



<b>Planning Committee Date</b>	10 August 2022.
<b>Report to</b>	South Cambridgeshire District Council Planning Committee
<b>Lead Officer</b>	Joint Director of Planning and Economic Development
<b>Reference</b>	S/3626/19/LB
<b>Site Ward / Parish</b>	61 Streetly End, West Wickham West Wickham
<b>Proposal</b>	Replacement of the existing single glazed softwood windows with double glazed units in the original openings.
<b>Applicant</b>	Robert Giles
<b>Presenting Officer</b>	Tom Chenery
<b>Reason Reported to Committee</b>	Called-in by Ward Member – Cllr Harvey
<b>Member Site Visit Date</b>	N/A
<b>Key Issues</b>	1. Impact on the fabric of the Listed Building 2. Sustainability Benefits
<b>Recommendation</b>	<b>REFUSE</b>

## 1.0 Executive Summary

- 1.1 The application seeks to replace the existing single glazed softwood windows with double glazed units in the original openings.
- 1.2 The proposal is considered to cause harm to the fabric of the host Grade II Listed Building.
- 1.3 The proposal is not considered to cause any undue impacts on the amenity of living conditions of neighbouring properties or result in any highways safety implications.
- 1.4 Officers recommend that the Planning Committee Refuse the proposal.

## 2.0 Site Description and Context

None relevant		Tree Preservation Order	
Conservation Area	X	Local Nature Reserve	
Listed Building	X	Flood Zone 1	X
Building of Local Interest		Green Belt	
Historic Park and Garden		Protected Open Space	
Scheduled Ancient Monument		Controlled Parking Zone	
Local Neighbourhood and District Centre		Article 4 Direction	

- 2.1 The application site is a Grade II Listed Building known as 61 Streetly End, West Wickham. The dwelling is a two storey dwellinghouse that benefits from a dormer window to the rear of the dwelling.
- 2.2 The site is located in amongst a number of agricultural buildings associated with Streetly End Farm to the west. To the east and south of the site is the open countryside and to the north is a Grade II Listed residential property known as Mill House (52 Streetly End) and its associated garden space.

## 3.0 The Proposal

- 3.1 The proposal seeks to replacement the existing white soft wood single glazed units. The proposal seeks to replace all the windows and doors on the property; however, no plans have been submitted which clearly indicates which ones will be replaced. There are several annotated photos which appear to highlight that all the windows will be replaced.
- 3.2 The new proposed glazing units would be white heritage pine 24mm thick double glazed units.

3.3 The proposal does not seek to make any other alterations to the Listed Building.

#### 4.0 Relevant Site History

Reference	Description	Outcome
S/1953/88/LB	Part Demolition and Alterations	Approved
S/0808/15/FL	Installation of dormer window to rear (south) elevation	Approved
S/0936/15/LB	Installation of dormer window to rear (south) elevation	Approved
S/1687/15/DC	Discharge of Conditions 3 (Materials) and 4 (Window Details) of application (S/1936/15/LB)	Approved

4.1 Planning Permission and Listed Building Consent was granted under application references S/0808/15/FL and S/0936/15/LB for the installation of a dormer to the rear/southern elevation.

4.2 Within this permission was a condition relating to the window details was placed on the application. The condition read: *Prior to the installation of the timber window hereby approved, joinery sections (1:5 scale) for the window shall be submitted for the prior, written approval of the Local Planning Authority. The works shall be carried out in accordance with the approved details. (Reason - To ensure detailing appropriate to this listed building in accordance with Policy CH/3 of the adopted Local Development Framework 2007.)*

4.3 The details of the proposed windows were submitted under discharge of condition application reference S/1687/15/DC and was subsequently approved.

4.4 The applicant, Local Councillor and Conservation Officer have all commented on the details within the discharge of conditions application. The Conservation Officer states that no details of the exact materials or depth of the window were submitted. The applicant and Local Councillor dispute this.

