

COMMITTEE REPORT

Date: 10 March 2011 **Ward:** Huntington/New Earswick
Team: East Area **Parish:** New Earswick Parish Council

Reference: 10/00424/LBC
Application at: Hawthorn Terrace South New Earswick York
For: Installation of replacement white timber double glazed windows at 1-16 Hawthorn Terrace
By: Joseph Rowntree Housing Trust
Application Type: Listed Building Consent
Target Date: 19 May 2010
Recommendation: Approve

1.0 PROPOSAL

1.1 Members may recall that this application was considered at Planning Committee on the 10th June 2010. At that time the officer recommendation was that listed building consent should be refused. However, a decision on the application was deferred to enable further negotiations to take place with the applicant on the design of the windows.

1.2 This is a listed building consent application for the installation of replacement white timber double glazed windows at numbers 1 to 16 (inclusive) Hawthorne Terrace, New Earswick.

1.3 The application relates to the following entries in the Statutory List of Buildings of Special Architectural or Historic Interest;

- No.'s 1-4 (consecutive) Hawthorn Terrace, New Earswick. Terrace consisting of two pairs of cottages, built in 1907 to a design by Parker and Unwin for the Joseph Rowntree Village Trust. Grade II Listed Buildings.
- No's 5-8 (consecutive) Hawthorn Terrace, New Earswick. Terrace consisting of two pairs of cottages, built in 1907 and designed by Parker and Unwin for the Joseph Rowntree Village Trust. Grade II Listed Buildings.
- No.'s 9-12 (consecutive) Hawthorn Terrace, New Earswick. Terrace of four cottages, built circa 1907 and designed by Parker and Unwin for the Joseph Rowntree Village Trust. Grade II Listed Buildings.
- No.'s 13-16 (consecutive) Hawthorn Terrace, New Earswick. Terrace consisting of two pairs of cottages, built circa 1909-1914 and designed by Parker and Unwin for the Joseph Rowntree Village Trust. Grade II Listed Buildings.

1.4 The group of Grade II Listed Buildings is situated in New Earswick, established in 1901 as a garden village by Joseph Rowntree, the chocolate manufacturer. The masterplan and building designs are those of Barry Parker and Raymond Unwin, pioneers of the Garden City movement.

1.5 In 1986, some 222 domestic dwelling houses in New Earswick were included in the Statutory List of Buildings of Special Architectural or Historic Interest as Grade II Listed Buildings. The majority of the listed dwelling houses are situated to the east of Haxby Road. In 1991, New Earswick was designated as a Conservation Area.

1.6 Joseph Rowntree Housing Trust is seeking to improve the thermal performance of rented houses in New Earswick for their tenants. 127 of the listed dwelling houses in the village have 230mm thick solid external brick walls rather than cavity walls. In order to improve the thermal performance of these properties it is proposed to install double glazed timber framed window replacements and dry lining to the inside face of external walls (the drylining proposals, to which there were no objections, have already been approved under delegated powers). This initial application relates to 16 dwellings located on Hawthorn Terrace. A further application has been submitted for similar works to properties at 1-20 Ivy Place (Planning Reference 10/00427/LBC), also to be considered on this agenda.

1.7 The existing windows incorporate slender frames with fine glazing bars that replicate the proportions of the glazing of the original windows (Refer Brochure: New Earswick, York, published by the Joseph Rowntree Village Trust in July 1913.)

1.8 The current design philosophy is to replace the arrangement of the sashes and method of opening to match the existing windows. The external reveal depth will remain the same as existing. The windows are to be timber constructed double glazed units.

1.9 The amended application includes a supporting statement, incorporating a design and access statement. The original application was also supported by an assessment of the proposed window replacements with regard to national heritage planning policies including an additional statement considering the proposal against the new Planning Policy Statement 5 'Planning for the Historic Environment'. These documents remain appropriate to the consideration of the amended proposals.

1.10 The main change to the design of the windows is that the sashes are glazed from inside rather than outside thus allowing heavy glazing beads to be removed. The thickness of the double-glazing units has been reduced from 28mm to 24mm. The modern ironmongery has been changed to a more traditional "rat tail" handle.

