

## **Prior Approval for Change of Use from Office to Residential**

### **Briefing Note 17: October 2019**

*Produced by Regeneration, Planning & Enterprise*

## **PRIOR APPROVAL FOR CHANGE OF USE FROM OFFICE TO RESIDENTIAL**

On 30<sup>th</sup> May 2013 a new amendment to the General Permitted Development Order (GPDO) came into force, for a temporary period of three years, which changed Permitted Development (PD) rights to allow changes of use from Class B1(a) office to Class C3 residential without the need for planning permission. However, prior to making any change of use, developers must apply to the local planning authority to determine whether the prior approval of the authority will be required as to:

- transport and highways impacts of the development;
- contamination risks on the site;
- flooding risks on the site; and
- noise impacts from adjoining properties

Where prior approval is required, development shall be carried out in accordance with details approved by the local planning authority.

Prior Approvals do not require the proposed residential development to meet any design standards or space standards and do not often provide any financial support towards the local infrastructure. Other aspects of development which may be associated with a change of use, such as alterations to facades, extensions etc. will continue to require planning permission.

In April 2014 a further change to the PD legislation allowed the change of use of A1 (shops) and A2 (financial and professional services) to C3 (residential) without the need for planning permission. For the purposes of this briefing note the A2 use class is considered to be office.

When first introduced all changes of use to new homes permitted via the Prior Approval route had to be completed and occupied by 30<sup>th</sup> May 2016. However, in October 2015 the Government announced changes to the legislation to make these permitted development rights permanent and to extend them to include the demolition of existing offices and re-building for residential dwellings (rather than just the conversion of the existing building).

On 6<sup>th</sup> April 2016 the permitted development rights to allow changes of use from office to residential without the need for planning permission were made permanent.

## **Harrow**

Harrow is one of London's most attractive suburban areas and is primarily a dormitory suburban area. With a population of 250,149 and growing (up by 1,269 compared to the previous year), only a relatively small amount of land and buildings are devoted to employment and industrial activity compared to other Outer London and West London boroughs. Harrow covers an area of approximately 50 sq. km and over a quarter of the borough (more than 1,300 hectares) consists of open space, much of which is designated Green Belt or Metropolitan Open Land.

Prior to the change to the GPDO coming into effect, the council had sought an exemption for the Harrow and Wealdstone Intensification Area on the basis of economic harm. Unfortunately this was not granted.

An Action Area Plan for the Harrow and Wealdstone Intensification Area was adopted in July 2013. A change to the designation from an Intensification Area to an Opportunity Area was made in the Further Alterations to the London Plan (FALP) in March 2015. A new London Plan was published in March 2016.

In Harrow 248 applications have been submitted for change of use from Class A2 financial and professional services or B1(a) office to Class C3 residential taking advantage of the changes to PD rights. At the end of September 2019, 119 applications were granted and one was allowed on appeal. For one application prior approval was not required and 57 others were refused. Two applications still await a decision while 42 applications were withdrawn by the applicant. One further application was categorised as having no objections, as this was for the change of use of premises that had already been permitted, this application along with 33 superseded applications is not included in the analysis to avoid duplication (Table 1).

131 of the 248 Prior Approval applications are for offices in the Opportunity Area. To date, 59 have been granted, one application did not require prior approval, 20 have been withdrawn and two await a decision. One application was categorised as having no objections (Table 1).

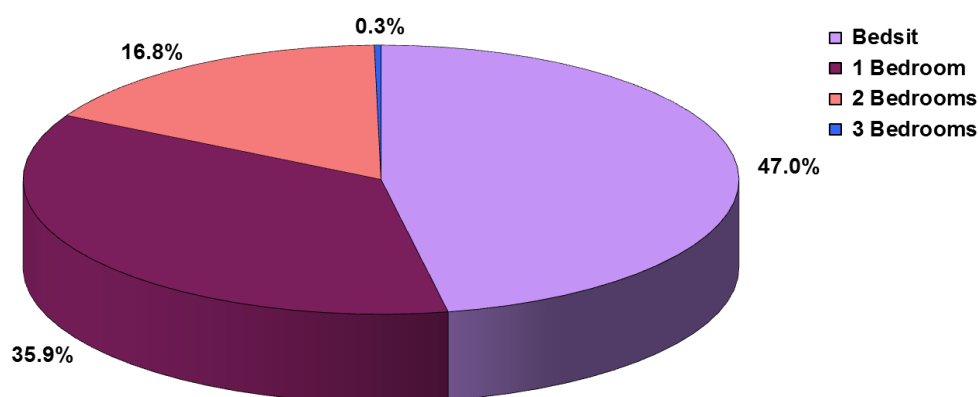
**Table 1: Applications for Prior Approval for COU from A2/B1(a) to C3**

	Number of apps.	Granted	Allowed on appeal	Prior Approval not required	No objections	Refused	Withdrawn	No decision
<b>Harrow</b>	248	119	1	1	1	57	42	2
<b>Opportunity Area</b>	131	59	0	1	1	31	20	2

Note: 33 planning applications have been superseded, of these 16 are within the Opportunity Area

The 120 permitted applications, plus the application where prior approval was not required, would result in 2,545 new dwellings in the borough if they were all implemented and result in a loss of 125,011 m<sup>2</sup> of office floorspace (Table 2).

