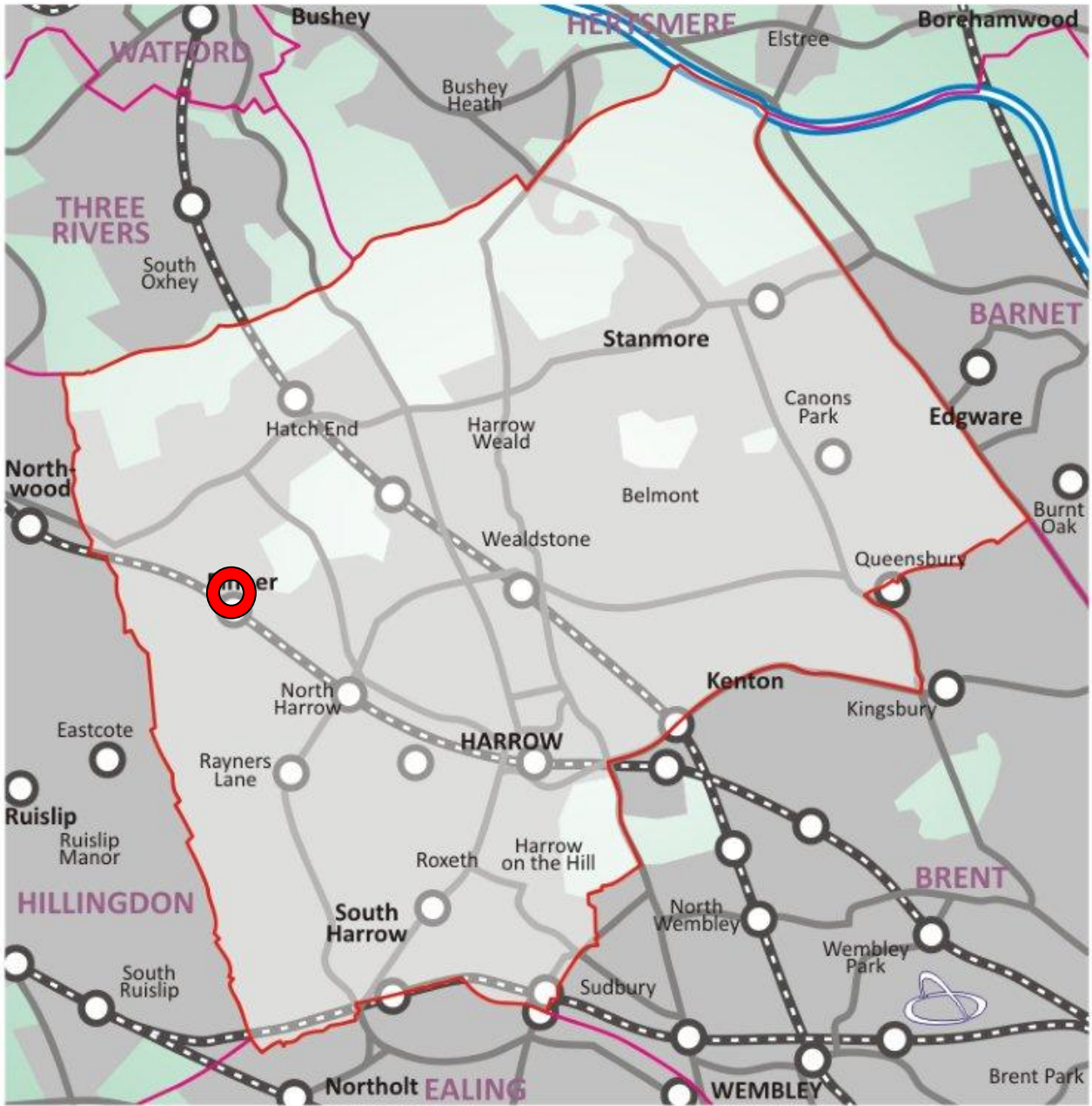
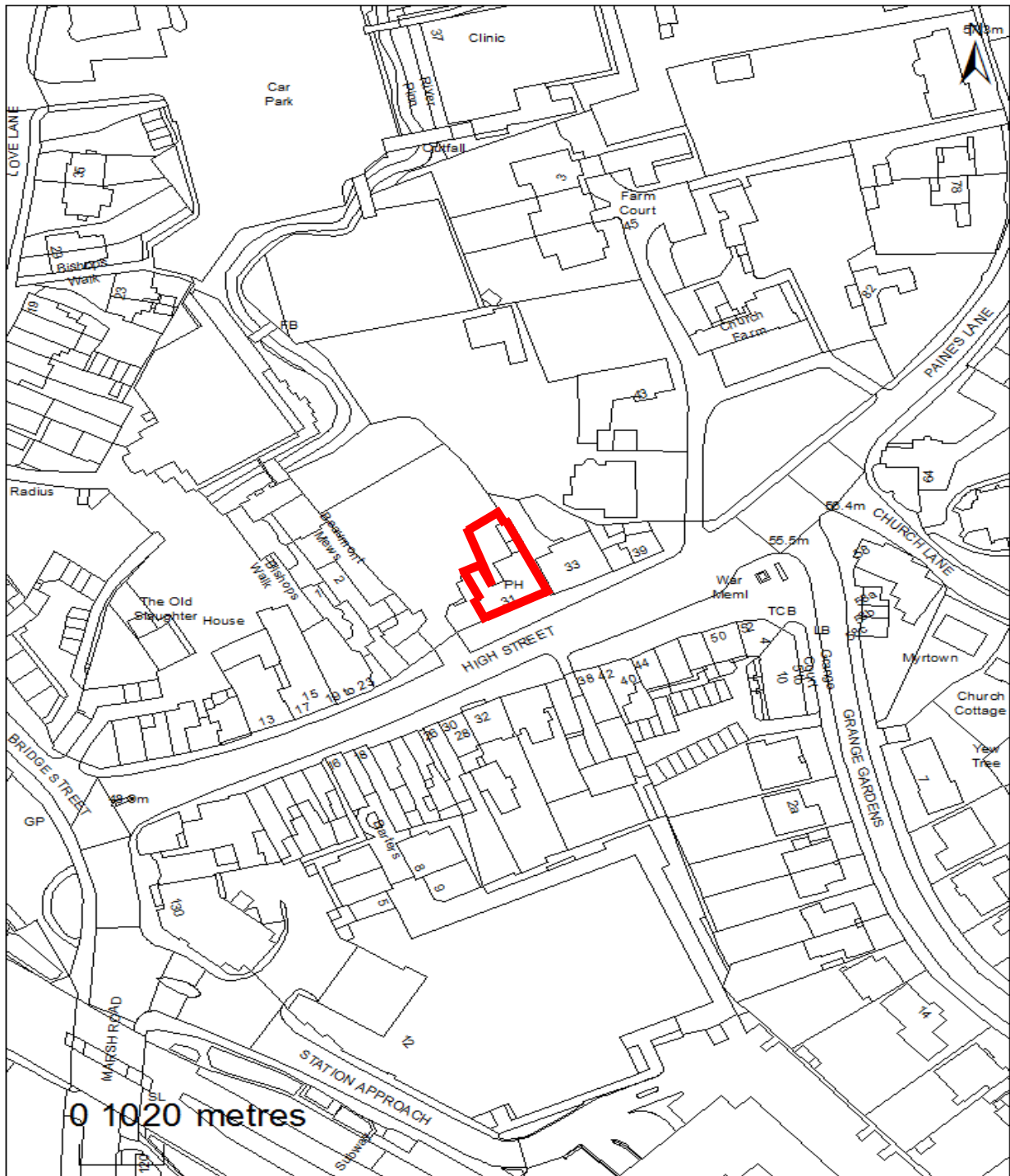


