence of amphibian and reptile species to the North, West and South of the golf course, the lack of positive records should be taken as an indication of the failings of the approach adopted, particularly with regard to the timing and duration of the survey.
- 6.6.13 Accordingly, the conclusions about the potential presence/absence of reptiles within the redline are unsafe. Had the proposal been otherwise considered acceptable a condition would have been included so that any construction works would need to be preceded by additional, acceptable, site specific survey works and appropriate mitigation implemented subject to approval, and as part of an approved CEMP, destructive searches under the close supervision of an Ecological Clerk of Works be undertaken, with a suitable translocation site having previously been agreed to which animals could be transferred, and reptile fencing erected to prevent animals entering the construction area.
- 6.6.14 It is noted that despite the presence of the extensive badger sett in Pear Wood that there is no mention of the potential presence of badgers on site. Furthermore, hedgehogs have been shown to be present, and will soon receive additional legal protection, but appear not to have been considered in the assessment.

#### Lighting

- 6.6.15 The assessment is deficient since there is no consideration of any actual lighting proposals. It would also be expected that the building, carpark access routes and perhaps the pagoda would be illuminated.
- 6.6.16 Although the report refers to the loss of some ornamental beech hedging within the car park, it appears to have overlooked the removal of a section of hedge for the pedestrian accessway from Brockley Hill.

### Biodiversity Net Gain

- 6.6.17 The Biodiversity Metric 2.0 spreadsheet from which the figures provided in the report are extracted seems not to have been included with the submitted documentation and the report appears to lack a post-development Phase I map with which to examine the before and after changes.
- 6.6.18 Whilst the report claims a 20.02% net gain in biodiversity units and a 49.55% increase in hedgerow, there are several additional factors to consider:
- The actual extents are relatively small, even in the context of the red line, let alone the full golf course area.
  - The report speaks of things which could be done in relation to mitigation and enhancement rather than making definite commitments, which renders the gain calculations somewhat uncertain
  - Whilst the SUDs will have welcome added value for biodiversity, it will need to be provided as a means of managing run-off from the increased hard surface footprint. It would therefore need to be excluded from the net gain calculation.
  - There is no evaluation of the impacts of the operation of the site on the suggested value of the post-development habitats, either within or beyond the development site. The Biodiversity Metric 2.0 makes no provision for such impacts, one of its weaknesses, but they should have been addressed.
  - Similarly, there will be knock-on impacts of the result of guests and staff travelling to the site and, whilst it is difficult to gauge these, they would necessarily be greater than at present.
- 6.6.19 It is acknowledged that pre application discussion were had with the applicant in relation to the proposals in which biodiversity matters were discussed however site circumstances have changed greatly with regard to the application. The red line site area was originally proposed to cover a large part of the golf course site but would now cover only a limited area in the southern part of the site. Moreover, the application documentation fails to take into account the burning down of the main club house building and does therefore not provide a true picture of the site's condition at the time the revised application was submitted. Prior to the original submission, it was proposed that the new buildings could, in large part, be provided with biodiverse roofs that would mitigate environmental impacts and contribute towards meeting biodiversity enhancement obligations. This was replaced by a proposal to incorporate works to enhance the site within the then larger redline, in a way that sought to be sensitive to the site's context. However, under the current proposal the proposed application site has been reduced significantly and makes no consideration to the rest of the golf course site, with a pitched and flat roof that makes no positive contribution.
- 6.6.20 The approach now taken in restricting the redline to the area in which development would occur fails to address the impacts on the surrounding land. The Council biodiversity officer has outlined that taking account of the site's landscape and ecological context, and the ancillary biodiversity purpose of its

green belt status, the proposal is considered to be unacceptable. The proposal has failed to demonstrate it would deliver long term benefits to a much wider area and enhance the local ecological network. The proposal is therefore considered to be contrary to the above outlined policies.

## 6.7 **Heritage and Archaeology**

6.7.1 The relevant policies are:

- National Planning Policy Framework (2019)
- The London Plan 2021: HC1
- Harrow Core Strategy CS1 D
- Harrow Development Management Policies Local Plan (2013): DM7

6.7.2 The application is accompanied by an archaeological desk based assessment. The London Borough of Harrow Archaeological Priority Area 'Possible site of the Roman settlement of Sullonicae' encroaches into the northeastern part of the site area. This also covers the location of the Roman road leading southeast from the Brockley Hill Romano-British pottery and settlement and it is this section of the APA which runs across the northeastern boundary of the Site.

6.7.3 The planning application lies in an area of archaeological interest (Archaeological Priority Area) identified for the Local Plan: Possible site of Roman settlement of Sullonicae.

6.7.4 An Archaeological Priority Area (APA) is defined as "an area where, according to existing information, there is significant known archaeological interest or particular potential for new discoveries".

6.7.5 The primary purpose of APAs in the planning system is described as follows: 'Up-to-date Archaeological Priority Areas provide a sound evidence based spatial framework for local plan making and decision taking. They map areas of known archaeological interest justified by a statement of significance which indicates the nature of the interest to be considered. Their primary purpose is to help highlight at an early stage where a development proposal may affect a heritage asset of archaeological interest and so trigger early consultation with the borough's archaeological adviser on the need for site specific assessment and field evaluation. The results of such assessment and evaluation could raise or lower the archaeological significance of the site and its surrounding area either through entirely new discoveries or better understanding of previously known assets. Assessment can also indicate how a heritage interest could be better revealed and used to enhance the local area'.

6.7.6 The site lies to the south of a Roman pottery manufacturing site and Roman settlement. The pottery manufacturing site is one of the earliest in Britain and as a result has been designated as a scheduled monument.

6.7.7 The Greater London Archaeological Advisory Service (GLAAS) have advised that in 1995 an evaluation was carried out and recorded the remains of a Roman Road called Watling Street. The submitted archaeological assessment

concluded there is a potential for further evidence of Roman settlement, pottery production and burials, as it was traditional for cemeteries to be located outside the settlements along the line of roads. GLAAS considers that the applicant's submitted assessment quite rightly concludes that any archaeological remains could be of very high, high or medium significance.

