

## Report for Resolution

**Report to** Planning Applications Committee  
**Date** 19 January 2012  
**Report of** Head of Planning Services  
**Subject** 11/01686/NF3 239 St Leonards Road Norwich NR1 4JN  
11/01687/NF3 205 St. Leonards Road Norwich NR1 4JN  
11/01688/NF3 131 St. Leonards Road Norwich NR1 4JN

Item  
**5(5)**

### SUMMARY

<b>Description:</b> <b>11/01686/NF3</b>	Window Replacement Works.
<b>11/01687/NF3</b>	Window Replacement Works
<b>11/01688/NF3</b>	Window Replacement Works
<b>Reason for consideration at Committee:</b>	Objections
<b>Recommendation:</b>	APPROVE with conditions
<b>Ward:</b>	Thorpe Hamlet
<b>Contact Officer:</b>	Miss Jane Barker Senior Planning Technical Officer 01603 212168
<b>Valid Date:</b>	5th October 2011
<b>Applicant:</b>	Norwich City Council
<b>Agent:</b>	Mr Neil Jarvis, Anglian Building Products

### INTRODUCTION

#### The Site

##### Location and Context

1. The three application sites are 3 no. individual flats which are situated within a wider complex of blocks of Council-owned flats located on St. Leonards Road. Ketts Hill is situated to the north and Quebec Road to the east of the three sites. It is a residential area and is situated within the Thorpe Hamlet Conservation Area. The flats are built around squares which are landscaped with trees and have designated car parking areas. The flats which were designed by Taylor and Green, are Locally Listed and were built between 1972 and 1974 in a neo-vernacular style and using traditional materials such as flint and brick. There is also a distinctive timber cladding.
2. Number 239 St. Leonards Road (Application Number 11/01686/NF3) is a second floor flat. The front elevation of the flat fronts St. Leonards Road and is near to the Sure-Start Centre and a hairdressers shop. The rear of the flat overlooks the square.

3. Number 205 St. Leonards Road (Application Number 11/01687/NF3) is also a second floor flat where the front elevation is close to Quebec Road and the rear elevation overlooks the square. There is an arched walkway under this block to enable access to the square.
4. Number 131 St. Leonards Road (Application Number 11/1688/NF3) is a ground floor flat which is situated on the far left-hand corner of St. Leonards Road. The front overlooks the square and the side of the flat faces Ladbrooke Place.
5. The blocks of flats which surround the application sites have mostly already had window replacement carried out under previous application number 08/00764/NF3 which was approved in September 2008 and granted consent for replacement uPVC windows.

### **Constraints**

6. The application buildings are Locally Listed buildings and are within the Thorpe Hamlet Conservation Area.

### **Planning History (for all three buildings)**

**08/00764/NF3** - Window and door replacement works. (Approved - 11/09/2008).

### **Equality and Diversity Issues**

There are no significant equality or diversity issues.

### **The Proposal**

7. The proposal is for the replacement of the existing white painted timber windows with white uPVC windows. The scheme forms part of a wider project by Norwich City Council for window replacement works across all Council-owned properties to achieve and / or exceed the Decent Homes Standard.
8. It is proposed to replace the windows in flat numbers 131, 205 and 239 St. Leonards Road. The windows have dilapidated beyond repair and are now in need of replacement.

### **Representations Received**

9. Advertised on site and in the press. One letter of representation has been received citing the issues as summarised in the table below.
- 10.

Issues Raised	Response
<p>The flats are designed by Taylor and Green and are award-winning flats in a Conservation Area which have been cited as a good example of 1970's social housing receiving much acclaim for their excellent design and use of vernacular materials.</p> <p>The replacement windows do not emulate the original window design.</p>	<p>See paragraphs 15 to 22.</p>

Design and fenestration patterning: The original windows gave the development a visual unity. These have been replaced by off-the-peg modern designs with quite different divisions and opening methods which destroy the clean-cut appearance of the blocks.	See paragraphs 15 to 22.
Concerns that the timber detailing has been allowed to deteriorate badly.	This is a matter for Housing Property Services and is not material to the consideration of this application.
The St. Leonards Road social housing deserves sympathetic repair and protection which should be in the form of Listed status.	This is a matter for Housing Property Services and is not material to the consideration of this application. The buildings are not statutory Listed. See paragraph 22.