 = application site



<b>Queen's Head Public House, 31 High Street, Pinner</b>	<b>P/2218/17 &amp; P/2420/17</b>
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<p><b>Queen's Head Public House, 31 High Street, Pinner</b></p>	<p><b>P/2218/17 &amp; P/2420/17</b></p>
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**LONDON BOROUGH OF HARROW**

**PLANNING COMMITTEE**

**25<sup>th</sup> October 2017**

**APPLICATION NUMBER:** P/2218/17 (PLANNING APPLICATION)  
**VALIDATE DATE:** 12/06/2017  
**LOCATION:** QUEENS HEAD PUBLIC HOUSE, 31 HIGH STREET,  
PINNER  
**WARD:** PINNER  
**POSTCODE:** HA5 5PJ  
**APPLICANT:** GREENE KING PUB PARTNERS  
**AGENT:** WALSINGHAM PLANNING  
**CASE OFFICER:** TENDAI MUTASA  
**EXPIRY DATE:** 7TH AUGUST 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:

*Change of use of the first floor from ancillary accommodation for the public house (use class A4) to five en-suite guest rooms (use class C1) involving the installation of external steel staircase with balustrade at rear; enlargement of existing window to form new entrance at first floor rear and installation of painted timber door; installation of painted timber framed sash window to first floor side elevation; new extract routes and three new extract grills on the front elevation.*

The Planning Committee is asked to:

**REFUSE** planning permission for the reasons set out below:

The proposed external staircase and extract grills would harm the fabric of the Grade II statutory Listed Building and would fail to preserve or enhance the character and appearance of the conservation area, contrary to the National Planning Policy Framework 2012, Policies 7.4.B, 7.6.B and 7.8.C/D of The London Plan 2016, policy CS1.B/D and CS3.A of the Harrow Core Strategy 2012, Policies DM1 and DM7 of the Harrow Development Management Policies Local Plan 2013 and the Pinner High Street Conservation Area Appraisal and Management Strategy's (2009) section 3.1.

**APPLICATION NUMBER:** P/2420/17 (LISTED BUILDING CONSENT)  
**VALIDATE DATE:** 29/06/2017  
**LOCATION:** QUEENS HEAD PUBLIC HOUSE, 31 HIGH STREET,  
PINNER  
**WARD:** PINNER  
**POSTCODE:** HA5 5PJ  
**APPLICANT:** GREENE KING PUB PARTNERS  
**AGENT:** WALSINGHAM PLANNING  
**CASE OFFICER:** LUCY HAILE  
**EXPIRY DATE:** 7TH AUGUST, 2017

The purpose of this report is to set out the Officer recommendations to The Planning Committee regarding an application for listed building consent relating to the following proposal:

*Internal and external alterations including alterations to the first floor to enable conversion to five en-suite guest bedrooms (including new walls and doors); secondary glazing; new external staircase; replacement of a first floor rear window with a door including cutting through a timber; demolition of existing timber structure on the rear elevation; removal of existing signage board; ventilation to new boiler; new drainage routes; new extract routes and three new extract grills on the front elevation*

The Planning Committee is asked to:

**REFUSE** Listed Building Consent for the reason set out below:

The proposed works, by reason of the removal of historic doors including those dating to 1700 and 1800, the cutting through of a stair tower dating to circa the 16th/17th Century (including a historic window and timber framing), and the insertion of multiple en-suites (which would conceal historic timber framing, undermine the historic floor plan and increase risk of damp and decay to exposed historic fabric including timber framing) and insertion of front extract vents, would cause harm to the special interest of 16th Century timber framed listed public house extended/altere d in the 17th, 18th and 20th centuries. There is not clear and convincing justification for the harm (including consideration of clear less harmful alternatives) or public benefits to outweigh the harm (including consideration of optimum viable use), and so the proposal conflicts with National Planning Policy Framework (March 2012) paragraphs 129, 130, 131, 132 and 134; the London Plan policy 7.8 C and D (July 2015); Development Management Local Plan Policy DM7 part A, B, E (May 2013), the Harrow Core Strategy policy CS1 part D, and the guidance contained within the Planning Practice Guidance for Conserving and Enhancing the Historic Environment (updated 06/03/2014) and the Historic England Advice Note 2:

'Making Changes to Heritage Assets' which was adopted on 25th February 2016

## **INFORMATION**

This application is reported to Planning Committee as the decision has been called in by a Nominated Member.

Statutory Return Type:	Minor Development and Listed Building Consent
Council Interest:	None
GLA Community Infrastructure Levy (CIL) Contribution (provisional):	N/A
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 both these applications and the preparation of this report.

## **EQUALITIES**

In determining this planning application and application for Listed Building Consent 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 and Listed Building Application
- Statutory Register of Planning Decisions
- Correspondence with Adjoining Occupiers
- Correspondence with Statutory Bodies
- Correspondence with other Council Departments
- National 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 – Conditions and Informatives

Appendix 2 – Site Plan

Appendix 3 – Plans and Elevations

Appendix 4 – Site Photographs

## OFFICER REPORT

### PART 1: Planning and Listed Building Consent Application Fact Sheet

The Site	
Address	Queens Head Public House, 31 High Street, Pinner, HA5 5PJ
Applicant	Greene King Pub Partners
Ward	Pinner
Local Plan allocation	None
Conservation Area	Pinner High Street
Listed Building	Grade II
Setting of Listed Building	33 and 35 High Street (Grade II) 29 High Street (Grade II) 38 Grade (II)
Building of Local Interest	N/A
Tree Preservation Order	N/A
Other	N/A

Non-residential Uses		
Existing Use(s)	Existing Use / Operator	Public House
	Existing Use Class(es) sqm	Class A3 (Ancillary)
Proposed Use(s)	Proposed Use / Operator	Guest House
	Proposed Use Class(es) sqm	Class C1
Employment	Existing number of jobs	7
	Proposed number of jobs	8

Transportation		
Car parking	No. Existing Car Parking spaces	Details not provided
	No. Proposed Car Parking spaces	Existing parking arrangements to be retained
	Proposed Parking Ratio	N/A
Cycle Parking	No. Existing Cycle Parking spaces	Details not provided
	No. Proposed Cycle Parking spaces	Details not provided
	Cycle Parking Ratio	N/A
Public Transport	PTAL Rating	3
	Closest Rail Station / Distance (m)	Pinner Underground
	Bus Routes	H12, 183,H13,H11
Parking Controls	Controlled Parking Zone?	Yes
	CPZ Hours	Monday to Saturday

	Previous CPZ Consultation (if not in a CPZ)	N/A
	Other on-street controls	N/A
Parking Stress	Area/streets of parking stress survey	N/A
	Dates/times of parking stress survey	N/A
	Summary of results of survey	N/A
Refuse/Recycling Collection	Summary of proposed refuse/recycling strategy	N/A