- 6.7.8 Whilst GLAAS acknowledge that the existing building, access route and sand bunker will have had some impact to archaeological survival, they have outlined it is not clear at this stage what scale this impact will have been and it is unfortunate that the 1995 evaluation did not target a trench in the location of the existing golf centre buildings. The reason for the omission is not known.
- 6.7.9 In light of the above, GLAAS recommend that an archaeological evaluation be carried out as part of the planning application. This should target the location of the proposed building where it extends outside the footprint of the existing building. This will help identify what impact the existing sand bunker will have had and what archaeological remains survive. If remains of very high significance survive in relatively good condition, then it is outlined the proposed design should be altered to ensure the preservation of those remains.
- 6.7.10 Because of this, GLAAS have advised the applicant completes an archaeological field evaluation to inform the application - a field evaluation report will usually be used to inform a planning decision (pre-determination evaluation).
- 6.7.11 As such, an archaeological field evaluation will be required involving exploratory fieldwork to determine if significant remains are present on the site and if so to define their character, extent, quality and preservation. GLAAS have outlined the desk top assessment is considered to be insufficient and this work should be undertaken predetermination of the application.
- 6.7.12 As an archaeological fieldwork evaluation has not been undertaken to inform the assessment, it is therefore considered the applicant has not sufficiently demonstrated that potential archaeological assets of significant importance would not be harmed and impacts minimised through appropriate design and construction. The proposal would therefore fail to comply the NPPF (2019), policy HC1 C and D of The London Plan (2021), policy CS1 D of the Harrow Core Strategy (2012) and policy DM 7 A, B and H of the Harrow Development Management Policies Local Plan (2013).

## 6.8 **Energy and Sustainability**

### 6.8.1 The relevant policies are:

- National Planning Policy Framework (2019)
  - The London Plan 2021: SI 2, SI 3, SI 4, SI, 5 SI 7 SI 13
  - Harrow Core Strategy CS1 T, X
  - Harrow Development Management Policies Local Plan (2013): DM 12, DM 14
- Other Guidance:
- Greater London Archaeological Priority Areas  
<https://historicengland.org.uk/services-skills/our-planning-services/greater->



### Energy Strategy

- 6.8.2 The application is accompanied by an energy assessment prepared by Eight Associates (21 January 2021). The assessment is considered to broadly follow the relevant GLA guidance and is accompanied by BRUKL Output calculations under Part L of the Building Regulations 2013 and the GLA Carbon Emission Reporting Spreadsheet to support the headline emissions figures outlined in the assessment. The report calculates carbon reductions using both the SAP10.0 carbon factors as per GLA guidance, as well as the SAP2012 figures (Building Regulations). This is consistent with GLA guidance; policy compliance is determined by comparing the SAP10.0 reductions against the requirements of the London Plan 2021 (Policy SI2 – Minimising greenhouse gas emissions).
- 6.8.3 The assessment follows the energy hierarchy, with a 21.3% reduction in carbon emissions through energy efficiency ('Be Lean') measures, compared to the minimum 15% required under the London Plan 2021. An on-site heat network is proposed (powered by an Air Source Heat Pump); this approach is considered acceptable in the context that there are no existing heat networks within the vicinity of the development that it could feasibly be connected to ('Be Clean'). A 34.9% reduction in carbon emissions is achieved through on-site renewables (air source heat pumps and solar PV – 'Be Green'); in this regard, it is noted that the Mayor of London considers that there is potentially scope for additional solar PV panels on the flat roof elements of the scheme. A revised energy strategy / plans showing additional solar PV panels and associated additional carbon reductions should be submitted prior to determination of the application or secured by way of condition. The London Plan requires on-site carbon reductions are maximised even if the minimum targets have been met. In this regard, the total carbon reductions achieved on site are 56.3%, exceeding the minimum 35% required under Policy SI2 of the London Plan 2021. In order to achieve zero carbon development, the remaining emissions from the development (15.66 tonnes) will need to be offset by way of a monetary contribution secured by way of a S106 agreement. This is calculated to be £44,633 using the rate of £95/tonne/year for 30 years (£2,850/tonne) set out in the London Plan. Had the proposal been otherwise considered acceptable, it would have been recommended to secure the carbon off set through 106 agreement.
- 6.8.4 Overall, it is considered that Energy strategy is generally acceptable and the development should be implemented generally in accordance with the strategy / secured by condition which would have been recommended had the proposal been considered acceptable. Additional solar PV should be sought or non-provision justified by way of an amended energy strategy which could be secured by condition. The S106 obligation to secure carbon offset contribution calculated at a rate of £2,850/tonne, payable prior to commencement with provision for a 'top-up' payment upon completion of the development should additional carbon emissions need to be offset to achieve zero carbon.

### BREEAM assessment (and Life Cycle Assessment)

- 6.8.5 The applicant has submitted a BREEAM Preliminary Assessment (Eight Associates, 5 January 2021). Such an assessment, whilst referred to in the Harrow Sustainable Building Design SPD (2009) – a material consideration, is no longer required given the passage of the time since the SPD was adopted and subsequent London Plans introducing requirements securing many aspects covered in BREEAM (i.e. energy, water, waste, biodiversity / urban greening, sustainable transport etc). The Preliminary Assessment indicates that the proposed development will achieve an ‘Excellent’ rating with a provisional score of 77.6%, which is welcomed as it represents ‘Best Practice’. The minimum score for ‘Excellent’ is 70%, meaning that there is a strong ‘buffer’ should assumed credits not be able to be achieved as the development progresses through detailed design and construction. A detailed Life Cycle Assessment has also been submitted (Eight Associates, 21 January 2021) to support BREEAM credits awarded in that regard; it is however ultimately up to the BREEAM assessor to review / accept such evidence, rather than the LPA.
- 6.8.6 Provided the development is implemented generally in accordance with the BREEAM Preliminary Assessment and final BREEAM certificate demonstrating the development has achieved an ‘Excellent’ rating upon completion of the development which could have been secured by condition the development is considered acceptable in this regard.

### Overheating analysis

- 6.8.7 An Overheating Analysis has been submitted (Eight Associates, 21 January 2021) in support of the application. The Mayor of London’s Stage 1 response did not raise any objection or concerns with the assessment, acknowledging that active cooling would be required due to the high occupancy of the proposed spaces, but the actual cooling demand is lower than the notional (a positive). Harrow officers have nothing further to add to the Mayor’s conclusion. Development should be implemented generally in accordance with the submitted Overheating Analysis. This element could be secured by condition.
- 6.8.8 The development is in general considered to be in conformity with the Development Plan, subject to some minor amendments which could be secured by condition had the proposal been considered acceptable in other regards.

## **6.9 Development and Flood Risk**

- 6.9.1 The relevant policies are:
- National Planning Policy Framework (2019)
  - The London Plan 2021: SI 12 and SI13
  - Harrow Core Strategy 2012: CS1U
  - Harrow Development Management Policies Local Plan (2013):DM9, DM 10
- 6.9.2 The application is accompanied by a Flood Risk Assessment and Drainage report. The EA flood map shows the site is entirely within flood zone 1 and is

therefore at low risk of flooding from rivers. Harrow's surface water flood risk maps show a surface water risk area (3a/3b) and surface water land flows which are directed to the south east of the site. It has also been identified that there is a residual risk of flooding from a breach in the large pod at the top of the site. The applicant has proposed a number of mitigation measures to protect the proposed development from surface water flows from the wider site especially land to the north. The mitigation measures will include floodplain compensation and the location of a French Drain around the site to collect overland flows and direct them into perimeter ditches before the water reaches the site. A small bund is proposed behind the French Drain to prevent water which doesn't enter the French drain from reaching the site. The perimeter ditch would discharge to the ordinary watercourse which is the same as the existing situation.