#### 5.0 Policy

##### 5.1 National

National Planning Policy Framework 2021

National Planning Practice Guidance

National Design Guide 2019

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Circular 11/95 (Conditions, Annex A)

Technical Housing Standards – Nationally Described Space Standard (2015)

EIA Directives and Regulations - European Union legislation with regard to environmental assessment and the UK's planning regime remains unchanged despite it leaving the European Union on 31 January 2020

Conservation of Habitats and Species Regulations 2017

Environment Act 2021

ODPM Circular 06/2005 – Protected Species

Equalities Act 2010

## **5.2 South Cambridgeshire Local Plan 2018**

S/1 – Vision

S/2 – Objectives of the Local Plan

S/3 – Presumption in Favour of Sustainable Development

S/11 – Infill Villages

CC/1 – Mitigation and Adaption to Climate Change

CC/3 – Renewable and Low Carbon Energy in New Developments

HQ/1 – Design Principles

NH/14 – Heritage Assets

NH/15 – Heritage Assets and adapting to climate change

## **5.3 Supplementary Planning Documents**

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

- 5.4 The following SPDs were adopted to provide guidance to support previously adopted Development Plan Documents that have now been superseded by the South Cambridgeshire Local Plan 2018. These documents are still material considerations when making planning decisions, with the weight in decision making to be determined on a case-by-case basis:

Development affecting Conservation Areas SPD – Adopted 2009

District Design Guide SPD – Adopted March 2010

Listed Buildings SPD – Adopted 2009

Trees and Development Sites SPD – Adopted January 2009

## **6.0 Consultations**

### **6.1 West Wickham Parish Council**

6.2 No Response

6.3 **Conservation Officer**

Objection – 1<sup>st</sup> Comment

6.4 “From the photographs and pending a site visit it would appear that the current windows are not original and may have been in place at the time of listing. It is noted that joinery elevation and sectional drawings have been submitted with the application at a scale of 1:5 but based on 24mm double glazed units. Any replacement windows should incorporate slim profile double glazing (6/4/6 mm giving a total thickness of 16mm) and to achieve an authentic appearance glazing bars should be integral rather than glued to the face of the glass with perimeter spacer bars coloured to 2 match the joinery. The paint finish and method of application should be specified.

6.5 Taking the above into account, I consider that the proposal will adversely affect the character of the Listed Building.”

Objection – 2<sup>nd</sup> Comment

6.6 “The window section drawing 2280.02 whilst at a scale of 1:5 does not indicate a double glazed unit, nor is it dimensioned though I suspect that the paper copy would scale in the region of 24- 28mm given the proportions of the timber frame and call. However, the application’s elevation is annotated that it is to be a timber window to match the existing which from the present application are known to be single glazed.

6.7 Consequently, I will amend my comments on my return to the office when I have had chance to discuss the legality of the discharge based on the lack of detail & the planning officer’s statement in the discharge letter that ‘the 1:5 scale drawing of the window is acceptable’ being based on a single glazed pane albeit somewhat thick.

6.8 In principle however I still object to the standard thickness double glazed units being proposed, preferring narrow thickness slimline type and feel that the justification that standard double glazed ones were approved previously to be questionable.”

Objection – 3<sup>rd</sup> Comment

6.9 “Thicker (eg 24mm+) glazing units require “heavier looking” window frames with bigger timber profiles than traditional windows. The typically silver edges of the units and black seals are also incongruous compared to a traditional window.

6.10 To mimic traditional windows, on such double glazed units, false glazing bars (stick-on glazing bars) are applied to the glass or sandwiched between the two panes are a common requirement but give the window a monotonous flat appearance as there are no subtle variations in reflection

from pane to pane. Overall, the appearance of such windows is not in character with a Listed building.

- 6.11 Recent replacement windows that are of a pattern or appearance appropriate to the building can as a result, make a positive contribution to the significance of the listed building. The replacement of such windows in an inappropriate form would fail to do so and would therefore be harmful to the building's significance
- 6.12 In Summary, The conservation officer advice is in line with SCDC Local Plan policy, Historic England guidance, and the Governments NPPF. The installation of double glazed windows is not being objected to but the choice of units ought to take into account the character of the house. That way, both improved thermal performance can be achieved *and* the significance of the Listed building maintained.”
- 6.13 **Senior Sustainability Officer**
- 6.14 “I am supportive of the general principle of proposals that seek to enhance the environmental performance of heritage assets in response to the climate emergency. It is, however, important that such proposals are sensitive to the character and setting of the listed building, which are issues that fall outside of the remit of the sustainability officers.
- 6.15 Either type of double-glazed unit would deliver an improvement in performance compared to the single glazed units that require replacement. A more helpful comparison would be to assess the performance of the two types of proposed replacement windows against the existing single glazed windows to enable officers to make an informed assessment of the pros and cons of each option.
- 6.16 No information has been provided regarding the overall performance of the building and it is not possible to make an informed judgement as to the extent replacement windows will impact on the overall energy efficiency of the building.
- 6.17 While I am supportive of the general principle behind the proposals, there is insufficient information as to whether the applicants preferred glazing proposals and the improvements to energy efficiency, they will deliver are appropriate in the context of a Listed Building, when compared to those suggested by colleagues in historic environment.
- 6.18 As it stands, colleagues in the historic environment team have made what would appear to be a reasonable suggestion as to an alternative window specification, which would still achieve environmental performance improvements compared to the existing situation while preserving the character of the Listed Building.”

