REPORT FOR: Local Development Framework Cabinet Advisory Panel

Date of Meeting: 3rd October, 2013

Subject: Locally Listed Buildings

Key Decision: Yes (when considered by Cabinet because it affects two or more wards)

Responsible Officer: Caroline Bruce, Corporate Director of Environment and Enterprise

Portfolio Holder: Stephen Greek, Portfolio Holder for Planning, Development and Regeneration

Exempt: No

Decision subject to Call-in: Yes

Enclosures:

Appendix 1: Results of the public consultation over the draft Locally Listed Buildings SPD and Officer responses to these

Appendix 2: Amended Locally Listed Buildings SPD

Section 1 – Summary and Recommendations

This report sets out the results of public consultation over the proposed draft Locally Listed Buildings SPD.
Recommendations:

The Panel is requested to:

a) Consider the results of the public consultation over the proposed amendments to Harrow’s draft Locally Listed Buildings SPD, provided at Appendix 1.

b) Note the amendments to the draft Locally Listed Buildings SPD.

c) Recommend that Cabinet adopt the updated Locally Listed Buildings SPD as provided in Appendix 2.

Reason: (For recommendation)

1. To comply with the National Planning Policy Framework requirement that Local planning authorities ensure that they make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible and that they set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.

2. Providing guidance on locally listed status of some of Harrow’s buildings will help protect Harrow’s local historic and architectural interest and assist the Council to meet its corporate priority that seeks to build stronger communities.

Section 2 – Report

Background

A Locally Listed Building is a building, structure or feature which is important in the local context due to its architectural or historic interest or its townscape/group value. They are important to our understanding of how Harrow came to be, and how different eras and styles of architecture combine to contribute to local character and distinctiveness.

At the request of the Panel, a report concerning Locally Listed buildings was prepared and presented to its meeting of 15 March 2011. Following the Panel’s recommendation, a draft Locally Listed Buildings guidance note was produced. This guidance note was presented to the Panel’s meeting of 4th October, 2012 where it was it was recommended that Cabinet approve the draft Locally Listed Buildings Supplementary Planning Document for publication for formal consultation in accordance with the adopted Statement
Public Consultation

Nature of the Consultation
The public consultation exercise from 18th July, 2013 to 22nd August, 2013 involved an advert in the local paper and letters to English Heritage and local groups and all owners of Locally Listed Buildings within Harrow. Responses are given in the table in appendix 1 with Council responses alongside.

Summary of responses
In total 19 consultation responses were received. Of these four raised objections to the draft SPD, whilst eight respondents outlined their support for the document. Three respondents (including one who raised an objection to the draft SPD) requested their locally listed building be removed from the local list.

Of the remaining five respondents, these were a mix of requests for factual corrections, a paper copy of the document and more information on the nature of the consultation which have been provided. Requests were made for information on the process following the consultation and these have been provided. One request was made for the outcome of the consultation for this document to be provided once known, which will be done.

Appraisal of responses about the draft Local Listing SPD
One objector’s principal concerns related to their view that the draft SPD ‘is unnecessary’. However, locally listed buildings are heritage assets and as such it is important that guidance is provided to highlight their local importance, their planning status and ways of ensuring their significance is maintained as far as possible. This is important to address National Planning Policy Framework requirements’ for Local planning authorities to make information about the significance of the historic environment publicly accessible and to set out a positive strategy for the conservation and enjoyment of the historic environment. It is in line with the NPPF’s emphasis on ‘sustaining and enhancing the significance of heritage assets’ and recognising that heritage assets are an ‘irreplaceable resource’ and should be conserved ‘in a manner appropriate to their significance’. Otherwise this objector’s concerns related mainly to the document being too long and stated a need for greater clarity. Therefore the document has been streamlined and relevant matters clarified. Opinions have been removed and relevant research referenced where necessary.