## **PART 2: Assessment**

### **1.0 SITE DESCRIPTION**

- 1.1 The application site comprises the Grade II Listed two storey Queens Head Public House which became listed on 9th July, 1968.
- 1.2 The application site comprises the Grade II Listed two storey Queens Head Public House which became listed on 9th July, 1968.
- 1.3 The list description reads: 'Modern facade retaining the old roof. Interior has 16th century staircase and panelling. (Royal Commission on Historic Monuments)'.
- 1.4 **External** - The building is largely timber framed and dates to the 16th Century (with its origins as a 1550 long walled jetty house or Wealden House) with the remains of a 16th/17th Century stair tower to the rear, and a central section to the long range dating to the 1700s (possibly where an original carriage driveway was infilled).
- 1.5 The timber framed and white rendered frontage forms the source of key views in Pinner High Street.
- 1.6 To the rear on the west side there is a two storey London stock brick-built Edwardian addition whilst on the east side there is a two storey addition to the stair tower which is an externally timber clad WC at first floor level.
- 1.7 Further east is an independently built brick two storey rear range under a grey slate roof which does not meet the earlier plain clay tile roof.
- 1.8 **Stair tower** - The stair tower dates to approximately the 16th/17th Century with the staircase within having splat balusters of 17th Century design despite the list description referring to the staircase as of the 16th Century. There is a 20th Century window contained within the tower facing the rear of the building. The age and significance of the stair tower is covered within the appraisal of the report.
- 1.9 **Use** - At ground floor level the building is used as a pub and at first floor level it includes living accommodation associated with this use (ie kitchen, living rooms and three bedrooms) which appears to be partly but minimally used currently.
- 1.10 **Interior** - There is lathe and plaster and timber framing evident at first floor level in the interior.
- 1.11 Bedroom A exhibits the top plate and the cambered tie-beam of the timber-frame. Two studs framing the window and the storey posts are also visible.
- 1.12 In bedroom C the tie-beam can be seen in the end wall and the details of the junction with the top-plate and the corner post show a heavy jowl with a single peg for the teasel tenon. The single peg in the top of the tie-beam corresponds with the truss seen in the end wall of Attic Room 1.

- 1.13 **Doors** - The first floor contains doors dating to circa 1700 (ie one to the living room, one to bedroom B and C). It is evident they are old, having hand wrought furniture, many keyholes and signs of reuse by being extended.
- 1.14 The door in to the Living Room has been boarded over on both sides, presumably for sound insulation. It is hung on hand wrought pintles nailed to the boards. There is a late Victorian/ Edwardian pressed steel lock box with brass knob. It is likely the door is of the same period as the Attic door.
- 1.15 Bedroom A contains a two panel Georgian door which is the only one in the building which is of interest. Prior to about 1800 these were for the servant's rooms and closets and used to denote the hierarchy of the rooms. For a brief period of about 30 years the hierarchy was altered such that two panel doors became used for the occupants. This fashion faded in favour of four panel Victorian style doors.
- 1.16 There is an Edwardian panelled door to the dining room which has applied mouldings and pressed steel box lock. The hinges have been secured with Robertson screws. Robertson screws were not invented until 1907 and became popular with furniture makers. The other screws are slot-headed. It is likely the door has been rehung. The pressed steel lock is Edwardian in design.
- 1.17 **Fireplace** - The living room contains a 1970s designed fireplace likely to be covering an earlier red brick fireplace also evident on the ground floor below.
- 1.18 Bedroom C has C19th timber fire surround with mantel shelf and a cast iron hooded register grate decorated with a shell motif. The register plate is decorated like a Bronze Age mirror. This design was common from the 1850's onwards.
- 1.19 The dining room has an Edwardian fireplace.

## **2.0 PROPOSAL**

- 2.1 The planning application proposes a change of use of the first floor to accommodate guest rooms.
- 2.2 The external alterations for this which are the subject of both the planning and listed building consent applications include: the new vent grills to the frontage and a new external staircase to cut through the 17th Century stair tower, replacement of a first floor rear window within this with a door including cutting through a timber and demolition of existing timber structure on the rear elevation; removal of existing signage board.
- 2.3 Internal alterations comprise alterations to the first floor to include the insertion of five en-suite guest bedrooms (including new walls and doors and new drainage routes
- 2.4 New ventilation routing for the en suites with three new vent grills to the frontage on the first floor, secondary glazing, and removal of historic doors.

### 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/1875/09	SINGLE STOREY OUTBUILDING WITH HABITABLE ROOF SPACE (INCORPORATING FRONT AND REAR DORMERS) TO PROVIDE FOUR GUEST ACCOMMODATION UNITS AND UTILITY ROOM AT THE REAR	GRANTED 16/10/2009
P/436/06/CFU	RETENTION OF EXTERNAL FUME EXTRACT DUCT AND REFRIGERATION GEAR BOX ON REAR ELEVATION OF PUBLIC HOUSE INVOLVING EXTERNAL ALTERATIONS	GRANTED 11/05/2006
P/445/06/DLB	LISTED BUILDING CONSENT: RETENTION OF EXTRACTOR FLUE AND REFRIGERATOR CHILLER BOX AT REAR	GRANTED 18/05/2006

### 4.0 CONSULTATION

#### PLANNING APPLICATION

4.1.1 A total of 6 consultation letters were sent to neighbouring properties regarding this application.

4.1.2 Following re-consultation, the overall public consultation period expired on 17/10/2017

#### 4.1.3 Adjoining Properties

Number of letters Sent	6
------------------------	---

Number of Responses Received	89
Number in Support	87
Number of Objections	5
Number of other Representations (neither objecting or supporting)	0

- 4.1.4 5 objection letters were received from three objectors and a petition of support was received carrying 87 signatures in support of the application.

### **LISTED BUILDING CONSENT**

- 4.2.1 A Site Notice was erected on 12/07/2017, expiring on 2nd August 2017.
- 4.2.2 Press Notice was advertised in the Harrow Times on the 14th July 2017, expiring on 4th August, 2017.
- 4.2.3 5 objection letters were received from three objectors and a petition of support was received carrying 87 signatures in support of the application.
- 4.2.4 A summary of the responses received along with the Officer comments are set out below:

### **RESPONSES**

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

<b>Details of Representation and date received</b>	<b>Summary of Comments</b>	<b>Officer Comments</b>
Pat Clarke - local historian - 19th July 2017, 16 <sup>th</sup> August, 22 <sup>nd</sup> August and 9 <sup>th</sup> October	The proposal would cause substantial harm to the heritage value of the Queens Head and an unacceptable loss of historic fabric.  The stair tower is an important feature of probable 17th Century date, contributing to the significance of The Queen's Head.	This has been addressed in the report and forms part of the recommendation for refusal of the Listed building and planning applications.
The Pinner Association on the 26th July:	As above.	As above.

London and Middlesex Archaeology Society objected on 31st July 2017:	The proposals involve an unacceptable and avoidable loss of the historic fabric.  The Council should be mindful of its responsibility under NPPF section 132, which stipulates that the applicant needs to show clear and convincing justification that optimum viable use of the building cannot proceed without this particular element of the work	As above.
Petition with 87 signatures in support of the application on 25th September 2017	'We the undersigned wish to support the Queen's Head in its application to convert the upstairs to a hotel accommodation with en-suite bathrooms, and to overturn Harrow Council objection on heritage grounds.'	Issues relating to lack of justification for the proposal are covered within sections 6.3 of the report.

#### 4.4 Statutory and Non Statutory Consultation

4.4.1 The following consultations have been undertaken:

#### 4.5 External Consultation

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

<b>Consultee</b>	<b>Summary of Comments</b>	<b>Officer Comments</b>
Historic England Archaeology	No Comments	N/A
The Pinner Association	No Comments	Addressed above.

#### 4.5.6 Internal Consultation

<b>Consultee</b>	<b>Summary of Comments</b>	<b>Officer Comments</b>
Conservation Officer	Objects to the proposals as they would cause significant harm to the fabric of the Grade II Listed building	Addressed below.