**Figure 1: Proportion of Schemes by Number of Bedrooms**



Source: Regeneration, Planning & Enterprise

Of the 2,545 proposed new dwellings, 1,198 (47%) are bedsits, 912 (35.9%) have one bedroom, 427 (16.8%) have two bedrooms and eight (0.3%) have three bedrooms (Figure 1).

None of the Prior Approval schemes for change of use from office to residential granted permission up to the end of September 2019 include an affordable housing element.

Outside of the Opportunity Area, the largest scheme granted permission, so far, is for 218 self-contained flats at Imperial House, 175-205 Imperial Drive, Rayners Lane, followed by schemes for 165 flats at Middlesex House, 29-45 High Street, Edgware, 101 flats at Bovis House, 142 Northolt Road, South Harrow and 74 flats at Talbot House, 204-226 Imperial Drive, Rayners Lane. These four schemes will result in a Loss of 9,587 m<sup>2</sup>, 5,505 m<sup>2</sup>, 7,580 m<sup>2</sup> and 4,847 m<sup>2</sup> of office space respectively.

Within the Opportunity Area, the largest schemes permitted to date are for 262 studio flats at Kings House, Kymberley Road, Harrow, 119 studio flats at The Heights, 59-65 Lowlands Road, Harrow, 98 studio flats at Premier House, Canning Road, Wealdstone and 92 flats at Queens House, Kymberley Road, Harrow. These four schemes will result in losses of 7,866 m<sup>2</sup>, 5,907 m<sup>2</sup>, 1,837 m<sup>2</sup>, and 5,378 m<sup>2</sup> of office floorspace respectively.



Imperial House, 175-205, Imperial Drive, Rayners Lane

In total, 121 Prior Approval applications for change of use from office to residential have been permitted in Harrow, of these 60 (49.6%) are within the Opportunity Area. These 60 permissions would result in, if completed, the provision of 1,458 residential units, 57.3% of the total number of units, and a loss of 69,388 m<sup>2</sup> of office space, 55.5% of the total floorspace lost (Table 2).

**Table 2: Permissions for Prior Approval for COU from A2/B1(a) to C3**

	Permissions	Site area (ha)	A2/B1(a) floorspace lost (m <sup>2</sup> )	Proposed units
<b>Harrow</b>	121	7.59	125,011	2,545
<b>Opportunity Area</b>	60	3.37	69,388	1,458
<b>Proportion in the Opportunity Area</b>	49.6%	44.4%	55.5%	57.3%

Note: One lapsed permission subsequently superseded by a new scheme has been excluded from these totals

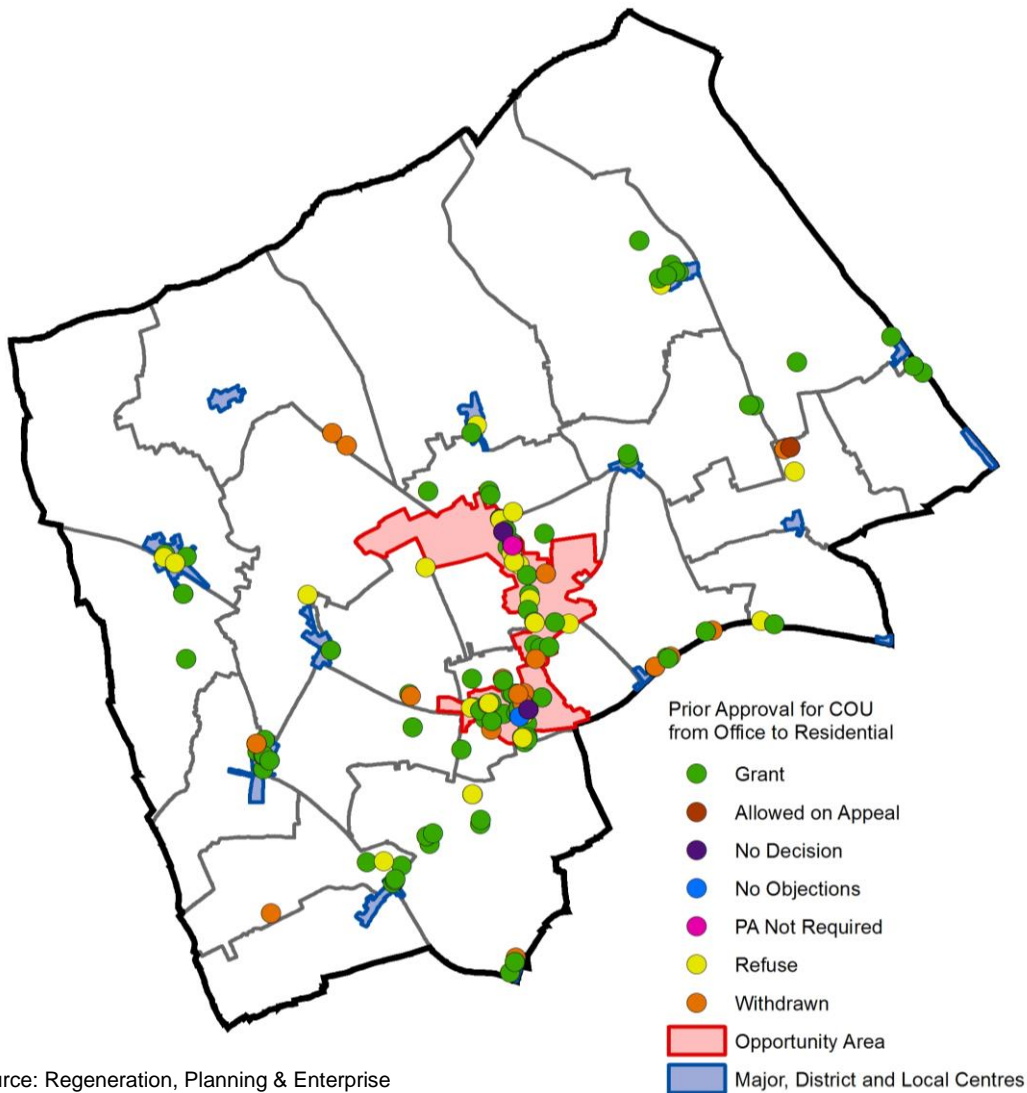
### Permissions relating to Occupied Office Floorspace

