

# **Planning Committee**

## **PLANNING APPLICATIONS RECEIVED**

**DATE: Thursday 18 December 2014**

**PLANNING COMMITTEE**

**APPLICATIONS**

**THURSDAY 18<sup>TH</sup> DECEMBER 2014**

**PLANNING APPLICATIONS RECEIVED**

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**PLANNING COMMITTEE**

**THURSDAY 18<sup>TH</sup> DECEMBER 2014**

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## SECTION 1 – MAJOR APPLICATIONS

Item No: 1/01

Address: HARROW MUSEUM, HEADSTONE MANOR, PINNER VIEW, HARROW

Reference: P/3757/14

Description: REGENERATION WORKS TO HEADSTONE MANOR ESTATE COMPRISING THE FOLLOWING WORKS:

HEADSTONE MANOR: EXTERNAL AND INTERNAL ALTERATIONS (INCLUDING INSTALLATION OF PLATFORM LIFT AND ACCESSIBLE WC) TO LISTED MANOR AND CHANGE OF USE TO MUSEUM (USE CLASS D1)

SMALL BARN: NEW PORCH ENTRANCE AND INTERNAL/ EXTERNAL ALTERATIONS TO BUILDING TO PROVIDE A NEW MUSEUM ENTRANCE TO THE SITE

GRANARY: INTERNAL ALTERATIONS COMPRISING THE INSTALLATION OF A PLATFORM LIFT TO EXISTING BUILDING PROVIDING EDUCATIONAL/ LEARNING CENTRE FOR THE ESTATE AND ASSOCIATED EXTERNAL ALTERATIONS ALREADY APPROVED UNDER APPLICATIONS P/2967/13 (LISTED BUILDING CONSENT) AND P/3369/13.

NEW WELCOME BUILDING (WITHIN SOUTH-EAST SECTION OF SITE) WITH CAFE, SHOP AND PUBLIC ACCESSIBLE TOILETS (USE CLASS SUI-GENERIS)

ASSOCIATED LANDSCAPING

PROVISION OF AN OVERFLOW CAR PARK (UP TO AN ADDITIONAL 140 SPACES) TO THE EAST OF EXISTING CAR PARK AND ALTERATIONS TO EXISTING CAR PARK

Ward: HEADSTONE NORTH

Applicant: HEADSTONE MANOR MUSEUM & HERITAGE CENTRE

Agent: BUTTRESS

Case Officer: SUSHILA BHANDARI

Expiry Date: 25/12/2014

### RECOMMENDATION

Under Regulation 3 of the Town and Country Planning General Regulations 1992,

**GRANT** planning permission for the development described in the application and submitted plans subject to conditions:

Regulation 3 applications are applications for planning permission by an interested planning authority to develop any land of that authority. In this instance, the applicant is the London Borough of Harrow and the land at Harrow Museum, Headstone Manor, Pinner View, Harrow HA2 6PX which is located on the grounds of Headstone Manor Recreation Ground.

### **REASON**

The proposed development would allow the Manor House and the Small Barn to be brought back into a viable use which would support the wider Headstone Manor Estate in delivering a community and commercially viable use to sustain the future of the Estate. The proposed new welcome building, the proposed car parking extension and associated landscape works across the site would ensure that there would be no detrimental impact upon the openness and character of the Metropolitan Open Land and would preserve the setting of the listed buildings located on this estate. Subject to appropriate mitigations and enhancements the proposal would have no impact upon the ecological value of the site. The proposal would have no impact upon the residential amenities of the any neighbours.

The decision to grant planning permission has been taken having regard to national planning policy, the policies of The London Plan 2011, the Harrow Core Strategy 2012, The Harrow and Wealdstone Area Action Plan 2013 and the Development Management Policies Local Plan 2013, as well as to all relevant material considerations including any responses to consultation.

### **INFORMATION**

The application is reported to the Planning Committee because the Council is the Landowner and the application site has a site area greater than 1.0ha and therefore the proposal would fall within the definition of a Major Development.

### **Legal Comments**

Regulation 3 of the Town and Country Planning General Regulations 1992 [Statutory Instrument 1992/1492] provides [in relevant part] that applications for planning permission by an interested planning authority to develop any land of that authority shall be determined by the authority concerned, unless the application is called in by the Secretary of State under Section 77 of the Town and Country Planning Act 1990 for determination by him.

The application is made by LB Harrow who intends to carry out the development on the land at Harrow Museum, Headstone Manor, Pinner View, Harrow HA2 6PX.

The grant of planning permission for this development falling within Regulation 3 shall ensure only for the benefit of LB Harrow.

**Statutory Return Type:** Major Development

**Council Interest:** The Council is the landowner.

**Gross Floorspace:** sqm

**Net additional Floorspace:** sqm

**GLA Community Infrastructure Levy (CIL) Contribution (provisional):**

## Site Description

- The application site comprises a group of buildings forming part of the Headstone Estate, located within Headstone Manor Recreation Ground.
- The estate comprises the Manor House which is a Grade I Listed building, Great Barn (also known as Tithe Barn) which is a Grade II\* Listed building built circa 1506, Small Barn which is also Grade II Listed building built circa 1550 and The Granary which was built circa early 19<sup>th</sup> century.
- There is a man made moat around the Manor House which was constructed circa 1300 and can be accessed via a bridge.
- All buildings except the Great Barn are subject of this current application.
- Great Barn is the largest of the barns on the estate and last contained the museum shop, café and temporary exhibition space and private hire space. The museum is now closed to the public, pending restoration works that have already been approved under P/3369/13 and accompanying Listed Building consent granted under P/2967/13.
- The Manor House has limited public access through organised tours of the building only.
- The Granary building contains the museums permanent exhibition. This buildings was originally built on the Pinner Park Farm but was relocated to the Headstone Manor Estate in 1991. This building was originally listed Grade II when it was sited at Pinner Park Farm. It was de-listed once it was relocated to Headstone Manor Estate. However it has been designated on 13th August 2014 as Grade II Listed.
- The Small Barn is currently close to the public and is currently in use for storage purposes.
- To the southeast of the main historic building is the public car park which has capacity for 78 cars. Directly to the south of this car park is Museum's office, storage and yard area.
- The historic buildings on the site, including the public toilet block and the moat are all located on land designated as scheduled ancient monument and archaeological priority area.
- Yeading Brooke runs through the site and as such the site is designated a functional Flood Zone 3B as defined by the flood maps held by Harrow's Strategic Flood Risk Assessment.
- The application site is located in a designated Site of Importance for Nature Conservation (SINC).
- The application site, with the exception of the area where the proposed new welcome building is located within the boundaries of Harrow and Wealdstone Intensification Area. The site falls within the sub area of Wealdstone West and it is also an allocated opportunity site (Site 1) as defined in the Harrow and Wealdstone Area Action Plan 2013.
- The wider Recreation Grounds is designated as a Metropolitan Open Space.

## Proposal Details

The application proposes the following works:

### Headstone Manor:

- External and internal alterations (including installation of platform lift and accessible WC) to listed manor.
- Change of use to museum (use class D1).
- External works include the following:

#### North east elevation

- Replace rainwater goods with cast iron
- Redecorate external steel and exposed timber frame
- New putty to frames
- Refix chimney pots
- Touch up painted render
- Replace two windows at ground floor

#### South East elevation

- New door

#### South West elevation

- Replace 8 windows
- Redecorate metal straps and door

#### North West elevation

- 5 new windows and a new door
- Decorate render
- Decorate door

### Small barn:

- New porch entrance and internal/ external alterations to building to provide a new museum entrance to the site.
- The porch would be located on south east elevation and would have an approx floor area of 4.3sqm, projecting out to a depth of 1.4m and would have a width of 3.25m. The porch would have glazed elevations with a flat zinc roof over.
- External alterations include a new entrance door on south east elevation.
- Insertion of two full height fixed windows in existing door opening on the northwest elevation.
- Repairs to timber boarding.
- Repairs to existing clay roof tiles.

### Granary:

- Internal alterations comprising the installation of a platform lift to existing building providing educational/ learning centre for the estate and associated external alterations already approved under applications p/2967/13 (listed building consent) and p/3369/13.
- Additional external alterations include on the north-east elevation the removal of glazing to two windows and replace with bars and glazing to match other windows.

### New welcome building

- The proposed welcome building would be located within south-east section of site and would comprise a cafe, shop and public accessible toilets (use class Sui-Generis)
- The proposed building would have an overall footprint of approx 149sqm, with a depth of approx 7.65m and a width of approx 20.4m. It would have a height of approx 6m.
- The exterior of the building would be clad in Cedar boarding with a Cedar shingle roof over. The roof design itself would be unique and modern in design and appearance.

### **Car Park Extension and Associated landscaping**

- Provision of an overflow car park (up to an additional 140 spaces) to the east of existing car park and alterations to existing car park

### **Landscape works**

- As detailed in the body of the appraisal below

### **Revisions to Previous Application**

- n/a

### **Relevant History**

LBH/36155

Application under Regulation 4 of T&CA Gen Regs 1976 proposed erection of granary building re-located from pinner park farm

Granted – 29/09/1988

LBH/6927

Demolish toilets at rear and repair and restore building

Granted - 05/01/1972

LBH/29487

Application under Regulation 4 of T&CA Gen Regs 1976: alterations & conversion of 'the tithe barn' into museum and conversion of 'the manor' into a dwelling and museum

Granted - 13/03/1986

LBH/29488

Listed building consent: alterations and conversion into curator's dwelling and museum

Granted - 23/04/1986

LBH/29489

Listed building consent: alterations and conversion to museum

Granted - 23/04/1986

WEST/199/93/

Listed building consent: glazing of wagon porch entrance doors on front elevation

Granted - 03/08/1993

WEST/486/95/LBC

Listed building consent: internal & external alterations; including new entrance door; stairs; partition & repair of frame (revised)

Granted - 08/04/1998

P/755/06/DFU

External alterations to vacant wc block, and use of building to provide toilet and changing



room facilities & store area for tractor  
Granted - 17/05/2006

WEST/372/02/LBC

Listed building consent: structural repairs and new steel support structure; new west entrance door; new internal stair; and renewal of internal and external finishes  
Granted - 05/08/2002

P/1154/05/CLB

Listed building consent: expose and repair hidden window on east elevation  
Granted - 17/08/2005

P/2967/13

Listed building consent: restoration and refurbishment of the tithe barn to improve existing facilities and provide level access including internal and external alterations including new/relocated CCTV cameras on the barn, new lighting, replacement doors, raising the height of the roof of the barn (to accommodate new insulation), amendments to the opening of the rear door and replacement doors and ramp at the rear and associated guard rails  
Granted - 17/03/2014

P/3369/13

External alterations to the tithe barn including raising height of roof ridge, amendments to width of rear door opening and replacement doors, introduction of level access at the rear and CCTV cameras on front, side and rear elevations. External alterations to the granary including renewal of CCTV cameras  
Granted - 20/12/2013

P/3758/14

Change of use of tithe barn (great barn) from museum (use class d1) to assembly & leisure (use class d2) and associated external alterations already approved under applications p/2967/13 (listed building consent) and p/3369/13. Provision of an overflow car park (up to an additional 140 spaces) to the east of existing car park and alterations to existing car park  
Under Consideration

P/3797/14

Listed building consent: internal and external alterations to Headstone Manor, the granary, great barn and the small barn including: repairs and accessibility alterations for conversion of headstone manor house to a public museum (including platform lift and accessible wc); accessibility alterations and conversion of small barn and addition of a porch; accessibility alterations to the granary (including installing a platform lift and external alterations); CCTV to the great barn  
Reported elsewhere on this agenda

P/4152/14

Installation of a biomass boiler and fuel store within a container and associated underground pipework  
Under Consideration

### **Pre-Application Discussion (Ref.)**

- The Museum project team have had pre-applications discussion with the local

planning authority to discuss site constraint associated with the development site and the required documentation required to submit a formal planning and listed building applications.

## **Applicant Submission Documents**

**Planning Statement** – sets out the proposed scope of works, reasoning behind the proposed works and should be read in conjunction with the Design and Access Statement.

**Design and Access Statement** – this document provides an overview on the design, access and conservation principles applied to each elements of the development proposal. It sets out that conservation priorities are the primary driver for the proposals which outweigh the functional requirement of public. The proposals have been developed to ensure that the historic fabric is conserved and that any interventions are kept to an absolute minimum.

**Heritage Statement** – this document sets out the level of significance of each asset on the site.

**Biodiversity Report (by Harrow Council)** – this document sets out the site nature conservation importance and the aims and objectives to protect and enhance the site's biodiversity. It sets out the measures on how biodiversity on the site could be achieved and the relevant recommendation pertaining to each compartment of land.

**Archaeological Impact Assessment** – sets out the extent of the Ancient Scheduled Monument designation and the level of importance and historical value of each building on the site together with the grounds that the buildings are located on.

**Energy Statement** – sets out how the new service installation that is to be designated to be energy efficient and incorporate energy saving components to minimise energy consumption.

**External Lighting Report** – provides details for the external lighting scheme and the proposed hours of when lighting would be in operation for the site.

**Landscape Statement/ Landscape Statement Addendum** - provides the landscape strategy to be undertaken for the site.

**Sustainability Statement** – sets out the various options that were considered to provide a long term sustainable energy to the site both in terms of running costs and energy consumption. This report identifies the preferred option to provide a sustainable form of energy to the site.

**Statement of Community Involvement** – sets out the measures that were employed to engage the community on the proposed development and future visions for the site.

**Tree Survey Report** – sets out the survey undertaken for the site and its immediate surroundings and includes the arboricultural impact assessment and method statement.

**Flood Risk Assessment Draft Report** – sets out the flood risk to the site from various sources and provides options that could be used to reduce flood risk to the site and its

surroundings.

**Preliminary Ecological Assessment Report (October 2014)** – sets out the findings of an extended Phase 1 habitat survey of the development site and sets out the baseline ecological condition within and around the site, the potential presence of protected or notable species and the requirement for further surveys and site mitigation.

### **Consultations**

English Heritage (summarised) :

Happy with the principle and the design of the new building but I was under the impression that the applicants were going to amend their scheme in line with my previous comments about landscaping , but I understand from the architects that this is not now possible within the time frame and they therefore want amendments dealt with by condition. This is not an ideal situation but in light of the uncertainty faced by Headstone I think it is an acceptable approach on balance. I would therefore ask that the following conditions are put on the planning consent.-

- A condition precluding the placing of any umbrellas or other structures outside the café, except tables and chairs.
- If possible an amending condition excluding the current landscaping treatment from the consent, but if not, details/samples of all the landscaping materials proposed to be approved.
- samples of the materials proposed for the new building

Environment Agency (summarised):

Objection for following reasons:

- The applicant has not demonstrated that the storage volume required to attenuate surface water run-off from the critical 1 in 100 chance in any year storm event, with an appropriate allowance for climate change, can be provided on site.
- The applicant has not demonstrated that sustainable drainage systems (SuDS) will be used on site to provide storage for surface water generated on site, in line with the National Planning Policy Framework paragraph 103 that requires development to give priority to the use of SuDS.
- The applicant has not demonstrated that the peak discharge rate for all events up to and including the 1 in 100 chance in any year critical storm event, including an appropriate allowance for climate change, will not exceed 3 times the greenfield runoff rate. Where 3 times the greenfield runoff rate cannot be met, evidence must be provided that demonstrates the greatest feasible reduction has been achieved, which must be a minimum of a 50% reduction in line with the London Plan Supplementary Planning Guidance.

In addition to the above the following observations were made:

- The FRA refers to two possible runoff rates in section 6.4; however it is not clear which is proposed for the development and the justification for selection. In addition the estimate existing rate of 601l/s for the 1 in 100 year event is high. Runoff rates should be calculated using IOH124
- Table 6.4 indicates values of attenuation required however these are not supported by calculations or demonstration of how they were achieved
- Surface water for up to the 1 in 100 chance in any year storm event, including an allowance for climate change, must be safely contained on site. It is acceptable to

partially flood the site during this event, ensuring that buildings are not affected by flooding and the site can be safely navigated by users. Where this flooding will be within roads or pathways, the applicants must ensure that safe access and egress is still available.

- The applicant must demonstrate through their surface water strategy that the proposed development will not create an increased risk of flooding from surface water and that the surface water run-off rate has been reduced to 3 times the greenfield runoff rate or by at least 50% in line with the London Plan Policy 5.13 and its Supplementary Planning Guidance on Sustainable Design and Construction.
- The surface water strategy must demonstrate that the use of SuDS has been given priority over more traditional pipe and tank systems, providing justification where it is not considered practicable to utilise SuDS on site. The surface water strategy should be carried out in accordance with the National Planning Policy Framework and ‘Planning Practice Guidance: Flood Risk and Coastal Change’ giving preference to infiltration over discharge to a watercourse, which in turn is preferable to discharge to surface water sewer.

#### Natural England:

No objection but should apply their Standing Advance on protected species.

#### **Advertisement**

Major Development

Setting of a Listed Building

Posted: 09.10.2014

Expired: 30.10.2014

#### **Notifications**

Sent: 79

Replies: 1

Expiry: 24.10.2014

#### **Addresses Consulted**

Fairfield Drive – 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12

Parkfield Gardens – 8, 10, 12, 14, 18, 16, 20, 22, 24, 26, 28

Pinner View – 111, 113, 115, 117, 119, 121, 123, 125, 127, 129, 131, 133, 135, 137, 139, 141, 143, 145, 147, 149, 151, 172

Victor Road – 60, 62, 64, 66, 68, 70, 72, 74, 76, 78, 80, 82, 84, 86, 88, 90

Wooster Mews – 1, 2, 3, 4, 5, 6

Parkside Way – 106

Holmwood Close – 5, 6, 7, 8, 9, 10

The Pavilion – Headstone Manor

The Nursery – Headstone Manor

Leisure Centre, Kodak Sports Grounds, Harrow View

#### **Summary of Responses**

- No objection to the proposal in principle – however do wish to comment on the proposed alterations to the existing car park and the proposed overflow car park.
- Due regard is paid to the protection of the amenity of the future residents who will

- occupy the development on the Kodak Site (Phase 1b)
- The proposed landscaping does not consider the outlook of future residents immediately to the east of the proposed car park
- Likely to intensify the use of the area by vehicles at peak times – potential increase in noise levels.
- Any future lighting to the car park area should be directed away from the neighbouring future occupiers.

## **APPRAISAL**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

*'If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.'*

The Government has issued the National Planning Policy Framework (NPPF), which consolidates national planning policy and is a material consideration in the determination of this application.

In this instance, the Development Plan comprises The London Plan 2011 and the Local Development Framework (LDF). The LDF comprises The Harrow Core Strategy 2012, Harrow and Wealdstone Area Action Plan (AAP) 2013, the Development Management Policies Local Plan (DMP) 2013, the Site Allocations Local Plan (SALP) 2013 and Harrow Local Area Map (LAP) 2013.

On 11 October 2013, the Greater London Authority [GLA] published Revised Early Minor Alterations [REMA] to The London Plan 2011. From this date, the REMA are operative as formal alterations to The London Plan 2011 and therefore form part of the development plan for Harrow.

Further Alterations to London Plan (FALP) now post examination and may be given significant weight. Consultation on the draft alterations was held during January 2014 to April 2014. The FALP has been primarily prepared to address key housing and employment issues. The FALP identifies Harrow and Wealdstone as an opportunity area and therefore will support development proposals with higher densities to meet London's housing needs.

## **MAIN CONSIDERATIONS**

Principle of the Development/ Development on Metropolitan Open Space/ Impact upon the Openness of the MOL

Character and Appearance of the Area/ Setting of Listed Buildings

Site of Archaeological Importance and Scheduled Ancient Monument

Biodiversity

Trees

Development and Flood Risk

Traffic and Parking

Residential Amenity

Accessibility

Sustainability

Statement of Community Involvement

S17 Crime & Disorder Act

Equalities Impact

## **Principle of the Development/ Development on Metropolitan Open Space/ Impact upon the Openness of the MOL**

### **Policy Context**

The National Planning Policy Framework (NPPF) 2012 affords the same level of protection to land designated as Metropolitan Open Space (MOL) as that applied nationally to the Green Belt, including the presumption against inappropriate development and the test of very special circumstances.

Paragraphs 79 – 92 of the NPPF provide policy guidance in relation to ‘Protecting Green Belt Land’, stating that the fundamental aim is to prevent urban sprawl by keeping land permanently open and that the essential characteristics of Green Belts are their openness and their permanence. Paragraph 80 sets out the five main purposes of the Green Belt:

- To check the unrestricted sprawl of large built-up areas
- To prevent neighboring 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 encourage the recycling of derelict and other urban land.

Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

Paragraph 88 of the NPPF states that *‘When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. ‘Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations’.*

The NPPF goes on to inform the determination of whether any particular development in the Green Belt is appropriate or not, by stating in paragraph 89 that ‘a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt’. It does however set out six exceptions to this, which *inter alia* include provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it.

Policy 7.17 of the London Plan supports the aim of the NPPF and states that ‘the strongest protection should be given to London’s Metropolitan Open Land and inappropriate development should be refused except in very special circumstances, giving the same level of protection as in the Green Belt. Essential ancillary facilities for appropriate uses will only be acceptable where they maintain the openness of MOL’

This is further supported by Policy CS1.F of Harrow’s Core Strategy which seeks to safeguard the quantity and quality of the MOL from inappropriate or insensitive development. This is supported by policy DM16 of the Development Management Policies Local Plan (DMP) which states that ‘proposals for inappropriate redevelopment

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

Policy DM17 of the DMP will support proposals for the beneficial use of land in the MOL where the use would not have a greater impact on the openness of the MOL and the purposes of including land within it than the existing use. Regard will be given to *inter alia* the visual amenity and character of the MOL, the potential for enhancing public access within the MOL and the setting that the proposed use would provide for heritage assets within the MOL.

Unlike PPG 2, the NPPF does not give specific guidance on how to assess impacts on MOL openness. The London Plan is also silent on this matter. However, Policy DM16 of the DMP requires the assessment of MOL openness to have regard to

- a. the height of existing buildings on the site;*
- b. the proportion of the site that is already developed;*
- c. the footprint, distribution and character of existing buildings on the site; and*
- d. the relationship of the proposal with any development on the site that is to be retained.*

This policy recognises that judging impacts on MOL openness involves more than a mathematical exercise of comparing existing and proposed footprints, floor areas and volumes

The application site, with the exception of the area where the proposed new welcome building is located within the boundaries of Harrow and Wealdstone Opportunity Area. The site falls within the sub area of Wealdstone West and it is also an opportunity site (Site 1) as defined in the Harrow and Wealdstone Area Action Plan 2013

The AAP *inter alia* sets out the following key objectives for the Headstone Manor site and environs:

- *To restore and enhance the Headstone Manor complex to ensure it continues to contribute to the diversity of Harrow’s suburban fabric.*
- *To raise the profile of the Headstone Manor complex as one of Wealdstone’s, Harrow’s and London’s most significant heritage assets through visual and physical access improvements.*
- *Support the development of commercial and cultural opportunities that are sensitive to the Grade I listed Manor’s role as a financially sustainable destination.*
- *Promote opportunities for flood mitigations, biodiversity and landscape management.*

### **Appraisal of Proposed Development**

Each aspect of the proposed scheme is considered against the above policies.

#### **New Welcome Building**

The proposed new welcome building would provide a café, shop and public disabled WC facilities which would cater for members of public visiting both the recreation grounds and the Museum grounds. A new building is required as the existing buildings were not considered suitable or appropriate for such uses. It is intended that the café and shop will support the revenue generation to sustain the Museum use and to also facilitate greater lengths of visits for those coming to the site.

The subject building would be located on undeveloped land adjacent to the current entrance pathway into the recreation grounds and the Manor Estate. However, the subject area itself is not a functional part of the wider recreation grounds. The Council seeks to site the new building on the opposite side of the main Manor Estate to ensure that the views to the Estate are not interrupted.

Whilst for the purposes of the NPPF, the proposed new welcome building would not essentially fall within the accepted categories of development in the Green Belt set out under paragraph 89, as it would not be a facility for outdoor sport or outdoor recreation, it is considered that the welcome building would provide a facility which would be widely used by members of public visiting both the recreational grounds and the Manor Estate. The café facility would also be beneficial to the patrons of the organised sports activities currently held on the wider recreation grounds. As such, it is considered that the new welcome building would provide an ancillary facility to the MOL and would benefit the overall function of the recreation grounds and the Manor Estate.

The siting of the proposed new welcome building would be appropriate in terms of its context and relationship with the heritage assets on this site. The proposal would be single storey high and constructed in materials that would be sympathetic to the wider MOL. As such, it is considered that the proposed building would not give rise to an inappropriate form of development in the MOL and it would due to its location have a minimal impact upon the openness of the MOL.

It is also considered that the proposed new welcome building would support the aspirations set out in the Harrow and Wealdstone AAP in bringing forward development that would support the enhancement and commercial viability of the Manor Estate.

In terms of the proposed use of the new welcome building as a café and museum shop with WC facilities, there are no specific policies within the Harrow and Wealdstone AAP that deal with such uses in areas outside of conventional shopping parades. However, the allocated opportunity site (Site 1) in the AAP does note cafes as being one of the supporting land uses. It further notes that improvement to the existing café, toilet and meeting facilities is needed. The proposed new welcome building would technically be sited just outside of the boundary of this site allocation and the Harrow and Wealdstone Opportunity Area. The policies contained within the DMP primarily deal with retail, leisure and cultural uses (Policy DM35) which requires a sequential approach to be applied to such new uses outside of centre locations. It is considered that policy DM35 is not applicable in this case as the proposed café, whilst would be located outside of a town centre location, the purpose of the café is to offer a facility that would encourage visitors to the Manor Estate and the wider recreation ground. Whilst it would be located just outside of the allocated opportunity site, it is considered that it would still meet the supporting land uses and site specific infrastructure required for the Headstone Manor Estate. As such, it is considered that the proposed use can be supported.

### Manor House

The change of use of the Manor House to a museum would be accommodated within the existing layout of the building with a number of minor interventions to the listed building. The only significant intervention being the inclusion of a platform lift. This would be located within the modern extension to the Manor House, this being the Period H wing of the House which was constructed during the 18<sup>th</sup> century. The proposed lift would be located in a position that would not require alterations to the walls or principle structure of the House.



The current museum complex offers pre-arranged guided tours of the Manor House. Whilst the proposed change of use would see the Manor House open to members of the public on a daily basis, it is unlikely that the level of visitor numbers to the site would erode the openness of the MOL. It is considered that that the proposed change of use would have no detrimental impact on the openness of the MOL or on the land included in the MOL.

The proposed change of use would also be supported by policy DM46 of the DMP which will support the refurbishment and re-use of existing premises for community facilities, subject to *inter alia* that they are located within the community that they intend to serve and there would be no adverse impact upon residential amenity or highway safety.

It is noted that the Manor House was last in use for residence purposes in the mid 1980's and since this period the House has remained uninhabited. Given the importance of this heritage asset and the visions set out in the AAP to bring forward a viable use of the whole estate and refurbishment of the heritage assets contained within it, it is considered that the loss of the residential use on this site would give rise to no harm with development plan policies that seek to retain residential development.

### Small Barn

The Small Barn has been identified for Museum use also as this building has limited internal width to take on any other uses. The intention is to use the Small Barn as an introductory exhibition area for the overall Museum site and would only contain less environmentally sensitive archaeological artefacts given the condition of the building fabric.

A small porch extension is proposed to the south east elevation of the Small Barn. Whilst English Heritage has raised concerns over the design and the level of intervention needed for this new extension (which is discussed in detail below), the overall floor area of the porch extension would be modest and it would have a negligible impact upon the character and openness of the MOL.