1.11 The original application was called into committee by Cllr Runciman 'due to the concerns of residents that their homes should reach a decent standard as soon as possible and that these applications are of significant importance for the future of sustainable measures in New Earswick.'

Planning History

1.12 Listed building consent was refused for the installation of the same design of double glazed window in January 2010. That application included internal dry lining of the walls. The reasons for refusal related to the detail of the particular window and the lack of information on other measures that could be employed to improve thermal efficiency. (The dry lining proposals were not controversial and were re-submitted as separate applications).

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Conservation Area New Earswick CONF

City Boundary York City Boundary 0001

DC Area Teams East Area (2) 0005

2.2 Policies:

CYHE3

Conservation Areas

CYHE4

Listed Buildings

CYGP4A

Sustainability

3.0 CONSULTATIONS

INTERNAL

3.1 Conservation Officer - The Conservation Officer has commented extensively in relation to this development and these comments are incorporated into the report. Overall the Conservation Officer considers that the revised designs for replacement windows are unlikely to harm the special architectural or historic interest of the group of listed buildings or have a negative visual impact on the setting of the listed buildings within the context of the conservation area. Conditions are requested in relation to some details of the design of the scheme.

EXTERNAL

3.2 New Earswick Parish Council - Support the application

3.3 Conservation Areas Advisory Panel -The amended proposals were taken to Conservation Area Advisory Committee in December. Their comments were that the drip moulds were generally not supported, suggestions were made that would improve the appearance. It was pointed out that the details of the internal spacer bars of the double glazed unit were not shown on the drawing yet were on the sample. The panel also felt that the interior beading detail to the frame was too fussy.

3.4 At the Conservation Advisory meeting in February 2011 the Panel were informed that their concerns had been incorporated into the amended designs. No more comments were made.

PUBLICITY

3.5 The application was originally advertised by means of a site notice dated 6th April 2010 and by newspaper advert dated the 7th April 2010. Neighbour notification letters were also sent. A further site notice was placed on the site on the 24th January 2011 following receipt of the amended details and neighbours were re-notified. No comments have been received.

4.0 APPRAISAL

4.1 Key issue

- Consideration of the effect of the development on the Special Interest of the Listed buildings

4.2 Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in determining whether to grant listed building consent for any works the Local Authority 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.

4.3 Since the submission of this Listed Building Consent application, and indeed the consideration of the previously refused application for the same development, Planning Policy Statement 5: Planning for the Historic Environment,(PPS5) and the Historic Environment Planning Practice Guide have been published on 23 March 2010. PPS5 sets out the Government's national policies on planning for the conservation of the historic environment and supersedes previous advice set out within Planning Policy Guidance Note 15.

4.4 PPS5 states that the Government's objectives are to deliver sustainable development by ensuring that policies and decisions concerning the historic environment;

- recognise that heritage assets are a non-renewable resource
- take account of the wider social, cultural, economic and environmental benefits of heritage conservation; and
- recognise that intelligently managed change may sometimes be necessary if heritage assets are to be maintained for the long term.

4.5 Elements of the historic environment that are worthy of consideration in planning matters are referred to as 'heritage assets', including buildings, parks and gardens, standing, buried and submerged remains, areas, sites and landscapes. Listed Buildings are considered to be 'designated assets'.

4.6 PPS 5 contains a number of policies to assist in the decision making process. Policy HE1: Heritage Assets and Climate Change says Local Planning Authorities should consider opportunities for the modification of heritage assets so as to reduce carbon emissions and secure sustainable development. However, where such proposals to mitigate climate change have a potentially negative effect on heritage assets local authorities should help the applicant to identify feasible solutions that deliver similar climate change mitigation but with less or no harm to the significance of the heritage asset and its setting.

4.7 Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets states 'the key to sound decision-making is the identification and understanding of the differing, and perhaps conflicting, heritage impacts accruing from the proposals and how they are to be weighed against both each other and any other material planning considerations that would arise as a result of the development proceeding'.

4.8 Policy HE9: Additional Policy Principles Guiding the Consideration of Applications for Consent relating to Designated Heritage Assets. This policy considers that there should be a presumption in favour of the conservation of designated heritage assets and that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Where it is considered that a proposal has a harmful impact on the significance of a designated heritage asset, which is less than substantial harm, local planning authorities should weigh the public benefit of the proposal (for example, that it helps to secure the optimum viable use of the heritage asset in the interests of its long-term conservation) against the harm.