At the time Prior Approval is granted, it is necessary for the council to confirm whether the applicable floorspace was in occupation for at least six months out of the last three years, for the purposes of determining Mayoral and Harrow Community Infrastructure Levy (CIL) liabilities. In total, out of the 121 permitted applications, 77 were for occupied office floorspace. The level of occupied office floorspace amounts to 77,101 m<sup>2</sup>.

## Distribution of Prior Approval Schemes

It can be seen that half of all proposals for change of use from office to residential, following the Prior Approval route, are within the Harrow and Wealdstone Opportunity Area. However, there are a few proposed schemes located in and around some of the other major, district and local centres in the borough, noticeably Pinner, Rayners Lane and Stanmore, as well as Belmont, Edgware, Kenton and South Harrow (Figure 2).

**Figure 2: Prior Approvals for Change of Use from Office to Residential**



Source: Regeneration, Planning & Enterprise  
London Borough of Harrow LA 100019206 2019

The concentration of proposals around Harrow, Wealdstone, Rayners Lane, Stanmore and Pinner is consistent with Council's analysis of the disparity between office and residential land values whereas, those around Edgware, Northolt Road, South Harrow and Kenton can be attributed more to unsuitable or redundant office supply.

## Correlation between the Office Floorspace Lost and Potential Job Losses

Having regard to the total amount of occupied office floorspace that will be lost to residential use via Prior Approval applications, and applying a ratio of one employee per 11.3 metres

squared<sup>(1)</sup>, the total corresponding job losses/displacement is circa 6,800 jobs or a loss of £163m in disposable income (4,150 jobs or a loss of £99m in the Opportunity Area)<sup>(2)</sup>. Overall, the office floorspace (occupied and vacant) subject to the grant of Prior Approval to date equates to a lost opportunity for provision of 11,000 jobs in the borough (6,150 jobs in the Opportunity Area).

### Prior Approval Schemes in Town Centres

At the end of September 2019 there were 76 Prior Approval permissions providing 1,720 residential units in Harrow's town centres (metropolitan, district and local centres). This would result in a loss of 85,844 m<sup>2</sup> of A2/B1(a) office floorspace if all the proposed schemes were implemented, 68.7% of the total office floorspace lost in the borough. 825 units have been granted permission outside of the town centres and would result in a loss of 39,167 m<sup>2</sup> of office floorspace.

**Table 3: Permitted schemes by Town Centre**

	Site Area (ha)	A2/B1(a) office floorspace lost (m <sup>2</sup> )	Proposed units	Proportion of total A2/B1(a) office floorspace lost
<b>Belmont</b>	0.04	630	6	0.5%
<b>Harrow</b>	2.24	54,724	1,100	43.8%
<b>Harrow Weald</b>	0.01	142	5	0.1%
<b>Kenton</b>	0.12	1,919	27	1.5%
<b>Pinner</b>	0.12	1,640	17	1.3%
<b>Rayners Lane</b>	0.84	15,115	302	12.1%
<b>Stanmore</b>	0.46	6,028	103	4.8%
<b>Sudbury Hill</b>	0.20	1,840	26	1.5%
<b>Wealdstone</b>	0.20	3,806	134	3.0%
<b>In town centres</b>	<b>4.22</b>	<b>85,844</b>	<b>1,720</b>	<b>68.7%</b>
<b>Outside of town centres</b>	<b>3.38</b>	<b>39,167</b>	<b>825</b>	<b>31.3%</b>
<b>Total</b>	<b>7.59</b>	<b>125,011</b>	<b>2,545</b>	<b>100.0%</b>