As in the case for the Manor House, the change of use of the Small Barn would be unlikely given rise to any unacceptable impact upon the openness of the MOL. The use of the Small Barn for museum purposes would be supported in principle by policy DM46 of the DMP.

### The Granary

The Granary has recently been designated as Grade II Listed. This building was formerly sited the Pinner Park Farm and has been relocated to the Headstone Manor Estate. It is proposed to use this building to provide educational facilities on the site associated with the Manor House and the wider Estate itself which is on par with the current use as a learning centre.

The continued used of this building for education and learning centre would be consistent with policy DM47 which seeks the retention of such facilities. The continued use for such purposes would have no material impact upon the character or openness of the MOL.

### Car Park Extension and Alterations to Existing Car Park

The alterations to the existing car park would include modifications to the existing landscaping around the northern section of the car park to provide a raised bund along

the newly laid footpath to provide a screening between the car park and the Manor House. The proposal would also include reconfiguration of the existing car park to provide 10 disabled parking bays and motorcycle bays. The existing car park would be extended southwards in the area currently used as part of the Museums open yard, it would also extend eastwards where there is currently a shrub hedging and timber fencing separating this existing car park from the open space to the east. The existing hedge and timber fence would consequently be removed to facilitate the additional parking spaces and the access to the new overflow car park in the open space.

The works to the existing car park would not result in a significant loss of landscaped features that would harm the character and openness of the MOL as replacement soft landscaping would be incorporated.

With regards to the proposed new car park extension to the east, it is intended that this area is laid with reinforced grass and access to the car park would be managed and restricted by a gated access (discussed in detail below). It is considered that subject to a robust management of this area in terms of both access and frequency of use, the use of this open space for an overflow car park for peak time events would ensure that the grassed area is not eroded by overuse. The restriction placed by suitably worded conditions controlling both the future maintenance and access/ use of the extended car park to the east would ensure that openness of the MOL is preserved and any potential impact is minimised.

### Landscaping

The proposed landscaping would involve a number of changes to the existing soft and hard landscaped areas (as discussed in detail below). Overall the level of landscape works would seek to enhance the setting of the Manor Estate by permitting through views of the prominent buildings from the access route into the main grounds which would be achieved through maintaining low level planting in certain locations. Where hard landscape works are required these would be essential hard landscape works to provide through access across the site. Hard landscape works are also proposed adjacent to the new Welcome Building to provide an outdoor seating area. It is considered that the soft and hard landscape works would ensure that the character and openness of the MOL is preserved.

### Conclusion

The master plan devised for the Headstone Manor estate seeks to establish a viable use for all the buildings on the site to ensure the future viability of the Listed buildings to enable the site to be publicly accessible heritage site and museum. It is considered that the proposed development would enable the visions set out in the adopted development plans to be realised and as such the proposals are considered to be acceptable.

## **Character and Appearance of the Area/ Setting of Listed Buildings**

### Policy Context

In assessing the acceptability of the proposals, the need to preserve the special significance of Headstone Manor, the Granary and the small barn and their setting must be balanced against public benefits, having particular regard to national and local planning policy and guidance.

Relevant policy and guidance includes the National Planning Policy Framework (NPPF) paragraph 131 which states 'In determining planning applications, local planning

authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation'. Similarly, paragraph 132 applies, stating 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset'. Paragraphs 133 and 135 are also relevant.

Policy 7.4 (B) of The London Plan requires that buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass. Policy 7.8 (C) of The London Plan states: 'Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate' and 'Development affecting heritage assets...should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail'.

Core Policy CS1.B specifies that 'All development shall respond positively to the local and historic context in terms of design, siting, density and spacing, reinforce the positive attributes of local distinctiveness whilst promoting innovative design and/or enhancing areas of poor design; extensions should respect their host building.' Core Policy CS 1.D states: 'Proposals that would harm the significance of heritage assets including their setting will be resisted. The enhancement of heritage assets will be supported and encouraged'.

Policy DM1 of the DMP and Policies AAP3 and AAP4 of the Harrow and Wealdstone Area Action Plan 2013 seeks to ensure that all development proposals achieve a high standard design and layout. Development within all three sub areas of Wealdstone as set out in the AAP will be required to *inter alia* strengthen the district centre and improve the environment and identity of the Wealdstone area as a location for business and industrial activity and for family living. Criterion E of policy AAP3 sets out the design parameters that should be taken into consideration when assessing development proposals within Wealdstone West sub area, which *inter alia* includes the plan's vision to improve the link between the west sub area of Wealdstone and the district centre, design which creates a sense of place that is related to and extension of Wealdstone and make provision for community uses that are not appropriate to locate in the district centre.

Policy DM7 of the DMP in assessing proposals that affect heritage assets, including non designated heritage assets, seeks to secure the preservation, conservation or enhancement of a heritage asset and its setting, or which secure opportunities for sustainable enjoyment of the historic environment. It goes on to further state under subsection E that in regards to Listed Buildings, the Council will pay special attention to the building's character and any features of special architectural or historic interest which it possesses, and the role of the building's setting in these regards and exploit all opportunities to secure the future of listed buildings particularly those on the 'heritage at risk' register.

## **Appraisal of Proposed Development**

### **Manor House**

The Design and Access Statement (DAS) acknowledges that the Manor House is the most significant building on the site and the restoration works will permit the Manor House to be open to the public. The most significant intervention to the building which

would permit the proposed Museum to be accessible to all. The internal alterations to this Grade I Listed are detailed and appraised under the accompanying Listed Building application (P/3797/14). The external works to the Manor House would be limited to necessary works to protect the heritage significance of this listed building. The proposed alterations would enable the building to be brought into a viable use as part of the wider Headstone Manor Estate regeneration.

The proposal change of use of the Manor House, along side with the changes on the Estate would enable the future on-going maintenance and up keep of the Manor House, which currently is not possible due to lack of funding and income generation from the Estate. Accordingly, subject to appropriately worded conditions that would be secured under the accompanying Listed Building application, it is considered that the proposed external alterations and the change of use of the Manor House would have no detrimental impact upon the character and appearance of this building or have any undue impact upon the setting and significance of this heritage asset. Furthermore, English Heritage and the Council's Conservation Officer both support the internal and external works being proposed.

#### Small Barn

The Small Barn is currently vacant and only being used for storage purposes given its limited accessibility and the fact that this barn has no windows. The proposal seeks internal alterations to the Barn to facilitate a raised floor to permit an accessible route into the Manor complex. In order to achieve this, a light weight porch entrance is proposed in the southeast elevation of the Barn and as a result of the changes in the internal floor level, two of the opening in the northwest elevation would be glazed. It is intended to retain the existing doors which would be kept in an open position when the building is open to the public.

In terms of the external alterations to the Small Barn being proposed, the minor works associated with glazing the existing openings would have no detrimental impact upon the setting or significance of this listed building.

However, the proposed new porch entrance, whilst modest in terms of its scale raises some concerns in terms of its modern design and the level of intervention required to install this porch entrance. English Heritage has raised an objection to this aspect of the proposal and has advised that this aspect of the proposal should be omitted and an alternative design for a new entrance is submitted for approval. This view is also supported by the Council's Conservation Officer. On this basis, a condition has been attached requiring that the new porch to the Small Barn be redesigned. English Heritage has no objection to the internal interventions required to bring the building back into a viable Museum use. Accordingly, subject to the omission of the proposed porch, the proposed external alterations and the change of use of the building would have no detrimental impact upon the setting and significance of this Grade II listed building.

#### The Granary

The Granary has recently been designated as Grade II Listed. The external alterations to this building have already been under taken pursuant to permission granted under P/3369/13. The additional works proposed under this current application relate to the north-east elevation whereby it is proposed to the remove the glazing to two windows and replace with bars and glazing to match other windows. It is considered that the proposed works would be in keeping with the rest of the building and would preserve the integrity of this Grade II Listed building. The internal alterations to the building are being considered

under the accompanying Listed Building application (ref: P/3797/14) and overall subject to the imposition of appropriate condition (Listed Building Consent only) would be acceptable.

### New Welcome Building

The new Welcome building would be sited in an area to the south east of the existing Toilet Block which would be on the western side of the entrance into the main recreation grounds and the Museum complex. The DAS states that to ensure that the new building reads as new and not mis-represented as part of the historic site, the basic form has been interpreted with modern application of timber cladding and use of an expressed glulam structural form, which would feature a contemporary rounded eaves detail and secret gutter.

It is considered that the siting of the proposed welcome building would be the most appropriate in terms of creating an arrival point into the Estate. The building would be sited in the least sensitive area to ensure that it does not obscure any views of the principal buildings on this site.

The external finish of the proposed new building would ensure that the building sits comfortably within the context of the landscaped backdrop of the recreational ground. The use of timber boarding and shingle roof would be a sympathetic form of finish against the setting of the group of listed buildings. As such, the proposal is considered to be acceptable.

### Landscaping and Car Park Extension

The proposal seeks to enhance the landscaping between the existing car park and the moat so that it provides a better screening and to reduce the visual impact of the car park on the Manor House and the moat and to enhance the setting of the scheduled monument.

The proposal seeks to incorporate a number changes to the existing soft and hard landscape areas across the site. The main changes would include:

- A raise bund to the north of the existing car park (up to a maximum height of 2m) and creation of a shared landscaped access path
- Existing access into the park from the car park would be in form of shared surface area with a view to create a more pedestrian dominant access.
- supplemental planting along the car park frontage (adjacent to the main entrance into the grounds)
- Removal of the existing grassed area in front of the Great Barn will be removed to provide a farmyard style space.
- Provision of a hard surfaced area adjacent to the new welcome building to provide new outdoor seating area
- New pedestrian route linking the Welcome building with the Small Barn (south east elevations) entrance and provision of defined network planting bends with integrated seating and lighting bollards
- New pathway from the north west of the Small Barn leading to the access bridge over the moat.
- Restoration of the former rose covered timber archway at the entrance to the Manor island
- Resurfacing of the entrance leading to the Manor House and the area at front to provide a raised teaching and learning planting beds

- Provision of raised beds surrounded by a grid of formal paths to the south of the Manor House
- Proposed wildflower meadow to the east of the Manor House with mown paths

The proposed car park extension would be laid with a grass reinforcement mesh to strengthen the grass against the wear and tear of vehicular movements. This would ensure that when not in use the open green character of the space is maintained.

Whilst it is noted that the Council's Landscape Architect initially raised some concerns with respect to the proposed works associated with the existing car park area and the dominance of this area at the entrance point into the grounds, a further addendum to the Landscape Strategy was produced to justify the proposed landscape works to the existing car park. The Landscape Architect is broadly satisfied with the landscaping proposals subject to conditions requiring full details of the landscaping, the materials/details for the overflow car park, landscaping scheme, boundary treatment, levels and hard landscape material details to be submitted to the LPA for its approval. Subject to the imposition of these relevant conditions, it is considered that the proposed Landscaping Strategy for the site would be consistent with the above policies and policy DM22 of the DMP.

With regards to the car park extension, subject to this being managed in a way which would ensure that this car park is only in operation during peak times and during large organised events, it is considered that the long term survival of a reinforced grass material in this area could be sustained. A condition would be needed to ensure that the access to this car park is gated and operated by the staff at Headstone Manor. The restriction to this area would ensure that the car park is not used unsociably and that in large, the area remains as an open green space for the purposes of its designation as an MOL.

### Conclusion

It is considered that subject to the imposition of appropriate conditions, the proposed works would not harm the significance of the listed building on this site. The proposed Welcome building would be sited appropriately to ensure that the setting of the heritage assets is preserved. The overall landscaping strategy would enhance the setting of the listed buildings. The impact of the proposed car park extension would be mitigated through appropriate conditions to ensure that this area remains open as possible. On these bases, it is considered that the proposed works would give rise to no conflict with the above stated policies.

### **Site of Archaeological Importance and Scheduled Ancient Monument**

Policy 7.8E of The London Plan sets out that new development should make provision for the protections of archaeological resources, landscapes and significant memorials. This is further supported by policy DM7 (F) and (G). In regard to major development and change of use proposals affecting a secluded ancient monument will be required to provide and implement an action plan for the management of the monument.

This application is supported with an Archaeological Impact Assessment. As noted the site is designed as scheduled ancient monument which includes the moat and the island (except the Manor House itself), the outer court encircled by the steel fence with lockable gates, but excluding the Great Barn and Small Barn and The Granary, and a penumbra 25-35m wide around the outer court which takes in the remembrance gardens, the toilet block, open grassland as far as the playground and part of the field northwest of the

Great Barn (List Entry 1005588).

Archaeological investigation of the site shows evidence of first human activity on the site dating from the 13<sup>th</sup> century. The designated site as a scheduled ancient monument reflects the high archaeological potential of the site. The continual occupation of the site spanning eight centuries, along with the evidential and historical value of the site categorises the whole site as exceptional in terms of its ranking.

The Manor House is the oldest domestic building dating back to 1310. Whilst this building has had numerous alterations, it still retains a considerable amount of its original fabric.

The Great Barn (formerly known as Tithe Barn) is one of the retained farm buildings on the estate dating back to 1508. This building has also been restored over the past; however it still retains its original form and materials. The building has been in use as the Estate's museum since 1986 to 2013.

The Small Barn built c.1550 is the second of the surviving farm buildings. Large part of the barn was destroyed by a fire in the mid 1970's, which led to the loss of a lot of the original material. The building was restored and brought back in to use as part of the Museum in 1996.

The Granary was originally constructed in Pinner Park Farm c.1700. It was dismantled and reconstructed at Headstone Manor in 1991.

The use of the site for Harrow Museum gives Headstone Manor a particular importance to the local community due to its local history.

The Council now seeks a conservation plan that applies a holistic approach for the future management of the heritage asset ensuring that the same level of care is afforded to all of the building as placed on the Museum and local history collections.

A separate Scheduled Monument consent application will be required for the works proposed on the site. The accompanying report highlights that the following areas could give potential impact on archaeology:

- New landscaping to the island
- New building foundations
- Extended site drainage and flood mitigation
- New entrance to the Small Barn
- Site wide landscaping

In general English Heritage have confirmed that in principle an application for scheduled ancient monument would most likely be supported.

In order to avoid any potential impact with buried archaeology, the new welcome building would be constructed on a raft foundation which would be laid over the existing ground to mitigate against any potential harm to buried archaeology.

In all regards the Archaeological Impact Assessment., along with other supporting reports/ assessments such as the Tree Report and Landscaping Strategy all note the importance of the site as a designated Scheduled Ancient Monument and set out that all

ground works within this designation will be undertaken with great care and in most cases by hand.

On this basis, it is considered that the proposed development would not give rise to any conflict with the above stated policy or harm the significance of this site.

### **Biodiversity**

The 2003 Habitat Survey by the GLA identifies five compartments of land within the part as a Site of Interest for Nature Conservation (SINC) Borough Grade 2. Since this, two further compartments of land have been identified as area of land of nature conservation value.

Compartment 1 – is the moat. This is enclosed by dense belt of scrubs and occasional trees which include species such as English elm and bramble and frequent ash, elder, roses, hazel, hawthorn, wild cherry, plum, blackthorn, pedunculate oak, grey willow and yew. There is presence of non-active species.

Compartment 2 – the handle. This is the open woodland that surrounds one of the arms of Yeading Brooke.

Compartment 3 – the wood. This is located on the western side of Pinner View before the approach into the main recreation ground.

Compartment 4 – Yeading Brooke. This is outside of the subject site and runs along the southern boundary of the wider recreation ground.

Compartment 5 – Path side (east). This is characterised by an arm of Yeading Brooke and located on the northern side of the recreation ground (access from Headstone Lane).

Compartment 6 – Path side (west). Located same as compartment 5.

Compartment 7 – Old parkland. This is located in the north west corner of the recreation ground.

The Council's Biodiversity report sets out the following important features of the site that are crucial to the management of the site:

- Ancient woodland - which is a rare habitat nationally, regionally and locally – continuous woodland since at least 1600 AD.
- Secondary woodland – containing an array of native and exotic trees and shrubs – local significance in Harrow.
- Old and Veteran trees
- Deed wood
- Ivy clad tree
- Standing and running water
- Birds
- Headstone Manor moated site.

A preliminary Ecological Assessment Report (PEA) has been produced following the recommendations made by the Council's Biodiversity Officer. The PEA presents the findings of an extended Phase 1 habitat survey of the proposed development and it sets out the baseline ecological condition within and around the site. The report identifies the



potential presence of protected or notable species and the requirement for further protected species survey which should inform further recommendations for the likely ecological mitigation that will be required.

The PEA notes that there are no statutory designated nature conservation sites within 2km of the proposed site. As part the PEA internal and external building inspections were undertaken to assess the potential to support roosting bats and check signs of recent use or occupation. The survey also included checking signs of badger activity and presence of invasive plant species.

The PEA identifies that further surveys are recommended for Bats, otter, water vole, reptiles, great crested newt and other amphibians.

Mitigation measures recommended in the PEA include:

- A considered lighting strategy
- Retention and enhancement of the site with regard to bats and resting birds
- Control of invasive plant species on site
- Enhancements of the site with regard to reptiles and amphibians

The PEA initial results show that each of the buildings were identified as having potential to support roosting bats, nesting birds and other habitats.

The Council's Biodiversity Officer is satisfied given the timing of this application that further surveys recommended in the PEA can be conditioned along with the required mitigations to be put in place and ecological enhancements. A condition is recommended requiring a works method statement. In this regard the proposal would give rise to no conflict with policy 7.19 of The London Plan, policy AAP12 of the AAP and policies DM20 and DM21 of the DMP.

In addition to the above, the application is supported with an External Lighting Strategy which shows that all lighting would aim to have minimum lux levels to ensure that the site is fit for propose. The only areas that would be lit would be the existing car park, (street lamp style) the pathways leading to various building on the site via bollard lighting and the courtyard with ground level up-lighting. No flood lighting is proposed. In this regard there would be no conflict with the above stated polices.

### **Trees**

A tree survey report which includes an arboricultural impact assessment and method statement has been provided in support of this application. The survey identifies a number of predominant species across the site and adjoining land including oak, Lombardy poplar, willow, yew pear and ash.

A number of trees are proposed to be lost to facilitate the development which is shown on P.26 of the Tree Survey. These are primarily located within the existing car park area and in the area where the proposed new welcome building would be sited. In addition to this, there will be some pruning to some of the retained trees on the site.

The report highlights that there might be some excavation required within the Root Protection Areas (RPA) of some of the trees. However, any incursion into the RPA would be marginal and any digging would be done by hand and a no dig load bearing approach will be applied.

The proposed landscape scheme will include replanting of new trees as mitigation for the loss of the existing trees.

It is considered that subject to appropriate condition requiring a final method statement setting out the protection measure to be put in place for the retained trees, together with details for the storage of materials, site office, contractor parking and site traffic, would give rise to no conflict with policy 7.21 of The London Plan, policy AAP12 of the AAP and policy DM22 of the DMP.

### **Development and Flood Risk**

The subject site is located in Flood Zone 1 on the Environment Agency (EA) held maps, but it is identified in Flood Zone 3b (functional floodplain) in the Council's Strategic Flood Risk Assessment (SFRA). The site is therefore at high risk of flooding from Yeading Brooke west.

The submitted Flood Risk Assessment (FRA) has identified that:

- Risk of flooding from groundwater and pluvial flooding is low-moderate across the site.
- The risk of fluvial flooding is high.
- Flood risk from the moat is considered low as there has been no reports of it flooding
- Flooding from groundwater is considered to be low-moderate at the site
- No record of the site being flooded from sewers – there this is low risk.

The FRA acknowledges that the development will cause an increase in surface water run off due to the introduction of impermeable surface at the site and that surface water will need to be managed to meet the requirement of the NPPF and the development plan.

Mitigation options being considered include elevating finished floor levels, provision of compensating storage and potential to open the culverted reach of the Yeading Brooke west watercourse, siting of the new welcome building 5m from the ordinary watercourse and compensatory storage for potential displacement of flood water. It may be possible to use pile or stilt foundation to allow flood water to pass beneath the new welcome building.

The FRA only provides an overview of what could be achieved and acknowledges that further site investigation is required and the mitigations suggested needs to be refined further to meet the site requirements.

Due the lack of a detailed FRA and flood compensation for the site, the EA has raised an objection. Further details showing the provision of a geocellular attenuation tank below ground within the area of the existing car park, provision of a pumping station, provision of oversized drainage pipes which is also to form part of the storage system (450mm diameter) and swale to the south of the proposed welcome building have been recently submitted to address the objections raised by the EA.

Upon initial review of the revised supplementary details, the Council's Drainage Engineer is not convinced that the proposed drainage could be achieved on site. Notwithstanding this, in the absence of formal comments from the EA at the time of writing this report with regard to the additional information submitted, it is not possible to confirm whether the proposal would meet the policies aspirations set out in the NPPF, policies 5.12 and 5.13 of The London Plan, policy AAP 9 of the AAP and policies DM9, DM10, DM11 and DM12

of the DMP.

In this regard the LPA reserves its position on this matter until formal comments have been received from the EA. Officers advice that at the time of the committee meeting should the EA comment not be available then this application should be deferred from its meeting.

### **Traffic and Parking**

The NPPF sets out the overarching planning policies on the delivery of sustainable development through the planning system. It emphasises the importance of reducing the need to travel, and encouraging public transport provision to secure new sustainable patterns of transport use.

The London Plan (2011) Policies 6.3, 6.9 and 6.13 seek to regulate parking in order to minimise additional car travel, reduce trip lengths and encourage use of other, more sustainable means of travel. The Parking Addendum to Chapter 6 of The London Plan (2011) which has been updated following the Revised Early Minor Alterations [REMA] in October 2013 sets out maximum parking standards for new development dependant upon their use and level of public transport accessibility.

Policy AAP 19 of the AAP seeks to limit on site car parking and development proposals to support the use of sustainable modes of transport, in particular in areas that have a high level of public transport accessibility.

Policy DM42 of the DMP gives advice that developments should make adequate provision for parking and safe access to and within the site and not lead to any material increase in substandard vehicular access.

Whilst noting the access to public transport links, it is likely that most visitors to the Manor House estate and the recreation grounds are most likely to arrive by car. The extension to the car park is required to facilitate the anticipated number of visitors to the site on occasions such as when there are public events or weddings conducted in the Great Barn. The proposed extension to the existing car park would ensure that on street parking on nearby residential roads is minimised. Currently the field behind the existing car park is being used as an over flow car park on an ad hoc basis. However, the ground is not suitable for use as an over flow car park on a more regular basis which is projected to be the case once the refurbishment of the estate has been completed.

Provision will be made for accessible parking bays and motorcycle bays within the reconfiguration of the existing car parking.

The Council's Highway Authority has raised no objection to the proposed extension. However, they have commented that the new car park area would be secluded which could raise security concerns and potentially the increase number of vehicles entering the site could require some protection of parking along Pinner View.

The Museum team has stated that the level of parking proposed is needed to support the business plan for the overall site in delivering a commercially viable use of the site. The car park extension will primarily be used at peak times when events are being held at the Great Barn (which is subject to a separate application P/3758/14 to change the use from museum to function and conferencing uses) and large scale events being held on the Manor Estate and wider recreation grounds, such as May Day.

The business plan sets out that the visitor numbers are likely to increase significantly during peak times and in order to prevent on-street parking on neighbouring roads a designated area within the recreation grounds is required. Other areas within the wider recreation grounds were also considered but were ruled out due to their suitability, impact on the grounds and distance from the principal buildings.

Having regard to the distance from public transport services in Wealdstone town centre and subject to conditions to ensure that the overflow car park is only operated during times of peak events being held on the recreation grounds and at the Manor Estate (including the Great Barn), it is considered that the level of parking proposed can be supported in this case. This is a balanced approach to ensure that there would be no rise to unacceptable parking along neighbouring residential streets and to also ensure that the business plan for the future of this site can be realised. As such, it is considered that the proposal would give rise to no conflict with the above policies.

### **Residential Amenity**

Policy 7.6B, subsection D, of The London Plan (2011) states that new buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.

There are no specific policies within the AAP which deal with safeguarding residential amenity but eludes that development proposals would be required to meet policy DM1 of the Development Management Policies Local Plan (2013), which seeks to ensure that “proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of the development, will be resisted”.

The associated restoration works and the new welcome building would be sufficiently sited away from the nearest residential development along Pinner View and Victor Road. As such the proposals are not likely to give rise to any impact in terms of loss of outlook, light or privacy.

With regards to the proposed car park extension, the most effected residential development would be Nos. 1 to 6 Wooster Mews and the future residential development to the east of the proposed car on the former Kodak Zoom Leisure site. It is considered that there is some potential for the loss of outlook from the existing windows to Wooster Mews when the car park is in use. Similarly the outlook from the future development on the Kodak Site could be lost. However, it is considered that the incorporation of landscaped screening along the boundaries with these neighbouring sites could mitigate the outlook over the car park when it is in use. Furthermore, the proposal seeks to use the overflow parking during peak times only and therefore the impact out be lessened. The proposal does not seek to install any lighting to this area and therefore the proposal would have no impact in terms of light pollution.

In terms of the use intensity of the site, it is considered that the day to day operations of the main Museum site is not likely to present an unacceptable level of activity that would have any undue impact upon nearby residential properties. The use of the overflow car park whilst could lead to some intensification during peak times and could potentially give rise to some noise in terms of cars entering and leaving the site, it is considered that the level of use of this area would be balanced against the preference by residents to have a

designated parking on site as oppose to on street parking..

It is considered that based on the above, the proposal would give rise to no conflict with the above stated policies.

### **Accessibility**

Policy 7.2 The London Plan and policy DM2 of the DMP requires all future development and change of use proposals to meet the highest standards of accessibility and inclusion. The Council's has adopted a Supplementary Planning Document 'Access for All' 2006, which provides detailed guidance on achieving an accessible design.

Whilst it is noted that there will be some accessible measures incorporated within the Manor House, it will not be possible to make this building fully inclusive in design without significant harm to the historic fabric. The changes in levels proposed including the new platform lift and accessible WC have only been incorporated within areas of the building where there will be limited intervention and very low impact on significant of the historic building. Therefore where it will not be possible to provide access to those spaces that are not level access some form of interpretative display through intellectual access would be provided in the accessible areas.

The internal alterations to The Granary would enable the upper floor to be accessible by the installation of a platform lift. The building already has an accessible disabled WC at ground floor level.

The new Welcome building would be designed to be accessible for all with the external landscaping around the new building to be levelled out to ensure level access to the building. This building would incorporate an accessible WC to support the overall use of the building.

Given the site constraints and the heritage importance of the buildings on this site, it is considered that the proposed accessibility works would improve the accessibility to the site which currently does not exist. In this regard, the proposal would not give rise to any conflict with the above policies.

### **Sustainability**

Policy 5.1 of The London Plan (2011) seeks to achieve an overall reduction in London's carbon dioxide emissions of 60 per cent by 2025. Policy 5.2A/B of The London Plan (2011) sets out the 'lean, clean, green' approach to sustainability, which is expanded in London Plan policies 5.3A, 5.7B, 5.9B/C, 5.10C and 5.11A. Overall, The London Plan (2011) requires a 40% reduction in carbon dioxide emissions over Building Regulations 2010 Target Emissions Rate (TER), and to achieve Code for Sustainable Homes (CSH) Level 4 (for residential) and BREEAM Very Good (for the commercial uses). Harrow Council has adopted a Supplementary Planning Document on Sustainable Building Design (adopted May 2009).

Policy AAP4 of the AAP requires development proposals to incorporate sustainable building design and layout. Policy 5.2B sets out a 40% target reduction for the period between 2013 and 2016.

This application is supported with a Sustainability Statement and Energy Statement which sets out the options that were explored as part of delivering an energy efficient service installation to the buildings.