## 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 Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states 'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.
- 5.3 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. Paragraph 131 of the NPPF states 'local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets...the desirability of new development making a positive contribution to local character and distinctiveness'. Paragraph 132 of the NPPF 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...Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting'. Paragraph 134 of the NPPF states: 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use'.
- 5.4 In this instance, the Development Plan comprises The London Plan 2016 [LP] and the Local Development Framework [LDF]. The LDF comprises The Harrow Core Strategy 2012 [CS], Harrow and Wealdstone Area Action Plan 2013 [AAP], the Development Management Policies Local Plan 2013 [DMP], the Site Allocations Local Plan [SALP] 2013 and Harrow Local Area Map 2013 [LAP].
- 5.5 The London Plan policy 7.8 D states 'Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail' and Harrow Core Strategy policy CS1 part D 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'. Development Management Policies Local Plan policy DM 7 part B, b states 'the impact of proposals affecting heritage assets will be assessed having regard to: b relevant issues of design, appearance and character, including proportion, scale, height, massing, historic fabric, use, features, location, relationship with adjacent assets, setting, layout, plan form'. DM7 part E which states: 'In addition to (A) and (B) above, when considering proposals affecting listed buildings and their setting, the Council will: a. 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'.

5.6 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**

6.1 The main issues are;

Principle of the Development  
Special Interest of the Listed Building  
Character and Appearance of the Area and Conservation Area  
Regeneration  
Residential Amenity  
Accessibility

### 6.2 Principle of Development

6.2.1 Policy DM34 (C) of the Harrow DMP states that the Council will encourage the development and improvement of tourist related attractions and facilities, provided there is no unacceptable impact on the environment or residential amenity.

6.2.2 It is recognised that there is a petition of support signed by 87 people in favour of the conversion of the upstairs of the listed building to hotel accommodation with en-suite bathrooms. The more intensive use of the first floor that the insertion of en-suite hotel accommodation would provide is accepted. This would help keep the first floor in a sustainable use that would help enable its on-going conservation. In this case the principle of development is acceptable.

### 6.3 Special interest of the listed building

#### 6.3.1 Harm - steel staircase

The proposal is for an external steel external staircase addition to the rear (north) elevation cutting into the existing rear stair tower of considerable age at first floor level. The existing stair tower is identified by the applicant's historic building statement as dating to c1700 and by consultees (the Pinner Association, a local published historian and the London and Middlesex Archaeological Society, LMAS) as slightly earlier than this being 16th CCentury - the list description referring to a 16th CCentury staircase. All agree that it is slightly later than the main body of the 16th CCentury timber framed building of the Queens Head which is likely to date to circa 1550. Whilst a typical feature of the 16th/early 17th Century, it is not common. As the LMAS note 'There is only one other example in the borough, at Sweetmans Hall in West End Lane, Pinner. The staircase tower therefore increases the significance of the Queen's Head'. The stair tower therefore has strong significance as part of this listed building for its archaeological, architectural and historic interest.

6.3.2 Undermining significance though, the applicant's historic building's statement notes that it has been considerably rebuilt, stating that 'the scantling frame of the stair tower is visible and would concur with a C17th date but it appears highly rebuilt to insert the upstairs WC'. Also it has a twentieth Century window contained within at first floor level which will be converted to a door as part of

these proposals and an alteration at ground floor level on the east side allowing access to the building.

- 6.3.3 Similarly, it is noted that whilst the list description refers to a 16th Century staircase, and a 1923 report by the Royal Commission on the Historical Monuments of England (RCHME) concluded the staircase within was 17th Century, the applicant's historic building advisor finds the staircase currently contained within this stair tower is a 20th Century replica of an earlier 17th Century staircase once here.
- 6.3.4 A consultee disputes the finding that the staircase is of a 20th Century date. A local Pinner historian finds it to be of 16th/17th Century in date, noting that the applicant's historic building advisor makes their finding of a 20th Century date largely on the assumption that the RCHME report's drawings of the staircase were accurate in scale. They note that this is because, if so, a comparison with current accurate measured plans show that the current staircase is a different size and location (despite being a similar 17th Century design). However, the local historian notes that the 1923 drawings are not accurate in scale being elongated E/W and since that date the site of the northern extension, appears to not have been altered. However, the historic building advisor also supports their finding by noting that its banisters appear machine-cut suggesting a later date than the 17th Century, though he does note in his report of 11.04.2017 notes that the stringer appears to have a hand finished appearance. The applicant offered during the course of the application to carry out carbon dating of the staircase but this would take many weeks to carry out, be invasive and is considered unnecessary. This is because whether a replica of the original, or original, the staircase's 17th Century design and presence within the stair tower certainly helps maintain the character of the stair tower as such. Moreover, the staircase within is not proposed to be altered and so the acceptability of the proposal does not rest on the age of the staircase.
- 6.3.5 Indeed, in noting the above outlined alterations to the stair tower, it is nevertheless the case that this centuries old stair tower remains discernibly in place. This is particularly true in views towards the north elevation and of course within the building. The applicant's own historic building advisor notes that this stair tower dates to 1700. It is then part of the very early development of the building and is of significance as such.
- 6.3.6 The proposal though would cause significant harm to the stair tower feature as it would cut into its north elevation at first floor level which currently remains exposed externally. Whilst part of this would just entail removing a 20th Century window, it would remove considerably more historic fabric to enable attachment and a doorway through it. It would cut through some of the ancient timber framing and fabric as noted by the objectors. As the London Middlesex Society note this would involve 'cutting through the original mid-rail and the rail or plate at the top of the window. These timbers are substantial, and most likely structural'. In doing so, the works would disrupt an element of the building's floorplan that has remained intact for hundreds of years. There would therefore be clear and significant harm to this part of the listed building. The submitted Design and Access Statement itself acknowledges that the proposal would be harmful (in sections 5.9 and 5.12 of the submitted Design and Access statement).



- 6.3.7 The proposal is contrary to Historic England's Advice Note 2 entitled Making Changes to Heritage Assets paragraph 42 which states 'The historic fabric will always be an important part of the asset's significance'. It is also contrary to Historic England's Advice Note 2 paragraph 43 which states 'New openings need to be considered in the context of the architectural and historic significance of that part of the asset and of the asset as a whole'. In this case the stair tower is of considerable significance to the asset as a whole and this proposal would cause irreversible damage to it by removing part of its structure. Paragraph 48 states: 'The insertion of new elements such as doors and windows, (including dormers and roof lights to bring roof spaces into more intensive use) is quite likely to adversely affect the building's significance'. In this case it is clear that it would as it would alter an element of the building's historic floorplan that has remained intact for centuries. This is harmful. As noted by Historic England's Advice Note 2 (paragraph 45) 'The plan form of a building is frequently one of its most important characteristics'.
- 6.3.8 The three objectors (LMAS, the local historian and the Pinner Association) object to this part of the proposal. They further note that these alterations to the stair tower would entail 'substantial harm' to the listed building as a whole under the NPPF's policy 133. The Planning practice guide clarifies the meaning of the NPPF's term 'substantial harm' as it states 'in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest'. Certainly they are alterations to a significant part of the listed building. However, the NPPF also notes that: 'substantial harm is a high test, so it may not arise in many cases'. and that 'partial destruction is likely to have a considerable impact but, ...may still be less than substantial harm or conceivably not harmful at all.. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all'. In this context then, the harm in this case is considered to be less than substantial, but nevertheless harmful and significant as outlined above.
- 6.3.9 There would be further harm given the proposed design of the new external staircase would not be of high quality design. It would be a hard, functional design that does not relate well to the history of character of the timber framed building, notwithstanding the associated removal of the timber ground floor structure which does not add to the special interest of the listed building.
- 6.3.10 Harm - Internal removal of historic doors
- 6.3.11 The proposal would see the removal of historic doors described under the 'site description' and 'significance' headings above as adding to the history and significance of the listed building. Again this is contrary to Historic England's advice note which states in paragraph 42 that 'The historic fabric will always be an important part of the asset's significance'. These doors form part of the history and plan form of the listed building.
- 6.3.12 Three doors dating to circa 1700 would be removed ie those to proposed bedrooms 1 (the existing living room), 3 and 4. As the applicant's own heritage statement notes - It is evident they are old, having hand wrought furniture, many keyholes and signs of reuse by being extended. Whilst the door to the existing living room has been boarded over on both sides, presumably for sound

insulation, it is hung on hand wrought pintles nailed to the boards. There is a late Victorian/ Edwardian pressed steel lock box with brass knob.