Note: There are no Prior Approval permissions in the following town centres: Burnt Oak, Edgware, Hatch End, Kingsbury, North Harrow, Queensbury and South Harrow

<sup>1</sup> Best estimated jobs to floorspace ratio following the London Office Policy Review (LOPR) 2017

<sup>2</sup> Regional gross disposable household income by local authority, Office for National Statistics (ONS), May 2018



Harrow Metropolitan Centre has the highest number of proposed residential units with 1,100 resulting in a loss of 54,724 m<sup>2</sup> of office floorspace, 43.8% of the total floorspace lost. The next highest is Rayners Lane District Centre, 302 units (office space loss of 15,115 m<sup>2</sup>), Wealdstone District Centre, 134 units (3,806 m<sup>2</sup>), Stanmore District Centre, 103 units (6,028 m<sup>2</sup>) and Kenton District Centre, 27 units (1,919 m<sup>2</sup>). Burnt Oak, Edgware, Hatch End, Kingsbury, North Harrow, Queensbury and South Harrow town centres have no Prior Approval permissions (Table 3).

## Loss of Affordable Housing Provision

Harrow's Core Strategy seeks the maximum viable amount of affordable housing to be delivered on all major residential developments, with a Borough wide target of 40% over the plan period. Prior Approval applications, by virtue of being a form of Permitted Development, are not required to meet the affordable housing requirement (or indeed any other planning obligation or standard) specified in the Local Plan. If all the approved schemes had been Policy compliant i.e. provided 40% affordable housing, they would have delivered 936 affordable units.

## Empty Property Grants

One of the tools the council uses to help bring empty properties back into use is by offering empty property grants. This is financial help offered by the council to owners as an incentive to cover part of the repair and renovation costs of their properties. In return the council secures nomination rights to the council for a period of three to five years and the council uses the properties to accommodate families with housing needs. There have, so far, been five Prior Approval schemes in Harrow where an empty property grant was approved:

- High Street, Edgware, first and second floors in a three storey building converted into 10 self-contained flats. The council processed a grant application to assist towards development works and to secure a five year nomination. This project is now completed and the units have been leased via Help2Let for a period of five years. All the units are now occupied and are managed by Help2Let.
- Admiral House, Cardinal Way, Wealdstone is a small three storey office unit converted into three self-contained flats. The council approved a grant application for £45,000. The project is now completed and leases have been signed for a period of five years. All the units are now occupied and are managed by Help2Let.
- Peterborough Road, Harrow, first and second floors in a three storey building with planning permission for four self-contained flats. The council approved a grant application for £58,000. The project is now completed and leases have been signed for a period of five years. All units are now occupied and are managed by Help2Let.
- Admiral House, Cardinal Way, Wealdstone is a small three storey office unit with plans to convert it to three self-contained flats. A grant application has been approved and works have completed. The three units are occupied by families from the housing homeless list.
- Admiral House, Cardinal Way, Wealdstone is a small three storey office unit with plans to convert it to three self-contained flats. A grant application has been approved and works have completed. The three units are now homes to families in housing need.

High Street, Edgware (third floor) an application for an empty property grant was approved for a further two flats in the roof space (not a Prior Approval application) for £34,000. The project is now completed and leases have been signed for a period of five years. The two units are now occupied and managed by Help2Let.

An office conversion to create six units in Hillingdon was approved by Harrow Council with the permission of Hillingdon Council. The project is now completed and leases have been signed for a period of five years. The six units are now occupied and managed by Help2Let.

Harrow Council has approved a number of other empty property grant applications, these were not for prior approval office to residential conversions and have therefore not been listed here.

It would appear that these newly created flats should be counted as affordable housing as they will be providing accommodation for families on low income, claiming benefits or with housing needs. However, this is not the case as affordable housing should be provided in 'perpetuity', meaning that receipts from any sale are recycled to provide other affordable housing. The Department for Communities and Local Government (DCLG) states that "*affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision*".

It cannot be said that the properties will remain at an affordable price for future households as after five years the private landlord could revert to renting the property on the open market, not at an affordable rent. The subsidy that the council puts into these properties by way of empty property grants is not recycled. It is only repayable if the landlord breaks the terms of his deal with the council. If the landlord sells the property after the nomination period expires, the council does not ask for the subsidy back for recycling into another grant.