One objection was received from the Board of Capel Gardens (Pinner) Residents Limited which stated the ‘Board and residents of Capel Gardens are gravely concerned by the contents of the SPD’ since the document ‘would force residents within locally listed buildings to live in unsafe, unhealthy and environmentally unfriendly and costly living conditions’ and that the document sought to increase planning restrictions. However, the document sets out a balanced approach towards the desire to preserve the special interest of the borough’s locally listed buildings, having regard to the scale of any harm or loss and the significance of the heritage asset, and the needs of residents. It
has therefore been amended to specifically consider how this balance can be achieved in relation to improved energy efficiency and the need for a healthy living environment. In response to the Board’s concerns, it is clarified that the SPD does not preclude the option of double glazing but that the matter is one for a case by case considerations. It should be noted that the document does not, and cannot, increase planning restrictions. The Board raised concerns about the loss of a locally listed building (the George V Public House) and unauthorized works to another. There was no requirement for planning permission for the demolition of this locally listed building and the unauthorized works have been referred to enforcement. Where reference is made in the document to the possibility that property values may increase due to local listing, reference has now been made to research to support this.

It is noted that a third objector to the document was also a resident of Capel Gardens but was conversely objecting on the grounds that the document does not go far enough in helping to conserve the special interest of locally listed buildings. It was therefore requested that the document refers to residents’ ‘responsibilities for locally listed buildings’. Since there is no legal requirement for owners to care for their locally listed buildings this has not been included though the document clarifies that works carried out that are unsympathetic to character of the locally listed building undermine their special interest.

Notably this resident’s response raises questions over how representative the Board of Capel Gardens objection was. It was stated that ‘the Board did not consult with residents of the flats nor have they advised us of their comments’.

The fourth objector raised a concern that the current proposed criteria for local listing which is presented in the draft SPD is ‘too broad’. However, the proposed criteria for local listing are consistent with those held since 2004 by the Council within the recently superseded Harrow Unitary Development Plan. This document was superseded in May this year by the Harrow Development Management Policies Local Plan which does not contain criteria for Local Listing since such criteria is the place of this draft Local Listing SPD. The criteria have been reviewed since and are considered to remain appropriate as they are in line with the English Heritage’s ‘Good Practice Guide for Local Heritage Listing’ May 2012 but have also been expanded in line with this English Heritage guidance to include the more relevant ‘additional factors’ for consideration such as rarity, their relationship to designed landscapes, evidential value and technical significance. The proposed criteria for local listing are therefore as follows:

- Architectural interest - including architectural design, decoration and craftsmanship and/or are good examples of a particular type of building;
- Townscape/Group value - including important contributions to unified architectural or historic groups, areas of planned townscape, or the local townscape. Some groups of buildings have character and good architectural qualities. Collectively these groups can contribute significantly to the townscape, and merit listing as a group within the local list.
- Historic interest - illustrating aspects of local/national social, communal, economic, cultural or military history;
• Close historical associations - with locally/nationally important people or events.
• Additional factors taken into account include the likely age of the building, rarity, their relationship to their setting including designed landscapes, evidential value, the authenticity of the building (i.e. the degree to which it has been altered and the loss of the fabric), technical significance (buildings that display exceptional innovation and craftsmanship) and the effect on the character of the local environment if it were to be lost.

Of the eight responses in support of the document three made reference to the need for and importance of the draft SPD or commended the intention to publish it. One of these responses was from a representative of the Pinner Local History Society whilst another was made on behalf of the Ancient Monuments Society, who are a nationally recognised conservation body.

Two of the responses in support of the draft SPD requested amendments to the document. One requested that reference be made in the document to clarify that whilst a whole building may be locally listed it might not all be of local interest. Therefore the document has been amended to include this. One requested reference to the use of solar panels on front elevations of locally listed buildings as being unlikely to be acceptable. It is considered that on occasion solar panels might be acceptable even on front elevations of locally listed buildings and therefore the section on energy efficiency has been amended to include support for the use of microgeneration equipment where it will not harm special interest.

Requests to de-list three properties
Otherwise responses concerned residents’ desire to remove buildings from the local list. Two residents requested that 24 Uxbridge Road, Stanmore, HA7 3LG be removed from the local list, another resident requested 66 Hutton Lane be removed from the local list and another response requested 40 Belmont Lane be removed from the local list.