6.3.13 The door to the proposed bedroom 2 is a two panel Georgian door which is of interest - helping denote former hierarchies in the pub. Prior to about 1800 these were for the servant's rooms and closets and used to denote the hierarchy of the rooms. For a brief period of about 30 years the hierarchy was altered such that two panel doors became used for the occupants. This fashion faded in favour of four panel Victorian style doors.

6.3.14 Similarly the door to the existing dining room is to be removed yet it is an impressive Edwardian panelled door to the dining room which has applied mouldings and pressed steel box lock. The hinges have been secured with Robertson screws which is highly unusual. Robertson screws were not invented until 1907 and became popular with furniture makers. The other screws are slot-headed. It is likely the door has been rehung. The pressed steel lock is Edwardian in design.

#### 6.3.15 Installation of en-suites

The proposed installation of en-suites would undermine the historic floor plan and increase the pressure on leaks and water damage to various significant parts of the building and to re-route plumbing and waste pipes through historically sensitive parts of the listed building. However, it is understood that their installation is important to enable a more effective reuse of the first floor and rerouting of pipework could be sensitively managed.

6.3.16 However, the proposed siting and design of the en-suites that are proposed in bedrooms 1, 2 and 3 would ensure that much of the currently exposed timber framing and lathe and plaster which provides the building with part of its special character would be covered. In bedroom 1 whilst the proposal would remove an existing 1970s fireplace covering a historic fireplace, which their historic building report states should reveal a historic 'red brick structure seen in the fireplace in the room below', the proposed plans show the proposal would install a stud wall over it such that it would no longer be apparent that there was ever a fireplace in this location. This would unnecessarily undermine understanding of the historic floor plan contrary to Historic England's advice note 2 paragraph 45.

6.3.17 Without use of adequate ventilation, damp decay would be inevitable yet the ventilation routes that are proposed would be physically intrusive (as they would cut through historic fabric) and visually obtrusive as three plastic grills would be set on the front elevation. This would introduce modern clutter to the High Street frontage that would disrupt the traditional timber framed character. The proposed siting of one extract route would even require a cut through of part of the original timber framing on the frontage.

#### 6.3.18 Inadequate Justification

As outlined above, the works would harm the special interest of the listed building. The petition of support states that the objection to the proposal on heritage grounds should be overturned. However, to be acceptable under national planning policy works that cause harm to listed buildings need to be weighed against public benefits of the proposal, including securing its optimum

viable use under NPPF paragraph 134. Certainly there are public benefits as outlined by the submitted Design and Access Statement for example, in bringing the first floor into more active use. It would help enable its on-going conservation and maintenance by re-introducing guest bedrooms to help sustain the pub business and would provide new employment and hotel accommodation that is not otherwise available in Pinner.

- 6.3.19 However, the national planning policy is clear that where there is harm caused to the significance of a heritage asset there also needs to be 'clear and convincing justification' for that harm under NPPF paragraph 132. This has not been provided. Harm needs to be avoided wherever possible, not simply weighed against any public benefits. Instead, it is clear that a similar reuse of the first floor could be achieved without any or only minor harm as explored below. Also similar employment and hotel accommodation could be provided by the planning permission granted in the past for new hotel accommodation in a new building in the grounds of this pub under application reference P/1875/09. Whilst this was never implemented and permission has expired, it has not been demonstrated that it would not be feasible to resubmit and implement the same proposal.
- 6.3.20 New staircase – In terms of the new external staircase that is proposed, no alternatives have been presented as part of this application. However, it is clear that a less harmful alternative is feasible as noted by the objectors. A new external steel staircase could be located where currently proposed at ground floor level but twist at first floor level to enter into the Edwardian brick addition instead of the stair tower. This is of considerably less significance than the 16th/17th Century stair tower which contains irreplaceable and very old fabric, and its floor plan would be disrupted. So, contrary to the clear requirements of the NPPF paragraph 132, clear and convincing justification cannot be provided for the current proposal and so the current proposal cannot be accepted without going against national planning policy.
- 6.3.21 Doors - The historic doors are all (with the exception of one) proposed to be replaced with firedoors. One is proposed to be removed and not replaced. Certainly fire safety is important. However, no fire safety assessment of the building has been provided outlining what risks there are or what fire regulations need to be met. This needs to be provided and unequivocally ratified in consultation with a fire safety officer to ensure that whatever fire safety strategy is required and implemented retains these important features of historic interest to the building. The presumption in a listed building is in favour of retaining historic fabric and features underlined by national legislation and policy, since this is the reason for their listing. Without any effort to retain these features in situ, whilst also meeting any necessary fire safety standards, this proposal fails to comply with NPPF paragraph 132 which requires 'clear and convincing justification' for any harm.
- 6.3.22 The applicant notes in a supporting email dated 26/10/2017 that a condition relating to the proposed door removal would be 'accepted to say that the doors should not be removed until a full fire strategy has been submitted to determine whether they can be suitably upgraded'. However, it would be a harmful and backwards approach to grant consent for removal and unknown levels of intervention via upgrading prior to receipt of any evidence that this is required.

As stated, approval as such would be contrary to the above outlined national and local conservation policies and guidance.

6.3.23 En-suites - In terms of the installation of the en-suites, to some extent the works would be reversible. However, paragraph 41 of Historic England's Advice Note 2 states that 'Reversibility alone does not justify alteration'. Also, given the introduction of a damp source immediately next to the exposed timber framing, this presents a risk that these proposals would not be reversible. Despite the NPPF's requirements for *great* weight to be given to the asset's conservation and *clear and convincing justification* for any harm, alternative potentially less harmful ventilation options have not been considered. A good alternative to that proposed would likely be to route any ventilation routing through to the roof or to the rear as this would be likely to be less visually intrusive. It may also be possible to do so without hitting any historic fabric but it has not been demonstrated that potentially less intrusive routing has been considered. Similarly, the use of self-contained pod en-suites with their own ventilation routes seems a viable alternative but this has not been considered. There would then be no covering of exposed historic fabric and damp could be avoided. The applicant notes in a supporting email dated 26/10/2017 that a condition 'requiring further details on how the ensuite bathrooms for Bedrooms 1, 2 and 3 should be set off the original walls' would be accepted. However, it would be a confused, contradictory and unworkable approach to grant consent for en-suites as shown in plans and then require 'details for en-suites set off the original walls'. Again then the proposal is not acceptable as it would not comply with NPPF paragraphs 132 and 134.

6.3.24 Overall then, the proposal would not preserve the special interest of the listed building and there would be inadequate required justification to outweigh this harm contrary to the policies and guidance outlined above.

## 6.4 Regeneration

6.4.1 Given the location of the site within a Primary Shopping Area with its good transport network and the scale and intensity of surrounding development, the 1<sup>st</sup> floor level of the building is currently considered to be underutilised. The proposed development allows the site to be used in a more efficient way that would also result in the creation of permanent and temporary jobs, arising from the construction process and the on-going hotel business.

6.4.2 The proposed development would provide for guesthouse accommodation within the Borough that would support tourism within the area. However, DM policy 7 states that special attention should be paid 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.