Given the listed status of the buildings, the level of service installation has to be limited to ensure that such installation is not visually obtrusive or impacts on the sensitive historic fabric. After reviewing the possible alternative heat sources, it is considered that the most viable option would be the installation of a biomass boiler (Permission for the boiler is subject to a separate application P/4152/14). However the installation is not straight forward as it would require a remote boiler house and connection to each building would be through a pair of pre-insulated heating mains district heating system which would be laid underground. The full impact of this proposal would be considered under P/4152/14. For the proposes of this application it is considered given the sensitivity of this site, that the provision of an off-site heating source using renewable energy would be the most appropriate for this site and would comply with the aspirations of the above policies.

### **Statement of Community Involvement**

The NPPF, Localism Act and the Council's Statement of Community Involvement encourage developers, in the case of major applications such as this to undertake public consultation exercise prior to submission of a formal application. This application is supported with a Statement of Community Involvement (SCI).

The SCI was broadly undertaken over the past 8 months, which included information of the proposed works being displayed on the site (in the Granary), details of the proposals displayed on the Council's website, regular newsletters, local on-street surveys, focus groups sessions, 1 to 1 stakeholder consultation, workshop consultations and questionnaires handed out on May Day celebrations.

It is considered that the SCI is consistent with the above policies.

### **S17 Crime & Disorder Act**

Policies 7.3.B and 7.13.B of The London Plan and policy AAP 4 of the AAP require all new developments to have regard to safety and the measures to reduce crime in the design of development proposal.

Appropriate measures would be in place to ensure that the access to the main areas including the overflow car park are gated and controlled by the Museum staff to ensure the safety and security of the site. The principal buildings on the Estate have CCTV in place. The proposal is considered not to give rise to any conflict with regards to the above stated policies.

### **Equalities Impact**

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

(1) A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. The equality impacts of this

application have been assessed and have been found to be in conformity to Section 149.

### **Environmental impact Assessment**

To be covered by addendum.

### **Consultation Responses**

Dealt with above.

### **CONCLUSION**

The proposed development would allow the Manor House and the Small Barn to be brought back into a viable use which would support the wider Headstone Manor Estate in delivering a community and commercially viable use to sustain the future of the Estate. The proposed new welcome building, the proposed car parking extension and associated landscape works across the site would ensure that there would be no detrimental impact upon the openness and character of the Metropolitan Open Land and would preserve the setting of the listed buildings located on this estate. Subject to appropriate mitigations and enhancements the proposal would have no impact upon the ecological value of the site. The proposal would have no impact upon the residential amenities of the any neighbours.

The decision to grant planning permission has been taken having regard to national planning policy, the policies of The London Plan 2011, the Harrow Core Strategy 2012, The Harrow and Wealdstone Area Action Plan 2013 and the Development Management Policies Local Plan 2013, as well as to all relevant material considerations including any responses to consultation.

### **CONDITIONS**

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

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

2 Notwithstanding the details shown on the approved drawings, the development hereby permitted shall not commence until samples of the materials (or detailed specification) to be used in the construction of the external surfaces noted below have been submitted to, and approved in writing by, the local planning authority:

a. facing/ roof materials for the new welcome building

b. windows for the new welcome building

c. boundary fencing

d. ground surfacing for whole site including the proposed reinforced grass for the car park extension

The development shall be carried out in accordance with the approved details and shall thereafter be retained.

REASON: To safeguard the appearance of the locality and setting of the listed building on the Headstone Manor Estate in accordance with policies 7.4 and 7.8 of The London Plan (2011 as altered in 2013 and 2014), Core Policy CS.1 of the Harrow Core Strategy 2012, policies AAP3 and AAP4 of the Harrow and Wealdstone Area Action Plan 2013 and policies DM1 and DM7 of the Development Management Policies Local Plan (2013).

3 Notwithstanding the details shown on the plans, the development hereby approved shall not commence until there has been submitted and approved in writing by the Local Planning Authority, revised floor plans and elevations showing the omission of the

proposed porch and the new entrance door to the south east elevation of the Small Barn and the replacement with a revised design and layout for the proposed new entrance/ porch to the Small Barn. The development shall be carried out in accordance with the details approved and therefore retained in that form.

REASON: To preserve the special interest of the listed Small Barn in accordance with National Planning Policy Framework (March 2012), policy 7.8 of The London Plan (2011, as altered in 2013 and 2014), policy CS1 D of the Harrow Core Strategy (2012), policy AAP4 of the Harrow and Wealdstone Area Action Plan (2013) and policy DM7 of the Development Management Policies Local Plan (2013).

4 Notwithstanding the details specified in the Preliminary Ecological Assessment Report Dated 2014, no works relating to the development hereby approved shall commence until there has been submitted to and approved in writing by the Local Planning Authority an updated Ecological Assessment Report providing the following:

- a) appropriate timings of the works (including the proposed surveys)
- b) monitoring of works on site throughout the construction phase

REASON: The submitted Preliminary Ecological Assessment Report does not include the required information. An updated Ecological Assessment Report is required to ensure that the appropriate surveys are carried out on the appropriate times and how the works will be monitored throughout the course of the construction phase in accordance with policy 7.19 of The London Plan (2011, as altered in 2013 and 2014), policy AAP12 of the Harrow and Wealdstone Area Action Plan (2013) and policies DM20 and DM21 of the Development Management Policies Local Plan (2013).

5 The recommended surveys and mitigations set out under Chapter 5 of the Preliminary Ecological Assessment Report Dated 2014 shall be carried out prior to commencement of any development approved under this permission and in accordance with the details specified in the Preliminary Ecological Assessment Report. The results of the surveys undertaken shall be submitted to the Local Planning Authority for approval in writing.

REASON: The submitted Preliminary Ecological Assessment Report does not include the required surveys. Detailed surveys including results are required to ascertain what mitigation and enhancement would be required for the site to ensure that the development would meet the requirements of policy 7.19 of The London Plan (2011, as altered in 2013 and 2014), policy AAP12 of the Harrow and Wealdstone Area Action Plan (2013) and policies DM20 and DM21 of the Development Management Policies Local Plan (2013).

6 Notwithstanding the mitigation measures listed in Preliminary Ecological Assessment Report Dated 2014, following the submission and approval of the surveys required as part of Condition 5, a full works method statement including on site mitigations to be put in place and guidance for the ecological enhancement proposed for the site is submitted prior to commencement of any development. The works method statement shall be implemented as approved and the mitigation and ecological enhancements shall be incorporated prior to any building being brought into use.

REASON: To ensure that appropriate mitigation and enhancements are delivered on site for the protection of the protected species and habitats on the site and to deliver ecological/ biodiversity enhancements on the site to meet the requirements of policy 7.19 of The London Plan (2011, as altered in 2013 and 2014), policy AAP12 of the Harrow and Wealdstone Area Action Plan (2013) and policies DM20 and DM21 of the Development Management Policies Local Plan (2013).

7 The development hereby approved shall not commence until there has been submitted



to the Local Planning Authority and approved in writing, a copy of the English Heritage's decision in relation to the application for works to a Scheduled Ancient Monument.

REASON: To ensure that appropriate consent has been obtained prior to commencement of works so that there is no conflict with policy 7.8 of The London Plan (2011, as altered in 2013 and 2014), and policy DM7 of the Development Management Policies Local Plan (2013).

8 Notwithstanding the details shown on the approved drawings, the development hereby permitted shall not be occupied until there has been submitted to, and approved by, the local planning authority:

a) A scheme of hard and soft landscape works. Soft landscape works shall include: planting plans, and schedules of plants, noting species, plant sizes and proposed numbers / densities.

b) Details (including elevations) of all boundary treatment and gates

REASON: To ensure that appropriate planting is used to enhance the appearance of the building and the locality in accordance with policy 7.4B of The London Plan 2011, Core Policy CS.1B of the Harrow Core Strategy, policy AAP4 of the Harrow and Wealdstone Area Action Plan 2013 and policy DM1 of the Development Management Policies Local Plan (2013).

9 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the building(s), or the completion of the development, whichever is the sooner. Any existing or new trees or shrubs which, within a period of 5 years from the completion of the development, die, are removed, or become seriously damaged or diseased, shall be replaced in the next planting season, with others of a similar size and species, unless the local authority agrees any variation in writing.

REASON: To safeguard the appearance of the locality in accordance with policy 7.4B of The London Plan 2011, Core Policy CS.1B of the Harrow Core Strategy 2012, policy AAP4 of the Harrow and Wealdstone Area Action Plan 2013 and policy DM7 of the Development Management Policies Local Plan (2013).

10 No site works or development shall commence until details of the levels of the building, road and footpath in relation to the adjoining land and highway(s), and any other changes proposed in the levels of the site, have been submitted to, and approved by, the local planning authority. The development shall be carried out in accordance with the approved details and shall thereafter be retained.

REASON: To ensure that the works are carried out at suitable levels in relation to the highway, footpaths and adjoining properties in the interests of the amenity of neighbouring residents, the appearance of the development, drainage, gradient of access and future highway improvement in accordance with policies AAP3, AAP9 and AAP19 of the Harrow and Wealdstone Area Action Plan 2013, and policy DM1, of the Development Management Policies Local Plan (2013).

11 Notwithstanding the detailed specified in the Tree Report date September 2014, no works relating to the development hereby approved shall commencement until a final method statement is submitted to and approved in writing by the Local Planning Authority. The final method statement shall include the protection measures to be put in place for the retained trees on the site, together with the details of those trees to be pruned. The method statement shall include details for the storage of materials, contractor site office (if applicable), contractor parking and site traffic. The method statement shall be implemented in accordance with the approved details.

REASON: To ensure appropriate tree mitigation fencing and protection plan is put in place to protect the tree on the site which are considered to of high amenity value, in accordance with policy 7.21 of The London Plan (2011, as altered in 2013 and 2014) and policy DM22 of the Development Management Policies Local Plan (2013).

12 The development hereby permitted shall not commence until there have been submitted to, and approved in writing by, the local planning authority, detailed drawings of all underground works, including those to be carried out by statutory undertakers, in connection with the provision of services to, and within, the site in relation to the trees to be retained on site.

REASON: To ensure that the trees to be retained on the site are not adversely affected by any underground works, in accordance with policy 7.21 of The London Plan (2011, as altered in 2013 and 2014) and policy DM22 of the Development Management Policies Local Plan (2013).

13 The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition, and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

REASON: The existing trees represent an important amenity feature which the local planning authority considers should be protected, in accordance with policy 7.21 of The London Plan (2011, as altered in 2013 and 2014) and policy DM22 of the Development Management Policies Local Plan (2013).

## **INFORMATIVES**

1 The following policies are relevant to this decision:

National Planning Policy Framework (2012)

The London Plan (2011) including Revised Early Minor Alterations to The London Plan 2013:

Policies 5.1,5.2, 5.3, 5.7, 5.9, 5.10, 5.11, 5.12, 5.13, 6.3, 6.9, 6.13, 7.1, 7.2, 7.3, 7.4, 7.6, 7.8, 7.13, 7.17, 7.19, 7.21

The Harrow Core Strategy (2012)

Core Policies CS1

Harrow and Wealdstone Area Action Plan (2013)

AAP3, AAP4, AAP9, AAP12, AAP19

Development Management Policies Local Plan (2013)

Policies DM1, DM2, DM7, DM9, DM10, DM11, DM12, DM16, DM17, DM20, DM21, DM22, DM42, DM46, DM47.

Supplementary Planning Document – Access for All (2006)

Supplementary Planning Document on Sustainable Building Design (adopted May 2009).

## **2 CONSIDERATE CONTRACTOR CODE OF PRACTICE**

The applicant's attention is drawn to the requirements in the attached Considerate

Contractor Code of Practice, in the interests of minimising any adverse effects arising from building operations, and in particular the limitations on hours of working.

### 3 PARTY WALL ACT:

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

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

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

“The Party Wall etc. Act 1996: Explanatory booklet” is available free of charge from: Communities and Local Government Publications, PO Box 236, Wetherby, LS23 7NB Please quote **Product code: 02 BR 00862** when ordering

Also available for download from the CLG website:

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

Tel: 0870 1226 236 Fax: 0870 1226 237

Textphone: 0870 1207 405

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

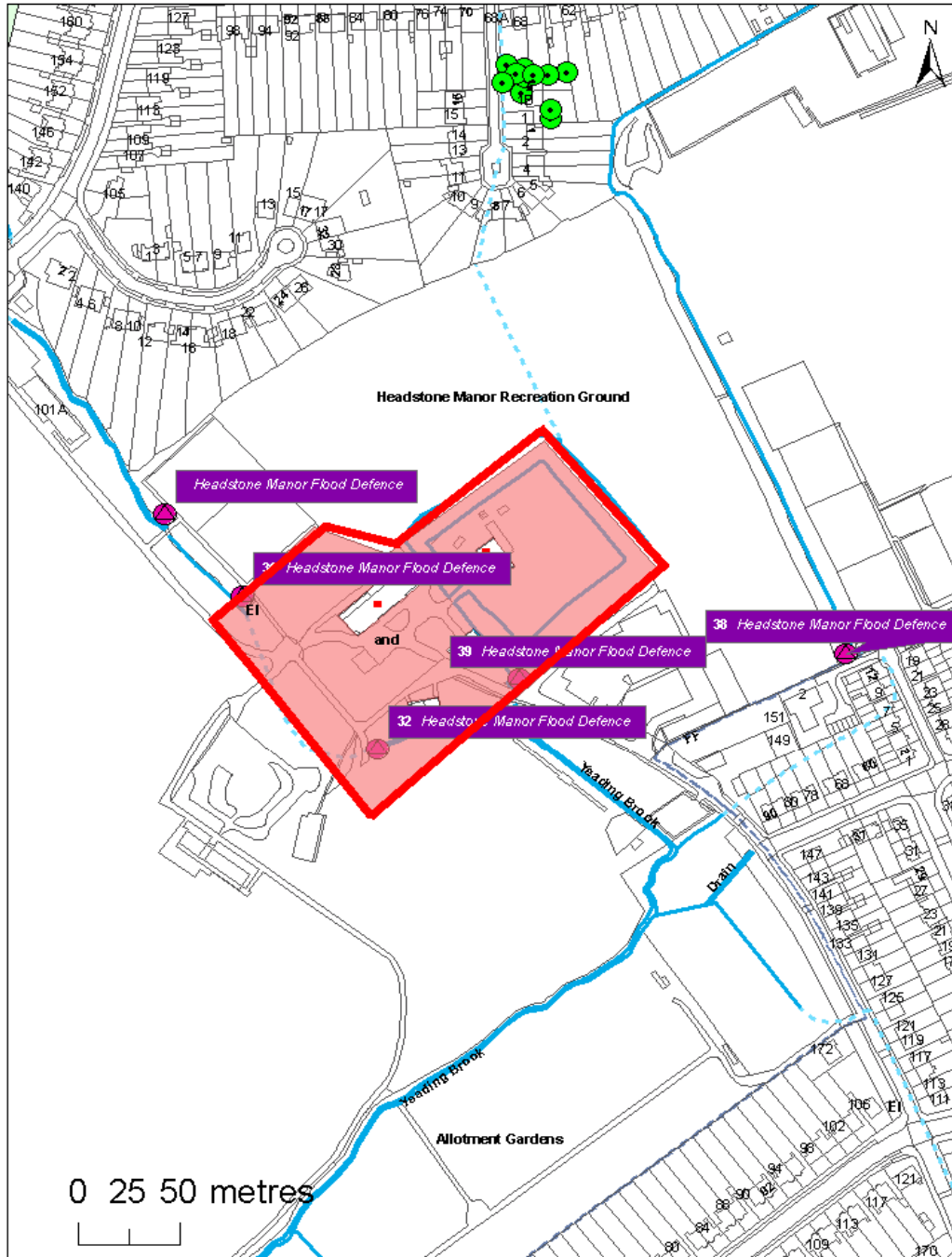
### 4 COMPLIANCE WITH PLANNING CONDITIONS

**IMPORTANT:** Compliance With Planning Conditions Requiring Submission and Approval of Details Before Development Commences

- You will be in breach of planning permission if you start development without complying with a condition requiring you to do something before you start. For example, that a scheme or details of the development must first be approved by the Local Planning Authority.
- Carrying out works in breach of such a condition will not satisfy the requirement to commence the development within the time permitted.
- Beginning development in breach of a planning condition will invalidate your planning permission.
- If you require confirmation as to whether the works you have carried out are acceptable, then you should apply to the Local Planning Authority for a certificate of lawfulness.

Plan Nos: To be advised via the addendum.

# HEADSTONE MANOR RECREATION GROUND, PINNER VIEW, HARROW



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Item No: 1/02

Address: HEADSTONE MANOR RECREATION GROUND, PINNER VIEW,  
HARROW

Reference: P/3797/14

Description: LISTED BUILDING CONSENT: INTERNAL AND EXTERNAL ALTERATIONS TO HEADSTONE MANOR, THE GRANARY, GREAT BARN AND THE SMALL BARN INCLUDING: REPAIRS AND ACCESSIBILITY ALTERATIONS FOR CONVERSION OF HEADSTONE MANOR HOUSE TO A PUBLIC MUSEUM (INCLUDING PLATFORM LIFT AND ACCESSIBLE WC); ACCESSIBILITY ALTERATIONS AND CONVERSION OF SMALL BARN AND ADDITION OF A PORCH; ACCESSIBILITY ALTERATIONS TO THE GRANARY (INCLUDING INSTALLING A PLATFORM LIFT AND EXTERNAL ALTERATIONS)

Ward: NONE

Applicant: HARROW COUNCIL

Agent: BUTTRESS

Case Officer: LUCY HAILE

Expiry Date: 20/11/2014

## **RECOMMENDATION**

**GRANT** Listed Building Consent for the works described in the application and submitted plans, subject to:

- a) conditions
- b) receipt of a stamped authorisation letter from the Secretary of State following referral from the National Planning Policy Casework Unit

## **REASON**

The recommendation to grant Listed Building Consent has been taken as, subject to conditions, the works would preserve the character and special interest of this Listed Building and ensure its long-term conservation. The decision to grant Listed Building Consent has been taken having regard to the policies and proposals in the National Planning Policy Framework, the London Plan, the Harrow Core Strategy and the Harrow Development Management Policies Local Plan (2013).

## **INFORMATION**

The application is reported to the Planning Committee since the linked planning application falls outside of Categories 1(b) and 1(d) of the Scheme of Delegation as the land is owned by the Council and the works are not minor works to grade II listed buildings.

**Statutory Return Type:** 23 Listed Building

**Council Interest:** Council owned buildings

**Gross Floorspace:** N/A

**Net additional Floorspace:** N/A

**GLA Community Infrastructure Levy (CIL) Contribution (provisional):**N/A

### **Site Description**

- The application site comprises a nationally important historic site including the grade I listed Headstone Manor (medieval), the grade II\* listed great barn (early 16th century), the grade II listed small barn (1550) and the grade II listed Granary (18th century), at the end of Pinner View.
- The application concerns all listed buildings except the great barn.

### **Location, description and heritage significance**

- These buildings are approached at the end of a long cul-de-sac.

### **Headstone Manor**

- This is a medieval manor house that is recognised as one of the most complex and interesting historic houses in Greater London.
- It has an associated water-filled moat.
- The moat, island platform and the full extent of the farm complex as recorded on the historic OS maps is designated as a scheduled ancient monument.
- The Manor House is the oldest and most significant building in the complex. It is the only surviving example of a medieval aisled hall in Middlesex.
- The house has been dated between 1310-15.
- The list description reads:
- 'Remnants of earlier C15, but mostly C16 with C17 wing. Brick facing, partly C18 (on south-west front). Interior has much later C16 and C17 timber. At east end is remaining bay of original aisled hall with contemporary cross wing. Small 2-light window to west with horned, leaded panes. Surrounded by moat and situated in the park. (Pevsner, Middlesex; RCHM)'
- The timber framed service cross wing at the northern end of the hall range formed part of the original early 14th century house, and represents one of the earliest surviving examples of box-frame construction in London.
- Since its construction in the early 14th century the house has undergone a great deal of alteration. The present building is probably only about half the size of the original medieval house complex, the hall range having been truncated at its midpoint.

### **Small Barn**

- This belonged to the farmstead of Headstone Manor House.
- It is a smaller five bay version of the Great barn.
- It is thought that originally it was two separate structures, one of the two bays to the northern end and one of three bays, which have subsequently been roofed over as one.
- The two chambers have different floor levels.
- The principle frame is English oak, the roof is pitched and covered in made clay tiles and the walls are clad in elm weatherboarding.
- In the mid-1970s-1980s, the small barn was almost destroyed in two fires and was not fully restored until 1996 when it opened as part of the museum.
- Heavily altered and repaired the surviving frame does still retain some interesting features, including a crown-post roof truss which may indicate the older northern bay was built re-using timber from elsewhere.

## **Granary**

- This was relocated from the nearby Pinner Park Farm in 1991-1992 following extensive conservation repairs.
- This was built 1 mile away from Headstone.
- It is a three storey timber framed structure and was originally used for processing and storing cattle feed in a move to intensify dairy farming.
- The main roof is pitched and covered in natural Welsh slate; the ground floor walls are constructed in red brick and the upper elevations are constructed from a softwood timber frame that is clad with softwood weatherboarding and comprise a large number of windows. The windows are unglazed with external timber hoods and internal wooden shutters hinged at the top. Metal bars externally provide security to open windows.
- This was designated on 13th August 2014 and the list description is very detailed and includes the following:
- 'Granary or feed store. Probably of late 18th century or early 19th century date. Originally located at Pinner Park Farm and re-erected at Headstone Manor in 1990-1991...
- INTERIOR: the roof is supported by five softwood queen post trusses, those forming the gable wall having straight bracing below the tie beam. Other tie beams have reinforcing cast iron brackets secured with iron pegs. Most of the roofing elements and the second-floor studding and bracing are original. The second floor has been removed but the joists remain. At first floor level the principal beams are original but most of the posts have been replaced as has much of the studding and bracing. All grain chutes and bin partitions have been lost.
- The ground floor beams, supported on brick piers with replacement timber wall plates, are mostly original, as are the joists, but the posts are replacements. In the northern corner is a modern timber closed string stair and modern concrete tile floor.

## **Proposal Details**

- The application proposes:
- **Small Barn**
- A raised timber floor to level out most of the internal floor surfaces
- New entrance door and porch on south east elevation
- Fixed graphic panels (three) within the barn
- Wall mounted display
- Ceiling mounted projector
- Demolish ramp and wall
- Re-do mortar verge on the south west and north east elevations
- Rebed clay ridge tiles
- Repairs to timber boarding
  
- **Granary**
- On the north-east elevation remove glazing to two windows and replace with bars and glazing to match other windows
- Works to facilitate access to the first floor by introducing a new platform lift and replacement timber stair.
- Staircase to be in a U formation rather than an L formation and door to secure understair area.
- New displays and interactive exhibits.

- New cupboards

*Ground floor:*

- Projector
- Radiant heating at high level
- New sign mounted externally by door on east elevation
- New sinks
- New internal automatic sliding door
- New paving slabs to the floor
- New worktop
- Retractable screen
- Farming displays and interactives

*First floor:*

- Cupboards with transparent doors
- Radiant heating at high level /new heating provisions
- Sound proofing to underside of ceiling boards
- Equipment store
- Insulated plasterboard ceiling
- Projector
- New Lighting
- Work surface
- Retractable screen

**Headstone Manor**

**Proposals**

*Ground floor:*

- Moving the handrails
- New timber handrails (twice)
- New timber flooring in room 01
- Box in the steel frame with plasterboard
- Ensure level threshold between room 19 and 18
- Screw shut door and line it internally
- New WC
- New internal ramp between room 18 and 15
- Reopen doorway into room 14 in the north-west of the building
- New lift
- Remove part of existing wall and install new wall and door around new lift partly in front of an existing window
- New kitchen in room 12
- New WC to replace bath
- Lining paper and paint walls, ceilings and doors
- New lath, plaster and skim
- Red brick limewashed in room 8
- Doors to room 16 and 17 going and being replaced with 1 door.
- Room 15 Graphic panel fixed to fireplace and refurbish existing fireplace
- Room 19 Remove existing timber panelling and New graphic panels
- Room 16 Removing old door



### *First floor*

- New ramp and handrails
- All wallpaper to be removed
- New black to back of exposed laths.
- Walls pre-painted (42) 1002 REV A
- Lining paper and paint walls, ceilings and doors
- New lath, plaster and skim
- Insulated gypsum plasterboard
- Walls to be dry lined and insulated
- Floors to be insulated
- Oak boards lifted and relaid throughout
- Wall mounted display in room 104 on plan (06) 1104 A
- Room 104 Plaster repair
- Room 106 Fitted display
- Room 111 Graphic panels fixed to walls

### *Attic*

- Boards lifted and relaid.
- Lining paper and paint walls, ceilings and doors
- Insulated gypsum plasterboard
- Roof plan
- Code 6 lead on breather membrane as per restoration specification
- New ridge tile and mortar fill
- New insulation

### *North east elevation*

- Replace rainwater goods with cast iron
- Redecorate external steel and exposed timber frame
- New putty to frames
- Refix chimney pots
- Touch up painted render
- Replace two windows

### *South East elevation*

- New door

### *South West elevation*

- Replace 8 windows
- Redecorate metal straps and door

### *North West elevation*

- 5 new windows and a new door
- Decorate render
- Decorate door

### **Revisions to Previous Application**

- N/A

### **Relevant History**

P/2967/13 – Listed building consent: restoration and refurbishment of the tithe barn to

improve existing facilities and provide level access including internal and external alterations including new/relocated CCTV cameras on the barn new lighting replacement doors, raising the height of the roof of the barn (to accommodate new insulation), amendments to the opening of the rear door and replacement doors and ramp at the rear and associated guard rails. Granted – 17/03/2014

P/3369/13 - External alterations to the tithe barn including raising height of roof ridge amendments to width of rear door opening and replacement doors introduction of level access at the rear and CCTV cameras on front side and rear elevations. External alterations to the granary including renewal of CCTV cameras  
Granted – 20/12/2013

LINKED PLANNING APPLICATION REFERENCE: P/3757/14 - Regeneration works to headstone manor estate comprising the following works: headstone manor: external and internal alterations (including installation of platform lift and accessible wc) to listed manor and change of use to museum (use class d1) small barn: new porch entrance and internal/external alterations to building to provide a new museum entrance to the site. Granary: internal alterations comprising the installation of a platform list to existing building providing educational/learning centre for the estate and associated external alterations already approved under application P/2967/13 (Listed Building Consent) and P/3369/13. New welcome building (within south-east section of site) with cafe, shop and public accessible toilets (use class sui-generis), associated landscaping, provision of an overflow car park (up to an additional 140 spaces) to the east of existing car park and alterations to existing car park  
Decision due: 25th December 2014

Linked planning application reference: P/3758/14 - Change of use of tithe barn (great barn) from museum (use class d1) to assembly & leisure (use class d2) and associated external alterations already approved under applications p/2967/13 (listed building consent) and p/3369/13. Provision of an overflow car park (up to an additional 140 spaces) to the east of existing car park and alterations to existing car park  
Decision due: 25th December 2014

#### **Pre-Application Discussion (Ref.)**

- Not applicable

#### **Applicant Submission Documents**

- Design and Access Statement

#### **Consultations**

#### **Advertisement**

Harrow Observer

Harrow Times

Expiry: 25<sup>th</sup> November, 2014

#### **Notifications**

The following groups were consulted on 23rd October and any response was due by 13th November:

The Georgian Group

The Victorian Society

Ancient Monuments Society  
The Society for the Protection of Ancient Buildings  
Twentieth Century Society  
Council for British Archaeology

### Addresses Consulted

- N/A

### Summary of Responses

English Heritage responded on 4<sup>th</sup> November to state:

- Happy with all the proposed works to the Manor House, subject to Lucy's comprehensive list of conditions and likewise with regard to the works proposed for the Granary.
- Concerned over the proposed glass porch to the small barn. I think that it is too great an intervention both in terms of size and the boldness of the design and materials for this modest building, and I would like to see the redesign of this element.
- In terms of the new building, I am happy with the principle and the design, subject to samples of materials in due course but I still think that thought should be given at this stage to an awning or pergola so that it can be satisfactorily incorporated into the design and I am also think that the landscaping in this area and around the moat could be improved to make it more attractive to visitors.