6.9.3 An attenuation strategy has been proposed to manage rainwater and runoff from new areas of hardstanding. This will include lined permeable paving with orifice plate controls. Water from other impermeable areas of the development will be directed to large pond located to the south of the building. The outfall from the pond will be controlled using a hydrobrake and will discharge at the 1 in 1 year greenfield runoff rate of 0.8 l/s to the perimeter ditch.

6.9.4 Management and maintenance procedures from the proposed SUDS have been provided.

6.9.5 The application has been reviewed by the Council's drainage engineers who raised no objection, subject to conditions. It is therefore considered the proposed development is compliant with above outlined policies.

## 6.10 **Accessibility and Fire Safety**

6.10.1 *The relevant policies are:*

- The London Plan 2021: D3, D5, D12
- Harrow Development Management Policies Local Plan (2013):DM2

### Accessibility

6.10.2 The site is generally level at the approach and level access will be provided to the front door. Proposed door widths would be in excess of those required for disability. The applicant has confirmed that all aspects of accessibility will be developed in accordance with Part M of Building Regulations and in accordance with BS8300. Ambulant and accessible toilet facilities are also proposed on the ground floor. Access to the first floor is proposed via ambulant staircase or passenger lift and there is also an accessible toilet proposed for the second floor.

6.10.3 In respect of external spaces, the applicant has advised that the landscape would be laid level as much as the existing site topography allows. It is outlined that paths will be suitable for wheel chair users. A condition would have been recommended to secure details of this aspect had the proposal been considered acceptable.

- 6.10.4 Subject to the above outlined condition, the proposal is considered to accord with the relevant policies outlined.

#### Fire Safety

- 6.10.5 In line with policy D12 of The London Plan (2021), the applicant has provided a fire strategy, prepared by a suitable qualified third party assessor.
- 6.10.6 The report has been reviewed by the Council's Building Control Department. Overall, the Fire Statement is considered to be satisfactory. It should demonstrate the highest level of fire safety however it is noted that paragraph 1.4.1 of the report states they are providing the minimum level required under the Building Regulations.
- 6.10.7 The document does contain a number of recommendations that are required for the building to be fully compliant. These are noted throughout the document and on the plans attached to the document. The design is also not fully developed and therefore there are no details in respect of the construction of the frame or the materials for the façade of the building. However, in this instance due to location of the building this not of a critical nature.
- 6.10.8 The main concern with the report is in respect of the proximity of the building to the nearest fire hydrant (paragraph 6.2) which may require the installation of a new fire hydrant to service the building. Officer considered a commitment should be obtained on this. In respect of the guidance from the GLA in respect of fire statements the following appear to be deficient:- No list of plans; No list of deviations; No details of a management plan, to be developed at stage 3.
- 6.10.9 Had the proposal been considered acceptable in other regards a condition would have been recommended to secure a revised fire strategy to address the above issues and ensure compliance with policy D12 of the London Plan (2021).

### **7.0 CONCLUSION AND REASONS FOR REFUSAL**

- 7.1 The application supporting document is based on the pre-existing building form before it was mostly destroyed by a fire. There is nothing within the NPPF or Planning Law which outlines that Local Planning Authorities should consider pre-existing site circumstances in relation to Green Belt policy or more generally. The proposed new building would not accord with paragraph 145 (d) and the application does not adequately demonstrate that the proposal would not conflict with paragraph 145 (g). No 'Very Special Circumstances' have been put forward that would outweigh this policy conflict. The principle of the development is therefore unacceptable.
- 7.1.1 Additional overflow parking should be provided in order to minimise the impact of large events may have on the surrounding highway network. Whilst the possibility of coaches to wait off site at another venue may be feasible, this has not been demonstrated. The principle of the overflow parking scheme is also not acceptable given that no location with sufficient parking levels which would be utilised or sufficient details of operational management has been put forward.

Overall, it is considered the development would fail to provide adequate on-site or off site car / coach parking and lacks integrated drop off facilities to serve the proposed banqueting facility, which would significantly intensify site usage and generated trips. The associated likely on site congestion and parking overspill into the Borough of Harrow and Barnet, with particular reference to the residential streets to the south-east of the site, is therefore considered to be detrimental to highway and pedestrian safety, and the amenities of neighbouring occupiers.

7.2 As an archaeological fieldwork evaluation has not been undertaken to inform the assessment, it is therefore considered the applicant has not sufficiently demonstrated that potential archaeological assets of significant importance would not be harmed and impacts minimised through appropriate design and construction.

7.2.1 The revised redline to the area in which development would occur fails to address the impacts on the surrounding land. Taking account of the site's landscape and ecological context, and the ancillary biodiversity purpose of its green belt status, the proposal is considered to be unacceptable. The proposal has failed to demonstrate it would deliver long term benefits to a much wider area and enhance the local ecological network.

## **INFORMATIVES:**

### 1. Policies

The following policies are relevant to this decision:

#### **National Planning Policy:**

National Planning Policy Framework (2019)

#### **The London Plan (2021)**

Policy D3 Optimising site capacity through the design-led approach

Policy D4 Delivering Good Design

Policy D5 Inclusive Design

Policy D13 Agent of Change

Policy D14 Noise

Policy S1 Developing London's social infrastructure

Policy S5 Sports and Recreation Facilities

Policy SD6 Town Centres and High Streets

Policy SD7 Town centres: development principles and Development Plan Documents

Policy HC1 Heritage Conservation and Growth

Policy G2 London's Green Belt

Policy G5 Urban Greening

Policy G6 Biodiversity and access to nature

Policy G7 Trees and Woodlands

Policy SI1 Improving air quality

Policy SI12 Flood risk management

Policy SI13 Sustainable drainage

Policy T1 Strategic approach to transport  
Policy T2 Healthy Streets  
Policy T3 Transport capacity, connectivity and safeguarding  
Policy T4 Assessing and mitigating transport impacts  
Policy T5 Cycling  
Policy T6 Car parking  
Policy T6.4 Hotel and leisure uses parking

**Harrow Core Strategy (2012)**

CS1: Overarching Principles

**Harrow Development Management Policies Local Plan (2013):**

Policy DM 1 Achieving a High Standard of Development  
Policy DM 9 Managing Flood Risk  
Policy DM 10 On Site Water Management and Surface Water Attenuation  
Policy DM 12 Sustainable Design and Layout  
Policy DM 13 Decentralised Energy Systems  
Policy DM 14 Renewable Energy Technology  
Policy DM 16 Maintaining the openness of the Green Belt and Metropolitan Open Land  
Policy DM 20 Protection of Biodiversity and Access to Nature  
Policy DM 21 Enhancement of Biodiversity and Access to Nature  
Policy DM 22 Trees and Landscaping  
Policy DM 34 Hotel and Tourism Development  
Policy DM 42 Parking Standards  
Policy DM 43 Transport Assessments and Travel Plans  
Policy DM44 Servicing  
Policy DM45 Waste Management  
Policy DM 46 New Community Sport and Educational Facilities  
Policy 50 Planning Obligations

