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Harrow High School, Gayton Road, Harrow	P/4386/16
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LONDON BOROUGH OF HARROW

PLANNING COMMITTEE

18th January 2017

Application Number: P/4368/16
Validate Date: 25/11/2016
Location: Harrow High School, Gayton Road, Harrow
Ward: Greenhill
Postcode: HA1 2JG
Applicant: Mrs Shelley Simpson
Agent: Arcadis LLP
Case Officer: Lisa McCann
Expiry Date: 03/01/2017

PURPOSE OF REPORT/PROPOSAL

The purpose of this report is to set out the Officer recommendations to the Planning Committee regarding an application for planning permission relating to the following proposal.

Replacement and installation of new windows to elevations fronting Gayton Road and Sheepcote Road.

The Planning Committee is asked to:

- 1) agree the reasons for refusal as set out in this report

REASON FOR THE RECOMMENDATION

The replacement windows, by reason of their unsatisfactory design and detailing, would fail to preserve or enhance the character and appearance of the Locally Listed property, contrary to policies 7.4B, 7.6.B and 7.8 C & D of The London Plan (2016), core policies CS 1B and CS 1D of the Harrow Core Strategy (2012), policies DM1 and DM7 of the Development Management Policies Development Plan Document (2013), and adopted SPD Locally Listed Building (December 2013).

INFORMATION

Statutory Return Type: (E)18. Minor Development
Council Interest: None
GLA Community: N/A
Infrastructure Levy (CIL)
Contribution (provisional):
Local CIL requirement: N/A

HUMAN RIGHTS ACT

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

EQUALITIES

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

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

S17 CRIME & DISORDER ACT

Policies 7.3.B and 7.13.B of The London Plan and Policy DM1 of the Development Management Policies Local Plan require all new developments to have regard to safety and the measures to reduce crime in the design of development proposal. It is considered that the development does not adversely affect crime risk.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 **BACKGROUND PAPERS USED IN PREPARING THIS REPORT:**

- Planning Application
- Statutory Register of Planning Decisions
- Correspondence with Adjoining Occupiers
- Correspondence with Statutory Bodies
- Correspondence with other Council Departments
- Nation Planning Policy Framework
- London Plan
- Local Plan - Core Strategy, Development Management Policies, SPGs
- Other relevant guidance

LIST OF ENCLOSURES / APPENDICES:

Officer Report:

Part 1: Planning Application Fact Sheet

Part 2: Officer Assessment

Appendix 1 – Informatives & Plan Numbers

Appendix 2 – Location Plan

Appendix 3 – Site Plan

Appendix 3 – Site Photographs

Appendix 4 – Plans and Elevations

OFFICER REPORT

PART 1: PLANNING APPLICATION FACT SHEET

The Site	
Address	Harrow High School Gayton Road Harrow
Applicant	Mrs Shelley Simpson
Ward	Greenhill
Local Plan allocation	N/A
Conservation Area	N/A
Listed Building	N/A
Setting of Listed Building	N/A
Building of Local Interest	N/A
Tree Preservation Order	N/A
Other	N/A

PART 2: Assessment

1.0 SITE DESCRIPTION

- 1.1 The site is bounded by Gayton Road, Sheepcote Road and Kenton Road.
- 1.2 The site shares boundaries with residential properties to the north east and east.
- 1.3 Both Kenton Road and Sheepcote Roads are approximately 3.8m above the ground level of the school site.
- 1.4 The school has many later extensions on the south side and one on the north side which comprise modern UPVC/aluminium double glazed windows.
- 1.5 Part of the site is designated as open space
- 1.6 The original building comprises almost exclusively original timbersash, single glazed windows with a couple of 1930s single glazed crittall windows.
- 1.7 There is an inner courtyard on the historic school building which contains original timber sash windows and a couple of original stained glass windows that form part of a war memorial within the school building.

2.0 PROPOSAL

- 2.1 The proposed works comprise the replacement of the original timber single glazed windows with replacement double glazed aluminium windows.