However, since the public consultation did not specifically request recommendations for amendments to the local list since this was carried out during November and December last year and January this year, it is not possible to recommend that the local list be amended at this stage. The Council will therefore carry out consultation with local and national conservation groups and the owner/occupiers on the proposal to remove these buildings from the local list.

It is currently considered that 24 Uxbridge Road and 66 Hutton Lane no longer meet the criteria for local listing whereas 40 Belmont Lane does and the reasons for this view are set out below:

• **24 Uxbridge Road, Stanmore, HA7 3LG** – The current local list description for 24 Uxbridge Road is ‘interesting thatched house with leaded light windows. Probably built around 1924, architects Bouton and Paul’. A request was put forward by the owners of this building in 2001 for it to be removed from the local list. A recommendation was made by Officers to the Planning Committee at the time to remove the
building from the local list since ‘a significant part for the consideration for including the building on the local list was the ‘semi-rural setting’. The character of the area has now changed fundamentally and in a way that could not have been envisaged in 1990 [when the building was designated]. The two flat blocks sharing the same access road to 24 and with only 15m rear gardens now have a significant impact on the character, context and setting of the building, and on the residential and visual amenity of the occupiers. The overriding perception when walking in the garden at 24 is of blocks of flats that are overhearing and dominant, and there is an overwhelming sense of being overlooked. The overlooking element will reduce in summer months but this will not remove the underlying perception of the scale and impact of the blocks and their impact on the building and its setting’.

- ‘In the circumstances it is recommended that the inclusion of number 24 Uxbridge Road on the local list is now inappropriate’.
- The recommendation was not upheld. Since the site setting circumstances have not changed it is considered the building no longer meets the criteria for local listing.

- 66 Hutton Lane, Harrow, HA3 6RD – This building was locally listed in March this year. The local list description includes the following: ‘Of interest as a strikingly unaltered example of a pre-fabricated building that formed the building type for one of the estates, known as Hutton Gardens, built by the British Iron and Steel Federation in the late 1940s’. It was one building within an estate of similar buildings that remained with many original features intact. However, since designation the original windows, front door and porch have been removed. There was no requirement for planning permission to carry out this work. The building is now of similar external appearance to the other buildings within the estate and is no longer of special local interest. It is therefore considered the building no longer meets the criteria for local listing.

- 40 Belmont Lane – This building’s local list description reads: ‘brick rendered building designed in 1912 by Goddard of Goddart, Paget and Goddard. The house has an unusual south elevation with arched window to end gabled wall on which rests a wide chimney. Canted bay with vertical tiling to upper part of gable and six paned timber casement windows’. This local list description shows that there was architectural interest in the site. A recent site inspection confirmed that this remains in tact and therefore the local interest remains. It is therefore considered the building still meets the criteria for local listing.

Financial Implications

The cost of publishing Harrow’s Supplementary Planning Document and revised Local List are fully met within the existing LDF budget for 2013/2014.
Risk Management Implications

Risk included on Directorate risk register? No
Separate risk register in place? No

Equalities implications

Was an Equality Impact Assessment carried out? No

An SPD provides further guidance on policy, it does not in and of itself contain policy. The policy it supports has been subject to a full EqIA prior to adoption so it is not considered necessary in respect of this Locally Listed Buildings SPD.

Corporate Priorities

The report incorporates the corporate priority concerning:
1. United and involved communities: A Council that listens and leads

Providing guidance on local listing will help maintain the unique historical local character of areas or neighbourhoods within Harrow which resident’s cherish and value.

Section 3 - Statutory Officer Clearance

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<th>Name: Jessie Man</th>
<th>on behalf of the* Chief Financial Officer</th>
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<th>Name: Abiodun Kolawole</th>
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Section 4 - Contact Details and Background Papers

**Contact:** Lucy Haile, Principal Conservation Officer, 0208 736 6101

**Background Papers:**
LDF Panel 15 March 2011

LDF Panel: 4th October 2012
and
Cabinet: 11th October 2012