## Starts

At the end of September 2019 there were 13 Prior Approval schemes in progress across the borough providing 442 self-contained flats with six of these schemes in the Harrow and Wealdstone Opportunity Area providing 225 self-contained flats (Table 4). The largest of all the started schemes is outside the Opportunity Area at Middlesex House, 29-45 High Street, Edgware providing 165 flats. Around half of all the started units (50.9%) are within the Opportunity Area, with the largest of these schemes being at Premier House, Canning Road, Wealdstone providing 98 new flats.



Queens House, Kymberley Road, Harrow

**Table 4: Started Schemes**

	Started schemes	Site area (ha)	A2/B1(a) office floorspace lost (m <sup>2</sup> )	Started units
Harrow	13	0.779	16,393	442
Opportunity Area	6	0.222	8,565	225
Proportion in the Opportunity Area	46.2%	28.5%	52.2%	50.9%





Compass House, Pynacles Close, Stanmore

The other five schemes currently being implemented within the Opportunity Area are at Queens House, Kymberley Road, Harrow (92 flats), 102 College Road, Harrow (25 flats), Natwest House, 1-9 St Anns Road, Harrow (4 flats), 5 Masons Avenue, Wealdstone (4 flats) and 68 Station Road, Harrow (2 flats). Outside of the Opportunity Area there are two other large schemes currently in progress at 2 Dalston Gardens, Stanmore (24 flats) and at Compass House Pynacles Close Stanmore (16 flats). The four remaining schemes currently being implemented are all small proposing from one to five units.

## Completions

At the end of September 2019, 76 Prior Approval schemes have been completed in the borough. The largest completion, is two schemes providing 218 new flats at Imperial House, 175-205, Imperial Drive, Rayners Lane resulting in a loss of 9,587 m<sup>2</sup> of Class B1(a) office space. 30 of the completed schemes are within the Opportunity Area, the largest being at First National House, 53-61 College Road, Harrow, (two schemes providing 75 new flats) plus nine new flats in a non-prior approval upward extension resulting in a loss of Class B1(a) office space of 4,961 m<sup>2</sup>. Other large schemes



Talbot House, 204-226 Imperial Drive, Rayners Lane



Burnell House, 8 Stanmore Hill, Stanmore

completed in the Opportunity Area are at Research Services House, Elmgrove Road, Harrow (73 flats, loss of 2,263 m<sup>2</sup> of Class B1(a) office space), Carnegie House, Peterborough Road, Harrow, 116 College Road, Harrow both providing 48 flats with a loss of office space of 2,768 m<sup>2</sup> and 1,260 m<sup>2</sup> respectively and Kirkfield House, 118 Station Road, Harrow (45 flats, loss of 1,758 m<sup>2</sup> of office space). The largest of the other completed schemes outside the Opportunity Area are at Bovis House, 142 Northolt Road, South Harrow, with 101 new flats and resulting in a loss of 7,580 m<sup>2</sup> of Class B1(a) office space,