English Heritage responded further on 4<sup>th</sup> December 2014 to state:

- The main element that needs addressing is the proposed porch to the small barn. This is unacceptable at the moment so needs an amending condition to remove it from the scheme.
- The Council for British Archaeology responded on 14th October 2014 to state:

'Much discussion ensued about this very complicated building. The main reasoning behind the proposal would appear to enable disabled people access so that they could appreciate the whole complex. The following points raised by the Committee should be considered:

(a) Main house

The chief concern here was accessibility with the provision of a platform lift. However, the location appears to have been selected for Listed building reasons rather than access ones. It was suggested that they needed to be dealt with together. Without real through access from the Museum entrance to the Aisled Hall/Screens Passage (perhaps along the back of the lobby-entry) harm, in terms of loss of historic fabric, and not benefit, in terms of understanding the building would ensue.

The building is Grade I Listed which makes matters difficult but the level of intervention in the most historic part has been colossal, with the insertion of the steel frame, and a little more boldness is needed here together with a realistic plan showing the alterations required for proper accessibility.

(b) Small Barn

The new floor and porch proposed were considered unfortunate especially as this was the least altered and most authentic looking building on site (despite being rebuilt). The

Committee would want the new entrance porch to be omitted and the access from the courtyard to remain as existing, thus allowing for the change of floor levels. Objections were therefore raised to the proposed changes to this building.

(c) Granary

The provision of a platform lift within this building was viewed as less problematic both because of its more recent date (the 18<sup>th</sup> century building having been moved from Pinner Park Farm) and also because Granaries would have had vertical chutes with associated openings. The Committee therefore had no objections to this element.

(d) New entry building

The Committee were unconvinced by this proposed new building comprising a café/reception area. The glu-lam structural frame is meant to differentiate it from the historic buildings but it was thought this could be done in other ways and that this proposal merely adds another disparate element to a group of disassociated buildings. The buildings around Harmondsworth Barn were felt to be a more appropriate design exemplar.

The proposal to renovate the WC block and enhance landscaping/parking was welcomed subject to detailed design'.

## **APPRAISAL**

### **MAIN CONSIDERATIONS**

#### **Special Interest of the Listed Buildings**

The proposals see the repairs, alterations and accessibility alterations for the small barn, granary and Headstone Manor. This includes a new porch to, and levelled floor within, the small barn and a platform lift within the granary and Headstone Manor, and projectors and wall displays within all three buildings.

According to paragraph 129 of the National Planning Policy Framework (NPPF) 'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal...taking account of the available evidence and any necessary expertise'. According to the NPPF's definition of 'significance', this is 'the value of the heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic'. This collection of heritage assets on site forms one of the last remnants of Harrow Weald's once extensive series of nineteenth century grand houses. Their individual and group significance is outlined within the site description section above.

In assessing the acceptability of the proposals, the need to preserve the special significance of Headstone Manor, the Granary and the small barn and their setting must be balanced against public benefits, having particular regard to national and local planning policy and guidance.

Relevant policy and guidance includes the National Planning Policy Framework (NPPF) paragraph 131 which states 'In determining planning applications, local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation'. Similarly, paragraph 132 applies, stating 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight

should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset'. Paragraphs 133 and 135 are also relevant.

Similar London Plan policy applies. Policy 7.8 C states: 'Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate' and 'Development affecting heritage assets...should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail'. Harrow Core Strategy policy CS 1 part D applies which states: 'Proposals that would harm the significance of heritage assets including their setting will be resisted. The enhancement of heritage assets will be supported and encouraged'. Likewise development management policy 7 A states: 'Proposals that secure the preservation, conservation or enhancement of a heritage asset..., or which secure opportunities for sustainable enjoyment of the historic environment, will be approved'. And preference 'is to be afforded to proposals that both conserve and sustain heritage assets'; and 'pay special attention to the building's character and any features of special architectural or historic interest which it possesses'.

For all three listed buildings it is noted that there will be various alterations and upgrading of fabric. Provided with this application is a very detailed record and summary of significance. However, no photographic survey is provided. This would be valuable at accompanying any approval of this application. The English Heritage 'Understanding Historic Buildings, A Guide to Good Recording Practice' states a 'comprehensive photographic survey may be appropriate for a building which has complex and important decoration or historic furnishing but which is under no threat, and for which there is no immediate need for detailed analysis'. Given this is a complex building with important historic features and fabric this comprehensive photographic survey is considered appropriate for these buildings and so a suitable condition is recommended.

### Granary

The proposed removal of two windows and their replacement with bars and glazing to match others would be appropriate. The new platform lift and replacement stair would not affect any historic fabric and would improve access. The London and Middlesex Archaeology Society raised no objections to this aspect of the proposal. All new displays and exhibits and new cupboards are conditioned to be freestanding. On the ground and first floor the new projector and screens and radiant heating need to be installed so as not to be fixed to historic fabric and not to be obtrusive and therefore two suitable conditions are recommended. The new sign mounted externally by the door on the east elevation would need to be of suitable size and design to not be obtrusive and therefore a suitable condition is recommended. To minimise harm, it is recommended that the new sinks and worktop to be installed on the ground floor are fixed only to the existing worktop and therefore a suitable condition is included. Currently it is not clear how the automatic sliding door could be installed without harming historic fabric and therefore a condition is included recommending suitable details are provided to the Local Planning Authority for approval prior to this part of the works commencing. New lighting is referred to in the report but appears to have all been installed prior to listing. If any new lighting is required a suitable condition is included to ensure details are provided prior to this aspect of works for approval.

The proposed location on the first floor for the equipment store is near some historic timber and it would be important that any fixing was not into this. Therefore a suitable condition is included for details of how this would be installed to be provided to the Local Planning Authority for approval prior to this aspect of the work commencing.

## Small Barn

The London and Middlesex Archaeology Society's raise concerns regarding the proposed porch and raised floor within the small barn. As they note, the small barn is one of the 'the least altered and most authentic looking building on site (despite being rebuilt)' so they requested that the new entrance porch was omitted and the access from the courtyard to remain as existing, thus allowing for the change of floor levels. However, it is considered that any harm from the change in floor levels will be minimised and that this alteration to floor levels is necessary to make the scheme viable as it would help ensure fuller access to the barn so it would not become redundant and ultimately at risk, and so public benefits of keeping the site in use as a museum outweighs the harm as explained below.

However, it is noted that the proposed new entrance door and porch on the south east elevation would undermine the original design of the barn. It is considered likely that a porch and entrance here is necessary because it is part of a wider scheme to allow reuse of the complex of listed buildings on site as a museum for which access will be from the new welcome centre and then through these new entrance doors and porch. Where the porch is proposed, would not require the removal of historic fabric due to earlier fires. By not creating an internal porch no historic fabric inside the barn needs to be removed. Introducing the external porch also creates a real entrance to the complex which is required to ensure the museum works as a coherent complex. However, the design of the porch though would need to be carefully considered so that it sits comfortably against the historic fabric and design and so it would be wholly reversible. English Heritage raise concerns over the proposed glass porch to the small barn. They state that it is considered to be too great an intervention both in terms of size and the boldness of the design and materials for this modest building and a redesign is required. Therefore a suitable condition is recommended to ensure that this element of the proposal ie the removing the external wall in this area to insert a porch is not approved as part of the current scheme. This would allow for careful consideration of a redesign relating to this aspect of the proposal.

The current floor levels are significant as they reflect the way two different barn structures are fitted together to now form this single small barn, it is possible to see the two A-frames adjoining one another at one end. The existing ramp and handrail in place is modern and was designed to allow access from one to the other so its proposed removal is acceptable. The proposal would see much of the lower level concealed by the insertion of a new raised floor within most of this space. This would undermine significance as it would detract attention from the fact that the building is made up of two structures. However, this new floor is required in order to facilitate full access.

Any harm from the new floor is proposed to be minimised though as the plans show that the new raised floor would not be full width across the barn since there would be a large gap across the south-western end. So the original lower level would remain apparent and exposed here. It would be important though that significance was further maintained by a suitable condition which ensures that the details of the design, scale, fixing and siting of the new raised floor is subject to Local Planning Authority approval. This is to ensure the proposal is wholly reversible and that the significance of the small barn's origins as two separate structures remains apparent. Thus the condition would ensure that where the two levels meet: the new raised floor was distinguished from the old and interpretation was available to ensure this aspect of the significance of the listed building was clear. Also, the condition can ensure that a gap was left adjacent the important historic timber fabric to allow access for maintenance and to ensure it did not damage this fabric. Also, it

would ensure that details were provided to show how historic fabric could be maintained whilst creating the link between the new floor and the porch. Therefore, subject to the recommended condition for the new floor, on balance this aspect of the proposal would preserve the special interest of the listed building and any harm would be minimal and outweighed by public benefits.

The infilling of two doors with glazing would be appropriate since this would allow day light to the barn and the doors would be fixed open. However, it would be important that the glazing would be fixed without harming the frame. It would be important that the fixed graphic panels, wall mounted display and projector were either free standing or fixed only to modern fabric and so a suitable condition is included. It would be important that when doing the mortar verge that this was done in suitable mortar and that the timber boarding repairs were of suitable materials, so suitable conditions are included.

### Headstone Manor

On the ground floor, the proposed new timber flooring in room 1 replaces rotten flooring that was not historic in any case. It would be important though that the type of flooring was in keeping with the building so a suitable condition is recommended. The area of steel framing to be boxed in would only be in one room which is to be the Georgian parlour. This is considered suitable and not at odds with retaining the 'honest' intervention of the steel frame since it would be in just one room. Where the level threshold would be installed between room 18 and 19 no historic fabric would be lost and the new internal ramp between room 18 and 15 would ensure the retention of historic fabric. The proposal is to screw shut the Georgian door and line it internally which has in the past been used as the front door to the building. This would allow a new WC in the area in front of the door, and, with reversible lining and an interpretation panel installed here, the significance of this door would not be lost, so a suitable condition is recommended.

The new lift would be inserted within one of the least historic parts of the listed building and would be of platform style so it would disturb historic significance the least. The London and Middlesex Archaeology Society's objected to the proposed lift on the basis that its location would not provide everyone with sufficient access to most of the historic building. However, it is considered that any other location would be much more sensitive and the current proposed location would provide access for all, to most of the rooms. The proposed lift location allows access to the majority of the ground and first floor. Individual rooms to the rear of the building at differing levels will not be accessible, but their use has been chosen to be supplementary to the main visitor route to avoid disappointment. The selection of a platform lift, rather than a full passenger lift, avoids the need to modify the roof structure and scheduled monument issues regarding the creation of a pit. According to supporting documents provided this proposal was considered by the specially convened access panel, and the proposals have been developed in consultation with the access consultant who is, himself a wheelchair user.

The new kitchen and WC will reuse existing pipes in order to help preserve historic significance and minimise intervention and are located in the less historic parts of the building. To ensure the black breather membrane proposed in the building does not harm historic fabric a suitable condition is recommended. There is concern this could be very visible within the great hall and could harm historic fabric unless careful consideration is given to this aspect of the proposal.

The proposal to remove part of an existing wall and install a new wall and door around the new lift partly in front of an existing window appears slightly awkward since it would run

into a window in a more awkward location than currently proposed. Therefore, a relevant condition is recommended to ensure that the location and design of the proposed wall is suitable prior to the removal of the existing wall. The proposal to lift and re-lay floor boards is to ensure a level floor. It would be important that their existing location was carefully recorded via a numbering system and then they were relaid where they were found and so a suitable condition is recommended. It would be important that new rainwater goods and timber windows were of a suitable high quality and so a suitable condition is recommended. The new timber windows would replace those not of historic interest. Similarly it would be important that render and timber frame decoration and plaster repairs and insulation were of suitable design and materials and so again a suitable condition is recommended. The capillary heating system would need to preserve special interest so a suitable condition is recommended for more information. New mortar is proposed for the roof of Headstone and so a suitable condition is proposed to ensure it is an appropriate mix. The proposal is also to limewash the walls to the cellar which is appropriate since these were limewashed before.

The new graphic panels, displays and projectors within Headstone should be freestanding and otherwise fixing is to be provided to the Local Planning Authority for approval to ensure that these do not harm historic fabric. The proposal is also to remove existing timber panelling but this is modern tongue and groove panelling. This is near a historic fireplace and so it would be important that removal does not harm this and so a suitable condition is recommended.

It has been clarified by the agent that removal of the handrail on the staircase within Headstone Manor refers only to the removal of the handrail on the northern (right hand) side of the stair. This is not a historic part of the building and so its removal is appropriate. However, it would be important that the design of any replacement fitted in with the character of the building or was sympathetic and that fixing did not harm historic fabric and so a suitable condition is recommended.

## **Consultation Responses**

English Heritage raised no objections to the scheme subject to the comprehensive recommended list of conditions for Headstone Manor and the granary.

Otherwise consultation responses are addressed within the appraisal above with the exception of LAMAS comments on the new building and English Heritage's comments on the new building and landscaping which are comments for the linked planning application.

## **CONCLUSION**

For all the reasons considered above, and weighing up the development plan policies and proposals, and other material considerations including comments received in response to notification as set out above, it is considered that the proposal would preserve the character and special interest of the Listed Building subject to conditions. Accordingly, this application is recommended for grant.

## **CONDITIONS**

1 The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.



2 The works hereby approved shall not commence until a full photographic survey of the granary, the small barn and Headstone Manor have been carried out in accordance with English Heritage guidance on building recording see 'Understanding Historic Buildings' a guide to good recording practice (2006) section 4.4.7 items 1-9, has been carried out and submitted to and approved in writing by the local planning authority.

REASON: To ensure a record of the special interest of the Listed Buildings in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

3 Detailed drawings (including sections as appropriate), method statements, specifications and samples of materials of the following shall be provided for approval to, and agreed in writing by, to the Local Planning Authority prior to the commencement of this aspect of the proposal and thereafter retained:

- a) The scale, design and fixing of the raised timber floor in the small barn, including the installation of appropriate interpretation boards
- b) infilling two doors with glazing on the north elevation of the small barn
- c) fixed graphic panels and wall mounted display in the small barn
- d) ceiling mounted projector and screens in the small barn and in the granary
- e) new mortar for the small barn and Headstone Manor
- f) repairs to timber boarding of the small barn
- g) design and fixing of sign to be fixed externally by door on east elevation of the granary
- h) new internal automatic sliding door of the granary
- i) radiant heating at high level in the granary
- j) new lighting in the granary
- k) equipment store on the first floor in the granary
- l) new timber flooring in room 01 of Headstone Manor
- m) the provision of an interpretation panel for the Georgian front door to be screwed shut and details of the lining to show how this would be reversible in Headstone Manor
- n) lifting and relaying of floor boards within Headstone Manor
- o) rainwater goods for Headstone Manor
- p) replacement timber windows for Headstone Manor
- q) render and timber frame to be decorated at Headstone Manor and plaster repairs
- r) construction of the lift in Headstone Manor
- s) method of installation and location of black breather membrane within Headstone Manor
- t) insulation and capillary heating system to Headstone Manor

REASON: To preserve the special interest of Listed granary, small barn and Headstone Manor in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

4 The new sink and worktop in the granary on the ground floor are to be fixed to the existing worktop only and sinks are to be plumbed into existing plumbing.

REASON: To preserve the special interest of listed granary in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

5 For the granary, the new cupboards with transparent doors, farming displays and interactives are either to be freestanding or, if these need to be fixed, details for fixing shall be provided for approval to, and agreed in writing by, to the Local Planning Authority

prior to the commencement of this aspect of the proposal and thereafter retained.

REASON: To preserve the special interest of the listed granary in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

6 Notwithstanding the details shown on the plans hereby approved, the detailed design, scale, fixing and location of the proposed new raised timber floor within the small barn in relation to its historic fabric, and the provision of interpretation panels where the new floor joins the old to indicate the origins of the barn as two structures, shall be provided for approval to, and agreed in writing by, to the Local Planning Authority prior to the commencement of this aspect of the proposal and thereafter retained.

REASON: To preserve the special interest of the listed small barn in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

7 Notwithstanding the details shown on the plans hereby approved, prior to the removal of the existing wall and door in front of the existing window near the proposed platform lift in Headstone Manor, the design and location of the replacement wall is to be provided for approval to, and agreed in writing by, to the Local Planning Authority and thereafter retained.

REASON: To preserve the special interest of the listed Headstone Manor in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

8 Notwithstanding the details shown on the plans hereby approved, prior to the removal of any wallpaper details of historically significant wallpaper to be retained within Headstone Manor is to be provided for approval to, and agreed in writing by, to the Local Planning Authority and thereafter retained.

REASON: To preserve the special interest of the listed Headstone Manor in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

9 Notwithstanding the details shown on the plans hereby approved the new proposed graphic panels and 'wall mounted' and fitted displays in Headstone Manor are to be freestanding but if this can be shown to be unfeasible then details for suitable fixing is to be provided for approval to, and agreed in writing by, to the Local Planning Authority and thereafter retained.

REASON: To preserve the special interest of listed Headstone Manor in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

10 Notwithstanding the details shown on the plans hereby approved, details for the proposed removal of the modern tongue and groove boarding within Headstone Manor shall be provided to Local Planning Authority prior to the commencement of this aspect of the proposal and thereafter carried out in accordance with the details shown and thereafter retained.

REASON: To preserve the special interest of the listed Headstone Manor and specifically

a fireplace on the ground floor near the modern tongue and groove boarding in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

11 Notwithstanding the details shown on the plans hereby approved, details for the proposed new handrail and any removal of an existing handrail shall be provided to Local Planning Authority prior to the commencement of this aspect of the proposal and thereafter carried out in accordance with the details shown and thereafter retained.

REASON: To preserve the special interest of the listed Headstone Manor and specifically a fireplace on the ground floor near the modern tongue and groove boarding in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

12 The proposed new WC and kitchen in Headstone Manor shall use existing pipes.

REASON: To preserve the special interest of the listed Headstone Manor on the ground floor near the modern tongue and groove boarding in accordance with National Planning Policy Framework (March 2012), London Plan policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan policy DM 7 (2013).

13 Notwithstanding the proposal shown on the plans hereby approved, the proposed removal of the existing wall and installation of a new new entrance door and porch on the south-east elevation of the small barn is not approved as part of this proposal.

REASON: To preserve the special interest of the listed small barn in accordance with National Planning Policy Framework (March 2012), London Plan Policy 7.8 (July 2011), Harrow Core Strategy policy CS1 D and Development Management Policies Local Plan Policy DM 7 (2013).

## **INFORMATIVES**

### **1 REASON FOR GRANT OF LISTED BUILDING CONSENT**

The following policies are relevant to this decision to grant Listed Building Consent:

National Planning Policy Framework 129, 132 and 134

Harrow Core Strategy (2012): policy CS 1

The London Plan (2011) policy 7.8

Development Management Policies Local Plan (2013) policy DM 7

2 The proposed porch and the associated removal of part of the external wall on the south-east elevation of the small barn is not approved as part of this scheme since it was considered that in its current form it would not preserve the special interest of the listed building. It is advised that pre-application advice is sought for a revised proposal and that Listed Building Consent and planning permission is sought for it.

### **3 CONSIDERATE CONTRACTOR CODE OF PRACTICE**

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

### **4 COMPLIANCE WITH LISTED BUILDING CONSENT CONDITIONS**

IMPORTANT: Compliance With Listed Building Conditions Requiring Submission and Approval of Details Before Development Commences

- You will be in breach of Listed Building Consent if you start development without complying with a condition requiring you to do something before you start. For example, that a scheme or details of the development must first be approved by the Local Planning Authority.
- Carrying out works in breach of such a condition will not satisfy the requirement to commence the development within the time permitted.
- Beginning development in breach of a Listed Building Consent condition will invalidate your Listed Building Consent and would be a criminal offence.

Plan Nos:

Small Barn:

(31) 2001 REV A; (04) 2000 REV A; (04) 2001 REV A; (05) 2001 REV A; (06) 2000 REV A; (05) 2002 REV A; (05) 2000 REV A; (02) 2002 REV A; (02) 2001 REV A; (02) 2000 REV A; (01) 2001 REV A; (01) 2000 REV A; (37) 5000 REV A; (31) 2000 REV A; (42) 5000 REV A; (06) 5050 REV A; (06) 5051 REV A; (31) 5000 REV A; (25) 5000 REV A; (23) 5000 REV A; Small Barn South East Elevation; Small Barn South West and North East Elevation; Small Barn North West Elevation; (02) 2000 REV A; (02) 2050 REV A; (05) 2000 REV A; (02) 2002 REV A; (02) 2052 REV A; (05) 2002 REV A; (05) 2001 REV A; (02) 2001 REV A; (02) 2051 REV A; (01) 2001 REV A; (04) 2001 REV A; (31) 2000 REV A; (23) 2000 REV A; (06) 2000 REV A; (04) 2000 REV A; (03) 2000 REV A; (31) 2001 REV A; (01) 2000 REV A; (03) 2050 REV A; (06) 2050 REV A

Granary:

(08) 3001 REV A; (45) 3000 REV A; (42) 3000 REV A; (43) 3000 REV A; (02) 3001 REV A; (01) 3003 REV A; (04) 3001 REV A; (04) 3000 REV A; (03) 3050 REV A; (42) 3001 REV A; (45) 3001 REV A; (01) 3001 REV A; (43) 3001 REV A; (06) 3000 REV A; (01) 3000 REV A; (03) 3000 REV A; (03) 3051 REV A; (24) 3000 REV A; (02) 3000 REV A; (06) 3051 REV A; (06) 3050 REV A; (32) 3000 REV A; (05) 3000 REV A; (25) 3000 REV A; (08) 3000 REV A

Headstone Manor:

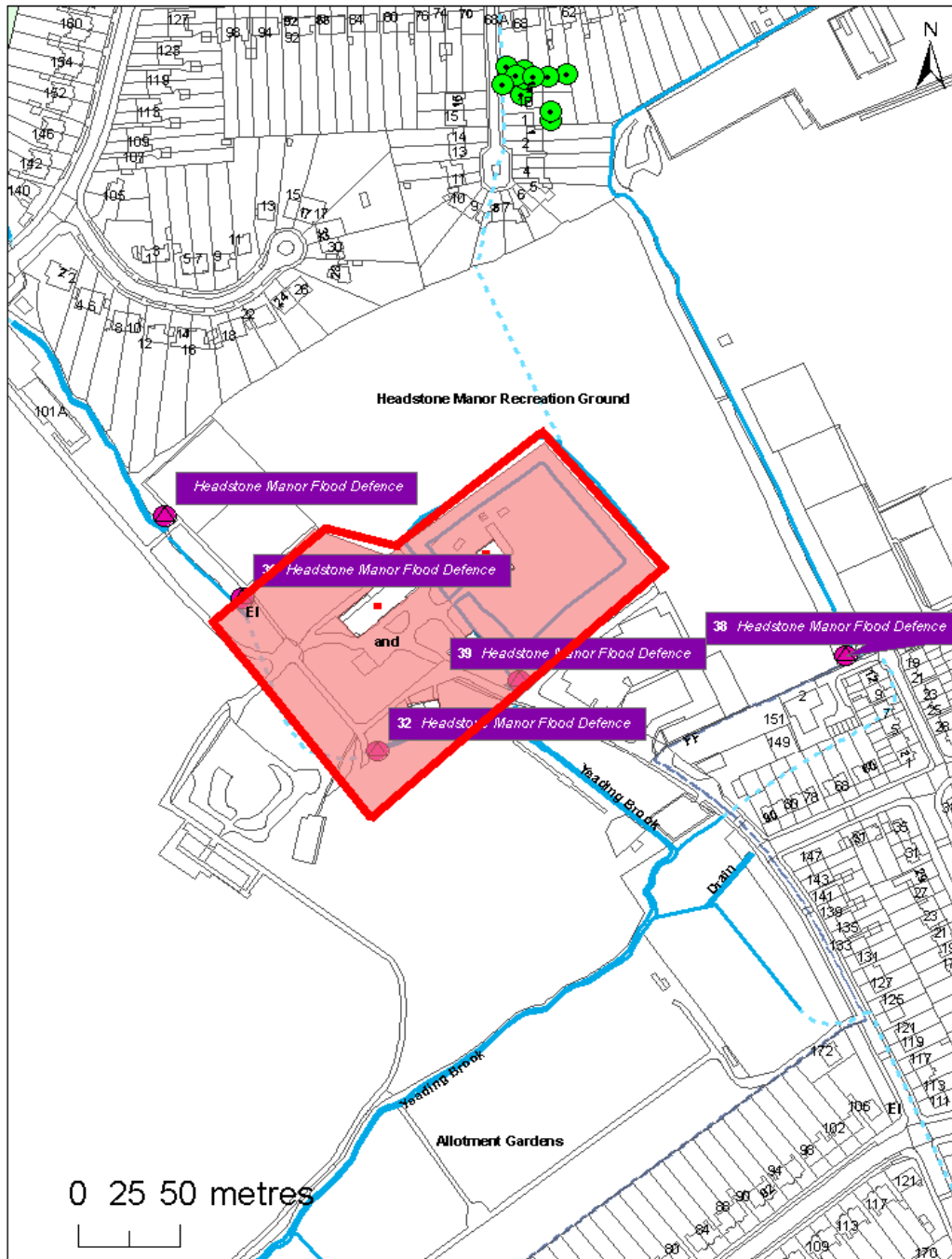
(01) 1002 REV A; (04) 1001 REV A; (04) 1002 REV A; (01) 1001 REV A; (03) 1015 REV A; (06) 1015 REV A; (03) 1019 REV A; (06) 1019 REV A; (06) 1101 REV A; (03) 1101 REV A; (03) 1018 REV A; (06) 1018 REV A; (03) 1105 REV A; (06) 1105 REV A; (03) 1111 REV A; (06) 1111 REV A; (03) 1008 REV A; (06) 1008 REV A; (03) 1001 REV A; (06) 1001 REV A; (03) 1005 REV A; (06) 1005 REV A; (03) 1106 REV A; (06) 1106 REV A; (03) 1104 REV A; (06) 1104 REV A; (03) 1004A REV A; (06) 1004A REV A; (03) 1004B REV A; (06) 1004 REV A; (06) 1103 REV A; (03) 1103 REV A; (08) 1002 REV A; (02) 1050 REV A; (06) 1010 REV A; (06) 1012 REV A; (06) 1016 REV A; (42) 1001 REV A; (02) 1000 REV A; (43) 1003 REV A; (04) 1003 REV A; (42) 1003 REV A; (45) 1003 REV A; (01) 1003 REV A; (08) 1001 REV A; (32) 1000 REV A; (31) 1000 REV A; (03) 1052 REV A; (06) 1052 REV A; (03) 1051 REV A; (03) 1050 REV A; (02) 1002 REV A; (02) 1052 REV A; (02) 1001 REV A; (02) 1051 REV A; (01) 1004 REV A; (37) 1000 REV A; (01) 1050 REV A; (01) 1000 REV A; (43) 1002 REV A; (45) 1002 REV A; (42) 1002 REV A; (43) 1001 REV A; (45) 1001 REV A; (06) 1050 REV A; (06) 1051 REV A; (02) 1053 REV A; (02) 1003 REV A; V[20]001 REV A; V[20]002 REV A; V[20]003 REV A; W[002 REV A; W[001 REV A; W[003 REV A; A[710 REV A; A[711 REV A; A[712 REV A; T[001 REV A; T[100 REV A; T[002 REV A; T[003 REV A

All buildings:

Headstone Manor Location Plan (01) 0001 REB B; Headstone Manor Site Plan as

Existing (01) 0002 REV A; Heritage Statement: Assessment of Significance and Statement of Significance 10th July 2014; Heritage Impact Statement 24th July 2014; Design and Access Statement 10th July 2014.