3.0 RELEVANT PLANNING HISTORY

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

Ref no.	Description	Status and date of decision
P/0628/08	Two-storey detached building at junction of Sheepcote Road and Kenton Road	Granted – 13-May-2008
P/2971/08	Details pursuant to conditions 6, 8, 11 & 12 (trees and landscaping) attached to planning permission P/0628/08	Approved – 28-Oct-2008
P/3628/08	Details pursuant to conditions 3, 4 & 5 (drainage) attached to planning permission P/0628/08	Approved – 02-Dec-2008

P/3628/08	Details pursuant to conditions 3, 4 & 5 (drainage) attached to planning permission P/0628/08	Approved – 02-Dec-2008
P/3633/08	Details pursuant to condition 13 (access) attached to planning permission P/0628/08	Approved – 02-Dec-2008
P/2155/09	Two single-storey temporary modular buildings with linked access platform; single-storey extension to dining room	Granted – 23-Dec-2009
P/2825/12	Variation of Condition 2 of planning permission P/2155/09 dated 23-Dec-2012 to allow the retention for an additional three years of two single-storey temporary buildings to provide classrooms. Current application	Expires 21-Dec-2012
P/2477/12	Replacement of existing windows to kitchen and dining room building	Granted 04.12.2012
P/2984/15	Replacement windows to six elevations	Refused 03.09.2015
<p>Reason for refusal</p> <p>The replacement windows, by reason of their unsatisfactory design and detailing, would fail to preserve or enhance the character and appearance of the Locally Listed property, contrary to policies 7.4B, 7.6.B and 7.8 C & D of The London Plan (2015), core policies CS 1B and CS 1D of the Harrow Core Strategy (2012), policies DM1 and DM7 of the Development Management Policies Development Plan Document (2013), and adopted SPD Locally Listed Building (December 2013)</p> <p>Other non-relevant planning history omitted</p>		
P/0670/16	Replacement Windows to five elevations	Approved – 08-April-2016

4.0 **CONSULTATION**

4.1 A total of 180 consultation letters were sent to neighbouring properties regarding this application.

4.2 The overall public consultation period expired on 16/12/2016.

4.3 Adjoining Properties

Number of letters Sent	180
Number of Responses Received	1
Number in Support	0
Number of Objections	1
Number of other Representations (neither objecting or supporting)	0

4.4 1 objection was received from an adjoining resident

4.5 A summary of the responses received along with the Officer comments are set out below:

Details of Representation	Summary of Comments	Officer Comments
Mr S A Nash 44 Gayton Road, Harrow, HA1 2LS	Objects to the application due to: • Noise disturbance	This point has been noted. However it is not considered that any significant additional noise disturbance would arise as a result of the proposed works.

4.6 Statutory and Non Statutory Consultation

4.7 The following consultations have been undertaken:

Consultee	Summary of Comments	Officer Comments
LBH Conservation & Heritage Officer	Objects to the application due to: - Detrimental impact on the special character of the listed building.	Comments noted – See Section 6.3 for further details.

4.8 External Consultation

The following external consultations have been undertaken:

Consultee	Summary of Comments	Officer Comments
London Borough of Brent	No comments received	Noted

5.0 **POLICIES**

- 5.1 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.’
- 5.2 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.
- 5.3 In this instance, the Development Plan comprises The London Plan 2015 [LP] and the Local Development Framework [LDF]. The LDF comprises The Harrow Core Strategy 2012 [CS], Harrow and Wealdstone Area Action Plan 2013 [AAP], the Development Management Policies Local Plan 2013 [DMP], the Site Allocations Local Plan [SALP] 2013 and Harrow Local Area Map 2013 [LAP].
- 5.4 A full list of all the policies used in the consideration of this application is provided as Informative 1 in Appendix 1 of this report.

6.0 **ASSESSMENT**

The main issues are;
Principle of the Development
Character and Appearance of the Area
Residential Amenity and Accessibility
Equalities Implications
Crime and disorder act

6.1 **Principle of Development**

- 6.1.1 The relevant policy in this regard is the National Planning Policy Framework (NPPF) paragraph 129, 131 & 135. The NPPF states significance (for heritage policy) is defined as: *‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’.*
- 6.1.2 The other main relevant policy considerations in this location are impact on the character and appearance of the area and neighbouring amenity.

6.2 **Character and Appearance of the Area**

6.2.1 **Relevant Planning history**

- 6.2.1.1 The proposal to replace all timber windows with aluminium was refused under application reference P/2984/15 due to the harm to the significance of the locally

listed building in accordance with NPPF paragraph 135.

6.2.1.2 Preapplication advice was sought following the refusal of planning reference P/2984/15. The plans submitted during this preapplication stage proposed to replace all the existing windows with aluminium double glazed replacements with the sash windows being replaced with casement windows. It was recommended that in order to be more acceptable all the timber sash windows, and particularly those along Gayton Road and Sheepcote Road should be retained. It was also advised that repair and upgrading via draught-proofing and secondary glazing would not require planning permission and would likely provide the same benefits as those being sought by the school.