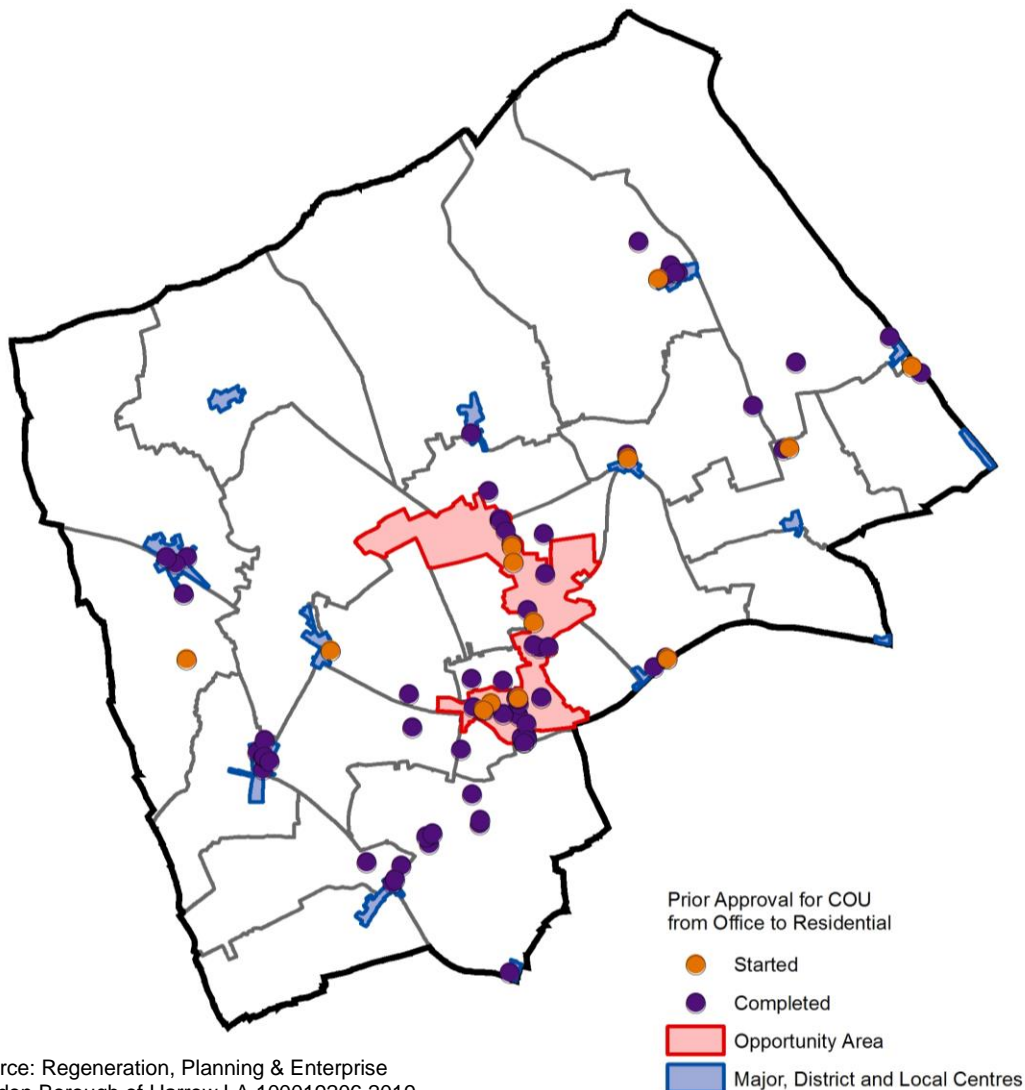


at Talbot House, 204-226 Imperial Drive, Rayners Lane (three schemes providing 74 flats, loss of 4,847 m<sup>2</sup> of office space), Burnell House, 8 Stanmore Hill, Stanmore (39 flats, loss of 1,724 m<sup>2</sup> of office space) and Evans House, 107 Marsh Road, Pinner (two schemes providing 34 flats, loss of 2,384 m<sup>2</sup> of office space). Other large completed schemes are at Baldwin House, 2 Gayton Road, Harrow (36 flats, 2,234 m<sup>2</sup>), 88-98 College Road, Harrow (29 flats, 1,830 m<sup>2</sup>) both within the Opportunity Area and Carspecs House, 71a Bessborough Road, Harrow (29 flats, 1,437 m<sup>2</sup>) outside the Opportunity Area.



Carspecs House, 71a Bessborough Road, Harrow

**Figure 3: Prior Approvals for COU from Office to Residential - Starts & Completions**



Source: Regeneration, Planning & Enterprise  
London Borough of Harrow LA 100019206 2019

**Table 5: Completed Schemes**

	Completed schemes	Site area (ha)	A2/B1(a) office floorspace lost (m <sup>2</sup> )	Completed units
Harrow	76	4.524	67,193	1,220
Opportunity Area	30	1.356	24,116	483
Proportion in the Opportunity Area	39.5%	30.9%	35.9%	39.6%

In total, by the end of September 2019, there were 1,220 units completed in the borough resulting in a loss of 67,193 m<sup>2</sup> of office space. Of these, 483 units are in the Harrow and Wealdstone Opportunity Area resulting in a loss of 24,116 m<sup>2</sup> of office space as a direct result of the changes to Permitted Development (PD) rights allowing the change of use from office to residential without the need for planning permission (Table 5).

**Table 6a: Estimated Number of Jobs Lost as a result of Completed Prior Approval Schemes in Harrow**

Year	Applications received	Permitted schemes	Completed schemes	Total floorspace lost from completions (m <sup>2</sup> )	Occupied floorspace lost from completions (m <sup>2</sup> )	Jobs lost from completions (11.3 m <sup>2</sup> per job)
2013/14	47	28	3	420	109	10
2014/15	49	22	11	3,736	632	56
2015/16	48	33	20	21,502	9,839	871
2016/17	40	8	18	12,974	2,968	263
2017/18	31	13	12	10,556	7,211	638
2018/19	29	9	10	15,328	4,924	436
2019/20	14	8	2	2,677	2,677	237
<b>Total</b>	<b>258</b>	<b>121</b>	<b>76</b>	<b>67,193</b>	<b>28,360</b>	<b>2,511</b>

Since the legislation was introduced in May 2013, 258 Prior Approval applications for change of use from office to residential have been received by the Council. 121 of the these applications have been permitted and 76 of the resulting schemes completed by the end of September 2019. For the completed schemes the total amount of floorspace lost is known, and from the occupied floorspace lost totals resulting from these completions an estimate of the number of jobs lost can be calculated by using the best jobs to floorspace ratio model available (1 job per 11.3 m<sup>2</sup>)<sup>3</sup>.