4.9 PPS5 Historic Environment Planning Practice Guide (The Guide) has been published to assist with the interpretation of PPS5 and requires at Paragraph 14 that the 'nature of the interest and the significance of the interest' is identified and defined. Significance, as defined in the PPS, encompasses all of the different interests that might be grounds for designating a heritage asset. Paragraph 17 states 'applications will have a greater likelihood of success and better decisions will be made when applicants and local planning authorities assess and understand the particular nature of the significance of an asset, the extent of the assets fabric to which the significance relates and the level of importance of that significance'. Paragraph 74 requires local planning authorities to use expert advice to inform their decision-making where they need to understand the particular significance of a heritage asset and any proposed impact demands it.

4.10 The Guide makes reference to the scale of heritage assets. Due to the large number of designated heritage assets or listed buildings situated within New Earswick village, this cluster should be considered as a 'large asset'. Paragraph 174 of the Guide states that, 'An inconsistency of approach to repair and restoration because of different ownership, or in methods and techniques may result in a loss of significance by obscuring the evidential value of the asset as a whole.'

4.11 The Guide, paragraph 185, states that, 'The insertion of new elements such as doors and windows is quite likely to adversely affect the building's significance. New elements may be more acceptable if account is taken of the character of the building'.

4.12 POLICY HE3 of the City of York Development Control Plan- Incorporating the Proposed 4th Set of Changes seeks to protect the character and appearance of Conservation Areas. Supporting text of the policy further states that the elevational treatment of all sides of any development and roofscape are important, not simply the street frontage.

4.13 POLICY HE4 of the City of York Development Control Plan- Incorporating the Proposed 4th Set of Changes states that Listed Building consent will only be granted for internal or external alterations when there is no adverse effect on the character, appearance or setting of the listed building.

4.14 Policy GP4a of the City of York Development Control Plan- Incorporating the Proposed 4th Set of Changes'. 'Sustainability' of the City of York Council Development Control Local Plan (2005) states that proposals for all development should have regard to the principles of sustainable development and sets out those issues to consider as part of a sustainably designed development.

Consideration of the Effect of the development on the Special Interest of the Listed Buildings

4.15 This listed building application is for the insertion of replacement windows within 16 listed properties forming part of a total of 120 such properties within New Earswick. An application for the replacement of the windows was refused in January 2010. This application has been amended since its submission to improve the design of the window in order to better reflect the existing window detail. The amendments include the internal glazing of the sashes allowing heavy glazing beads to be removed. The thickness of the double-glazing units has been reduced from 28mm to 24mm. The modern ironmongery has been changed to a more traditional rat-tail handle.

4.16 The application, like the original submission, is supported by a specialist report by Roger Wools and Associates, Heritage Consultants; this report was updated by the submission of an additional statement to address new guidance in PPS5. The report supported the original window design. The updated design and access statement supporting the amended window details confirms that the principles set out in the original heritage report still apply.

4.17 The heritage statement concludes:-

- Having viewed the application against the new PPS5 and accompanying practice guide it is concluded that the special interest of the listed buildings would be preserved i.e. not harmed
- PPS5 states that it is the duty of the decision maker to weigh any potential loss of interest that it might judge to occur against other wider planning policies including PPS22 on climate change.
- There are no significant changes between PPG15 and PPS5 that would militate against the approval of the submitted development. The PPS does however incorporate recent Government policy on climate change and the need to address these issues. This is new in terms of heritage policy and a material consideration that adds support to the applications.