**2. INFORMATIVE: Mayoral Community Infrastructure Levy (provisional)**

Please be advised that approval of this application (either by Harrow Council, or subsequently by the Planning Inspectorate if allowed on appeal following a refusal by Harrow Council) will attract a Community Infrastructure Levy (CIL) liability, which is payable upon the commencement of development. This charge is levied under s.206 of the Planning Act 2008 Harrow Council, as CIL collecting authority, has responsibility for the collection of the Mayoral CIL

The Provisional Mayoral CIL liability for the application, based on the Mayoral CIL levy rate for Harrow of £60/sqm is £87, 480. The floorspace subject to CIL may also change as a result of more detailed measuring and taking into account any in-use floor space and relief grants (i.e. for example, social housing).

You are advised to visit the [planningportal](http://planningportal.gov.uk) website where you can download the appropriate document templates. Please complete and return the Assumption of Liability Form 1 and CIL Additional Information Form 0.

[https://ecab.planningportal.co.uk/uploads/1app/forms/form\\_1\\_assumption\\_of\\_liability.pdf](https://ecab.planningportal.co.uk/uploads/1app/forms/form_1_assumption_of_liability.pdf)

[https://ecab.planningportal.co.uk/uploads/1app/forms/cil\\_questions.pdf](https://ecab.planningportal.co.uk/uploads/1app/forms/cil_questions.pdf)

If you have a Commencement Date please also complete CIL Form 6:

[https://ecab.planningportal.co.uk/uploads/1app/forms/form\\_6\\_commencement\\_notice.pdf](https://ecab.planningportal.co.uk/uploads/1app/forms/form_6_commencement_notice.pdf)

The above forms should be emailed to [HarrowCIL@Harrow.gov.uk](mailto:HarrowCIL@Harrow.gov.uk) Please note that the above forms must be completed and provided to the Council prior to the commencement of the development; failure to do this may result in surcharges and penalties

### 3. Pre-application engagement

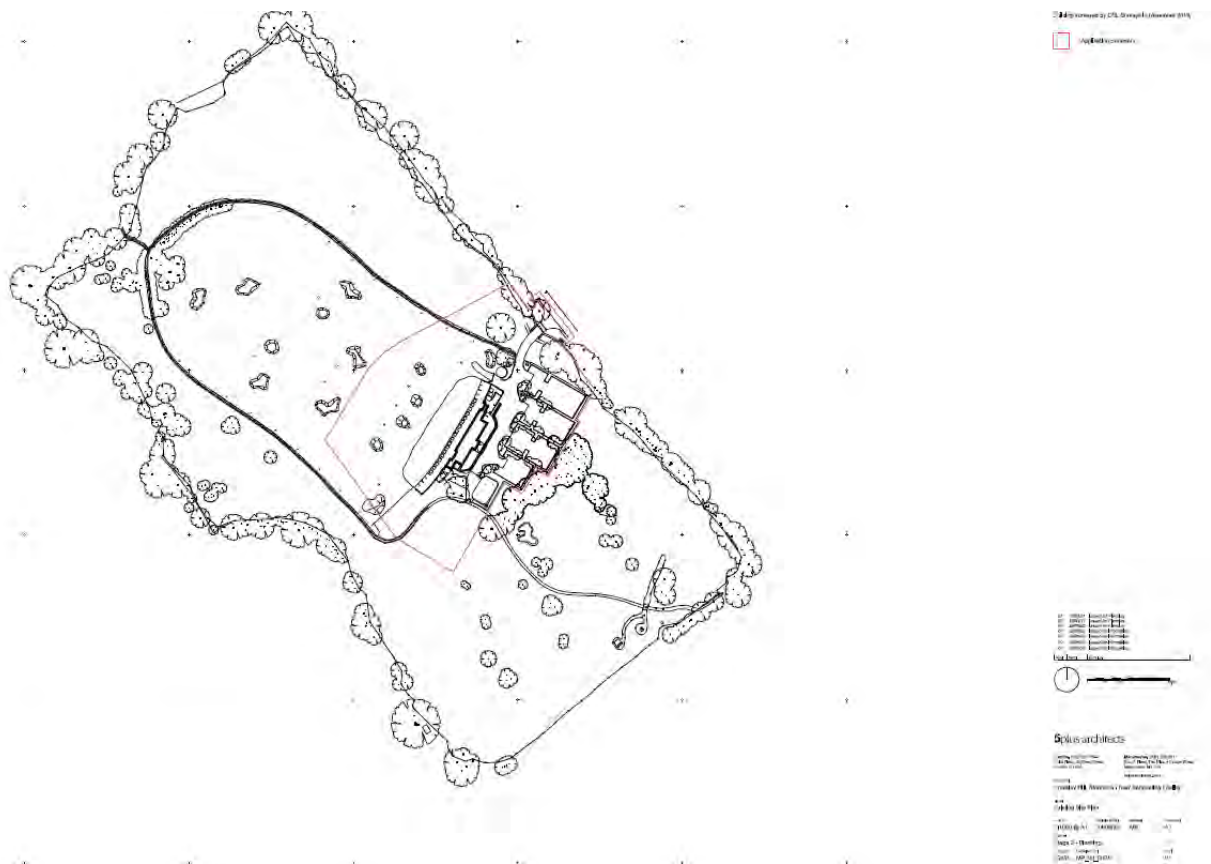
Statement under Article 35(2) of The Town and Country Planning (Development Management Procedure) (England) Order 2015. This decision has been reached in accordance with paragraphs 187-189 of The National Planning Policy Framework. Harrow Council has a pre-application advice service and actively encourages applicants to use this service. Please note this for future reference prior to submitting any future planning applications.