# HEADSTONE MANOR RECREATION GROUND, PINNER VIEW, HARROW



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## SECTION 2 - OTHER APPLICATIONS RECOMMENDED FOR GRANT

Item No. 2/01  
Address: 6 ACACIA CLOSE, STANMORE  
Reference: P/3930/14  
Description: TWO STOREY SIDE EXTENSION; ALTERATIONS TO FORM PITCHED ROOF TO FRONT GROUND FLOOR PROJECTION; EXTERNAL ALTERATIONS  
Ward: HARROW WEALD  
Applicant: MR & MRS Z HIRJI  
Agent: S RATTENBURY  
Case Officer: LIAM MCFADDEN  
Expiry Date: 03/12/2014

### RECOMMENDATION

**GRANT** planning permission for the development described in the application and submitted plans, subject to condition(s).

### INFORMATION

This application is reported to planning committee at the request of a nominated member under Part 1 Proviso B of the scheme of delegation dated 29th May 2013

**Statutory Return Type:** 21 (Householder)

**Council Interest:** None

**Gross Floorspace:** 38.56sqm

**Net additional Floorspace:** 31.28sqm

**GLA Community Infrastructure Levy (CIL) Contribution (provisional):** N/A, as proposed development will add less than 100sqm to the property

**Harrow CIL:** N/A, as proposed development will add less than 100sqm to the property

### Site Description

- The subject property is a two storey detached single family dwellinghouse facing south onto Acacia Close
- The property has not been previously extended but has an original projection at the front
- The property is not a listed building and is not in a conservation area
- The building line is staggered
- The property is sited on a corner site
- The neighbouring property to the north is unextended at the rear

## **Proposal Details**

- The proposal is for a two storey side extension and alterations to the original front projection to create a pitched roof
- The two storey side extension would be 3.5m in width, would have an eaves height of 4.67m and a maximum height of 7.3m.
- The two storey side extension would have a gable end roof which would be 0.7m lower than the roof of the original dwellinghouse
- The two storey side extension would be set back 1.7m from the front elevation of the original dwellinghouse

## **Revisions to Previous Application**

Following the previous decision (P/3050/14) the following amendments have been made

- The side extension is set back by 1.7m rather than 0.33m
- The maximum height of the extension has been reduced from 8m to 7.3m

## **Relevant History**

**P/3050/14** – Two storey side extension; alterations to form pitched roof to front ground floor projection; external alterations

### **REFUSED – 02/10/2014**

The proposed two storey side extension by reason its prominent siting and excessive bulk, would be unduly obtrusive in the streetscene and out of character with the pattern of development in the area, and would represent an inappropriate and disproportionate addition to the dwellinghouse The proposal would therefore have a harmful impact on the character and appearance and the visual amenities of the locality, contrary to the National Planning Policy Framework 2012, policies 7.4B and 7.6B of The London Plan 2011, Core Policy CS1.B of the Harrow Core Strategy, Policy DM1 of the Development Management Polices Local Plan 2013 and the adopted Supplementary Planning Document Residential Design Guide 2010.

## **Pre-Application Discussion (Ref.)**

N/A

## **Applicant Submission Documents**

N/A

## **Consultations**

N/A

## **Advertisement**

N/A

## **Notifications**

Sent: 5

Replies: 2 (One response containing 4 signatures)

Expiry: 07/11/14

## **Addresses Consulted**

4 Acacia Close, Stanmore, HA7 3JR

8 Acacia Close, Stanmore, HA7 3JR

12 Acacia Close, Stanmore, HA7 3JR

14 Acacia Close, Stanmore, HA7 3JR



## Summary of Responses

- Objection to the erection of a 6ft fence across the rear of no.6.
- Entrance was far more open without the fence and safer for motorists and pedestrians.
- The proposed extension will mar the views of those living in this part of the close.
- It would blot out the views of the trees in Clamp Hill and restrict visibility when entering the close.
- The narrowed entrance would make it intimidating.

## APPRAISAL

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

*'If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.'*

The Government has issued the National Planning Policy Framework (NPPF), which consolidates national planning policy and is a material consideration in the determination of this application.

In this instance, the Development Plan comprises The London Plan 2011 and the Local Development Framework (LDF). The LDF comprises The Harrow Core Strategy 2012, the Development Management Policies Local Plan (DMP) 2013, the Site Allocations Local Plan (SALP) 2013 and Harrow Local Area Map (LAP) 2013.

## MAIN CONSIDERATIONS

Character and Appearance of the Area  
Residential Amenity  
Equality and Human Rights  
S17 Crime & Disorder Act  
Consultation Responses

### Character and Appearance of the Area

The National Planning Policy Framework 2012 advises at paragraph 58 that planning policies and decisions should aim to ensure that developments should optimise the potential of the site to accommodate development and respond to local character and history and reflect the identity of local surroundings and materials.

Policy 7.4B of The London Plan (2011) states that 'Buildings, streets and open spaces should provide a high quality design response that (amongst other factors), (a) has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass, (d) allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area, (e) is informed by the surrounding historic environment. Core Policy CS1.B of the adopted Harrow Core Strategy 2012 states that all developments shall respond positively to the local and historic context.

Policy DM1 of the Council's Development Management Policies Local Plan 2013 states that 'All development and change of use proposals must achieve a high standard of

design and layout. Proposals which fail to achieve a high standard of design and layout, or which are detrimental to local character and appearance, will be resisted'

The proposed alterations to the front projection would replace the existing flat roof with a pitched roof measuring 3.2m to the maximum height and 2.5m to the eaves. The proposed alterations would not increase the depth or width of the front projection. It is considered that the proposed alterations would represent a development that respects the design, character and appearance of the host building and would be acceptable.

Paragraph 6.37 of the SPD states that side extensions should reflect the pattern of development in the street scene.

The proposed two storey side extension would be 3.5m in width which would be considered acceptable in this regard. 6.52 states that side extensions on corner sites should reflect the pattern of development in the street scene, in particular where the character is one of openness and space on the corner plots, extensions should have a subordinate roof and should be sited a minimum of 1m from corner boundaries at first floor level.

The proposed extension would be set back from the front elevation by 1.7m. This set back is considered to address the issues raised by the previous application and would respect the openness and character of the property and its placement on a corner site. The proposed two storey side extension would have a gable end roof. This would serve to reflect the original roof. Additionally it is considered that the above mentioned set back would result in a roof which would appear visually subordinate.

It is therefore considered that the amendments to the scheme have overcome the previous reasons for refusal in terms of character and appearance and would now be acceptable.

In summary the proposed two storey side extension and alterations to the front elevation would respect the character and appearance of the property and local area and would accord with The National Planning Policy Framework, Policy 7.4B of The London Plan (2011), Core Policy CS1.B of the Harrow Core Strategy(2012), Policy DM1 of the Harrow Development Management Policies Local Plan (2013) and the guidance contained in the Council's adopted Supplementary Planning Document: Residential Design Guide (2010).

### **Residential Amenity**

Policy 7.6B, subsection D, of The London Plan (2011) states that new buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. Following on from this, Policy DM1 of the Development Management Policies Local Plan states that 'all development and change of use proposals must achieve a high standard of privacy and amenity. Proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of development, will be resisted'.

The proposed two storey side extension would not interrupt the 45 degree code in the horizontal plane in relation to the nearest neighbouring properties, thereby complying with paragraphs 6.28 – 6.32 of the Council's SPD Guidance. In this regard, the proposal would not therefore give rise to any undue impact in terms of loss of light or overshadowing. There would be no breach of the 45 degree code in the vertical plane.

In summary, the proposal would respect the amenities of the neighbouring occupiers in accordance with Policy 7.6B of The London Plan (2011), Policy DM1 of the Harrow Development Management Policies Local Plan (2013) and guidance contained in the council's adopted Supplementary Planning Document: Residential Design Guide (2010).

### **Human Rights and Equalities**

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.

In determining this planning application the Council has regard to its equalities obligations under section 149 of the Equalities Act 2010. For the purposes of this report there are no adverse equalities issues arising from this proposal. However, it is noted that equality impact assessments play an important role in the formulation of planning policies; however their use in respect of this specific application is very much the exception rather than the norm. Taking proper account of the guidance contained in the London Plan Supplementary Guidance on Planning for Equality and Diversity in London (and in particular paragraph 2.6) the Council considers that there is no requirement for a Race Equalities Impact Assessment.

### **S17 Crime & Disorder Act**

It is considered that the proposed development would not adversely impact upon community safety issues

### **Consultation Response**

Regarding concerns raised about the fence at the rear of the property, this does not form part of this application and could not be used as a basis to refuse permission. The site visit carried out by the case officer has determined that as the fence does not front a highway it would be permitted development. Additionally there is no record of any previous planning conditions restricting the permitted development rights of the property, therefore this is not a material planning consideration in this instance. Regarding concerns raised about the hedge, this also does not require planning permission or form part of this application. Regarding concerns about the openness and narrowing of the access road, the width of the road would remain the same and it is not considered that the proposal would have any bearing on the ease of access or visibility to the road.

### **CONCLUSION**

The proposed development has not been found to negatively impact the character and appearance of the property and the area. Furthermore, the proposed development has not been found to have an unacceptably harmful effect on the amenity of the neighbouring occupiers. The applicant has successfully overcome the previous reasons for refusal of permission.

For all the reasons considered above, and weighing up the development plan policies and proposals and other material considerations, this application is recommended for grant. Appropriate conditions have been attached to ensure that the amenity and privacy of the neighbouring occupiers is safeguarded in the future.

### **CONDITIONS**

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

REASON: To comply with the provisions of Section 91 of the Town and Country Planning

Act 1990.

2 The materials to be used in the construction of the external surfaces of the extensions hereby permitted shall match those used in the existing building.

REASON: To match the appearance of the original dwelling and to safeguard the appearance of the locality to comply with core policy CS 1B of the Harrow Core Strategy 2012 and policy DM 1 of the Development Management Policies Local Plan 2013.

3 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that order with or without modification), no window(s) / door(s) shall be installed in the flank elevations of the developments hereby permitted other than those shown on the approved plans, without the prior permission in writing of the local planning authority.

REASON: To safeguard the amenity of neighbouring residents in accordance with policy DM 1 of the Development Management Policies Local Plan 2013.

4 The development hereby permitted shall be carried out in accordance with the following approved plans: AC 101-OS, AC 101-1, AC 101-2, AC 101-5, AC-102-1, AC 102-2 Rev A, AC 102-5 Rev A, 102-10 Rev A,

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

## **INFORMATIVES**

1 The following policies are relevant to this decision.

### **National Planning Policy**

National Planning Policy Framework 2012

### **The London Plan 2011**

7.4.B Local Character

7.6.B Architecture

### **The Harrow Core Strategy 2012**

CS1.B Local Character

CS7 Stanmore and Harrow Weald

### **Harrow Development Management Policies Local Plan 2013**

DM1 Achieving a High Standard of Development

### **Adopted Supplementary Planning Documents**

Supplementary Planning Document Residential Design Guide 2010

2 INFORM23\_M - Considerate Contractor Code of Practice

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

(Include on all permissions involving building works where they could affect a public highway)

3 INFORM\_PF2

Grant without pre-application advice

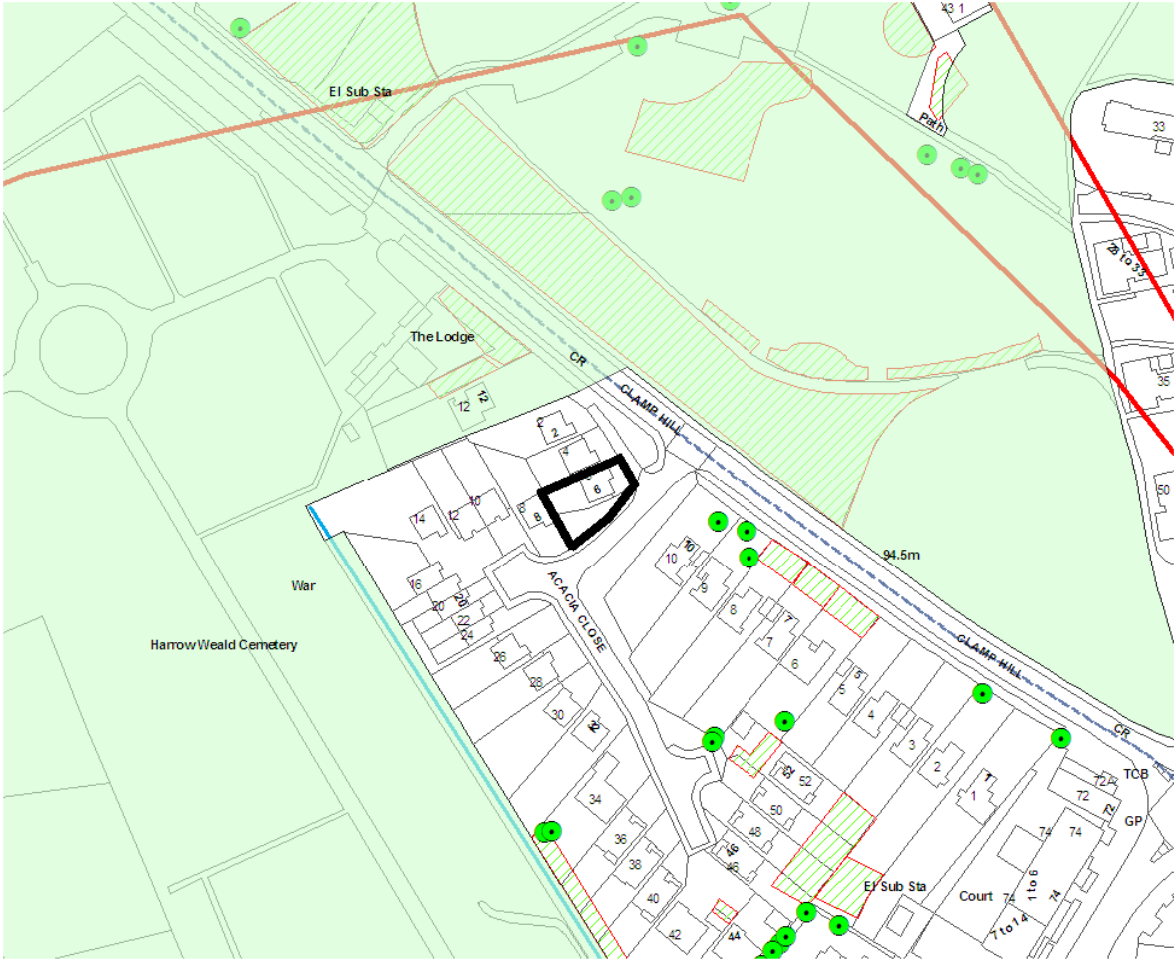
Statement under Article 31 (1) (cc) of The Town and Country Planning (Development Management Procedure) (England) Order 2010 (as amended)

This decision has been taken in accordance with paragraphs 187-189 of The National Planning Policy Framework. Harrow 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 Nos: AC 101-OS, AC 101-1, AC 101-2, AC 101-5, AC-102-1A, AC 102-2 Rev A, AC 102-5 Rev A, 102-10 Rev A

6 ACACIA CLOSE, STANMORE



Item No: 2/02  
Address: 11 - 15 ST ANNS ROAD, HARROW  
Reference: P/4011/14  
Description: CONVERSION OF 2ND AND 3RD FLOORS FROM EDUCATION (USE CLASS D1) TO FORM FOUR FLATS (USE CLASS C3); ADDITION OF TWO ADDITIONAL STOREYS TO BUILDING TO FORM FOUR FLATS (8 FLATS IN TOTAL); EXTERNAL ALTERATIONS TO BUILDING INCLUDING ENTRANCE CANOPY; REFUSE AND CYCLE STORAGE  
Ward: GREENHILL  
Applicant: NIRUMA INVESTMENTS LLP  
Agent: DAVID R YEAMAN AND ASSOCIATES  
Case Officer: SUSHILA BHANDARI  
Expiry Date: 07/01/2015

## **RECOMMENDATION A**

**GRANT** permission subject to authority being delegated to the Divisional Director of Planning in consultation with the Director of Legal and Governance Services for the completion of the Section 106 legal agreement and issue of the planning permission and subject to minor amendments to the conditions or the legal agreement. The Section 106 Agreement Heads of Terms would cover the following matters:

- i) Implement a land use 'swap' that would see the permitted change of use from office to residential at 15 College Road being provided through the redevelopment of 11 – 15 St Anns Road.
- ii) The existing office floor space at 15 College Road retained and renewed.

## **REASON**

The Amba House office block at 15 College Road currently benefits from prior approval for a change of use to 26 residential apartments. The majority of the existing office floor space (circa 2,300m<sup>2</sup>) is occupied. Both the Council and landowner agree that it would be preferable to retain Amba House in office use. The landowner owns an alternative site at 11 – 15 St Anns Road. This is a four storey building currently comprising ground floor retail, 1st floor office (with prior approval for change of use to residential) and 2<sup>nd</sup> & 3<sup>rd</sup> floors in D1 use. Floors 1<sup>st</sup> – 3<sup>rd</sup> have been vacant for a significant period and would lend themselves to either office renewal or residential use.

The redevelopment of 11 – 15 St Anns Road would provide a high quality development comprising of commercial use floorspace at ground floor level and conversion of the 2<sup>nd</sup> and 3<sup>rd</sup> floors into residential flats, including an additional two floors of residential development, providing 8 units in total with external alterations to the existing building which enhances the urban environment in terms of material presence, attractive streetscape, and good routes, access and makes a positive contribution to the local area,

in terms of quality and character.

The decision to **GRANT** planning permission has been taken having regard to the National Planning Policy Framework 2012, the policies and proposals in The London Plan 2011 (amended in 2013), the Harrow Core Strategy 2012 and the Harrow and Wealdstone Area Action Plan 2013, and to all relevant material considerations, and any comments received in response to publicity and consultation.

### **RECOMMENDATION B**

That if the Section 106 Agreement is not completed 14<sup>th</sup> January 2014 then it is recommended to delegate the decision to **REFUSE** planning permission to the Divisional Director of Planning on the grounds that:

The proposed development, in the absence of a legal agreement to secure the retention of the office floor space at Amba House, No.15 College Road and the permitted change of use of this building to residential being transferred to No.11-15 St Anns Road, would fail to adequately mitigate the impact of the development in terms of retaining and providing new employment led land uses within the wider town centre area, thereby being contrary to the aspirations of policies 2.13B, 2.15B, 3.16B, 3.18C and 4.2 of The London Plan 2011, policies CS1.N and CS1.P of the Harrow Core Strategy 2012, policy AAP1 of the Harrow and Wealdstone Area Action Plan 2013 and policies DM31, DM32 and DM47 of the Development Management Policies Local Plan (2013).

### **INFORMATION**

This application is being reported to committee as the proposal constitutes development of more than 2 dwellinghouses and therefore falls outside of Categories 1(b) of the Scheme of Delegation.

**Statutory Return Type:** Minor dwellings

**Council Interest:** None

**Gross Floorspace:** 750.64sqm

**Net additional Floorspace:** 375.32sqm

**GLA Community Infrastructure Levy (CIL) Contribution (provisional):** £13,132.20

**Harrow CIL:** £41,285.20

### **Site Description**

- The application site comprises a four storey building (including basement) located on the southern side of St Anns Road.
- The subject site is located on a corner plot with the western elevation fronting Havelock Place.
- There is a ramped service access leading to the basement at the rear which is accessed from Havelock Place.
- The ground floor has a lawful use as a shop (use class A1).
- The site is located within a primary frontage of the Town Centre and falls within the sub-area of Harrow Town Centre as designated in the Harrow and Wealdstone Intensification Area. The subject site also falls within site allocation No. 16 (Havelock Place) as designated in the Harrow and Wealdstone Area Action Plan 2013.
- The upper floors are vacant at present and were in use as a college (use class D1 – second and third floors) and offices (use Class B1 – first floor). The first floor has prior approval granted under ref: P/3525/13 to change the use of this floor from offices to 2 self-contained flats.



## Proposal Details

- The application proposes extending the existing building with the addition of two new floors to provide residential accommodation and to change the use of the second and third floors from D1 (education) to C3 (residential), giving a total of 8 self contained units.
- All units would comprise 2 bedrooms with a maximum occupancy of up to 4 persons and open plan kitchen and living areas. The over gross internal floor area (GIA) for each unit would be 79sqm.
- The proposal seeks external alterations to the building which would include the removal and bricking up of parts of the existing window sections with brickwork to match the existing building (1<sup>st</sup> to 3<sup>rd</sup> Floor only). The ground floor would be re-clad with light stone tiles to differentiate the commercial aspect of the development from the residential above.
- New fenestration including Juliet style balconies (fronting Havelock Place) is proposed to all the upper floors.
- The new fourth floor would be constructed in brickwork to match the existing.
- The new fifth floor would be constructed in grey vertical metal cladding.
- It is also proposed to construct a new lift head and access stairs to the roof which would be constructed in the same metal cladding as that used for the fifth floor.
- Access to the new flats would be from a new entrance created off Havelock Place. New full height glazed double width doors are proposed for the new entrance which would have a new projecting canopy over with the building's new name.
- It is also proposed to replace the existing entrance off Havelock Place with a full height window which would be recessed to allow space for a landscape planter to be inserted.
- A further door would be inserted to the south of the main entrance to the flats above which would provide access to the refuse and cycle storage area.

## Revisions to Previous Application

- n/a

## Relevant History

LBH/2506/1

Erection - 2 shops on ground floor with 2 floors of offices over

Refused - 19/11/1968

LBH/2506/2

Erection - 2 shops on ground floor with 2 floors of offices over

Refused – 19/11/1968

LBH/2506/6

Erection - shop on ground floor, showroom or storage on 1st, offices on 2nd and parking area at rear (outline)

Granted - 09/12/1971

LBH/2506/7

Erection of shops on upper/lower ground floors with 3 floors of offices over and basement storage

Granted - 04/10/1972

LBH/2506/8

Erection of shops on ground floor and basement with 3 floors of offices over (details to comply with outline permission dated 4/10/72)

Granted - 18/12/1972

LBH/2506/10

Erection of shops on ground floor & basement with 3 floors offices over (nos.11015)

Granted - 29/06/1973

LBH/2506/12

Change of use of vacant shop with basement to offices for banking purposes

Refused - 02/12/1976

P/2808/07

Change of use from b1 (business) to allow continued use of part basement, first, second and third floors of building for d1 (non-residential institution) educational institution

Refused - 18/10/2007

Reason for Refusal

1. The continued use of the building as an educational institution (D1) results in loss of business (B1) floor space in the Metropolitan Centre, contrary to the aims and objectives of the policy EM15 of the Harrow Unitary Development Plan (2004), which aims to retain such uses in the Borough.

P/4043/07

Change of use from b1 (business) to allow continued use of second and third floors for non residential educational centre (use class d1)

Granted - 05/03/2008

P/3525/13

Conversion of offices (Class B1a) on first floor to two self-contained flats (class C3) (Prior approval of transport & highways impacts of the development, and of contamination risk and flooding risks on the site)

Granted - 23/12/2013

**Pre-Application Discussion**

- The applicant and the Council have had pre-application discussions centred on the principle of the proposed land swap and agreeing the broad design and appearance of the proposed extension and external alterations.

**Applicant Submission Documents**

Design and Access Statement – this documents sets out the design approach, the access arrangements and sustainability of the proposal.

**Consultations**

Highways Authority:

- No objections

**Advertisement**

- None

**Notifications**

Sent: 9  
Replies: 0  
Expiry: 9/12/2014

### **Addresses Consulted**

321, 321a-327 - Station Road  
Natwest House (1- 9 - all floors) 9, 15, Kiosk Opposite 1-9 - St Anns Road

### **Summary of Responses**

- n/a

### **APPRAISAL**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

*'If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.'*

The Government has issued the National Planning Policy Framework (NPPF), which consolidates national planning policy and is a material consideration in the determination of this application.

In this instance, the Development Plan comprises The London Plan 2011 and the Local Development Framework (LDF). The LDF comprises The Harrow Core Strategy 2012, Harrow and Wealdstone Area Action Plan (AAP) 2013, the Development Management Policies Local Plan (DMP) 2013, the Site Allocations Local Plan (SALP) 2013 and Harrow Local Area Map (LAP) 2013.

On 11 October 2013, the Greater London Authority [GLA] published Revised Early Minor Alterations [REMA] to The London Plan 2011. From this date, the REMA are operative as formal alterations to The London Plan 2011 and therefore form part of the development plan for Harrow.

Further Alterations to London Plan (FALP) now post examination and may be given significant weight

### **MAIN CONSIDERATIONS**

Principle of Development and Land Uses  
Design, Character and Appearance of the Area  
Residential Amenity  
Traffic and Parking  
Accessibility  
Development and Flood Risk  
Sustainability  
Housing Density and Unit Mix  
Equalities Impact  
S17 Crime & Disorder Act  
Consultation Responses

### **Principle of the Development and Land Uses**

The application site is located within the Harrow Metropolitan Town Centre and is identified as an intensification area as set out in the Harrow Core Strategy (2012) and The

London Plan (2011). The detailed area plan is set out in the adopted Harrow and Wealdstone Area Action Plan (AAP) (2013) and therefore any redevelopment and changes of uses proposed within this area will be considered against the policies contained within AAP along side the adopted Development Management Policies Local Plan (DMP) (2013).

Further draft minor alterations (FALP) to the London Plan have been published by the Mayor in January 2014. Consultation on the draft alterations was held during January 2014 to April 2014. The FALP has been primarily prepared to address key housing and employment issues. The FALP identifies Harrow and Wealdstone as an opportunity area and therefore will support development proposals with higher densities to meet London's housing needs. The FALP seeks to increase the minimum annual housing target for Harrow from 350 to 593 per annum.

The application site falls within the sub area of Harrow Town Centre Central as set out in the AAP. The St Anns Road frontage is located within a primarily shopping frontage and the section fronting Havelock Place is identified as a Proposals Site within the AAP. The proposed vision for Havelock Place is to provide active mixed used frontages to Havelock Place to create pedestrian through routes from St. Ann's Road to College Road and Harrow on the Hill station.

The ground floor and basement of the existing building is currently in use as a Sandwich Bar (use Class A1). The first floor of the building benefits from prior approval to convert this floor into residential accommodation comprising a total of two units (2 bed, 4 person occupancy).

The second and third floors of the building were last in use for education purposes (D1) which primarily catered for adult age education. The loss of this use has to be assessed against policy 3.18C of The London Plan 2011 which seeks to resist the loss of educational facilities, unless it can be demonstrated that there is no ongoing or future demand for such a facility. Policy 3.16B of The London Plan is also of relevance which seeks the protection and enhancement of social infrastructure (such as colleges). There is no specific policy within the Harrow and Wealdstone AAP which deals with the loss of education facilities. In the absence of which policy DM47 of the DMP would be relevant in assessing the loss of the existing education facilities.

Policy DM47 sets additional requirements to be met, such as evidence of marketing to demonstrate that there is no longer a need for that facility (criterion a), that there are other adequate similar facilities within walking distance that offer equivalent provision (criterion b) or that the activities carried out cannot be made consistent with acceptable living conditions for nearby residents (criterion c) or the redevelopment of the site would secure an over-riding public benefit (criterion d).