6.2.1.3 Taking a balanced judgement in terms of the energy efficiency gains and their concealment from public vantage points, the proposal to replace the windows not facing the main roads with aluminium, whilst replacing the remaining windows facing the road with timber was approved under application reference P/0670/16. This was again in accordance with the same NPPF policy (paragraph 135).

6.2.2 **Special interest**

6.2.2.1 This property is locally listed. Its local list description reads: 'Built 1890, former Middlesex Boys school, of 2.5 storeys in red brick with stone dressings to main façade, and stone portico'.

6.2.2.2 Pevsner's architectural guide to North-West London states: by 'HG Crothall of Middlesex County Council as County Boys School 1900 mannered Baroque in two colours of brick, the grand corner entrance with a semi-circular porch with blocked Ionic columns between two turrets. Angled wings with curved dormers between stone pilasters. S extension 1930s'. Other examples of Crothall's work have become grade II listed.

6.2.3 **Harm**

6.2.3.1 Paragraph 128 of the NPPF states: 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary'. However the Councils Heritage Officer has raised concerns that the submitted Design and Access statement makes no reference to the locally listed status of the building. The proposal therefore does not comply with this policy.

6.2.3.2 Paragraph 135 of the NPPF states that 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the

heritage asset’.

6.2.3.3 Like the original application reference P/2984/15, this application would again ensure all original timber windows are replaced with aluminium double glazed units. The single glazed timber sash and fixed shut windows form part of its original, well-proportioned Baroque style of Harrow High School. The proposal is to replace the windows with aluminium double glazed replacements. The Councils Heritage Officer has raised concerns regarding this since aluminium was not used for windows when this building was constructed. Removal and replacement with inauthentic material (aluminium) would therefore not be able to match the original proportions, appearance or character of the timber windows, being both heavier, clumsier and thicker in appearance.

6.2.3.4 The proposal would be contrary to guidance in the recently adopted locally listed buildings’ SPD which states:

‘Original and traditional windows and doors...are a key part of the architectural composition of most buildings. Insensitive replacement doors and windows can seriously detract from special interest.’ As such the Council strongly recommends retention of original windows and doors, especially those that front or are visible from the street.

6.2.3.5 Standard products can rarely reflect the carefully considered proportions and detailed mouldings of historic ones. Plastic or aluminium windows have thicker framing than timber windows and many are hard edged, with two dimensional detailing that fails to replicate the soft edges or mouldings of original timber windows. They are also normally manufactured in standard sizes, which cannot be easily altered without significantly adding to their cost. As a result, they cannot visually replicate historic timber windows, resulting in an appearance that is therefore usually quite different and not usually sympathetic to the historic building.

6.2.3.6 The details provided are not complete since no sections have been provided. The Councils Heritage Officer has advised that the double glazing would create a double reflection certainly at odds with the originals. Proposed elevations have been provided which indicate a similar design to the timber windows but the lack of sections, samples and poor choice of non-traditional material and double glazing indicates this would not preserve the significance of the locally listed building and would be harmful on the prominent elevations of Gayton Road and Sheepcote Road.

6.2.3.7 The Councils Heritage Officer has also made reference to Historic England’s document entitled ‘Traditional Windows Their Care, Repair and Upgrading’ which is relevant and states:

- *‘The loss of traditional windows from our older buildings poses one of the major threats to our heritage. Traditional windows and their glazing make a hugely important contribution to the value and significance of historic areas. They are an integral part of the design of older buildings.’*
- *‘Windows are particularly vulnerable elements of a building as they are relatively easily replaced or altered. Such work often has a profound affect not only on the building itself but on the appearance of street and local area’.*

- *'The replacement window should match the form, detailing and operation of the window to be copied. It will be necessary for the maker of the new window to accurately copy the profiles of all the window components including head, jambs and cill of the frame and the stiles rails and glazing bars of the sashes or casements'.*

6.2.4 Insufficient Justification

- 6.2.4.1 The locally listed buildings SPD recognises the potential energy efficiency benefits of some replacement windows. But it also notes that there are other ways to achieve these benefits such as repair and draft proofing. It is not clear that such options have been explored. It is also not clear that these windows need replacement and it is very rare for every window on a building to require replacement. A report by an experienced joiner would show whether replacement was necessary.