## **7.0 Third Party Representations**

7.1 No representations have been received.

## **8.0 Member Representations**

8.1 Cllr Harvey has made a representation supporting the application on the following grounds:

- The existing windows are not original and the recently approved catslide dormer window benefits from 24mm thick double glazing.
- The proposed windows are a good match to the existing rotting windows
- Irrespective of application S/0808/15/FL, this application must be argued on its own merits
- Replacement of cast glass with float glass previously already impacts the historic character of the building
- Conservation officers comments are an opinion
- The replacement of rotting windows would enhance the dwelling and would therefore comply with Policy H/14 not conflict.
- Site is set back from public view and other heritage assets.
- Policy NH/15 is relevant and should be included within the report.
- Weight against public benefit should be considered.
- This case is widely representative of controlling emissions and the importance of achieving net zero carbon by 2050 particularly relating to heritage assets.

8.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

## **9.0 Local Groups / Petition**

Not applicable

9.1 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

## **10.0 Assessment**

### **10.1 Listed Building Assessment**

10.2 The application site falls within the West Wickham Conservation Area and the host dwelling is a Grade II Listed Building known as 61 Streetly Road.

10.3 The proposal seeks to replace the existing single glazed soft wood window units with double glazed windows which are white in colour, made of heritage pine and have a thickness of 24mm.

- 10.4 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that a local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular, Listed Buildings. Section 72 provides that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 10.5 Para. 199 of the NPPF set out that 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, and the more important the asset, the greater the weight should be. Any harm to, or loss of, the significant of a heritage asset should require clear and convincing justification.
- 10.6 Policy NH/14 of the South Cambridgeshire Local Plan (2018) requires development affecting heritage assets to sustain or enhance the character and distinctiveness of those assets. Policy HQ/1 states that all new development must be compatible with its location in terms of scale, density, mass, form, siting, design, proportion, material, texture and colour in relation to the surrounding area.
- 10.7 The South Cambridgeshire District Council Listed Buildings SPD states that windows are a significant component to the character of their buildings and that they are often a buildings most prominent feature. It also states that, prior to a building being Listed inappropriate modern windows may have been installed and that the Council will view the replacement of these windows with a traditional style, size, and design and an enhancement to the building.
- 10.8 The Listed Building SPD also highlights that the importance of windows does not just rest in their overall appearance but in details such as their construction and materials, their fittings, mechanics and glass.
- 10.9 The applicant has submitted some information and justification which aims to outweigh any harm the proposal would have on the heritage asset (Grade II Listed Building) inline with Paragraph 199 of the NPPF. The applicant has provided a supporting statement that highlights the reason for the 24mm thickness is due to the sustainability improvements and increased energy efficiency with that thickness of window.
- 10.10 Furthermore, the applicants supporting statement they highlight that the proposed windows would be almost identical to the existing windows to be removed. Several window detail plans have been submitted, although these do not indicate the thickness of the double glazing nor do they indicate the materials to be used. It also does not confirm which windows and doors are to be replaced through this application.