In assessing the proposal against criterion (a), it is noted that the applicant has not provided any marketing data in support of this application to demonstrate that there is no longer a need for such facility. However, it is considered that the lack of this marketing data can be mitigated by the applicant's intention to enter into a legal agreement (section 106) with the Council to retain employment floorspace for another building owned by the applicant at No.15 College Road in Harrow Town Centre known as Amba House.

The applicant has prior approval to convert No.15 College Road into residential, providing up to 26 flats in total. The majority of the existing office floor space (circa 2,300m<sup>2</sup>) is

occupied. Both the Council and landowner agree that it would be preferable to retain Amba House in office use. The site at 11 – 15 St Anns Road comprises at ground floor retail, 1<sup>st</sup> floor office (with prior approval for change of use to residential) and 2<sup>nd</sup> and 3<sup>rd</sup> floors in D1 use. Floors 1<sup>st</sup> – 3<sup>rd</sup> have been vacant for a significant period and would lend themselves to either office renewal or residential use.

The proposal is to implement a land use ‘swap’ that would see the residential development secured through the permitted change of use from office to residential at 15 College Road being provided through the redevelopment of 11 – 15 St Anns Road, and the existing office floor space at 15 College Road being retained and renewed.

The proposed development of 11 – 15 St Anns Road would provide a high quality development through the conversion of floors 1 - 3 into residential flats (first floor through prior approval), including an additional two floors of residential development, providing 10 units in total which enhances the urban environment in terms of material presence, attractive streetscape, and good routes, access and makes a positive contribution to the local area, in terms of quality and character. On this basis, the lack of marketing data to justify the loss of the education use at this site is acceptable in this case.

It is also considered that the change of use would provide an over-riding public benefit through the delivery of high quality new homes in a sustainable location (criterion d). Furthermore, there are other facilities within walking distance of the site which also provide adult age education such as Harrow College on Lowlands Road.

In conclusion, it is considered that the loss of the education use on this site can be supported for the reasons discussed above and that the loss of employment use on this site would be off set by retaining No.15 College Road as offices which would be secured by way of a legal agreement. As such, the proposed change of use would give rise to no conflict with the aspirations of the policies set out above.

### **Design, Character and Appearance of the Area**

Policy 7.4 (B) of the London Plan requires that buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass.

Core Policy CS1.B specifies that ‘All development shall respond positively to the local and historic context in terms of design, siting, density and spacing, reinforce the positive attributes of local distinctiveness whilst promoting innovative design and/or enhancing areas of poor design; extensions should respect their host building.’

Policies AAP1 and AAP4 of the AAP seeks to a high standard of development within the Harrow Town Centre and throughout the Heart of Harrow. Policy AAP1 states that development within all three sub areas of Harrow town centre will be required to strengthen its character, legibility and role as a Metropolitan Centre.

The surrounding area has strong urban character, without any significant coherence or commonality of design with the exception of the three-storey Victorian terrace buildings to the east of the site on the corner of Station Road and St Anns Road. Building such as the Natwest Bank building, a Grade II Listed Building, the subject four-storey office building at 11-15 St. Anns Road and Sheridan House provide significant landmark buildings in the immediate area and the differences in form and design of these buildings is indicative of the variances in the built form in the locality. In close proximity to the site, these buildings

nonetheless serve to contextualise the development site. Planning permission has recently been granted for a new six storey building at the rear of No.321 Station Road, fronting Havelock Place (Ref: P/1197/14) and would approximately be sited in the same building line as the subject site. .

#### New 4<sup>th</sup> and 5<sup>th</sup> Floors

The subject site is located on a corner plot with the ground floor commercial fronting St Anns Road and the entrance to the upper floors from Havelock Place. Given the corner context of the site, the height of the proposed new six storey building at the rear of No.321 Station Road and the existing six storey building at Sheriden House, 17 St Anns Road, the addition of the two new floors would not appear out of context or scale in this locality. The scale of the building including the required lift head and access stairs to the roof area would be comparable in height to the other buildings in the vicinity. The corner siting of the building also lends itself to create additional height on this corner to mirror the height on the opposite corner (Sheriden House). It is considered that the height of the building would be acceptable in terms of its scale and siting.

#### External Alterations and Appearance

The external alterations to the existing building would overhaul the appearance of the building. At ground floor a light stone tile cladding is proposed to differentiate the ground floor commercial use from the upper floor residential use. A new canopy is proposed over the entrance to the flats from Havelock Place to define the entrance to the building. The proposed bricking up of the existing window sections and the insertion of new fenestration would enhance and modernise the overall appearance of the existing building. The brickwork would match that of the existing building. In order to break the massing of the building the top floor including the lift head would be clad in grey metal vertical cladding.

It is considered that the proposed external alterations would meet the Council's aspirations for the delivery of high standard of development in Harrow Town Centre as set out in the policies stated above.

#### Landscaping.

As the buildings on the site would abut the boundaries of the site, no provision is made for the setting of the building, in common with other surrounding buildings in the town centre. Though the high quality design of the building would ensure that any adverse impacts upon the character of the area are minimised, the development will derive its setting from a high quality public realm adjacent to the site from which residential occupiers and retailers will benefit. It is noted that a small planter box is proposed in front of the full height glazed window serving the entrance lobby which would provide a small landscape feature to enhance the appearance of the development in the streetscene.

#### Refuse Storage

Policy AAP4 of the AAP requires that development proposals makes satisfactory provision for the disposal and storage of waste and recycling materials.

Refuse stores would be located internally, serviced from Havelock Place, and would not therefore affect the appearance of the area. These refuse stores would be adequate for the purposes of the development and would ensure servicing arrangements would not be compromised.

In conclusion, it is considered that the proposed development would be acceptable in terms of its impact upon the character and appearance of the area and would give rise to

no conflict with above stated policies.

## **Residential Amenity**

### Residential Amenity of Future Occupiers

Policy 7.6B, subsection D, of The London Plan (2011) states that new buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate.

There are no specific policies within the AAP which deal with safeguarding residential amenity but eludes that development proposals would be required to meet policy DM1 of the Development Management Policies Local Plan (2013), which seeks to ensure that “proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of the development, will be resisted”.

Policy 3.5C of The London Plan requires all new residential development to provide, amongst other things, accommodation which is adequate to meet people’s needs. In this regard, minimum gross internal areas (GIA) are required for different types of accommodation, and new residential accommodation should have a layout that provides a functional space. Table 3.3 of The London Plan specifies minimum GIAs for residential units and advises that these minimum sizes should be exceeded where possible. The use of these residential unit GIA’s as minima is also reiterated in Appendix 1 of the Residential Design Guide SPD. This is supported by policy AAP13 of the AAP. Further detailed room standards are set out in the Mayors Housing Supplementary Planning Guidance 2012. Whilst the Mayor’s Housing SPG provides guidance for public sector housing the internal rooms standards set out in this guidance provides a good benchmark for the delivery of good quality homes

Each unit would have a GIA of 79sqm. The proposed GIA’s for each of the units would exceed the minimum GIA of 70sqm for a 2 bedroom, 4 person unit set out in the London Plan and the adopted Residential Design Guide SPD.

In assessing the internal standards of the individual rooms to each unit, all of the units would meet the minimum standards set out in the Mayors SPG. In this regard, the proposal is considered to be acceptable.

### Layout and Stacking

Paragraph 4.55 of the Residential Design Guide SPD specifies that ‘the vertical stacking of rooms between flats should ensure that bedrooms do not overlap living rooms, kitchens and bathrooms on other floors. Where possible, the horizontal arrangement of rooms between flats in a block should also avoid bedrooms adjoining neighbouring living rooms, kitchens and bathrooms, as well as communal areas such as halls and stairs’.

The proposed development would stack appropriately in a vertical fashion therefore there would be no vertical stacking issues. In terms of the horizontal layout, similar rooms would adjoin similar rooms and therefore there would be no conflict in this regard.

All units are shown to have a dual aspect layout. It is noted that the windows in the southern elevation whilst would currently enjoy unrestricted views of the rear elevations of Station Road, College Road and Havelock Place, the construction of a new building at the rear of No.321 Station Road will result in some loss of light to the lower floors of the

subject building. However, given the that the primary living area to each of the units on this side of the building would be served by dual aspect windows which is an area that occupiers are most likely to spend more time in, the potential loss of outlook and light to the bedrooms would be unlikely to cause any undue impact upon the amenities of the future occupiers of this site. Furthermore, in Town Centre locations there is expected to be some degree of loss of outlook in built up areas but through providing a good internal layout such impacts can be limited to areas that do not provide primary living space such as bedrooms that are generally used for sleeping purposes only. In this regard, the proposed layout of the development in terms of light and outlook is considered to be acceptable.

#### Outdoor Amenity Space

Policy AAP13 of the AAP seeks to *inter alia* ensure that development proposals provide an appropriate form of useable outdoor space. This is further reinforced under paragraph 4.64 of the SPD requires that residential development should provide appropriate amenity space. In case of town centre locations, alternative forms of outdoor amenity such as balconies should be explored.

In this case, due to the site constraints, the applicant has shown the provision of a Juliet style balcony for each of the units. Whilst this does not provide external amenity space in a traditional sense it does provide some outlook for future occupiers. It is considered that the lack of an external amenity area would be offset by the generous sized open plan living area. On this basis, the proposed development is considered to be acceptable in this regard.

#### Impact on neighbouring properties

There are no immediate residential developments adjoining the site which would be affected by the proposed development. It is noted that the new six storey building proposed at the rear of No.321 Station Road would be the closest residential development to the subject site. The subject building maintains a distance of at least 8.9m from the northern boundary of No.321 Station Road. The upper floors (1 to 6) of proposed new building at No.321 Station Road would be set in from the northern and southern boundaries by at least 2.5m. The proposed flank elevation of this neighbouring building would contain a number of windows serving bedrooms and secondary windows to the main living area. The primary source of light and outlook for the living areas of this neighbouring building would be from the window/ doors located in the rear elevation fronting Havelock Place.

The subject building already has a number of openings that directly face the rear of No.321 Station Road. The proposed development would consist of bedroom windows and secondary window to the living area in the southern flank elevation. Whilst the proposed change of use of the upper floors from office/ education to residential together with the proposed extension would change the dynamic in terms of use and intensity, the total separation distance of at least 11.4m would provide some form of buffer between the two buildings. It is also considered that in built up areas within the Town Centre location that some level of mutual overlooking would exist given the compact nature of the urban built form. On balance, it is considered that the proposed windows in the southern elevation would not amount to any unreasonable level of loss of privacy to the future occupiers of the development at the rear of No.321 Station Road to warrant a refusal on such basis. In conclusion, it is considered that the proposed development would have an acceptable impact upon adjoining neighbouring buildings.



## **Traffic and Parking**

The NPPF sets out the overarching planning policies on the delivery of sustainable development through the planning system. It emphasises the importance of reducing the need to travel, and encouraging public transport provision to secure new sustainable patterns of transport use.

The London Plan (2011) Policies 6.3, 6.9 and 6.13 seek to regulate parking in order to minimise additional car travel, reduce trip lengths and encourage use of other, more sustainable means of travel. The Parking Addendum to Chapter 6 of The London Plan (2011) which has been updated following the Revised Early Minor Alterations [REMA] in October 2013 sets out maximum parking standards for new development dependant upon their use and level of public transport accessibility.

Policy AAP 19 of the AAP seeks to limit on site car parking and development proposals to support the use of sustainable modes of transport, in particular in areas that have a high level of public transport accessibility.

The application site is located within Harrow Metropolitan Centre, which has the highest PTAL rating. The proposal is to be car free and shows a provision of cycle storage at ground floor level for up to 10 cycles in total. Given, the high PTAL rating and sustainable location of the subject site, it is considered that a car free development could be supported in this case. Furthermore, the stringent parking controls over an extensive area would most likely render the site highly reliant on public transport. The Council's Highways Authority has raised no objection to the proposed development.

In summary the highway network is unlikely to suffer from any adverse impact in capacity and parking impact terms hence the proposal is acceptable on highway grounds.

## **Development and Flood Risk**

The site is not located within a flood zone. However it is sited within a critical drainage area. Whilst the proposed development seeks to extend the building by an additional two floors, the proposed development would not increase the footprint of the existing building. The applicant states that the building is connected to the main sewer and all water would be discharged to this sewer connection. The Council's Drainage Authority have raised no objection to the proposed development and accordingly the proposal would give rise to no conflict with National Planning Policy, The London Plan policy 5.12.B/C/D, policy AAP9 of the AAP and policy DM10 of the DMP.

## **Accessibility**

Policy AAP4 of the AAP, policy DM2 of the DMP and policies 3.5 and 3.8 of The London Plan (2011) seek to ensure that all new housing is built to 'Lifetime Homes' standards. Furthermore, The London Plan policy 7.2 requires all future development to meet the highest standards of accessibility and inclusion.

Policy CS1.K of the Harrow Core Strategy requires all new dwellings to comply with the requirements of Lifetime Homes. Supplementary Planning Document *Accessible Homes* 2010 (SPD) outlines the necessary criteria for a 'Lifetime Home'. The Council's has adopted a Supplementary Planning Document 'Access for All' 2006, which provides detailed guidance on achieving an accessible design.

The Design and Access Statement and the submitted plans demonstrate that all residential units would be Lifetime Homes and the existing building benefits from a Lift

serving all floors. At ground floor level, a stair lift would be installed within the lobby area to accommodate the change in levels between the entrance lobby and the lift area.

On this basis, the proposed development will give rise to no conflict with the above stated policies.

### **Sustainability**

Policy 5.1 of The London Plan 2011 seeks to achieve an overall reduction in London's carbon dioxide emissions of 60 per cent by 2025. Harrow Council has adopted a Supplementary Planning Document on Sustainable Building Design (adopted May 2009).

For minor development proposals, the development plan at this point does not set out energy and sustainability targets greater than those required by Building Regulations. As these standards will be secured through other legislation, no conditions are required in relation to sustainability measures. Accordingly, no conflict with sustainability policies in the development plan is found. Notwithstanding this, it is noted in the applicant's Design and Access Statement sets out the measures to achieve a sustainable development.

### **Housing Mix**

Policy 3.8B of The London Plan (2011) requires councils to take account of housing requirements, and to ensure that new developments offer a range of housing choices, in terms of the mix of housing sizes and types.

Core Policy CS1.1 of the Core Strategy notes that new residential development shall result in a mix of housing in terms of type, size and tenure across the Borough and within neighbourhoods.

Policy AAP13 of the AAP will support proposals that secure an appropriate mix of housing on site and which contribute to the creation of inclusive and mixed communities.

In this case, all the units would each have 2 bedrooms with occupancy of up to 4 persons. Whilst it is noted that the lack in the mix of housing would conflict with the aspirations of the above policies, it is considered that given that the proposed development would be acceptable in all other regards, it would be unreasonable to refuse this application on the grounds of the lack of a mix of unit sizes. Furthermore, given that this is a small scale development, a lack of a mix of units could on balance be supported in this case.

### **Equalities Impact**

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

- (1) A public authority must, in the exercise of its functions, have due regard to the need to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications.

### **S17 Crime & Disorder Act**

Policies 7.3.B and 7.13.B of The London Plan and policy AAP 4 of the AAP require all new developments to have regard to safety and the measures to reduce crime in the design of development proposal.

The entrance to the proposed flats would be from Havelock Place, which is a busy thoroughfare and is afforded natural surveillance from passer bys. In this regard, the proposal is considered not to give rise to any conflict with regards to the above stated policies.

### **Consultation Responses**

- None

### **CONCLUSION**

The Amba House office block at 15 College Road currently benefits from prior approval for a change of use to 26 residential apartments. The majority of the existing office floor space (circa 2,300m<sup>2</sup>) is occupied. Both the Council and landowner agree that it would be preferable to retain Amba House in office use. The landowner owns an alternative site at 11 – 15 St Anns Road. This is a four storey building currently comprising ground floor retail, 1st floor office (with prior approval for change of use to residential) and 2<sup>nd</sup> & 3<sup>rd</sup> floors in D1 use. Floors 1<sup>st</sup> – 3<sup>rd</sup> have been vacant for a significant period and would lend themselves to either office renewal or residential use.

The redevelopment of 11 – 15 St Anns Road would provide a high quality development comprising of commercial use floorspace at ground floor level and conversion of the 2<sup>nd</sup> and 3<sup>rd</sup> floors into residential flats, including an additional two floors of residential development, providing 8 units in total with external alterations to the existing building which enhances the urban environment in terms of material presence, attractive streetscape, and good routes, access and makes a positive contribution to the local area, in terms of quality and character.

The decision to **GRANT** planning permission has been taken having regard to the National Planning Policy Framework 2012, the policies and proposals in The London Plan 2011 (amended in 2013), the Harrow Core Strategy 2012 and the Harrow and Wealdstone Area Action Plan 2013, and to all relevant material considerations, and any comments received in response to publicity and consultation.

### **CONDITIONS**

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

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

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

2 Notwithstanding the details shown on the approved drawings, the development hereby permitted shall not commence until samples of the materials/ or details to be used in the construction of the external surfaces noted below have been submitted to, and approved in writing by, the local planning authority:

a: the upper floor extension

b: the proposed cladding to the ground floor

c: the brick infill to the existing building and fourth floor extension

d: the windows/ doors including details for the glazed balcony screens

e: the proposed canopy

The development shall be carried out in accordance with the approved details and shall thereafter be retained.

REASON: To safeguard the appearance of the locality and to ensure a satisfactory form of development in accordance with policy 7.4B of The London Plan 2011, policy CS.1B of the Harrow Core Strategy and policies AAP1 and AAP4 of the Harrow and Wealdstone Area Action Plan 2013.

3 Notwithstanding the approved plans, no television facilities (aerials, satellites or any other equipment), ventilation, extraction systems or associated ducting shall be introduced onto the exterior elevations of the building without the prior written permission of the Local Planning Authority.

REASON: To ensure an appropriate standard of development which provides a high quality appearance in the interests of the visual amenity of the area, thereby according with according with policy 7.4.B of The London Plan 2011, policy CS1.B of the Harrow Core Strategy 2012 and policies AAP1, AAP2 and APP4 of the Harrow and Wealdstone Area Action Plan 2013.

4 The development hereby permitted, as detailed in the submitted and approved drawings, shall be built to Lifetime Homes Standards, and thereafter retained to those standards.

REASON: To ensure provision of Lifetime Homes standard housing in accordance with policy 7.2.C of The London Plan 2011, policy DM2 of Harrow Development Management Policies Local Plan 2013 and Supplementary Planning Document: Access for All 2010.

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

REASON: To safeguard the appearance and character of the surrounding area, in accordance with policy 7.4.B of The London Plan 2011 and with policy AAP4 of the Harrow and Wealdstone Area Action Plan 2013.

6 The development hereby permitted shall be carried out in accordance with the following approved plans and documents:

Design and Access Statement; 000; 001; 002; 003; 004; 005; 006; 007; 008; 009; 010; 011; 012; 013; 014; 015; 016; 017; 018; 019; 020; 021

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

## **INFORMATIVES**

1 The following policies are relevant to this decision:

National Planning Policy Framework (2012)

The London Plan (2011) including Revised Early Minor Alterations to The London Plan 2013:

Policies 2.13, 2.15, 3.1, 3.5, 3.8, 3.16, 2.18, 4.2, 5.1,5.2, 5.3, 5.7, 5.9, 5.10, 5.12, 6.3, 6.9, 6.13, 7.1, 7.2, 7.3, 7.4, 7.6, 7.15

The Harrow Core Strategy (2012)

Core Policies CS1

Harrow and Wealdstone Area Action Plan (2013)

AAP1, AAP4, AAP9, AAP13, AAP19

Development Management Policies Local Plan (2013)  
Policies DM1, DM2, DM10, DM12, DM24, DM27, DM31, DM32, DM42, DM45, DM47.

Supplementary Planning Document – Residential Design Guide (2010)  
Supplementary Planning Document – Accessible Homes (2010)  
Supplementary Planning Document – Access for All (2006)  
Code of Practice for Storage and Collection of Refuse and Materials for Recycling in Domestic Properties (2008).  
Housing: Supplementary Planning Guidance (2012)

## 2 CONSIDERATE CONTRACTOR CODE OF PRACTICE

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

## 3 PARTY WALL ACT:

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

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

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

“The Party Wall etc. Act 1996: Explanatory booklet” is available free of charge from:  
Communities and Local Government Publications, PO Box 236, Wetherby, LS23 7NB  
Please quote **Product code:** 02 BR 00862 when ordering

Also available for download from the CLG website:

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

Tel: 0870 1226 236 Fax: 0870 1226 237

Textphone: 0870 1207 405

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

## 4 COMPLIANCE WITH PLANNING CONDITIONS

**IMPORTANT:** Compliance With Planning Conditions Requiring Submission and Approval of Details Before Development Commences

- You will be in breach of planning permission if you start development without complying with a condition requiring you to do something before you start. For example, that a scheme or details of the development must first be approved by the Local Planning Authority.
- Carrying out works in breach of such a condition will not satisfy the requirement to commence the development within the time permitted.
- Beginning development in breach of a planning condition will invalidate your planning permission.
- If you require confirmation as to whether the works you have carried out are acceptable, then you should apply to the Local Planning Authority for a certificate of lawfulness.

## 5 INFORMATIVE:

The applicant is advised that any windows in the flank elevation of the development hereby permitted will not prejudice the future outcome of any application which may be

submitted in respect of the adjoining property.

#### 6 INFORMATIVE:

Please be advised that approval of this application (either by Harrow Council, or subsequently by PINS if allowed on Appeal following a Refusal by Harrow Council) will attract a liability payment of **£13,132.20** of Community Infrastructure Levy, in addition to the liability payment of £45,675 required for planning permission P/1226/12. This charge has been levied under Greater London Authority CIL charging schedule and s211 of the Planning Act 2008.

Harrow Council as CIL collecting authority on commencement of development will be collecting the Mayoral Community Infrastructure Levy (CIL).

Your proposal is subject to a CIL Liability Notice indicating a levy of **£13,132.20** for the application, based on the levy rate for Harrow of £35/sqm and the stated increase in floorspace of **375.32 sqm**

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

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

#### 7 INFORMATIVE:

Harrow has a Community Infrastructure Levy which will apply Borough wide for certain uses of over 100sqm gross internal floor space. The CIL has been examined by the Planning Inspectorate and found to be legally compliant. It will be charged from the 1st October 2013. Any planning application determined after this date will be charged accordingly.

Harrow's Charges are:

Residential (Use Class C3) - £110 per sqm;

Hotels (Use Class C1), Residential Institutions except Hospitals, (Use Class C2), Student Accommodation, Hostels and HMOs (Sui generis)- £55 per sqm;

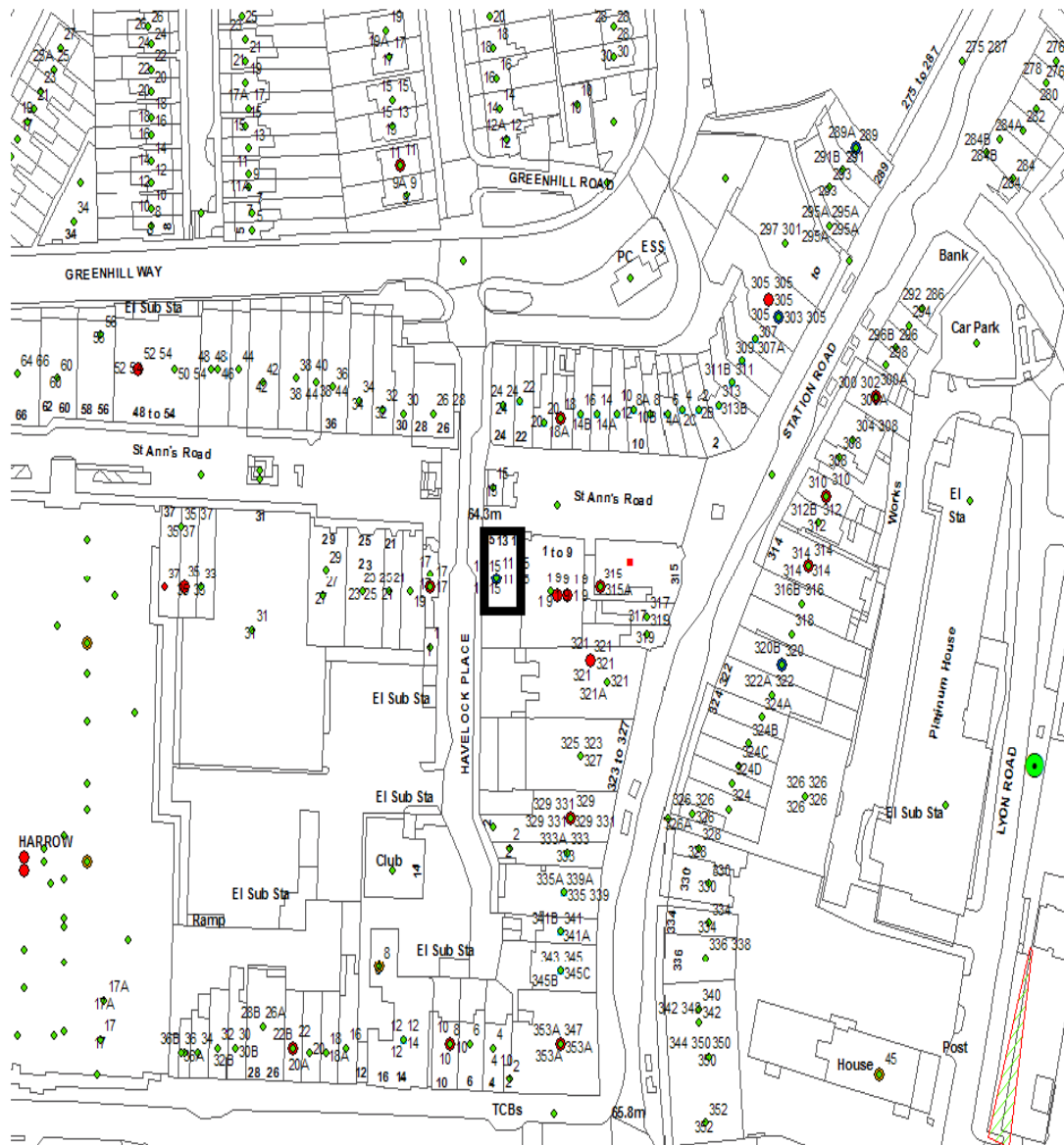
Retail (Use Class A1), Financial & Professional Services (Use Class A2), Restaurants and Cafes (Use Class A3) Drinking Establishments (Use Class A4) Hot Food Takeaways (Use Class A5) - £100 per sqm

All other uses - Nil.