<sup>3</sup> Best estimated jobs to floorspace ratio following the London Office Policy Review (LOPR) 2017

Only offices or office buildings that are occupied at the time the proposed Prior Approval scheme is granted are used to estimate the number of jobs lost, although the estimated number of jobs lost can be calculated using the total floorspace lost if required. However, this would include unoccupied offices which may have been vacant for a long period of time. In the six years since the Prior Approval legislation was introduced the estimated number of jobs lost as a result of completed Prior Approval schemes is 2,511 in Harrow, 684 in the Harrow Metropolitan Centre and 1,131 in the Major, District & Local Centres (Tables 6a, 6b & 6c).

**Table 6b: Estimated Number of Jobs Lost as a result of Completed Prior Approval Schemes in Harrow Metropolitan Centre**

Year	Applications received	Permitted schemes	Completed schemes	Total floorspace lost from completions (m <sup>2</sup> )	Occupied floorspace lost from completions (m <sup>2</sup> )	Jobs lost from completions (11.3 m <sup>2</sup> per job)
2013/14	16	12	2	311	0	0
2014/15	19	3	3	408	163	14
2015/16	17	16	3	6,262	3,494	309
2016/17	6	1	5	7,235	516	46
2017/18	10	5	4	2,910	2,910	258
2018/19	5	0	3	1,365	645	57
2019/20	4	2	0	0	0	0
<b>Total</b>	<b>77</b>	<b>39</b>	<b>20</b>	<b>18,491</b>	<b>7,728</b>	<b>684</b>

**Table 6c: Estimated Number of Jobs Lost as a result of Completed Prior Approval schemes in Major, District & Local Centres**

Year	Applications received	Permitted schemes	Completed schemes	Total floorspace lost from completions (m <sup>2</sup> )	Occupied floorspace lost from completions (m <sup>2</sup> )	Jobs lost from completions (11.3 m <sup>2</sup> per job)
2013/14	16	8	1	109	109	10
2014/15	10	6	3	446	394	35
2015/16	16	10	7	3,810	3,602	319
2016/17	14	2	6	2,614	1,483	131
2017/18	9	5	4	4,962	3,880	343



Year	Applications received	Permitted schemes	Completed schemes	Total floorspace lost from completions (m <sup>2</sup> )	Occupied floorspace lost from completions (m <sup>2</sup> )	Jobs lost from completions (11.3 m <sup>2</sup> per job)
2018/19	11	4	4	11,372	1,785	158
2019/20	6	2	1	1,521	1,521	135
<b>Total</b>	<b>82</b>	<b>37</b>	<b>26</b>	<b>24,834</b>	<b>12,774</b>	<b>1,131</b>

Out of the 15 Major, District & Local Centres in Harrow only Belmont (1 scheme), Kenton (1), Pinner (3), Rayners Lane (4), Stanmore (3) and Wealdstone (5) have one or more completed Prior Approval schemes replacing occupied office floorspace. There are also completed schemes replacing unoccupied floorspace in Harrow Weald (1) and Sudbury Hill (1), as well as Kenton (1), Rayners Lane (4) and Stanmore (2). There are no completed schemes in Burnt Oak, Edgware, Hatch End, Kingsbury, North Harrow, Queensbury, and South Harrow.

### Lapsed Permissions

Permitted development rights for the change of use from office to residential without the need for planning permission allow three years from the date of the permission to the residential units being completed and occupied (i.e. the change of use having actually occurred rather than enabling works having simply commenced). Any scheme which does not fulfil this requirement will be deemed to have lapsed.

However, in practice a pragmatic approach would need to be taken with respect to potential enforcement against schemes where works required to facilitate the change of use have commenced but not been sufficiently completed to enable the site to be used and occupied for residential purposes. This is because whilst the office-to-residential permitted development rights were intended to be a short term measure, it has been extended indefinitely and it is reasonably certain that a new prior approval would be able to be obtained to cover the remaining works/change of use. Each potential enforcement issue would however need to be considered on its individual merits and informed by any subsequent Government guidance/appeal decisions on the matter.

By the end of September 2019, 20 schemes had not started by the time the permission lapsed. 18 of these schemes were in the Opportunity Area, with the largest of these being at Kings House, Kymberley Road, Harrow, a scheme proposing 262 units (Table 7).

**Table 7: Lapsed Permissions**

	No. of Lapsed Schemes	No. of Lapsed Units
<b>Harrow</b>	20	564
<b>Opportunity Area</b>	18	515
<b>Proportion in the Opportunity Area</b>	90.0%	91.3%

## Permanent Change to Permitted Development

On 6<sup>th</sup> April 2016 the permitted development rights to allow changes of use from office to residential without the need for planning permission were made permanent. Any schemes which already have permission and those approved after this date will now have three years from the date of the permission to complete the change of use, i.e. the residential units have to be completed and occupied within three years.

In order to fulfil the requirements of the legislation some developers have a tie-in with a number of charities and are offering the units to people who are claiming benefits. This may be a temporary measure as it is probably easier to offer tenancies to benefit claimants in the first place, rather than seek clients through the usual channels which could take considerably longer.