4.18 The Local Planning Authority is required by PPS5 Historic Environment Planning Practice Guide, Paragraph 14 and 17 to identify and define the 'nature of the interest and the significance of the interest'. With regard to the Listed Buildings

at nos 1-16 Hawthorn Terrace, New Earswick, the general criteria for assessment of the current proposals are considered in the following section;

i. The buildings and layout for New Earswick were designed by the architects, Barry Parker and Raymond Unwin, notable as pioneers of the Garden City movement, and of national significance. Parker and Unwin closely considered the harmonious relationship between adjacent buildings and between buildings and their settings within the village. The simplicity of the design of the village architecture followed Morris' ideals of truth of materials and honesty of construction. Unifying features in the design of the dwelling houses are the gables, hipped roofs and design of the fenestration, where windows are formed of multiples of a single standardised glass pane. Standardisation of design and materials formed a unifying element of the village architecture. The special architectural and historic interest of the Listed dwelling houses at New Earswick is defined by the design philosophy employed by Parker and Unwin in the layout, architectural design of buildings and spaces that exist at New Earswick.

ii. Parker and Unwin's standardised designs for terraces of cottages in New Earswick are of national significance as prototypes of municipal housing developed in Britain from the 1920's onwards as part of the 'Homes for Heroes' building campaign. As stated in the list descriptions for no.s 1-16 Hawthorn Terrace, 'The particular significance of New Earswick lies in its contribution to the development of low cost housing in Britain. Experience gained and practices introduced here were incorporated extensively into the Tudor Walters Report of 1918, which was instrumental in the passing of the Addison Act of 1919. Plans from New Earswick influenced the Government Manual on low cost housing which followed the Act.' As stated in section i., it is Parker and Unwin's layout, design, and materials of the cottages at New Earswick that defines the special architectural and historic interest of the buildings.

iii. The unity of the scale, design and materials of this group of dwelling houses at no.s 1-16 Hawthorn Terrace is consistent within this part of New Earswick, to the east of Haxby Road. The Listed Buildings 'share the particular architectural forms or details of other buildings nearby'. The standardised design of the dwelling houses including the gables, roofs and fenestration pattern arranged within a masterplan designed by Parker and Unwin, forms part of the special architectural and historic interest of this group of Listed Buildings and is recognised in the designation of New Earswick as a Conservation Area.

4.19 The Conservation Officer acknowledges that, in principle, the installation of double glazed timber framed windows to the listed dwelling houses is likely to improve the thermal performance of the buildings, enhance the living conditions of tenants and bring associated benefits to the local community. The Conservation Officer considers that the amended window designs are unlikely to harm the special architectural or historic interest of the group of listed buildings or have a negative visual impact on the setting of the listed buildings within the context of the conservation area for the following reasons:-

l) Thickness of the frame and the ratio of the glazing to the timber frame. The revised designs for replacement windows are for internally glazed sashes. The proposed windows have a simple external finish that resembles traditional 'puttied in'

glazing, without the need for external glazing beads, which reduces the appearance of the thickness of the frame.

II) Thickness of the double glazed unit and appearance of the spacer bar. The thickness of the double glazed unit has been reduced from 28mm to 24 mm (4mm-16mm-4mm). The reduced thickness of the double glazed units will reduce the level of visual intrusion of the bronze coloured spacer bars when viewed from the exterior. The black neoprene gaskets have been omitted from the revised design of the replacement windows resulting in a simplified design and a further reduction in visual intrusion.

III) Applied or 'stuck on' surface mounted glazing bars to external face of double glazed unit. The design of the applied glazing bars has been revised to a slim, traditional profile. The alterations to the profile and width of the applied glazing bars and the removal of the external glazing beads from the revised window design has resulted in the applied glazing bars appearing less visually intrusive. Design issues remain to be resolved where the applied glazing bars meet the frame but this can be dealt with through a condition.

IV) Timber beads and aluminium beads at base of double glazed unit. Applied external glazing beads do not form part of the revised proposals. The revised designs are for internally glazed sashes; therefore external glazing beads are no longer required. Design issues remain to be resolved regarding the profile of the suggested 'putty line' to the frame, which has a rounded profile in the submitted plans. A condition is proposed to deal with this matter.

V) Visible horizontal gap beneath base of sash window and frame. A relatively small visible gap remains between the base or bottom rail of the sash window and the outer frame to accommodate the egress hinge. Due to the removal of the aluminium external bead at the base of the sash, the small visible gap between the sash and the frame does not appear visually intrusive.

VI) Use of friction hinges and modern ironmongery/handles. To address concerns regarding the visual impact of standard friction hinges, which create a visual separation between the open sash and the frame, the revised designs incorporate an egress hinge which reduces the gap between the sash and the frame when the window is in normal use, whilst for cleaning purposes, the hinge is released creating a wider gap to enable access to the outer face of the glass. Modern ironmongery and handles have been replaced by the installation of traditional rat-tail handles. The submission of further details of the egress hinge and rat-tail handles are to be conditioned.