The Harrow CIL contribution for this development is **£41,285.20**

Plan Nos: Design and Access Statement; 000; 001; 002; 003; 004; 005; 006; 007; 008; 009; 010; 011; 012; 013; 014; 015; 016; 017; 018; 019; 020; 021

# 11-15 ST ANNS ROAD, HARROW



## SECTION 3 - OTHER APPLICATIONS RECOMMENDED FOR REFUSAL

Item No: 3/01

Address: RAW LASAN RESTAURANT (FORMERLY THE VINE INN PUBLIC HOUSE), 154 STANMORE HILL, STANMORE

Reference: P/3906/14

Description: PARTIAL DEMOLITION AND CONVERSION OF EXISTING LOCALLY LISTED BUILDING INTO FOUR X TWO BEDROOM AND TWO X ONE BEDROOM FLATS; CONSTRUCTION OF 2 STOREY DETACHED BUILDING TO FORM TWO X TWO BEDROOM MAISONNETTES; PARKING; LANDSCAPING; PRIVATE AND COMMUNAL AMENITY AREAS; REFUSE STORAGE AND ACCESS

Ward: STANMORE PARK

Applicant: PHARMICHEM INTERNATIONAL LIMITED

Agent: RDT DESIGN

Case Officers: VICTOR UNUIGBE

Expiry Date: 03/12/2014

### RECOMMENDATION

**REFUSE** planning permission for the development described in the application and submitted plans for the following reasons(s):

### REASONS

1. The proposed detached building, by reason of height, siting and bulk, would 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 (2012), Policy 7.16B of The London Plan (2011), Core policy CS1.F of the Harrow Core Strategy (2012) and Policy DM16 of the Harrow Development Management Policies Local Plan (2013). No very special circumstances have been demonstrated by the applicants whereby the harm by reason of inappropriateness is outweighed by other considerations.
2. The proposed detached building, by reason of design, scale (incorporating height and excessive width), inappropriate materials and siting, would be out of keeping with the high quality traditional order, design and cohesive group character of the existing locally listed buildings on the site and the adjacent locally listed buildings at Nos. 156 and 158 Stanmore Hill, and would undermine the setting of the group and appear obtrusive as a result. The proposed building would be out of keeping with the density of development and semi-rural character of the surrounding area. The proposal would therefore not preserve the special interest of the existing locally listed building or this group of locally listed buildings, and would fail to preserve or enhance the character or appearance of the Little Common Conservation Area, contrary to the National Planning Policy Framework (2012), policies 7.4B, 7.6B and 7.8C/D of The London



Plan (2011), Core policies CS1.B and CS1.D of the Harrow Core Strategy (2012), Policies DM1 and DM7 of the Harrow Development Management Policies Local Plan (2013), and the adopted Supplementary Planning Document: Stanmore and Edgware Conservation Areas (Appendix 1 – the Little Common Conservation Area Appraisal and Management Strategy (CAAMS) – 2013).

3. The proposed demolition of the existing detached former stable block, which has been in-situ as an ancillary building since the 19<sup>th</sup> Century, would significantly detract from the cohesive group character of the existing locally listed buildings on the site, and undermine the heritage values of the site without clear and convincing justification, contrary to the National Planning Policy Framework (2012), Policy 7.8C of The London Plan (2011), Core policy CS.1D of the Harrow Core Strategy (2012), Policy DM7 of the Harrow Development Management Policies Local Plan (2013) and the adopted Supplementary Planning Document: Stanmore and Edgware Conservation Areas (Appendix 1 – the Little Common Conservation Area Appraisal and Management Strategy (CAAMS) – 2013).
4. The proposed conversion of the existing locally listed subject building to residential units would be incompatible with the existing commercial use and character of the subject building. The proposed use would therefore fail to respect the established character of the existing subject building, and it would fail to preserve the character of the Little Common Conservation Area, contrary to the National Planning Policy Framework (2012), Policies 7.4B, 7.6B and 7.8/C/D of The London Plan (2011), Core policies CS1.B and CS1.D of the Harrow Core Strategy (2012), Policies DM1 and DM7 of the Harrow Development Management Policies Local Plan (2013), and the adopted Supplementary Planning Document: Stanmore and Edgware Conservation Areas (Appendix 1 – the Little Common Conservation Area Appraisal and Management Strategy (CAAMS) – 2013).
5. The proposed development, by reason of the poor layouts and design of Flats 3, 4, 5 and 6 in the converted locally listed subject building, would result in a substandard level of accommodation by reason of unacceptable vertical stacking between the four flats leading to unreasonable levels of disturbance. The applicants have failed to demonstrate satisfactory measures to mitigate the unacceptable layouts between the proposed units. The proposal would therefore be detrimental to the amenities of the future occupiers of these units, contrary to the Core policy CS1.K of the Harrow Core Strategy (2012), Policy DM1 of the Harrow Development Management Policies Local Plan (2013) and the adopted Supplementary Planning Document: Residential Design Guide 2010.

## **INFORMATION**

The application is reported to the Planning Committee because it has been called in by a nominated member, on account of the receipt of significant public interest.

**Statutory Return Type:** (E)13: Minor Dwellings

**Council Interest:** None

**Net additional Floorspace (Floorspace of demolished buildings deducted from floorspace of new building):** 115.36 square metres

**GLA Community Infrastructure Levy (CIL) Contribution (provisional):** £4,037.60

**Harrow Community Infrastructure Levy (CIL) Contribution (provisional):** £12,689.60

## Site Description

- The application site is located on the south-west side of Stanmore and is situated within the Green Belt.
- The site is situated within the Little Common Conservation Area and is within an Area of Special Character that covers Harrow Weald Ridge.
- The site is occupied by a locally listed two storey pitched-roofed detached property with basement floor. The site is located on the corner intersection between Stanmore Hill and Little Common.
- The property presently trades as a Use Class A3 Indian restaurant (Raw Lasan) with the first floor forming living accommodation (six bedrooms) for staff members.
- The property has an attached L-shaped chain of single storey buildings and one two-storey store room building. The attached buildings are mainly later additions and form an enclosed courtyard to its north and north-east sides.
- There is a detached block of three garages in front of the property, which fronts directly onto Stanmore Hill. The garage block forms part of the heritage asset, as historic Ordnance Survey (OS) maps (the earliest dating to 1864) show stables with similar footprint and siting as those of the garage block.
- A hardsurfaced car park area occupies the northern part of the site. The site is within the setting of the adjacent locally listed pair of semi-detached properties to the north at Nos. 156 and 158 Stanmore Hill.
- Groups of conifer and deciduous trees and 1.8 metre high close-boarded fences bound the northern, western (front) and eastern (rear) boundaries of the site.

## Proposal Details

- It is proposed to partially demolish and convert the existing locally listed building to form six residential flats. It is also proposed to construct a two-storey detached building in the car park area to form two maisonettes.
- Three small additions (toilet units) and the garage block, accounting for an internal floor area of 52.8 square metres, would be demolished from the existing building (to be known as 'Block A'). The basement would be blocked off from the converted floors.
- External alterations to Block A would incorporate the re-insertion of windows in the west and east elevations (to replace bricked up infill), bricking up of an opening in east elevation, removal of the existing signage and restoration of a 'Vine Public House' sign in the south-east elevation, and conversion of a door to window in south-east elevation.
- The six flats within Block A would comprise:
  - 4 x 2 bed flats (3 on ground floor and 1 on first floor);
  - 2 x 1 bed flats (1 on part ground / first floor and 1 on first floor)
- The proposed building (to be known as Block B) would comprise 2 x 2 bed maisonettes (one each on ground and first floors). Block B would have a pitched roof with maximum height of 9 metres (excluding chimney), a maximum stepped depth (incorporating side gable projection to south-east elevation) of 12.8 metres, and a maximum stepped width of 10.7 metres (incorporating front and rear gable projections).
- Block B would have two separate entrance doors inserted in the south-west elevation (front) and north-west elevation. There would be a separation distance of 5.7 metres between Block A and Block B.
- Block B would be set in from the front boundary adjoining the Stanmore Hill highway by 8 metres, and it would be set in from the splayed northern boundary with the adjacent property at No.156 by 2.6 metres at the nearest point and 9.65 metres at the furthest point.

- The two maisonettes in Block B would have direct access to two private external amenity areas, which would also form location for storage of bicycles and three refuse bins (three for each maisonette).
- Block A would have three separate entrances and soft landscaping would be introduced to provide private external amenity areas for three of the ground floor units to the south-west and south-east sides.
- Soft landscaped communal amenity areas of 475 square metres would be provided to the front and rear of the site. A communal bicycle store and communal bin store would also be provided for the flats in Block A.
- Additional hard surfacing is proposed to include upgrading the existing driveway access into the site with 'Rumble strip', a cobbled courtyard and centrally positioned parking area between Blocks A and B for 7 spaces, with additional 2 parking spaces to the eastern end of the front boundary (bounding Little Common). A new side access would be introduced off Little Common.
- Additional soft landscaping would be introduced to the front boundary to incorporate the planting of hedges / low shrubs and tree screening. The existing trees on the front, northern side and rear boundaries would be retained. 1.1 metre and 1.8 metre high close-boarded fences are proposed to subdivide the amenity areas and on the boundaries of the site.

### **Relevant History**

HAR/2241/A – Formation of car park – Granted: 16/03/1965.

LBH/5056/1 – Continued use of car park – Granted: 05/01/1976.

P/1906/03/CFU – Conversion of barn and garage to letting rooms ancillary to adjacent public house – Granted: 16/10/2003.

### **Pre-Application Discussion (Reference P/1186/14/PREAPP)**

Preapplication made for partial demolition of and conversion of existing locally listed restaurant building into five No. two bedroom residential units, and erection of a new detached building to comprise four No. two bedroom residential units (two schemes, Options A and B presented).

The appraisal of the preapplication advice is summarised below:

The submitted plans indicate that an approximate area of 68 square metres of the outbuildings would be demolished. The area of 68 square metres is considered significant, and given that the garage block would also be demolished, it is considered that the proposed partial demolition of the locally listed property would not preserve the setting of the property, but rather significantly undermine its value.

With regards to the proposed detached building, it is considered that the proposed two storey scale, bulk and siting of the building (as indicated on site plans for both schemes) are such that the building would amount to a significant coverage of the open area. Given that the open area is very important in retaining the semi-rural character of the surrounding area, it is considered that the proposed building would detract from the low density and open character of the Conservation Area.

The proposed building in such close proximity to the existing property and the property to the north at No.156 would harm the settings of those properties, which are locally listed.

The introduction of additional soft landscaping as a replacement for the surface around the proposed building is noted. Nevertheless, the siting of the proposed building is such that it would result in a harder and more urban built up character at odds with the existing soft and semi-rural character.

Given the above considerations, the proposal would not preserve or enhance the character of the Conservation Area and the settings of the locally listed buildings on the subject and neighbouring sites. The proposal is therefore not supported by Officers.

The proposed conversion of the existing locally listed property as a commercial building to residential units would detract from the character of the Conservation Area, which derives its interest specifically from a mix of commercial as well as residential uses. The proposed conversion with associated partial demolition of the attached outbuildings would result in the loss of historic and architectural character, and increased pressure for additional alteration works. Following on from our meeting of 29 April 2014, marketing evidence and an assessment of alternative commercial uses have been submitted, which indicate that the property has been marketed as a commercial unit since January 2013. The evidence and the report for alternative uses indicate that the current restaurant use is not viable, and that the absence of a train station in close proximity would not lend the property to viable alternative commercial uses. The report indicates that the layout and floorspace of the property are such that the property would only lend itself to a sustainable use as residential. The report though gives no indication what value the property has been marketed for, and it does indicate that the property generated some interest. Given that the property is still trading as a commercial unit and that it is not in any state of disrepair, and the fact that there is a viable office use in the locality, I advise that any separate proposal (whether preapplication or planning application) for the conversion of the property only would need to consist of further suitable evidence that carefully and satisfactorily demonstrates that a wholly residential use would be the only viable use, taking account of loss of character. It is advisable to consider the marketing information in paragraph 96 of the Planning Policy Statement (PPS) 5 practice guide.

Any separate proposal would have to incorporate the retention of the fabric of the property and all associated buildings, including the outbuildings and garage block. Any reconfiguration of the locally listed property for residential use would have to take into account the existing footprint of the property.

The proposed detached building, which would have a two storey height, would enclose the open space to the northern part of the site. The open space helps to maintain the openness of the Green Belt and views into it southwards from Stanmore Hill. The site layout plans for the two schemes (Options A and B) both indicate that most of the bulk of the building would be orientated close to the northern boundary. It is considered that the positioning and bulk of the building would erode the views into the Green Belt from the streetscene, and not protect the open character or the visual amenities of the Green Belt. As mentioned above, the proposed removal of the single storey additions to the existing locally listed building on site would result in the retention of the substantive two storey element of the locally listed building. It is considered that the addition of another two storey building on the site would detract from the character of the existing locally listed building, and further detract from the function of the site in maintaining the openness of the Green Belt.

The proposed development of the site for the construction of nine residential units would therefore constitute inappropriate development in the Green Belt. Officers are not aware

of any special circumstances that could be demonstrated for the development of the site for nine residential units.

Given the above considerations, the proposal would not maintain or preserve the openness of the Green Belt. The proposal is therefore not supported by Officers.

Elevation drawings have not been submitted to indicate the positioning of any window or door openings in the northern flank wall of the proposed detached building. An assessment has therefore not been carried out to determine whether the neighbouring property to the north at No.154 would be directly overlooked with resultant loss of privacy. The submitted site layout plans and Arboricultural report indicate that the existing trees on the northern boundary of the site would be retained. However, it appears that the proximity of the detached building to the northern boundary is such that the trees could potentially affect the outlook offered from any upper floor flank windows in the building.

With regards to the residential amenities of the future occupiers of the converted locally listed property, it is noted that a bedroom in one of the ground floor units (Apartment 1) would have its front windows facing the parking bays and communal paved access into the building. Another unit (Apartment 3) would have a bedroom with a sole side window also looking out to the communal access and parking bays. This arrangement of windows is not considered appropriate, as it could be disturbing for occupiers of the bedrooms if people are walking past the windows. Were the proposal considered capable of support, arrangements could be required by a suitable condition to fence off those parts of the communal access to safeguard the privacy of the occupiers of the flats. However, this would have the impact of reducing the amount of amenity space available for the other flats.

The principle of the proposed development is considered to be unacceptable due to its adverse impact on the setting on the existing locally listed building on the site and neighbouring sites at Nos.156 and 158 Stanmore Hill, the setting of the Little Common Conservation Area and the Green Belt. The proposal is therefore not capable of Officer support.

It is noted that revisions have been made to this application proposal following on from the preapplication advice. The revisions incorporate a reduction in the floorspace of additions to be demolished from the existing building, a reduction in the number of residential units proposed and footprint of the proposed detached building. However, this proposal is broadly similar to the preapplication proposal.

### **Applicant Submission Documents**

- Sustainability Checklist
- Transport Statement
- Arboricultural Survey
- Arboricultural Report: Arboricultural Impact Assessment and Arboricultural Method Statement
- Heritage Statement
- Design and Access Statement
- Planning Statement
- Marketing Report

- Assessment Report for Alternative Commercial Uses.

## **Consultations**

### **External Consultees**

#### **Conservation Areas Advisory Committee (CAAC)**

Objects to the proposal. The text of their objection reads: "This is a landmark building in the Conservation Area. It should be retained in its setting. You do not want to lose the openness round here because it is like an island before you get to The Common. The proposed design of this is plain. This is a landmark. This would be an overdevelopment and cause a loss of openness. With parking, 8 units of accommodation and 9 spaces. Inevitably there would not be enough space and the parking would impact on the conservation area. We would prefer for this to be turned back to a public house. Could not the existing be converted sympathetically?"

#### **Stanmore Society**

*No comments received.*

### **Internal Consultees**

#### **Conservation Officer**

Objects to the proposal. The proposal would cause harm to the character of the Little Common Conservation Area and locally listed buildings and their setting. The comments of the Conservation Officer are fully detailed in the 'Appraisal' section below.

#### **Highways Authority**

No objection to the proposal. In addition to the Highways comments provided with the preapplication advice, the parking area would need to be large enough to allow vehicles to enter and exit in a forward gear while all parking spaces are occupied. The two spaces accessed via Little Common are too close to the junction.

#### **Drainage Engineers**

Details for the disposal of sewage, surface water and surface water attenuation/storage works are required for submission and approval, before the commencement of any development, if approved.

#### **Landscape Architect**

Any comments received from the Landscape Architect would be reported in the Addendum.

#### **Tree Officer**

Any comments received from the Tree Officer would be reported in the Addendum.

**Advertisement:** Setting of a Listed Building and Character of a Conservation Area

**Published:** 6<sup>th</sup> November 2014 (Harrow Observer and Harrow Times)

**Expiry:** 27<sup>th</sup> November 2014

**Site Notice(s) Erected:** 6<sup>th</sup> November 2014 (Setting of a Listed Building and Character of a Conservation Area)

**Expiry:** 27<sup>th</sup> November 2014

## Notifications

Sent: 73

Replies: 6

Expiry: 24<sup>th</sup> November 2014

## Neighbours Consulted

Stanmore Hill – 156, 158, 160 (Yew Tree House), 162, 164, 166, 173 (Hill House – Flats 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, Hill House Cottage), 179 (Broomfield House – 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15), 181 (Rookery Lodge), 187 (The Rookery), Stable Cottage. Little Common – 1, 2, 3 (Summer Hill), 4, 5, 7, 8, 9, 11 (Faircot, Faircot Flat 1, Flat 2, Flat 3, Flat 4, Flat 5, Flat 6, Flat 7, Flat 8, Flat 9, Flat 10, Faircot Cottage (12), Middle Cottage), 12, 44, 45.

Fallowfield Court – 1, 2, 3, 4, 5, 6.

Fallowfield – 1

Wood Lane – Rosehill, 131 (Rosebank).

Hilltop Way – 1, 2.

## Summary of Responses (Support the proposal):

- The proposed re-development will better complement / safeguard the semi-rural character of the Little Common Conservation Area and bring much needed smaller residential dwellings to the area.
- Residents have had ongoing problems over many years with the existing restaurant.
- The restaurant is not much used by residents of Little Common and in effect is more of a nuisance to us (because of parking, litter and smell) than an amenity. A well planned set of flats would be more in keeping with the conservation area.
- In addition to expressing support, respondents asks that a good quality new fence be installed on shared boundary, that suitable and evergreen screening be installed and planted on shared boundary, that large trees on shared boundary be maintained, and that any lighting in the development does not cause a light nuisance to their property.

## APPRAISAL

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

*'If regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise.'*

The Government has issued the National Planning Policy Framework (NPPF), which consolidates national planning policy and is a material consideration in the determination of this application.

In this instance, the Development Plan comprises The London Plan (2011) and the Local Development Framework (LDF). The LDF comprises The Harrow Core Strategy (2012), Harrow and Wealdstone Area Action Plan (AAP) (2013), the Harrow Development Management Policies Local Plan (DMP) (2013), the Site Allocations Local Plan (SALP) (2013) and Harrow Local Area Map (LAP) (2013).

On 11 October 2013, the Greater London Authority (GLA) published Revised Early Minor Alterations (REMA) to The London Plan. From this date, the REMA are operative as formal alterations to The London Plan and therefore form part of the development plan for Harrow.

## **MAIN CONSIDERATIONS**

Principle of Development

Impact on the Openness and Visual Amenity of the Green Belt

Impact on Character and Appearance of the Conservation Area

Residential Amenity and Accessibility

Transport Impacts of Development

Development and Flood Risk

Impact of Trees on Development

Sustainability

Equalities Statement

S17 Crime & Disorder Act

Consultation Responses

### **Principle of Development**

The National Planning Policy Framework (NPPF) sets out a presumption in favour of 'sustainable development'. The NPPF defines sustainable development as 'meeting the needs of the present without compromising the ability of future generations to meet their own needs'. The NPPF sets the three tenets of sustainable development for planning to be; to play an economic role, social role and environmental role. The NPPF, following the deletion of the Planning Policy Statements and Guidance Notes, continues to advocate that new development should firstly be directed towards previously developed land, recognising that sustainable development should make use of these resources first.

Policy 3.4 of The London Plan promotes the optimisation of housing output within different types of locations. Policy 3.8 of The London Plan also encourages the Council to provide a range of housing choices in order to take account of the various different groups who require different types of housing. Consideration will also be given to the accessibility of the site to services and amenities.

The Harrow Core Strategy sets out the spatial vision for the borough and along with The London Plan, identifies a deficiency in housing quantum for the borough. Policy CS1.A of the Harrow Core Strategy undertakes to manage growth in accordance with the spatial strategy. The spatial strategy directs residential and other development to the Harrow and Wealdstone Intensification Area, town centres and, in suburban areas, to strategic previously developed sites.

The proposal would result in development on previously developed land within the Green Belt. The site consists an existing building that would be converted to residential flats as Block A. The site also consists of a northern section that was hardsurfaced as a new development to form a car park area, and which proposed Block B would be sited on. Whilst the proposal would not conflict with Core policy CS1A of the Harrow Core Strategy in respect of siting residential development on a previously developed site, it is instructive to note that this does not include an assessment of the principle in relation to Green Belt policies, which is dealt with in a succeeding section of this report.

It is considered that the proposal would provide an increase in smaller to medium scale housing stock within the Borough. The proposed provision of 8 residential units would contribute towards the Borough's delivery of homes between 2009 and 2026, in accordance with the housing growth objectives of The London Plan and the spatial strategy set out in the Harrow Core Strategy.

However, the acceptability of the principle of the proposed development is dependent on



whether the development would have a positive impact on the character and appearance of the existing locally listed property and Little Common Conservation Area, the retention of the openness of the Green Belt and impact on its visual amenity. An assessment of the impact of the development on the designated heritage assets of the site is discussed in the succeeding sections.

### **Impact on the Openness and Visual Amenity of the Green Belt**

Paragraph 87 of the NPPF specifies that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. The NPPF goes on to inform the determination of whether any particular development in the Green Belt is appropriate or not, by stating in paragraph 89 that ‘a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt’. It does however set out six exceptions to this, including:

- Limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

It is instructive to note that the proposals involve a material change of use of the northern section of the application land, which is wholly hardsurfaced, and in itself constitutes an inappropriate development.

Policy 7.16B of The London Plan states that “the strongest protection should be given to London’s Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances”. This is reiterated in policy CS.1 F of the Harrow Core Strategy. Policy DM16 of the Development Management Local Plan Policies also emphasizes the importance of maintaining the openness of the Green Belt. Policy DM16 (A) gives advice that the redevelopment or infilling of previously-developed sites in the Green Belt will be supported where the proposal would not have a greater impact on the openness of the Green Belt, and the purposes of including land within it, then the existing development, having regard to:

- a. the height of existing buildings on the site;
- b. the proportion of the site that is already developed;
- c. the footprint, distribution and character of existing buildings on the site; and
- d. the relationship of the proposal with any existing buildings on the site that is to be retained.

The proposed partial demolition of, and conversion of the existing locally listed building on the site would not result in the creation of physical development beyond its existing footprint. The proposed demolition would account for the removal of existing single storey additions of a combined floor area of 52.8 square metres.

However, the proposed detached building (Block B) would have a two storey height with maximum roof height of 9 metres. Block B would have a maximum width of 10.7 metres and account for a footprint of 137 square metres in the northern part of the site. It is acknowledged that the northern part of the site has been built up as a hardsurfaced car park, and that the applicants propose the introduction of hedges and tree screening along the front boundary to screen Block B from the Stanmore Hill streetscene. However, it is considered that the two storey height and footprint area of Block B are such that it would significantly enclose the open space between the existing building and the northern part of the site. The open space helps to maintain the openness of the Green Belt and views

into it southwards from Stanmore Hill. Notwithstanding the set in of block B from the northern boundary of the site by 9.65 metres at the furthest point, most of the bulk of the building would be orientated close to the northern boundary. It is considered that the positioning and bulk of the building are such that it would erode the views into the Green Belt from the streetscene, and not protect the open character and the visual amenity of the Green Belt.

The proposed removal of the single storey additions to the existing locally listed building would result in the retention of the substantive two storey element of the locally listed building. The removal of the garage block in particular would make an existing attached two storey store building to be more visible on the streetscene. That store building has an approximate height of 8 metres. Block B would effectively constitute a third two-storey building on the site, and it is considered that an additional two storey building would significantly detract from the site context of the existing locally listed building on a large plot. It is also considered that the siting of Block B would significantly detract from the function of the site in maintaining the openness of the Green Belt.

The proposed partial demolition of the existing building and construction of a new detached building to form 8 residential units therefore constitutes inappropriate development in the Green Belt. The applicants have not demonstrated very special circumstances that could justify the proposal for eight residential units.

Overall, the proposal would constitute an inappropriate development within the Green Belt and is therefore unacceptable in principle. The proposal is also an inappropriate development as it would not maintain the openness of the Green Belt and would be detrimental to the visual amenity of the Green Belt. The proposal would therefore be contrary to the relevant development plan policies and guidelines outlined above.

### **Impact on the Character and Appearance of the Conservation Area**

The NPPF attaches great importance to the design of the built environment, stating,

*“good design is a key aspect of sustainable development...and should contribute positively to making places better for people”*. It stresses the need to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings and smaller developments like the proposed development. While it states that local authorities should not impose architectural styles or particular tastes, it reinforces that it is also important to consider local character and distinctiveness. In addition, it states that *‘permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions’*.

Paragraph 131 of the NPPF states that: “In determining planning applications, local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation’. Similarly, paragraph 132 applies which states ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset’”. Paragraphs 133 and 135 are also relevant.

Policy 7.4 (B) of the London Plan requires that buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the

existing spaces and streets in orientation, scale, proportion and mass. Policy 7.6B of The London Plan specifies that all development proposals should be of the highest architectural quality, which complement the local architectural character, and be of an appropriate proportion composition, scale and orientation.

Policy 7.8C/D of The London Plan gives advice that development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate, and that development affecting heritage assets should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy CS1.B/D of the Core Strategy specifies that all development shall respond positively to the local and historic context in terms of design, siting, density and spacing, reinforce the positive attributes of local distinctiveness whilst promoting innovative design and/or enhancing areas of poor design; extensions should respect their host building.

Policy DM1 of the DMP gives advice that all development proposals must achieve a high standard of design and layout. Proposals that fail to achieve a high standard of design and layout, or which are detrimental to local character and appearance, will be resisted.

Policy DM7 of the DMP is relevant given the location of the application site within the West Drive Conservation Area. This policy seeks to ensure that the historic environment and heritage assets would not be compromised by development.

#### Context and Special Interest:

The special interest of the Little Common Conservation Area is defined by the Conservation Area Appraisal and Management Strategy (CAAMS) as being derived from: 'its particular mix of high quality period properties, a high proportion of which are statutorily and locally listed. There are some very large listed buildings set within extensive grounds, as well as smaller scale houses built as accommodation for servants who worked there. There are several public and private open spaces and greenery, which lend a special soft, informal and, in some places, semi-rural ambience. The trees and open spaces provided by Stanmore Common and the picturesque ponds surround and interact with attractive building groups in Little Common, imparting on much of the landscape. Similarly, adding to the area's importance is the range of key views towards landmark buildings, the architectural qualities across open greenery, sometimes towards London, and the density of development, which ranges from low to medium (depending on location). It is the delicate balance of the above factors that achieves the area's special character, which is both distinctive and attractive.

The local list description of the former Vine Inn Public House building reads: 'circa 1840. 2 storey, yellow stock brick, stucco, slate hipped roof. 3 bays with central door, under timber porch. Sash windows, gauged arches. Canted bays on ground floor'.

It has outbuilding additions of similar date forming an L-shape and what appear to be former stables of a slightly later date in front.

The Vine was built c.1840, but an earlier public house on the site was licensed by 1751 and would have served the passing trade.

It is a landmark building at this part of the hill and the site helps to mark the transition between this area and the more open spaces of Little Common itself.

The site is in good overall condition albeit with some unauthorised works.

It is considered that this proposal would cause harm to the character of the Little Common Conservation Area and locally listed buildings (including adjacent Nos.156 and 158) and their settings. This is because of the:

Partial demolition of existing building - The submitted Heritage Statement asserts that what appears to be a former stable block (now a former garage block) is a later addition than the building, which seems accurate given the differences in brickwork. However, an actual age is not estimated. It seems likely to also be 19<sup>th</sup> century (notwithstanding the 20<sup>th</sup> century timber doors) since historic OS maps indicate the footprint of the block has been a long standing part of the site's layout. Also, a submitted photograph (dated 1914) appears to show the stable block. It therefore appears that the garage block has been longstanding as a former stable block / outbuilding associated with the Vine. It is therefore a fundamental part of the heritage group, being an integral part of its use, historic development and character over time.