6.2.5 Summary

- 6.2.5.1 The Councils Heritage Officer has recommended that retention of timber sash windows along Gayton Road and Sheepcote Road is explored or like for like replacement and that more evidence is provided that replacement is needed.

The harm this proposal would cause to special interest would not be outweighed by public benefits. Therefore, taking a balanced judgement, it is recommended that this proposal should be refused in this instance.

6.3 Residential Amenity and Accessibility

- 6.3.1 The proposal would not result in any further overlooking or loss of privacy to the neighbouring properties compared to the existing situation, nor would the proposal cause any undue loss of light or overshadowing to neighbouring sites.

In summary, it is considered that the proposal would not have an unreasonable impact on neighbouring amenity in terms of privacy, overlooking, outlook or overshadowing, in compliance with policies 7.4B and 7.6.B of the London Plan (2015), policy CS1.B of the Core Strategy (2012) and policy DM1 of the Harrow Development Management Local Plan Policies (2013). The development would therefore accord with development plan policies in respect of amenity.

7.0 CONCLUSION AND REASONS FOR REFUSAL

- 7.1 The replacement windows, by reason of their unsatisfactory design and detailing, would fail to preserve or enhance the character and appearance of the Locally Listed property, contrary to policies 7.4B, 7.6.B and 7.8 C & D of The London Plan (2016), core policies CS 1B and CS 1D of the Harrow Core Strategy (2012), policies DM1 and DM7 of the Development Management Policies Development Plan Document (2013), and adopted SPD Locally Listed Building (December 2013).

APPENDIX 1: Informatives

- 1 The following policies are relevant to this decision:
 - Planning Policy Framework (NPPF) paragraph 129, 131, 135,
 - London Plan policy 7.4, 7.6, 7.8C/D
 - Core Strategy policy CS1 D
 - Development Management Policy DM1, DM7
 - Locally Listed Building SPD adopted December 2013

 - Historic England document entitled 'Traditional Windows Their Care, Repair and Upgrading' September 2014

- 2 Refuse with pre-app

Plan Nos: LOCATION PLAN, SITE PLAN A010, EXISTING SECOND AND THIRD FLOOR PLAN, EXISTING GROUND FLOOR PLAN, EXISTING FIRST FLOOR PLAN A008, EXISTING ELEVATION TWO A002, EXISTING ELEVATION TWO A002, EXISTING ELEVATION TWO A002, EXISTING ELEVATION TWO A002, EXISTING ELEVATION TWO A002, EXISTING ELEVATION TWO A002, EXISTING ELEVATION THREE A003, EXISTING ELEVATION THREE A003, EXISTING ELEVATION THREE A003, EXISTING ELEVATION THREE A003, EXISTING ELEVATION THREE A003, EXISTING ELEVATION THREE A003, PROPOSED ELEVATION ONE A004, PROPOSED ELEVATION TWO A005, PROPOSED ELEVATION THREE A006, PROPOSED ELEVATION THREE A006, PROPOSED ELEVATION THREE A006, PROPOSED ELEVATION THREE A006

APPENDIX 4: SITE PHOTOGRAPHS

Windows facing Gayton Road





Main front elevation of building facing junction between Sheepcote Road and Gayton Road





Windows facing Sheepcote Road







Architectural elevation drawing showing three window units and a door. The top row contains windows W3-16, W3-17, and W3-18. Below W3-16 is window W3-22. Below W3-17 and W3-18 is door D3-01. Below W3-18 is window W3-23. The drawing shows the proposed timber window replacement works.

Client	HARROW HIGH	PROJECT	ARCADIS
	Client: HARROW HIGH Contractor: HHS Address: 10000 HWY 7, HARROW ON THE AVENUE, ONTARIO, CANADA	PROPOSED TIMBER WINDOW REPLACEMENT WORKS EXISTING ELEVATION THREE	

Architectural elevation drawing showing three window units and a door. The top row contains windows W3-17, W3-18, and W3-19. Below W3-17 is door D3-01. Below W3-18 is window W3-23. Below W3-19 is window W3-24. The drawing shows the proposed timber window replacement works.

Client	HARROW HIGH	PROJECT	ARCADIS
	Client: HARROW HIGH Contractor: HHS Address: 10000 HWY 7, HARROW ON THE AVENUE, ONTARIO, CANADA	PROPOSED TIMBER WINDOW REPLACEMENT WORKS EXISTING ELEVATION THREE	

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