4.20 The Conservation Officer's conclusion is that the revised designs will not harm the significance of the individual heritage assets or, collectively, the 'large asset' (see paragraph 4.10) or group of listed buildings of New Earswick. The application is therefore considered to accord with the principles set out in PPS5 and Local Plan Policy in HE3, HE4 and GP4a and can now be supported.

5.0 CONCLUSION

5.1 PPS5 states that the Government's objectives are to deliver sustainable development by ensuring that policies and decisions concerning the historic environment:

- recognise that heritage assets are a non-renewable resource
- take account of the wider social, cultural, economic and environmental benefits of heritage conservation; and
- recognise that intelligently managed change may sometimes be necessary if heritage assets are to be maintained for the long term.

5.2 The Conservation Officer considers that the amended window designs are unlikely to harm the special architectural or historic interest of the group of listed buildings or have a negative visual impact on the setting of the listed buildings within the context of the conservation area.

5.3 The Conservation Officer's conclusion is that the revised designs will not harm the significance of the individual heritage assets or, collectively, the 'large asset' (see paragraph 4.10) or group of listed buildings of New Earswick. The application is therefore considered to accord with the principles set out in PPS5 and Local Plan Policy in HE3, HE4 and GP4a and is recommended for approval.

6.0 RECOMMENDATION: Approve

1 TIMEL2 Development start within 3 yrs (LBC/CAC)

2 The development hereby permitted shall be carried out in accordance with the following plans:-

Drawing No. 07757/110
Drawing No. 07757/111 rev B
Drawing No. 07757/112 rev A
Drawing No. 07757/113 rev A
Drawing No. 07757/114 rev B
Drawing No. 07757/108 rev B
Drawing No. 07757/105 rev B
Drawing No. 07757/104 rev A
Drawing No. 07757/101 rev A
Drawing No. 07757/107 rev B
Drawing No. 07757/106
Drawing No. 07757/103
Drawing No. 07757/108-2 rev C
Drawing No. 07757/102 rev B
Drawing No. 07757/102-2
Drawing No. 07757/105-2
Drawing No. 07757/109

Reason: For the avoidance of doubt and to ensure that the development is carried

out only as approved by the Local Planning Authority.

3 Notwithstanding the details shown on the submitted plans, details of the items listed below shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the development and the works shall thereafter be carried out in accordance with the approved details;

a. Large scale drawing of the profile of the applied glazing bars where bars meet sash frame and detailed specifications of means of infilling visible gap between applied glazing bars and sash frame.

b. Large scale details of profile of frame to replicate putty line to external face of sashes.

c. Details and specifications of egress hinge for replacement windows.

d. Design of rat tail handles proposed to opening sashes of the replacement windows.

e. The detail, location and proportions of the 'fixed sash mid rail' to side hung casements.

Note: A sample window should be submitted to enable assessment of the visual relationship between a side hung casement with fixed sash mid rail and adjacent top hung and side opening casements.

f. Details of the top hung lower sashes proposed to the front elevations of bay windows to nos 1-4 and 5-8 Hawthorn Terrace, refer drawings 07757/102-2 and 07757/105-2 Typical Window Type: W1(Bay Window), to be consistent with methods of opening of the existing windows.

g. Details of the top hung windows to nos 1-4 and 5-8 Hawthorn Terrace, refer drawings 07757/102-2 and 07757/105-2 Typical Window Type: W2 to be consistent with the method of opening of the existing small scale windows.

Reason: So that the Local Planning Authority may be satisfied that these details are in the interests of the historic character of the listed building and to accord with advice contained within Planning Policy Statement 5 and the contents of Policy HE4 of the City of York Draft Local Plan.

7.0 INFORMATIVES:

Notes to Applicant

1. REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to the impact on the special architectural and historic interest of the listed buildings. As such, the proposal complies with national planning advice contained within Planning Policy Statement 5 " Planning for the Historic Environment" and Policies HE3, HE4 and GP4a of the City of York Development Control Local Plan Incorporating the 4th Set of Changes (2005);

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