The proposal to demolish the garage block is unacceptable, as it would significantly detract from the cohesive group character of the existing buildings on the site, thereby undermining the heritage value of the site. No public benefits have been demonstrated by the applicants whereby the harm to the heritage values is outweighed.

New detached building – The Heritage Statement refers to the CAAMS' statement that Stanmore Hill has a more urban character than the remainder of the conservation area. However, this is due primarily to it being a main road rather than the densities of development around this site. Historically and until the present day, the upper part of Stanmore Hill has had buildings set in large open plots (such as the application site), which contributes to the mix in densities of development here and good views towards attractive architecture. The overall character of this site is open and semi-rural as part of the Green Belt. The open space is also important here as it complements the setting of the existing locally listed building, which has always had a commercial use and the open space (car park area) that is important in maintaining the commercial character.

It is considered inappropriate for the proposed building to enclose this gap, since it would undermine the overall open character of this part of the conservation area and the setting of the building as a former Public House. To emphasise this point, the CAAMS states: "Apart from the blocks of housing on the green by The Vine and approaching Grove Field, there has not been much new modern housing in the core of the conservation area helping to retain its historic integrity". Also, the CAAMS specifies that those buildings, which directly face the road, such as The Vine and numbers 154-156, are humbler, vernacular buildings, which maintains the position that there is a reasonably low to medium density of development in the area.

In terms of design, the proposed building is rather plain and neutral in character and does not take account the local vernacular and high quality of design in the area. The design and roof profile are such that it would not contribute positively to the character of the conservation area, and as such, it would not help to outweigh the harm caused to loss of openness.

Change of use – The Heritage Statement acknowledges that the existing function of the existing former Public House building as a restaurant contributes to its historic interest, as it is a commercial use that is more in keeping with the original commercial use. Whilst it is

acknowledged by the CAAMS that the character and use of the Conservation Area are predominantly residential, the CAAMS also indicates the importance of the original commercial elements. The CAAMS states that "reflecting the area's historical development, which saw Stanmore Hill as a main thoroughfare towards London, there is a slight commercial element to it: the Vine Public House sits on this road and otherwise, there is an accountants on Stanmore Hill inside the Georgian House and the Old Brewery House". It is considered that the loss of the long standing commercial character and use of the existing building on the site to a wholly residential use would harm the heritage values of the Conservation Area, given that the commercial elements were fundamental to the historic development of the Conservation Area.

It is considered that changing the use of the building to residential flats would fundamentally change the character of the building, causing the loss of historic and architectural character and increase pressure for additional alteration works. This is due to the nature of the use as residential and the intensive character that flats would introduce. Even if a change of use from a restaurant was judged appropriate, the proposed residential use would be particularly harmful compared to other possible uses as an alternative, given the intensification of the use and pressure for changes compared to, for example, Office use.

The change of use of the ancillary additions to the existing building as two separate residential units would be harmful given it would destroy their character as ancillary elements.

The options appraisal, public consultation and property marketing evidence submitted are noted. The marketing evidence has been submitted, detailing that the property has been marketed for a period of 15 months from 28 January 2013 to 6 October 2014. However, it is considered that it has not been carefully demonstrated that the proposed residential use is the optimum viable use for the site, taking into account the loss of character. Questions that arise from the marketing information provided include: how the value of 1.75 million pounds was derived and whether it is considered a high price. The justification given appears to reference the nearby Abercorn Public House building being advertised for 3 million pounds – but it is not clear how this price was reached either. The Abercorn building remains unsold. The marketing evidence is not comprehensive as it appears to be one advert with a few lines and no description and no photograph. The marketing report shows there was interest in reusing the building as a Day Nursery, which would retain the commercial element to some extent. However, whilst it is stated the price offered for the existing building was too low, it is not clear what price was offered by potential purchasers. If this would not require splitting the site, such a commercial use could be preferable to the current proposal. It is also not clear what uses the existing building was marketed as. The advert refers to it only as a restaurant. It does not appear that other uses, such as an office, medical or educational facility have been put forward for public consultation. It appears these alternative uses have been discounted based on financial assumptions and assumed related transportation difficulties within the options appraisal. The transport issues referred to in the options appraisal appear to be contradicted in the submitted Design and Access Statement, which notes that the site is 'easily reached by bus, on foot or by cycle' and of course private car'.

Alterations to the Vine – overall these are sympathetic, but all evidence of signage would be lost with the loss of commercial element. A small 'Vine Public House' sign is proposed to be inserted in the south-east elevation of the converted building. However, the sign

would not be adequate in referencing the building's original use and local landmark as a Public House with stables. It is considered that the provision of adequate signage should form an important part of any design proposal, especially given the external envelope of the building remains largely intact. The near absence of signage would not help in an understanding of the building's original function, and result in a loss of its historic value and prominence.

No such clear or convincing justification has been provided for the harm that would be caused by the proposed detached building and demolition / conversion of the existing building. For the above reasons the harm caused overall may be judged substantial in line with paragraph 133 of the NPPF. Even if the harm was judged less than substantial, the public benefits do not outweigh the harm. The existing building (and associated land) is not at risk, as it is still in good continued use.

The proposed introduction of soft landscaping in the site is acknowledged, but it is considered that it would not outweigh the harm caused by the development. The proposal makes reference that the demolition of the single storey additions as unauthorised structures is of public benefit. However, this element of the proposal in and of itself does not necessarily outweigh the harm.

The letters of support for the proposal received from local residents are noted. However, given the above considerations, the proposal has no public benefits that would outweigh the harm it would cause to the Little Common Conservation Area or a departure from the conservation policies outlined above. The proposal would have a detrimental effect on the character and setting of the existing locally listed building on the site, the setting of the adjacent locally listed buildings at Nos.156 and 158 Stanmore Hill, and would fail to preserve the character or appearance of part of the Little Common Conservation Area.

As a result, the proposal conflicts with the National Planning Policy Framework (2012), policies 7.4B, 7.6B and 7.8C/D of The London Plan (2011), Core policies CS1.B and CS1.D of the Harrow Core Strategy (2012), policies DM1 and DM7 of the Harrow Development Management Policies Local Plan (2013), and the adopted Supplementary Planning Document: Stanmore and Edgware Conservation Areas (Appendix 1 – the Little Common Conservation Area Appraisal and Management Strategy (CAAMS) – 2013).

### **Residential Amenity and Accessibility**

Policy 7.6B, subsection D, of The London Plan states that “new buildings and structures should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate”.

Policy DM1 of the Development Management Policies Local Plan (2013) seeks to ensure that proposals that would be detrimental to the privacy and amenity of neighbouring occupiers, or that would fail to achieve satisfactory privacy and amenity for future occupiers of the development, will be resisted.

### Neighbouring Amenity

The proposed detached building (Block B) would project approximately 7.8 metres beyond the rear of the adjacent property to the north at No.156. Given the varied separation distances of the proposed building from the northern boundary, and the fact that it would be partially shielded from views at No.156 by intervening trees on that boundary, it is considered that Block B would not have any unreasonable impact on residential amenities at that neighbouring property.

The proposed side entrance for the ground floor maisonette in Block B would be set in more than 3 metres from the boundary with No.156. It is therefore considered that the use of the side entrance would not result in an unreasonable impact on the amenities at No.156.

Both Blocks A and B would be set in approximately 15 metres from the rear boundary with the adjacent property at Nos.5, 6 and 7 Little Common. Those neighbouring properties are set in a considerable distance from the boundary, so it is considered that both buildings would not result in any unreasonable impacts on neighbouring residential amenities.

There would be a separation of 5.7 metres between the north-west flank wall of Block A and the south-west flank wall of Block B. However, there would be no window openings in those flank walls, so it is considered that there are no adverse inter-visibility issues at first floor level to address for both buildings.

### Amenity of Future Occupiers

Policy 3.5C of The London Plan requires all new residential development to provide, amongst other things, accommodation that is adequate to meet people's needs. In this regard, minimum Gross Internal Areas (GIAs) are set out for different types of accommodation, and new residential accommodation should have a layout that provides a functional space.

Table 3.3 of The London Plan specifies minimum GIAs for residential units and advises that these minimum sizes should be exceeded where possible. The use of these residential unit GIA's as minima is also reiterated in Appendix 1 of the Council's adopted Supplementary Planning Document (SPD): Residential Design Guide. Further detailed room standards are set out in the Mayors Housing Supplementary Planning Guidance 2012. Whilst the Mayor's Housing SPG provides guidance for public sector housing, the internal rooms standards set out in this guidance provides a good benchmark for the delivery of good quality homes.

The Gross Internal Areas (GIAs) of the flats and maisonettes in Blocks A and B are shown in the table below, along with the minimum floor areas recommended by The London Plan, the London Housing Supplementary Planning Guidance (2012) and the Council's adopted Residential Design Guide SPD (2010).

<b>Flat Number</b>	<b>Type</b>	<b>Floor Area (m<sup>2</sup>)</b>	<b>LP (2011) and SPD Standards (m<sup>2</sup>)</b>
Flat 1 (Ground / First) – Block A	1 bedroom, 2 persons	65.5.	50
Flat 2 (Ground)	2 bedroom, 3 persons	82.8	61
Flat 3 (Ground)	2 bedroom, 3 persons	71.8	61
Flat 4 (First)	2 bedroom, 3 persons	65.62	61
Flat 5 (First)	1 bedroom, 2 persons	51.24	50
Flat 6 (Second)	2 bedroom, 3 persons	63.8	61
Ground Floor Maisonette – Block B	2 bedroom, 4 persons	82.13	70
First Floor Maisonette	2 bedroom, 4 persons	82.13	70

All of the proposed flats and maisonettes would be dual-aspect, and would meet the minimum space standards for bedrooms and combined living / dining / kitchen areas specified by The London Plan, the London Housing Supplementary Planning Guidance (2012) and the Council's adopted Residential Design Guide SPD (2010).

However, paragraph 5.12 of the Residential Design Guide SPD specifies that 'the vertical stacking of rooms between flats should ensure that bedrooms do not overlap living rooms, kitchens and bathrooms on other floors. Where possible, the horizontal arrangement of rooms between flats in a block should also avoid bedrooms adjoining neighbouring living rooms, kitchens and bathrooms, as well as communal areas such as halls and stairs'. The SPD further specifies that the requirements as set out within the Building Regulations should be supplemented with the careful arrangement of rooms. As such, it is considered that any noise mitigation measures should supplement good design and stacking relationship, rather than providing a substitute for it.

The proposed internal floor drawings demonstrate that there would be unacceptable vertical stacking between proposed flat 4 on the ground floor and proposed flat 6 on the first floor in Block A. The larger bedroom in Flat 6 would be located above the living / dining / kitchen area in Flat 4. The living / dining area in Flat 6 would be above the larger bedroom in Flat 4. The living / dining / kitchen area in Flat 5 on the first floor in Block A would be above the two bedrooms in Flat 3 on the ground floor. It is considered that the configurations and layouts of the rooms in the flats are such that changing their layouts would only further exacerbate any vertical stacking conflicts. The applicants have also not provided details of any sound insulation scheme or Acoustic Report that could satisfactorily demonstrate the mitigation of any unacceptable levels of noise transmission and disturbance between the rooms. In the absence of such a report or scheme to demonstrate how the proposed development would exceed the requirements for sound insulation as required by Code M of the Building Regulations, it is therefore considered that the proposed vertical stacking arrangements in Flats 3, 4, 5 and 6 would fail to provide a satisfactory level of living accommodation for future occupiers of the



development, by reason of unacceptable noise transmission between units. The proposal would thereby conflict with Policy DM1 of the Harrow DMP Local Plan and the Residential Design Guide SPD in this respect.

### Accessibility

The London Plan (2011) requires all new development in London to achieve the highest standards of accessibility and inclusive design as outlined under policy 7.2. Policies DM1 and DM2 of the Development Management Policies Local Plan (2013) seek to ensure that buildings and public spaces are readily accessible to all.

The submitted drawings and Design and Access Statement demonstrate that all the flats and maisonettes in Blocks A and B have been designed to Lifetime Homes standards. External door widths and turning circles in the proposed units would be sufficient and the proposed entrances would have level thresholds. The drawings show that one of the parking spaces has sufficient space to accommodate a wheelchair user in close proximity to the access leading to the front elevation entrance of Block B.

It is considered that the applicants have suitably demonstrated that the proposal would be consistent with planning policies requiring the highest standards of accessibility and inclusion as set out above.

### **Transport Impacts of Development**

The NPPF sets out the overarching planning policies on the delivery of sustainable development through the planning system. It emphasises the importance of reducing the need to travel, and encouraging public transport provision to secure new sustainable patterns of transport use.

The London Plan policies 6.3, 6.9 and 6.13 seek to regulate parking in order to minimise additional car travel, reduce trip lengths and encourage use of other, more sustainable means of travel. The Parking Addendum to Chapter 6 of The London Plan, which has been updated following the Revised Early Minor Alterations [REMA] in October 2013, sets out maximum parking standards for new development dependant upon their use and level of public transport accessibility.

The proposed on-site parking provision would comply with the London Plan maximum standards. Nine on-site car parking spaces are proposed to serve the development. One of the proposed spaces would be allocated spaces to accommodate a wheelchair user.

The proposed provision of a total of eight secure cycle spaces is in line with the London Plan requirement for the proposed mix of residential units.

A Transport Statement has been submitted as part of the current application. A slight uplift in traffic generation may be expected at peak traffic times as compared to the existing restaurant use on the site. However this would be anticipated as marginal owing to the scale of the proposal. The Highways Authority has commented that the proposal would not be detrimental to highway safety, and existing traffic flow respectively. The substantive access onto Stanmore Hill is proposed to be reduced in extent allowing for a more suitable downsized access to be provided for the new centralised car parking area. This is welcomed on general safety grounds, as operational highway safety parameters are broadly met and the cost of these highway adjustments, which include reinstatement of footways to Council standard, would be covered by the applicant if this proposal was otherwise considered acceptable. Also, if the proposal was considered acceptable, the

applicants would have been required to demonstrate by way of the submission of a 'track drawing' that it is possible to enter and exit the car park in a forward gear, when the car park is fully utilised.

Separate refuse storage areas are proposed for the potential occupiers of Blocks A and B. The Highways Authority have suggested that an internal management regime should be secured by condition (if the proposal was otherwise considered acceptable) to ensure, that on collection days, a maximum collection point distance of 10m from the highway collection point for refuse vehicles can be achieved. This would ensure that the approved development would accord with the Council's Refuse code of practice and Manual for Streets (2007) guidance with collection points located within 10m of the public highway. The Highways Authority considers this is acceptable given the already established pattern of collection at this location.

For a flatted development such as this, one large blue refuse container of 1,280 litres would be required for materials for re-use and recycling and one of 1,100 litres for residual waste. It is considered that the size of the proposed communal bin store is such that it could accommodate the required sizes of the refuse containers. If the proposal was otherwise considered acceptable, details of the refuse container sizes and elevation drawings of the store (as well as those for the communal cycle store) would have been required. It is also considered that the private amenity areas for the maisonettes in Block B can accommodate the storage of six 240 litre refuse bins (brown, blue and grey).

### **Development and Flood Risk**

The site is not located within a flood zone. However, it is located within a Critical Drainage Area and given the potential for the site to result in higher levels of water discharge into the surrounding drains, it could have an impact on the capacity of the surrounding water network to cope with higher than normal levels of rainfall.

If the proposal had been otherwise considered acceptable, it would have been expedient to attach a condition that requires the submission of details in respect of surface water disposal and attenuation before the commencement of the construction of the building on site. This would have ensured the provision of suitable drainage facilities to ensure the reduction and mitigation of the effects of any localised flood risk, in accordance with the objectives of policy DM10 of the Harrow DMP and the guidance contained in the NPPF.

### **Impact of Trees on Development**

The group of trees adjacent to the western (front) and northern boundary with No.156 Stanmore Hill are protected by reason of being sited within a Conservation Area. The trees also have significant amenity value, and the applicants have not proposed the removal of any of the trees.

The applicants have submitted that proposed Block B would not have any adverse impact on the Root Protection Zone of the trees, given its siting away from the northern boundary. The applicants have not proposed any lopping back of the tree branches, even though Block B would be within the top canopy spread of the trees. It appears from a review of the submitted Arboricultural Impact Assessment Report that no tree branches would extend towards the roof of Block B, which would remove all possible tree constraints on the development. Nevertheless, any comments received from the Council's Tree Officer in that respect would be reported in the Addendum.

Given the above considerations, the proposal would ensure the continued retention and

protection of the trees adjacent the boundary with No.156, and it would therefore accord with policy DM22 of the Harrow Development Management Policies Local Plan 2013.

### **Sustainability**

Policy 5.1 of The London Plan (2011) seeks to achieve an overall reduction in London's carbon dioxide emissions of 60 per cent by 2025. Policy 5.2A/B of The London Plan (2011) sets out the 'lean, clean, green' approach to sustainability, which is expanded in London Plan policies 5.3A, 5.7B, 5.9B/C, 5.10C and 5.11A. Harrow Council has adopted a Supplementary Planning Document on Sustainable Building Design (adopted May 2009). Policy 5.2B sets out a 40% target reduction for the period between 2013 and 2016.

The applicants have submitted a Sustainability Checklist Statement, which concludes that the proposed development is capable of achieving a 25% improvement in carbon dioxide emissions on the 2010 Building Regulations. However, an improvement of 40% is required by policy 5.2 of The London Plan. If the proposal was otherwise considered acceptable, it would have been expedient to attach an appropriate planning condition requesting details in that respect.

### **Equalities Statement**

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

(1) A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application would not have any impact on equalities.

### **S17 Crime & Disorder Act 1998**

Policy 7.3.B of The London Plan and policy DM2 of the Harrow Development Management Policies Local Plan (2013) require all new developments to have regard to safety and the measures to reduce crime in the design of development proposal. The applicant has sought to address 'Secured by Design' principles and it is considered that the proposal would accord with these principle

### **Consultation responses**

The comments received in respect of support of the proposal by neighbouring residents have been addressed in the main body of the report above.

### **CONCLUSION**

For all the reasons considered above, and weighing up the development plan policies and proposals, and other material considerations as set out above, this application is recommended for refusal.

## **INFORMATIVES**

### **1 INFORMATIVE:**

The following policies are relevant to this decision:

#### **National Planning Policy Statements / Guidance:**

National Planning Policy Framework (2012)

#### **The London Plan (2011)**

3.4 Optimising housing potential

3.5 Quality and design of housing developments

3.8 Housing Choice

5.1 Climate change mitigation

5.2 Minimising carbon dioxide emissions

6.3 Assessing effects of development on transport capacity

6.9 Cycling

6.13 Parking

7.2 An inclusive environment

7.3 Designing out crime

7.4 Local character

7.6 Architecture

7.8 Heritage Assets and Archaeology

#### **The Harrow Core Strategy (2012)**

Core Policy CS 1 – Overarching Policy

Core Policy CS 7 – Stanmore and Harrow Weald

#### **Development Management Policies Local Plan (2013)**

DM1 Achieving a High Standard of Development

DM2 Achieving Lifetime Neighbourhoods

DM7 Heritage Assets

DM10 On Site Water Management and Surface Water Attenuation

DM16 Maintaining the Openness of the Green Belt and Metropolitan Open Land

DM22 Trees and Landscaping

DM23 Streetside Greenness and Forecourt Greenery

DM27 Amenity Space

DM42 Parking Standards

DM45 Waste Management

#### **Other Relevant Guidance (Supplementary Planning Documents):**

Supplementary Planning Document: Stanmore and Edgware Conservation Areas (Appendix 1 – the Little Common Conservation Area Appraisal and Management Strategy (CAAMS) – 2013).

Mayor of London's Housing Supplementary Planning Guidance (2012)

Supplementary Planning Document: Residential Design Guide (2010)

Supplementary Planning Document Accessible Homes (2010)

Code of Practice for Storage and Collection of Refuse and Materials for Recycling in Domestic Properties (2008).

## 2 INFORMATIVE:

Statement under Article 31 (1)(cc) of The Town and Country Planning (Development Management Procedure) (England) Order 2010 (as amended)"

This decision has been taken in accordance with paragraphs 187-189 of The National Planning Policy Framework. The application was not in accordance with the advice given at the pre-application stage.

## 3 INFORMATIVE:

Please be advised that this application attracts a liability payment of £4,037.60 of Community Infrastructure Levy. This charge has been levied under Greater London Authority CIL charging schedule and s211 of the Planning Act 2008.

Harrow Council as CIL collecting authority upon the grant of planning permission will be collecting the Mayoral Community Infrastructure Levy (CIL). Your proposal is subject to a CIL Liability Notice indicating a levy of £4,037.60 for the application, based on the levy rate for Harrow of £35/sqm and the residential floor area of 115.36 sqm.

## 4 INFORMATIVE:

Harrow has a Community Infrastructure Levy which will apply Borough wide for certain uses of over 100sqm gross internal floor space. The CIL has been examined by the Planning Inspectorate and found to be legally compliant. It will be charged from the 1st October 2013. Any planning application determined after this date will be charged accordingly.

Harrow's Charges are:

Residential (Use Class C3) - £110 per sqm;

Hotels (Use Class C1), Residential Institutions except Hospitals, (Use Class C2), Student Accommodation, Hostels and HMOs (Sui generis)- £55 per sqm;

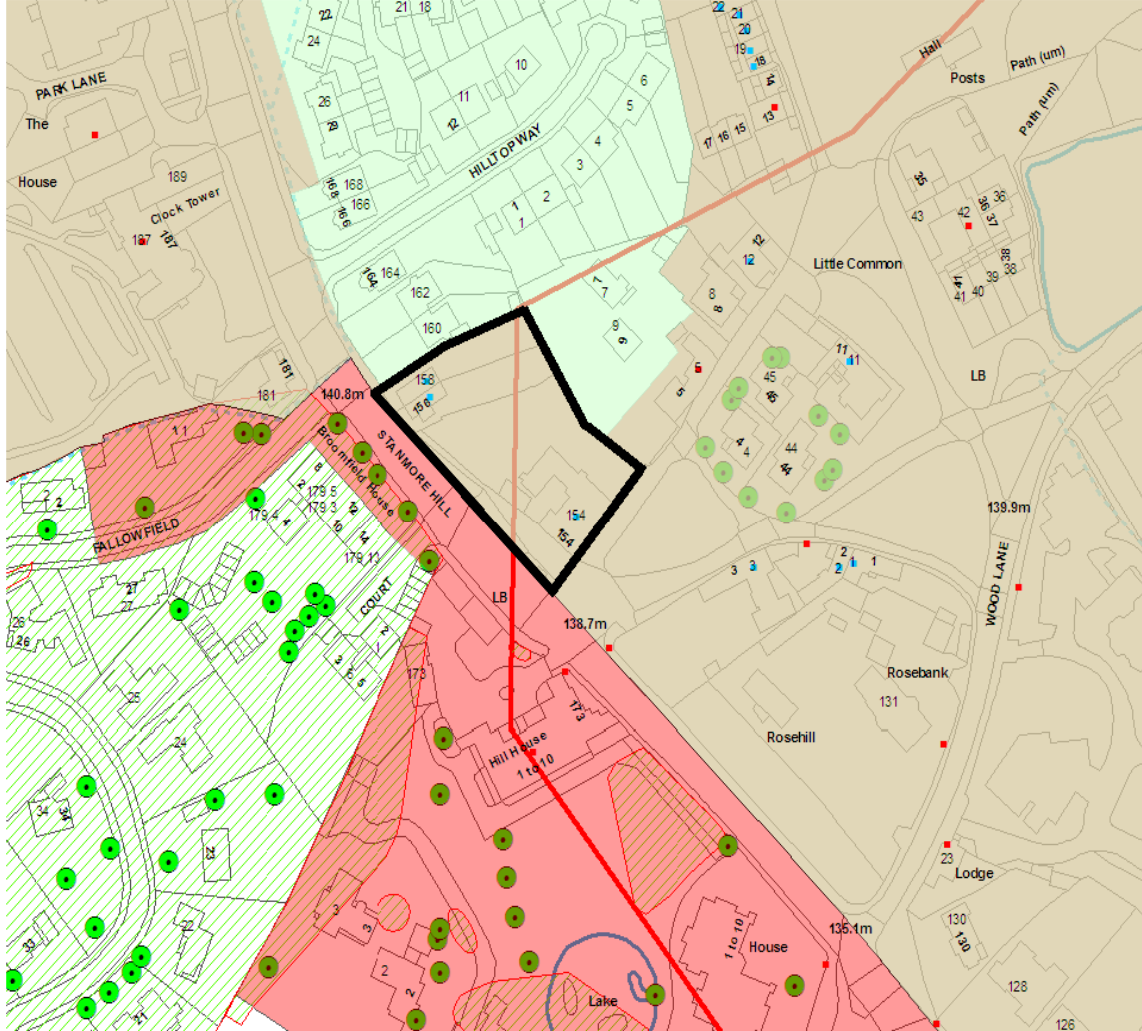
Retail (Use Class A1), Financial & Professional Services (Use Class A2), Restaurants and Cafes (Use Class A3) Drinking Establishments (Use Class A4) Hot Food Takeaways (Use Class A5) - £100 per sqm

All other uses - Nil.

The Harrow CIL Liability for this development is: £12,689.00.

Plan Nos: 1028-PL-001 Rev PL1, 1028-PL-010 Rev PL1, 1028-PL-020 Rev PL1, 1028-PL-049 Rev PL1, 1028-PL-050 Rev PL1, 1028-PL-051 Rev PL1, 1028-PL-052 Rev PL1, 1028-PL-060 Rev PL1, 1028-PL-061 Rev PL1, 1028-PL-062 PL1, 1028-PL-063 Rev PL1, 1028-PL-100 Rev PL1, 1028-PL-120 Rev PL, 1028-PL-A-190 Rev PL1, 1028-PL-A-200 Rev PL1, 1028-PL-B-200 Rev PL1, 1028-PL-A-300 Rev PL1, 1028-PL-B-300 Rev PL1, 1028-PL-A-500 Rev PL1, 1028-PL-B-500 Rev PL1, 1028-PL-A-600 Rev PL2, 1028-PL-B-600 Rev PL1, 1028-PL-A-601 Rev PL1, 1028-PL-B-601 Rev PL1, 1028-PL-A-602 Rev PL1, 1028-SK-106, TP/154SHS/010 A, TPP/154SH/010 A, TS13-355N\2, 0555.1.1, Design and Access Statement (dated October 2014), Planning Statement (dated October 2014), Heritage Statement (dated October 2014), Transport Statement (dated October 2014), Report To Accompany Planning Application Feasibility Assessment For Alternative Commercial Uses (Chamberlain Commercial, dated 3<sup>rd</sup> June 2014), Marketing Report To Accompany Planning Application (Perry Holt & Co, dated 6 October 2014), Arboricultural Survey (dated October 2013), Arboricultural Report: Arboricultural Impact Assessment and Arboricultural Method Statement (dated October 2014), Sustainability Checklist – Residential Change Of Use And New Build Maisonettes (dated October 2014), Estate Agents (David Wilson) Letter (dated 3<sup>rd</sup> June 2014).

**RAW LASAN RESTAURANT (FORMERLY THE VINE INN PUBLIC HOUSE),  
154 STANMORE HILL, STANMORE**



## **SECTION 4 - CONSULTATIONS FROM NEIGHBOURING AUTHORITIES**

None.

## **SECTION 5 - PRIOR APPROVAL APPLICATIONS**

None.