#### **Plan List: to follow**

#### **CHECKED**

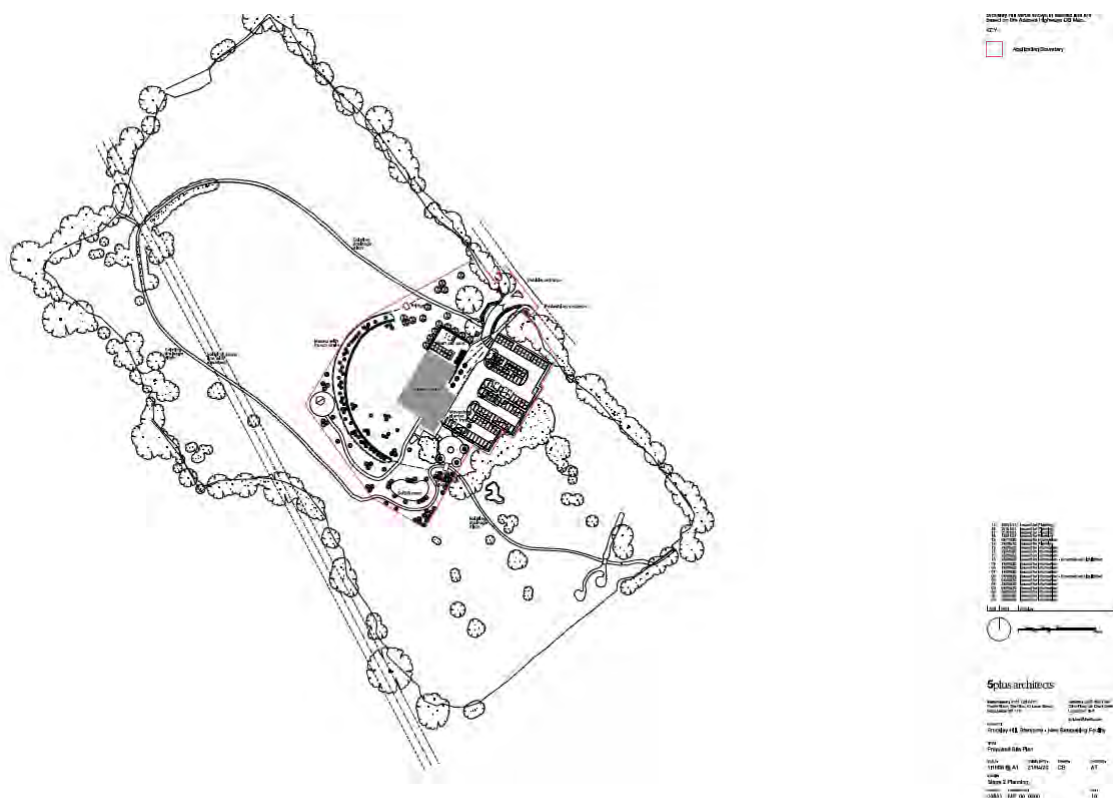
Interim Chief Planning Officer	Beverley Kuchar 17/06/2021
Corporate Director	Mark Billington 17/06/2021