- 10.11 In addition to this, the applicant has provided a Heritage Statement and a supporting document highlighting the benefits of the proposal in terms of increased energy efficiency. It is of note their supporting information states that 28mm thickness would equate to an approximate 30% increase in efficiency and that they would last for up to 40 years which would significantly reduce the properties carbon footprint. The figure of 28mm is not the proposed thickness of the double glazing.
- 10.12 The applicants statement also states that they are limited by the nature of the building as to what other sustainability improvements can be done. No other information has been provided as to what these limitations are or what other works are being carried out in order for the property to be more energy efficient.
- 10.13 The Conservation Officer has been consulted on the scheme and has raised an objection due to the proposals impact on the character of the Listed Building and concluded that it would cause less than substantial harm with the extent of the harm being moderate. They consider the proposal would not comply with Local Plan Policy NH/14.
- 10.14 Within their comments they state that the previously approved window within the approved dormer (application ref. S/0808/15/FL) was not approved as 24mm thick double glazed units and that no details of the thickness of the window were provided within the Full planning application (S/0808/15/FL), Listed Building application (S/0936/15/LB) or the subsequent discharge of conditions application (S/1687/15/DC). The applicant disputes this.
- 10.15 On review of the aforementioned applications, no details of the thickness are included except the note that the windows will match the existing.
- 10.16 The Conservation Officer also states that any replacement windows should incorporate a slim profile double glazing with a total thickness of 16mm. They also suggest that in order to achieve an authentic appearance glazing bars should be integral rather than glued and the paint finish as well as the method of application should be specified.
- 10.17 The Councils Senior Sustainability Officer has been consulted on the scheme and has not raised any objections to the proposed development. Within their comments they state that they are supportive of the proposed measures but do note that it is important that such proposals are sensitive to the character and the setting of the listed building.
- 10.18 The Sustainability Officer also states that any type of proposed glazing when compared to single glazed units will provide an improvement in performance. Their comments continue by stating that there is no information regarding the energy efficiency of the existing building, and it

is therefore difficult to provide any meaningful contribution to the consideration of the proposal in the absence of such information.

- 10.19 They conclude by stating that although they are supportive, insufficient information has been provided regarding the specific difference in window types and what other forms of environmental performance are being put forward in order to increase the energy efficiency and overall sustainability of the building.
- 10.20 It is accepted that increased sustainability and energy efficiency could potentially outweigh the less than substantial harm a proposal such as this would have on a Listed Building, depending on the individual circumstances.
- 10.21 In this instance, little information has been provided regarding the exact differences between the proposed 24mm double glazed units and the suggested 16mm double glazed units. The information provided by the applicant is based off window sizes that are not proposed and as such limited weight is given to this information.
- 10.22 Further to this, no information has been provided regarding the current energy efficiency of the building and what impact either the 16mm double glazing or the 24mm double glazing would provide.
- 10.23 Moreover, no information has been provided regarding any other methods of insulation or energy efficiency that would help increase the properties overall carbon footprint and sustainability.
- 10.24 As mentioned by the Conservation Officer Paragraph 202 of the NPPF requires the public benefit to be considered. They consider that the energy saved would not be discernible at a public benefit level
- 10.25 Although it is accepted that the proposal would provide some public benefits, which in this instance is the upkeep and maintenance of the Grade II Listed Building as well as the potential environmental benefits, insufficient information has been provided that provides clear and convincing justification for the less than substantial harm to the fabric and character of the Grade II Listed Building. The proposal is not considered to comply with Section 16 of the NPPF.
- 10.26 Councillor Harvey has made direct reference to Policy NH/15 of the Local Plan, a policy that deals with Heritage Assets and Adapting to Climate Change. In relation to this application, section 2 of this policy states that proposals for energy efficient and renewable energy measures for historic buildings which adequately safeguard their heritage significance will be permitted.

- 10.27 As highlighted previously, the harm caused by the proposed 24mm thick double glazing units would not safeguard the heritage assets significance and therefore the application is contrary to Policy NH/15.
- 10.28 A comment from Councillor Harvey in support of the proposal notes that the site is set back from the road and is highly visible due to its location. This comment is noted, however, the proposals impact is being assessed upon the fabric and character of the Listed Building, not that of the West Wickham Conservation Area.
- 10.29 Overall, due to the lack of information regarding the proposed double glazing units, energy efficiency information of the dwelling and any other measures that may help energy efficiency, the proposed harm is not considered to be outweighed.
- 10.30 The proposal would harm the character and appearance of the listed building. The proposal would give rise to any harmful impact on the identified heritage assets and conflicts with the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF and Local Plan policy NH/14.
- 10.31 **Planning Balance**
- 10.32 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 10.33 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for refusal
- 10.34 **Recommendation**
- 10.35 **Refuse** for the following reason:
1. By virtue of their thickness, the proposed 24mm double-glazed replacement windows would adversely affect the character of the Listed Building, contrary to policies NH/14 and HQ/1 (part b.) of the South Cambridgeshire Local Plan 2018. Furthermore, the proposed replacement windows would result in 'less than substantial harm' to the Listed Building, which would not be outweighed by any public benefits, contrary to paragraph 196 of the National Planning Policy Framework.

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

- South Cambridgeshire Local Plan 2018
- South Cambridgeshire Local Development Framework SPDs