6.4.3 In light of the above policy expectation, it is considered that although the principle of regeneration on the site is considered acceptable, the applicants have failed to pay special attention to the building's character by protecting its architectural features which are the basis of its listing. It is therefore considered that the proposed development would not meet the overarching principles of regeneration in the area.

## 6.5 Character and Appearance of the Area

- 6.5.1 Design in terms of the impact on the conservation area is assessed next. In determining Planning applications, paragraph 131 of the National Planning Policy Framework (2012) requires Local Planning Authorities to take account of 'the desirability of sustaining and enhancing the significance of heritage assets....and the desirability of new development making a positive contribution to local character and distinctiveness'.
- 6.5.2 The London Plan policy 7.8 D states 'Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail' and Harrow Core Strategy policy CS1 part D 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'. Development Management Policies Local Plan policy DM 7 part B, b states 'the impact of proposals affecting heritage assets will be assessed having regard to: b relevant issues of design, appearance and character, including proportion, scale, height, massing, historic fabric, use, features, location, relationship with adjacent assets, setting, layout, plan form'. DM7 part E which states:
- 6.5.3 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.'
- 6.5.4 Policy DM1 of the DMP gives advice that "all development 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."
- 6.5.5 The special character and appearance of the Pinner High Street Conservation Area is outlined within the Pinner High Street Conservation Area Appraisal and Management Strategy which states: 'Pinner High Street is a remarkable survival of a medieval village. It is noteworthy for its fine array of timber-framed buildings, a number of which are statutorily listed and date from as early as the 15th Century'. It is also within the setting of the grade II listed, 29 High Street (16th Century timber framed building which may have been part of the Queens Head at one time) and the grade II listed 33 High Street (also 16th Century timber framed building) and opposite the grade II listed 38 (18th or early 19th Century property). All properties have a similar small scale and traditional character which would be disrupted by this proposal given the proposed front extract grills introducing modern clutter to the timber framed frontage. This would be contrary to all heritage policies outlined in the report.
- 6.5.6 The proposal for the external staircase is harmful to the special interest of the listed building, as are the proposed front extract vents, as explored above. This in turn harms the special character and appearance of the Pinner High Street conservation area since timber framed buildings are a key part of the area's special interest. It also is clear that a less harmful alternative is feasible for the staircase as noted by the objectors. As such, contrary to the clear requirements

of the NPPF paragraph 132, clear and convincing justification cannot be provided for the current proposal and so the current proposal cannot be accepted without going against national planning policy.

## 6.6 Refuse and servicing

6.6.1 Policies DM26 and DM45 of the DMP requires that bin and refuse storage must be provided “in such a way to minimise its visual impact if stored on forecourts (where such provision cannot be made in rear gardens), while providing a secure, convenient and adequate facility for occupiers and collection, which does not give rise to nuisance to neighbouring occupiers”. Further policy DM 45 states that the onsite provisions must ensure satisfactory access for collectors and where relevant, collection vehicles.

6.6.2 The proposal has not demonstrated that waste and recycling facilities for the new ensuite guest bedrooms would be located within a secure location. However it is anticipated that the refuse storage for the new units will be stored together with the waste from the pub and this is considered acceptable. If this application was being approved, a condition would have been attached for details to be submitted and approved by the local planning authority.

## 6.7 Quality of Accommodation

6.7.1 Policy DM1 of the DMP 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”.

6.7.2 Each of the rooms provided would have a functional layout and would have an adequate outlook and receive a satisfactory level of natural light. It is considered that the proposed living accommodation provided would therefore be considered acceptable and would accord with the relevant policies.

6.7.3 The proposed change of use is likely to give rise to a change in activity on site, expressed through comings and goings to the building. However, given the existing use of the property as a pub and the location of the site within shopping parade, it is considered that the proposal would not be detrimental to the amenity of neighbouring occupiers.

6.7.4 There are no extensions proposed as such, the proposal would not give rise to any impact on the amenity of neighbouring occupiers in terms of overshadowing, overlooking or loss of outlook.

## 6.8 Accessibility

6.8.1 Policy DM2 of the DMP and policies 4.5 of The London Plan 2016 seek to ensure at least 10 per cent of hotel bedrooms proposals must be accessible to wheelchairs users. Furthermore, the London Plan policy 7.2 requires all future development to meet the highest standards of accessibility and inclusion.

6.8.2 No details have been submitted with this application to address the requirements of the above. However, it is considered that due to the sensitivity of the listed building and the scale of the proposed rooms it will be

unreasonable to expect the proposals to be accessible to all. If this application was being approved and informative would have been attached to ensure that the proposed development would achieve some form of accessibility.

## 6.9 Parking & Highway Safety

- 6.9.1 The existing car parking arrangements would not change and no additional car parking spaces are proposed. The increase by 5 rooms should not adversely impact the surrounding highway network. In addition the site has a PTAL of 3 and is within walking distance of train stations and numerous bus links. No additional parking is required.
- 6.9.2 The Council's Traffic and Highways section has not raised any objections to this proposal therefore it is considered that the proposals would not result in an adverse effect on highway safety or parking related issues. In addition a travel plan statement would not be required due to the number of staff employed.
- 6.9.3 The proposal is therefore considered to comply with policies DM42, DM43 and DM44 of the Harrow Council Development Management Policies (2013).

## 7.0 CONCLUSION AND REASONS FOR REFUSAL FOR THE LISTED BUILDING CONSENT

- 7.1 The proposed works, by reason of the removal of historic doors including those dating to 1700 and 1800, the cutting through of a stair tower dating to the 16th/17th Century (including a historic window and timber framing), and the insertion of multiple en-suites (which would conceal historic timber framing, undermine the historic floor plan and increase risk of damp and decay to exposed historic fabric including timber framing) and insertion of front extract vents, would cause harm to the special interest of 16th Century timber framed listed public house extended/alterd in the 17th, 18th and 20th centuries. There is not clear and convincing justification for the harm (including consideration of clear less harmful alternatives) or public benefits to outweigh the harm (including consideration of optimum viable use).

Plan Nos: 302C; 401A; GK002.16.500 A; 400B; 300B; 200 C; GK002.16.100; Recording and analysis of the public house; Planning heritage design and access statement May 2017; Additional notes concerning the staircase at the back of the Queens Head; 301A; 303; Email from agent dated 26.09.2017

## 8.0 CONCLUSION AND REASONS FOR REFUSAL OF THE PLANNING PERMISSION

- 8.1.1 The proposed works, by reason of the cutting through of a stair tower dating to the 16th/17th Century, a historic window and timber framing, and installation of extract vents to the frontage would cause harm to the special interest of 16th Century timber framed listed public house which makes an important contribution to the conservation area. There is not clear and convincing justification for the harm or public benefits to outweigh the harm. The Planning Application should be refused.

8.1.2 The decision to **REFUSE** planning permission has been taken having regard to the National Planning Policy Framework 2012, the policies and proposals in The London Plan 2016, the Harrow Core Strategy 2012 and the Development Management Policies Local Plan 2013, and to all relevant material considerations, and any comments received in response to publicity and consultation.