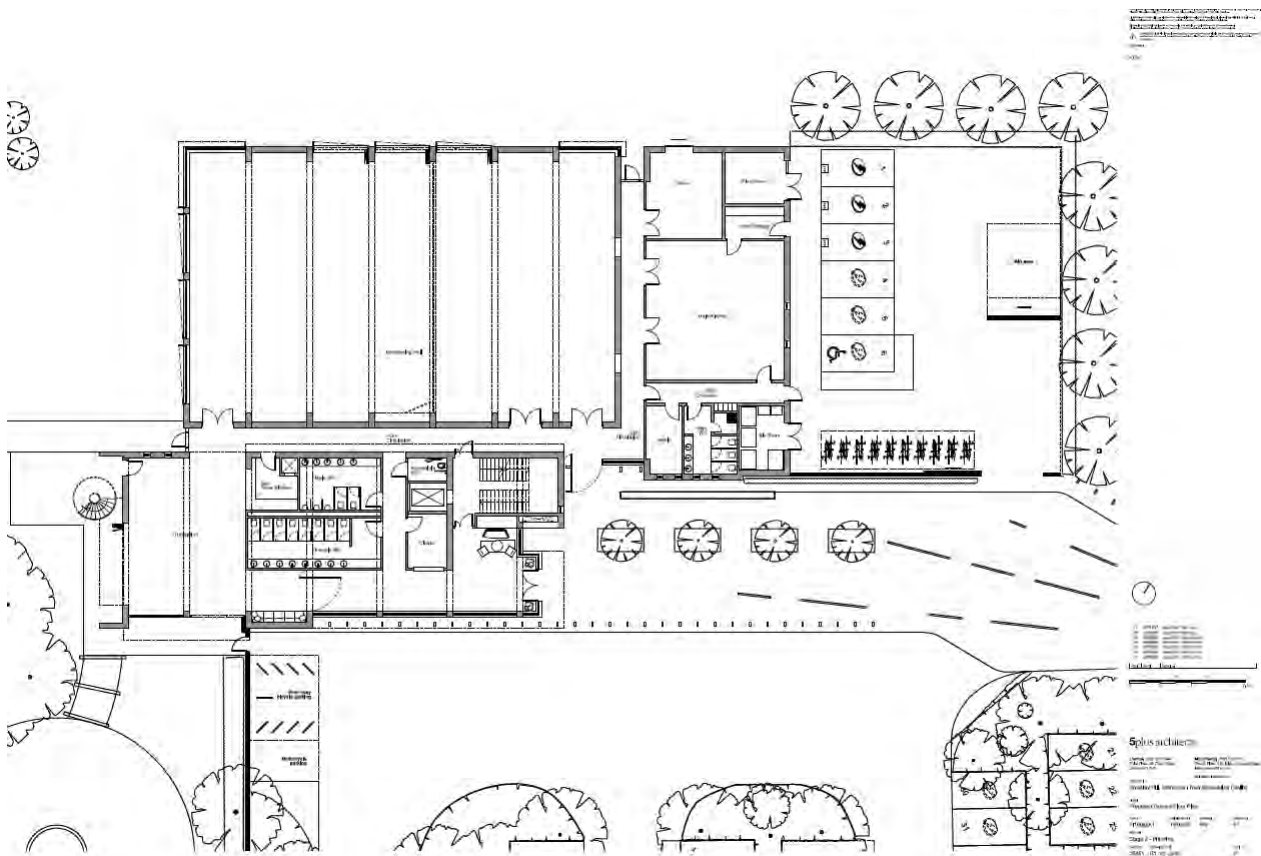
## APPENDIX 2: SITE PLAN



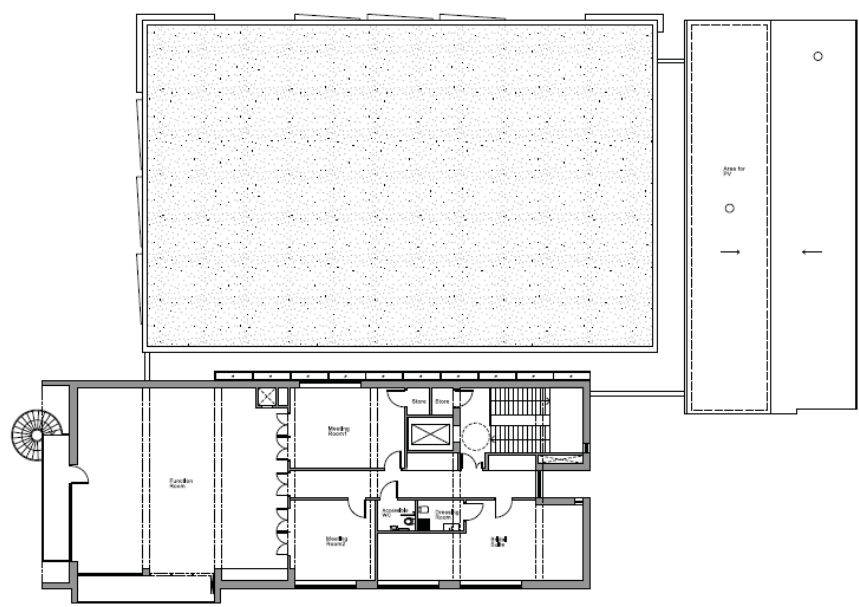


## **APPENDIX 3: PLANS AND ELEVATIONS**





Proposed Ground Floor



Proposed First Floor



Proposed North Elevation



Proposed north elevation

Proposed East Elevation



Proposed East Elevation

Proposed South Elevation



Proposed south elevation

Proposed West Elevation



Proposed west elevation





## HARROW COUNCIL

### ADDENDUM

### PLANNING COMMITTEE

DATE : 30<sup>th</sup> June 2021

1-01	<p><b><u>Addendum Item 1</u></b></p> <p><b><u>Loss of Existing and Community Sports Facilities</u></b></p> <p><b><u>Update to paragraph 6.2.60 (Page 64)</u></b></p> <p>Further comments have been sought from the Greater London Authority in respect of policy S5 of the recently adopted London Plan 2021. This new policy is much more explicit than the previous London Plan policy (London Plan (2016) policy 3.19) and paragraph 97 of the NPPF (2019) which considers how the loss of sports facilities/recreation land should be assessed. This clarifies that sports and recreational land should be retained unless an assessment has been undertaken in relation to existing need <b><u>or alternative sports and recreation provision if the existing use is no longer required.</u></b> The previous extant appeal decision didn't consider the need for alternative sport/recreation uses in the borough as this wasn't explicitly required or set out. As such, officers consider the current recently adopted London Plan policy S5 is relevant to the consideration of this assessment in respect of consideration of alternative sports provision. It is noted that this policy was not commented on by the Greater London Authority as the author of the London Plan in their Stage 1 report on the application. As such, officers have sought clarity on this issue from the GLA who have advised that the stage 1 report pre dated the now adopted London Plan and in the event that the application is referred back to them (should the application be granted), an updated policy assessment of this policy would be included at stage 2.</p> <p>Whilst the applicant has explored the need for retention of the existing use which has been informed by the adopted Harrow Outdoor Sports Strategy (2013), there has been no consideration of the need for alternative sports provision on the application site, taking account of the borough needs (either in respect of indoor or outdoor sports provision). In light of the above, it is considered the proposal fails to comply with paragraph 97 of the NPPF (2019) and policy S5 of The London Plan 2021 and the following additional reason for refusal is recommended:</p>
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**The proposed development in the absence of the assessment which clearly shows that the existing sports and recreational land or facilities to be surplus to requirements for provision of alternative sports and recreational provision at the local and sub regional level taking into account the borough's assessment of need, fails to comply with the National Planning Policy Framework (2019) and policy S5 of the London Plan (2021).**

**Additional Comments from Brockley Hill Resident Association:**

- Events will end at 1am on Friday and Saturday and at midnight of weekdays
- There is insufficient space for more than 2 to 3 coaches to be on site any one time
- The access can't be amended to improve safety as the applicants do not own the land
- Vehicle waiting to enter the site from Brockley Hill will be a hazard
- Safety concerns of speeding traffic down Brockley Hill

**Other comments:**

- Fails to support night time economy of town centre
- Inappropriate entrance and exit layout
- Excessive building size
- Concerns over archaeological remains
- Singular faith establishment, not open to all residents
- The golf club is up for sale which brings into question the statement the applicants have made about the application and regarding parking.
- The site is up for sale and being promoted for residential use for over 230 homes or a leisure facility which would be a gross overdevelopment.

**Officer Response:**

- The applicant has outlined the banqueting facility would close at 12pm midnight but it remains unclear if this is everyday. Had the proposal been considered acceptable in other regards, a condition would have been added in line with the recommendations of the Council's Environmental Health Department (7am-12midnight Mon-Sat, Sundays and bank holidays – 8am-11pm).
- The access has been designed to accommodate simultaneous ingress and egress by coaches, ensuring that vehicles are not held up on Brockley Hill. Some events will involve a higher proportion of guest trips by coach than by car and coaches

would be able to park perpendicular to car parking bays. It is acknowledged that coach car parking can be encouraged but cannot be forced and as such the Highways Authority has concerns of overspill parking.

- Had the application be considered acceptable alterations and improvements to the site entrance could have been secured through section 106/S278 agreement.
- The Highways Authority do not consider that the proposed use will result in an increase in accidents over and above the former use a golf facility. Nevertheless, mitigation could be put in place to improve the existing situation, e.g signage, site access, pedestrian crossing and soft measures to promote access routes to the venue/travel planning.
- The proposal is for a banqueting facility as a sui generis use and has been assessed accordingly. The proposal is a private business and the LPA would have no control over the users of the facility.
- Concerns regarding archeology, town centre development and building scale are considered in the main appraisal.
- The issue of the sale of the land is not a material consideration and is a private matter for the landowners. Should the application be granted, the development would need to be undertaken in accordance with the approved plans and documents and any relevant planning obligations.

### **Informatives Page 91**

Add the following to the Informatives list:

Other Relevant Guidance:

Harrow Outdoor Sports Strategy (2013)

Harrow Indoor Sports Facility Strategy (2018-2026)

### **Plans and Document List (Page 92)**

Active Travel Zone, Healthy Streets Photo Survey (dated August 2020) by EAS; Sequential Site Assessment Supplementary Note (dated March 2021); Outline Construction Logistics Plan (dated August 2020) by EAS; Sequential Site Assessment (dated August 2020) ; Brockley Hill Life Cycle Assessment BREEAM RIBA Stage 2 by Eight Associates; Preliminary Assessment BREEAM 2018 New Construction by Eight Associates; RIBA Stage 2 Overheating Analysis; Delivery and Servicing Plan (dated August 2020) by EAS; Design and Access Statement (dated 26<sup>th</sup> August 2020) by 5 plus; Supplementary Design and Access Statement (dated 28 January 2021) by 5 plus; Ecological Assessment (dated 28<sup>th</sup> January 2021) by Tyler Grange; RIBA Stage 2 Energy Assessment by Eight Associates; Planning Statement (dated August 2020) by hgh; Travel Plan and Car Park Management Plan (dated August 2020) by EAS; Accurate Visual Representation for Photoviewpoint 1; Archaeological Desk Based Assessment Ref: 6129A (dated January 2021) by HCUK Group; Flood Risk Assessment and Drainage Strategy (dated January 2021) by EAS; Landscape and Visual Appraisal (dated 28<sup>th</sup> January) Ref 13201/R02e/RP/JJ by Tyler Grange; Noise Impact Assessment Revised 20<sup>th</sup> January 2021 Ref: 89421 by NSL Noise Solutions Ltd; Supplementary Planning Statement (dated January 2021) by hgh; Transport Assessment (dated January 2021) by EAS; TPP/BHGCBHS/010 B Tree Protection