To further support the delivery of new homes, the PD rights will in future allow the demolition of office buildings and the construction of new buildings in their place for residential use. How this will work in practice will be known when more information is forthcoming.

## Sales Price Analysis

The council has undertaken some comparison of the sales value of new flats provided under PD rights (to allow changes of use from office to residential) with those of new build/conversions provided via a conventional planning permission. One outcome of these comparisons is to determine whether this change in regulations does help to provide relatively 'low cost housing'.

Some direct comparisons are possible as a number of Prior Approval schemes are now being marketed. For example at Bovis House, 142 Northolt Road, South Harrow one bedroom flats have been sold for £265,200 to £395,000 and two bedroom flats from £367,200 to £407,949. This compares to £259,950 to £290,950 for one bedroom flats and £324,950 for two bedroom flats at Rooks Corner, Roxeth Green Avenue, South Harrow, a scheme permitted via the usual planning route. At Riverside Place, 107 Marsh Road, Pinner (a Prior Approval scheme) the price for a one bedroom flat is in the region of £305,000 and for a two bedroom flat, £429,500. This compares to around £265,000 for a one bedroom flat and £355,000 for a two bedroom flat at Charter Court, Bridge Street, Pinner (a conventional planning permission scheme).

The location of the Prior Approval schemes and the level of car parking provision will affect the price that can be achieved from the sale of these 'new' flats. Many of the Prior Approval schemes already have car parking from when the building was previously used as an office. On the other hand, newly built housing developments generally have very limited car parking, sometimes just a few spaces for blue badge holders. Properties located close to rail and underground stations, bus routes and other amenities will have a higher value and as a high proportion of the now converted offices were originally constructed in these prime locations, the newly converted properties, by default, tend to be located here.

Evidence suggests that a number of the completed developments have sold as buy to let investments, for example, Grosvenor House, High Street, Edgware and Sherbourne House, Northolt Road, South Harrow. The 12 flats at Sherbourne House were sold for between £192,500 and £325,000, although it is not known how many were bought to let and how many were bought for owner occupation.

It would appear that, as a result of the new legislation, not only do we get some poor quality housing, with no affordable housing provision or CIL receipts, the flats are still selling at a high cost providing a strong profit margin to the developer.

## Conclusions

Although introduced as a means of providing residential dwellings through conversion of redundant and surplus office floorspace, in Harrow, the reality will be the loss of often occupied and prime office space primarily in town centres and the associated loss of jobs and long-term economic sustainability. It remains unclear what the impact of Prior Approvals will be on office supply and on the office market within Harrow and whether there will be flow-on impacts in terms of reductions in total business numbers, business start-ups rates or town centre vitality. As such, it also remains unclear what the impact will be on the local plan policies which were effectively suspended, in particular, those relating to office renewal and the promotion of mixed use comprehensive redevelopment of Harrow town centre sites.

Whilst Prior Approvals may potentially deliver 2,545 new residential dwellings, this pales in comparison with what might have been achieved through redevelopment of these town centre sites. Furthermore, the inability to seek CIL or financial contributions on these schemes will have a significant impact on the character of the place and demand for services in these areas, which will now fall to the public purse to make good.

In 2018/19, the total number of permissions for new homes permitted via the Prior Approval route was 10, this was 7.0% of the total number of permissions for new homes (142), this percentage was 8.8% in 2017/18 and 2016/17, 18.8% in 2015/16 and 23.9% in 2014/15. The total number of units permitted via the Prior Approval route was 341, 18.3% of the net total number of units permitted (1,861), this percentage was 26.8% in 2017/18, 33.7% in 2016/17, 22.6% in 2015/16 and 64.6% in 2014/15. The total number of units permitted via the Prior Approval route was 15.1% of the gross total number of units permitted (2,251), this percentage was 25.2% in 2017/18, 31.5% in 2016/17, 21.9% in 2015/16 and 60.4% in 2014/15. For Prior Approval permissions the net and gross totals for the number of units are the same.

The total number of units permitted is lower in 2018/19 compared to the previous year (2,335 net and 2,477 gross), although there have been a number of large schemes permitted such as Grange Farm Estate, Grange Farm Close, South Harrow (485 gross and 257 net), part of former Kodak site, 290 units (both gross and net), 55-59, Palmerston Road, Wealdstone, 222 units (both gross and net) and the former Cumberland Hotel, 1-3 St. John's Road and Victoria Hall, Sheepcote Road, Harrow (204 gross and 200 net).

The overall conclusion of Council officers remains that, in the majority of instances, these conversions will result in the provision of low quality housing with very few amenities, foregone opportunities in terms of jobs and housing capacity, and will significantly undermine attempts to bring about the regeneration of Harrow's town centres and high streets.

## Further Information

Transport for London (TfL) guidance on Transport Impacts:

<http://www.tfl.gov.uk/>



Environment Agency Guidance on Flood Risk and Contamination:  
<http://www.environment-agency.gov.uk/>

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