**Plan Nos** : 302C; 401A; GK002.16.500 A; 400B; 300B; 200 C; GK002.16.100; RECORDING AND ANALYSIS OF THE PUBLIC HOUSE; PLANNING HERITAGE DESIGN AND ACCESS STATEMENT MAY 2017; ADDITIONAL NOTES CONCERNING THE STAIRCASE AT THE BACK OF THE QUEENS HEAD; 301A; 303; EMAIL FROM AGENT DATED 26.09.2017



## **APPENDIX 1: Informatives**

### 1 Policies

The following policies are relevant to this decision:

#### **National Planning Policy Practice Guidance (2012)**

##### **The London Plan 2016**

4.5, 7.3, 7.4B, 7.6B, 7.8

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

CS 1 and CS 3

##### **Harrow Development Management Polices Local Plan (2013)**

DM 1, DM 7, DM 8, DM34, DM42, DM44, DM45

##### **Relevant Supplementary Documents**

Pinner High Street Conservation Area Appraisal and Management Strategy (2009)

### 2 Pre-application engagement

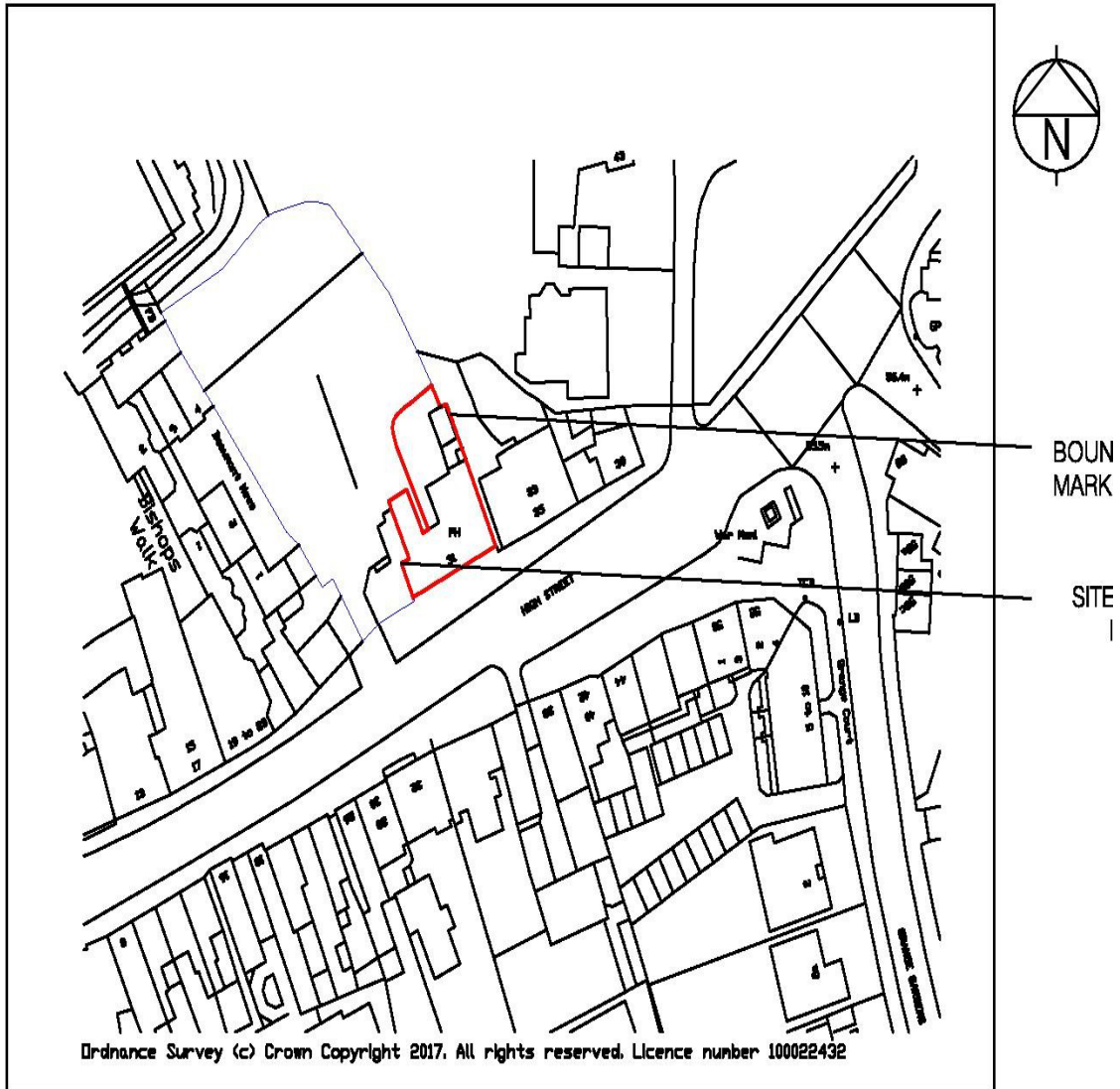
Refuse without pre-application advice

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.

**APPENDIX 2: SITE PLAN**



SITE LOCATION PLAN  
(1:1250)