Plan; Brockley Hill Sequential Site Assessment – Supplementary Note (dated September 2020); Arboricultural Report by David Clarke Chartered Landscape Architect (dated January 2021)

B1\_02\_2001 Rev 05; B1\_04\_2000 Rev 02; B1\_04\_2000 Rev 03; B1\_02\_2000 Rev 05; B1\_02\_2002 Rev 04; B1\_02\_2002 Rev 05; B1\_05\_2000 Rev 05; MP\_00\_0004 Rev 07; 13201/P11d (Landscape Strategy Plan); B1\_02\_2200 Rev 07; B1\_02\_2201 Rev 07; B1\_02\_2202 Rev 07; B1\_04\_2200 Rev 04; B1\_04\_2201 Rev 04; B1\_05\_2200 Rev 07; B1\_10\_4200 Rev 02; B1\_10\_4201 Rev 02; MP\_00\_0003 Rev 07; MP\_00\_0200 Rev 19; MP\_00\_0300 Rev 04; MP\_00\_2200 Rev 16;

### **Local CIL Requirement Page 27:**

Update local CIL requirement to £0

### **Page 25 – Validation Date :**

Amend to 1st September 2020

### **Addendum Item 2:**



## **Appeal Decision**

Site visit made on 28 September 2020

**by A Denby BA(Hons) DipTP MRTPI**

**an Inspector appointed by the Secretary of State**

**Decision date: 25 November 2020**

**Appeal Ref: APP/J1915/W/20/3254917**

**Lanbrook, St Marys Lane, Hertingfordbury, SG14 2LD**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Mr & Mrs Mullins against the decision of East Hertfordshire District Council.
- The application Ref 3/20/0723/FUL, dated 7 April 2020, was refused by notice dated 1 June 2020.
- The development proposed is construction of a 5-bedroom, two storey dwelling following demolition of the existing dwelling after fire.

### **Decision**

1. The appeal is dismissed.

### **Background and Main Issues**

2. The appeal site is located within the Metropolitan Green Belt and is partially within the Hertingfordbury Conservation Area (CA), though the proposed dwelling itself would be sited just outside the CA boundary. The Old Rectory, a Grade II listed building (LB), is in close proximity to, and accessed via the same driveway as the appeal site.
3. The appeal site itself comprises an area of land that was occupied by a dwelling until it was destroyed by fire and subsequently demolished. The dwelling had an extensive garden area which remains, and this includes a formal garden and tennis court. The appeal scheme proposes the construction of a new dwelling in a similar position to the previous building.

4. The main issues are therefore:

- Whether the proposal would be inappropriate development in the Green Belt, and its effect on the openness of the Green Belt;
- The effect of the proposed development on the character and appearance of the area, with particular regard to the setting of the CA and LB; and
- Whether any harm by reason of inappropriateness, and any other harm, would be clearly outweighed by other considerations so as to amount to the very special circumstances required to justify the proposal.

<https://www.gov.uk/planning-inspectorate>

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Appeal Decision APP/J1915/W/20/3254917

### Reasons

#### *Whether inappropriate development*

5. Policy GBR1 of the East Herts District Plan, 2018 (LP) states that proposals within the Green Belt will be considered in line with the National Planning Policy Framework (the Framework). Paragraph 145 of the Framework establishes that the construction of new buildings should be regarded as inappropriate in the Green Belt, unless they fall within certain categories of development which may be regarded as not inappropriate, subject to certain conditions.
6. Part d) of this paragraph lists the replacement of a building as one such exception, provided that the new building is in the same use, and not materially larger than the one it replaces. I appreciate that both parties have considered the dwelling as a replacement for that which existed prior to the fire. However, for something to be considered as a replacement, the element that it replaces must exist at the time the replacement development is considered. There is no existing building on the site, and as such, the proposal does not fall to be considered under the exception at Paragraph 145(d) of the Framework.
7. There is no disagreement between the parties that the land was occupied by a permanent structure and I saw on my site visit that, although the dwelling has been demolished and hoardings erected, areas of hardstanding remain visible, and as such the remains have not blended into the landscape. In my view, the proposal therefore comprises the redevelopment of previously developed land and falls to be considered under Paragraph 145(g). This exception allows for the redevelopment of previously developed land providing it would not have a greater impact on the openness of the Green Belt than the existing development.
8. The proposed new building would however have a greater impact on the openness as no building currently exists on the site. In this respect the new building would, unavoidably, lead to a reduction in the openness of the Green Belt. The proposal would also not contribute to meeting any identified affordable housing need and therefore conflicts with paragraph 145(g) of the Framework.
9. The development would not satisfy any of the other exceptions in paragraphs 145 and 146 of the Framework and as such would amount to inappropriate development in the Green Belt which Paragraph 145 of the Framework states is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 144 of the Framework is clear that substantial weight should be given to any harm to the Green Belt.

#### *Openness*

10. A fundamental aim of Green Belt policy, as set out in Paragraph 133 of the Framework, is to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and their permanence. Court judgments have confirmed that there can be both spatial and visual dimensions to openness within the Green Belt.



11. The proposed dwelling would be a two and a half-storey property, with a substantial crown roof, having one continuous ridgeline and substantial gable features to the front and rear elevations. It would be a substantial building and

<https://www.gov.uk/planning-inspectorate>

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Appeal Decision APP/J1915/W/20/3254917

- its overall bulk and massing would, in spatial terms, have a harmful impact upon the openness of the Green Belt.
12. Openness also has a visual aspect as well as a spatial one. The appellant has indicated that due to the positioning of the site, at the end of a long private drive, and existing mature landscaping, the proposed dwelling would be well screened. Whilst the proposed dwelling would not be visible from St Mary's Lane, the site frontage is relatively open. The dwelling would occupy a prominent position. There would be open views of it on the approach from the driveway and the adjacent parkland, which existing landscaping would not screen.
13. The appellant has referred to a judgment<sup>1</sup> in relation to the consideration of openness, should a proposal be considered to be not inappropriate development under Paragraph 145 (d) of the Framework. As detailed above, I do not consider the appeal scheme falls to be considered against Para 145(d).
14. Due to its overall height and bulk, I consider that the proposed dwelling would be visually intrusive. I therefore conclude that the development would result in significant harm to Green Belt openness and I have attached substantial weight to this harm.

*Character and appearance, with particular regard to the setting of the CA and LB*

15. The proposed dwelling would have a relatively simple footprint and overall form. However due to its design, height and overall bulk it would be an imposing building, incorporating central gable projections to the front and rear and flat roof dormers to accommodate living space within the hipped roof.
16. The appeal site is partially within the CA, though the proposed dwelling itself would be sited just outside the CA boundary. The CA is centered on Hertingfordbury Road which has a linear character and St Mary's Lane which rises to St Mary's church, which as identified in the CA Appraisal and Management Plan, 2016 (CAAP), is a large building that dominates the local scene.
17. The CA includes expansive areas of open land, some having parkland characteristics and this is a particularly special characteristic of the CA which, along with other aspects such as historic buildings and mature landscaping, show the evolution of the settlement and add to the rural quality of the CA. The Old Rectory is a Grade II listed building (LB) and, as its name would suggest, is a former rectory and is positioned within a landscaped park.
18. The appeal site is accessed via a long private drive from St Mary's Lane, directly adjacent to the church, and this is also the access to The Old Rectory. Metal estate fencing, which the CAAP identifies as a prominent and important feature in the parkland setting, runs in parallel to the driveway up to the appeal site, with open parkland beyond, and there are views to the rear of The Old Rectory and its manicured gardens to the other side of the driveway.
19. The appeal site occupies a prominent position at a point where the driveway splits, providing access towards the site and sweeping round to The Old Rectory. It is very much viewed as an integral part and key feature of this

<sup>1</sup> Lee Valley Regional Park Authority, R (on the application of) v Epping Forest District Council and Valley Crown Nurseries Ltd (2016) EWCA Civ 404

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important rural parkland setting and is reflective of the special interest of the CA, retaining a verdant and open character. It also forms an important part of the history and evolution of the CA and LB, having originally been the site of a garden cottage associated with The Old Rectory.

20. I saw on my site visit that The Old Rectory is a substantial building, though it is well screened by mature trees, and appears nestled into the landscape. There are however clear views of its rear elevation and garden from the driveway. These views provide an appreciation of its grandeur and status within this established parkland setting, which is an important part of its significance. Furthermore, the CAAP identifies this as being particularly important to the setting of the LB.
21. The proposed dwelling would be visible within the same views and, due to its proposed size and design it would be a dominant building which, even considering the separation between the buildings and existing landscaping, would compete visually with the LB. This in turn would have a harmful affect upon the appreciation of the significance of the LB and detract from its setting.
22. Whilst the proposal would incorporate some aspects of the local vernacular, such as proposed materials, its bold and ostentatious design, with substantial gable features, entrance portico with balcony above, flat roof dormers and overall bulky roof arrangement, would be at odds with the more modest building sizes and architectural styles characteristic of the CA.
23. For the same reasons it would harmfully intrude on the open and rural character of the parkland setting of which it would become an intrinsic part, and this would be wholly at odds with the established character of the CA, having a negative effect on its setting. Its visual impact would be significantly greater than that of the previous dwelling on the site, which retained a low level and horizontal emphasis and, although it extended further to the rear, presented a more restrained frontage to the driveway and adjacent parkland.
24. I have paid special attention to the desirability of preserving the listed building or its setting, and to the desirability of preserving or enhancing the character and appearance of the CA, including its setting, and the result of the proposal would be less than substantial harm when considered in the context of the Framework. Whilst the proposals would provide an additional dwelling, I do not consider this public benefit would be sufficient to outweigh the harm I have identified to the CA and LB, and to which I have attached considerable importance and weight.
25. Therefore, for the reasons stated above the development would conflict with LP Policies DES2, DES3, DES4, HA1 and HA4 which amongst other things seek to ensure that developments are of high-quality design, being of a scale, proportion, form, height, design and overall character that accords with, and compliments, the surrounding area, reflecting and promoting local distinctiveness and positively conserving and enhancing the appearance and character and setting of the CA and designated heritage assets.

#### **Other considerations**

26. The proposal includes built development where none currently exists, however, it is recognised that there was a building on the site which only ceased to exist due to a fire, and since that incident there has been a clear intention to erect a

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new dwelling on the site. The appellant has lost their established residential use for reasons beyond their control and I consider this factor carries great weight.

27. There is some disagreement between the parties in relation to the exact measurements and dimensions of the demolished and proposed dwellings. There is, however, general agreement that the volume and footprint of the proposed dwelling would be less than that of the dwelling destroyed by fire and this attracts some weight.
28. However, the proposed height and floorspace would be greater and from the plans submitted, it is clear that although the previous dwelling was a two-storey building the first-floor accommodation was provided for within the roof space, and so the dwelling retained a low level and horizontal emphasis. Its size and design, with outriggers and single storey elements also reduced its overall bulk, and from the details before me, although it may have had a larger footprint, it did not appear as a substantial building.



29. Therefore, that the proposed dwelling would have a more simplistic footprint and form would not weigh in favour of the proposals as due to its design, height and overall bulk it would appear as a more substantial and dominant structure and this would be more harmful than the previous dwelling.
30. The appellant has stated that the proposed dwelling would be environmentally friendly, and this is a positive matter, though there is little to suggest this would provide any sustainable measures above and beyond that required by modern building standards and therefore attracts limited weight.
31. That the proposal would not adversely impact on the living conditions of existing nearby occupiers, retain existing landscaping and utilise appropriate materials would have a neutral effect, and therefore these matters do not weigh in favour of the appeal.

#### **Planning Balance**

32. I have found that the development would amount to inappropriate development in the Green Belt and that there would be significant harm caused to openness. Paragraphs 143 and 144 of the Framework make clear that inappropriate development is harmful to the Green Belt and this is therefore a matter to which I must attach substantial weight.
33. In addition, I have found that the development would also result in less than substantial harm to the setting of the CA and LB. This would not be outweighed by any public benefits and collectively this attracts considerable importance and carries substantial weight.
34. I conclude the benefits of providing a replacement dwelling following the destruction of the previous property by fire, and to which I have accorded great weight, does not clearly outweigh the harm I have identified. Consequently, there are not the very special circumstances necessary to justify inappropriate development in the Green Belt and the development conflicts with LP Policy GBR1 and the Framework.

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#### **Other Matters**

35. I note the appellant's concerns that the Council refer to the proposed dwelling as a 'kit house', and that reference was made to details from a website which the appellant states did not form part of the planning application. The Officer Report does however state that the Council's consideration was on the basis of the submitted plans. Nevertheless, the details of the website or information contained therein have not been made available to me as part of this appeal, and so has not formed part of my assessment.

#### **Conclusion**

36. For the above reasons I conclude that the appeal should be dismissed.

*A Denby*

INSPECTOR