# APPENDIX 3: EXISTING AND PROPOSED REAR ELEVATION

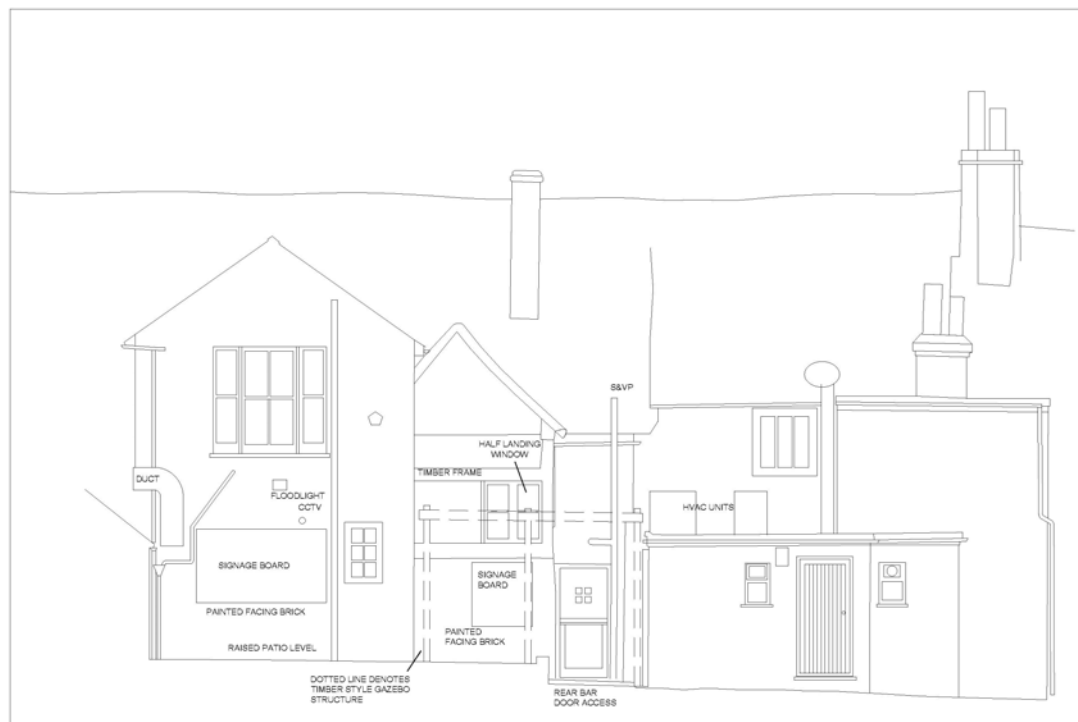


REFERENCE IMAGES - NEW STAIRCASE WITH BALUSTRADE TO REAR OF BUILDING TO ACCESS FIRST FLOOR ROOMS

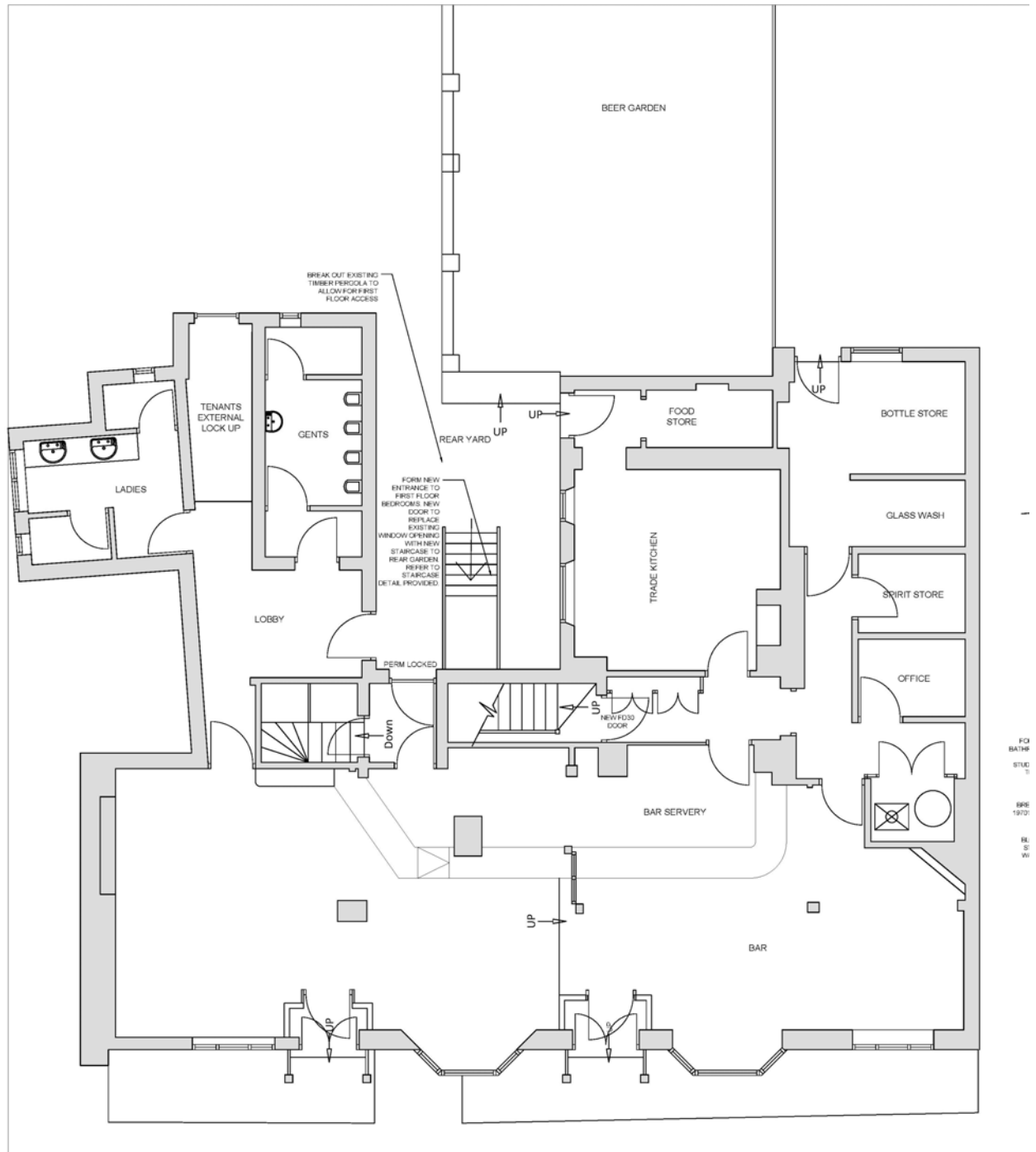
## Proposed rear elevation



## Existing rear elevation

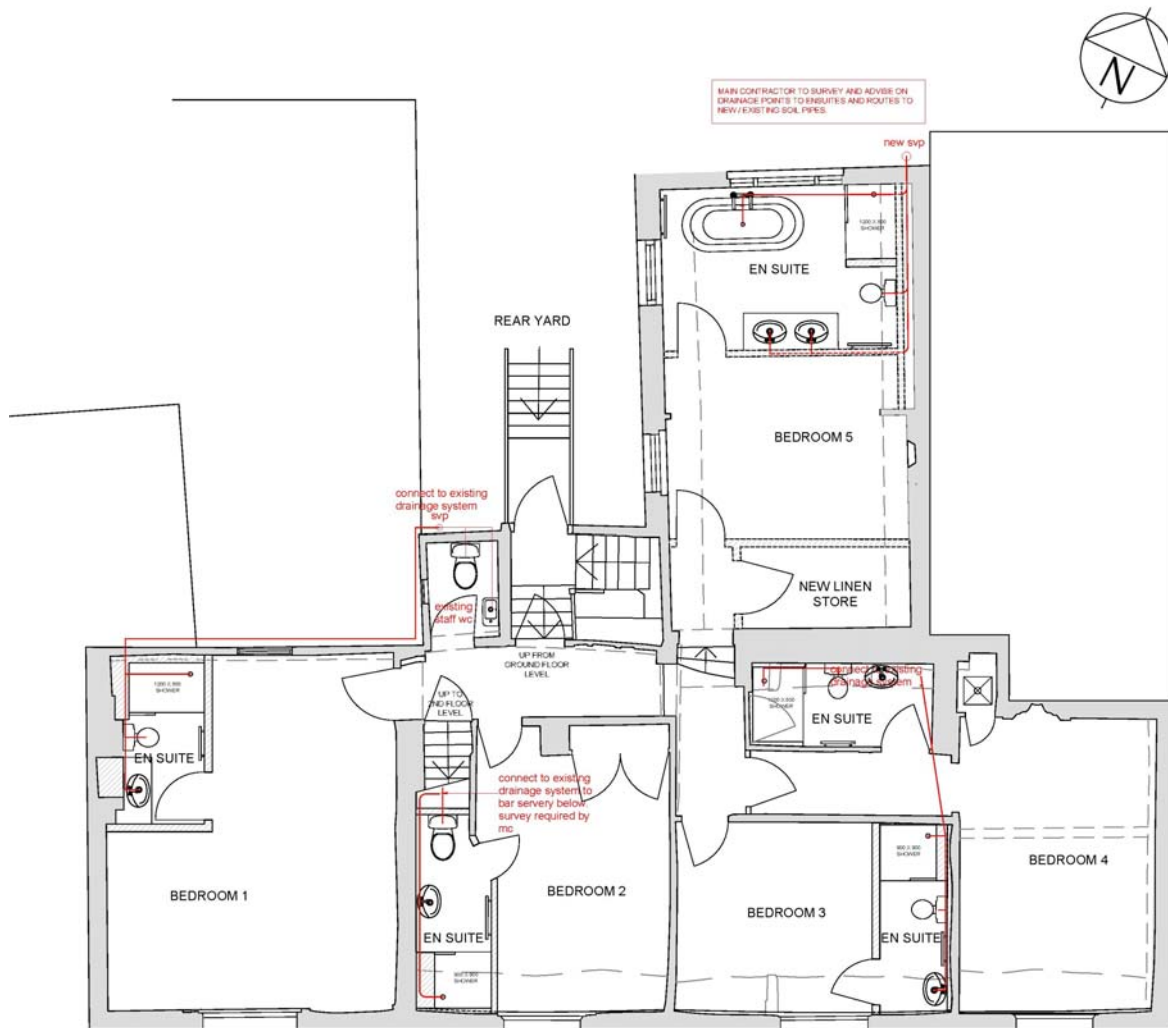


# Ground Floor Plan





# Proposed First Floor









**APPENDIX 4: SITE PHOTOGRAPHS**

**Front elevation**



Rear elevation



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