## Consultation Responses

11. The Norwich Society: These are Taylor and Green award-winning flats in a conservation area. They are cited as ‘a good example of 1970’s social housing .... Incorporating local materials and with interesting decorative brickwork patterns to the gable ends’ in the Thorpe Hamlet Conservation Area Appraisal (no. 13). They are, we believe, the only example of Taylor and Green’s designs within the City. There is a good case for listing them. Sadly, the Council is displaying a complete lack of interest in its 20th Century architectural heritage, and some of these flats have already had unsuitable replacement windows with inappropriate glazing patterns and top-opening vents. It is no use putting in standard uPVC replacements and ignoring the original design. But what is also very worrying about the state of these iconic buildings is the condition of the woodwork; the tongue-and-groove clad square porch entrances to each staircase have been unpainted for 30 years and are deteriorating rapidly, as are the wooden bargeboards and cladding of the exterior of the staircases. If the Housing Department is unaware of the importance of these buildings, it behoves the Conservation Officers and the Planning Department to step in to save them.
12. The Twentieth Century Society: St. Leonards Road made up part of a housing development commissioned by Norwich City Council and designed by well known architects Taylor and Green. The development formerly known as Camp Road was built between 1973-6. The development mainly comprises three storey blocks, resembling town houses with steep-pitched gables. The units repeat the decorative brickwork and bargeboard patterns of earlier rural housing and are co-ordinated by the pattern of repeated verticals, timber links and bay windows. The success and distinctiveness of the scheme has been noted and praised by eminent architectural historians Dr. Elaine Harwood and Professor Alan Powers in their book on the architects (“Taylor and Green, Architects 1938 – 1973, The Spirit of Place in Modern Housing”, 1998). It was agreed that an important part of the design is the fenestration patterning of the development, including the mullion patterns and window bar and pane arrangements. Based on the above assessment, and the architectural distinctiveness of this development, the Committee objected to the proposed standardised modern designs of the replacement windows which will harm the appearance of the blocks by introducing irregular patterns, out of keeping with the character of the development and harmful to the Conservation Area.

# ASSESSMENT OF PLANNING CONSIDERATIONS

## Relevant Planning Policies

### Relevant National Planning Policies

PPS1	-	Delivering Sustainable Development
PPS1 Annexes	-	Planning and Climate Change
PPS5	-	Planning for the Historic Environment

### Relevant policies of the adopted East of England Plan Regional Spatial Strategy 2008

Policy ENV6	-	The Historic Environment
Policy ENV7	-	Quality in the Built Environment

### Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

Policy 2	-	Promoting Good Design
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### Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

HBE8	-	Development in Conservation Areas
HBE12	-	High Quality of Design
HBE19	-	Design for Safety and Security including minimising crime.

### Written Ministerial Statement: 23 March 2011: Planning for Growth

Support of enterprise and sustainable development.  
Thorpe Hamlet Conservation Area Appraisal

## Principle of Development

### Policy Considerations

13. PPS5 designates Conservation Areas as 'Designated Heritage Assets' and as such they are afforded protection under policy HE9 of the PPS. The Policy states that 'There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater this presumption should be. Significance can be harmed or lost through alteration of the heritage asset or development within its setting'. There are considered to be two levels of harm; total loss or significant harm, and harm. Sub policy HE9.4 states that where a proposal has a 'harmful impact' on the significance of the heritage asset, which is less than significant harm, local planning authorities should: (i) weigh the public benefit [...] against the harm; (ii) recognise that the greater the harm to the significance of the heritage asset, the greater the justification will be needed for any loss'. This view is compounded in ENV6 and ENV7 of the East of England Plan and Policy 2 of the Joint Core Strategy which seeks to ensure development will be designed to the highest possible standards and respect local distinctiveness, including designing out crime. Saved policy HBE8 provides a basis for control of development within Conservation Areas; HBE12 seeks a high quality of design in all new development and saved policy HBE19 seeks to reduce the threat of crime in new developments.

14. The principle of the need to replace the windows needs to be established. The existing windows of the 3 no. application sites are dilapidated and beyond repair. Their replacement forms part of Norwich City Council's compliance work to achieve

the Decent Homes Standard. The new windows will enhance the amenity of residents by offering increased security. Therefore the need to replace the windows is accepted.

## Design

15. It is proposed to replace the existing white painted timber windows with white uPVC internally beaded casement windows. They will have a high security shootbolt locking mechanism and be 24 mm neutral high-performance low E sealed units throughout. They will meet the Council's Decent Homes Standard and will result in improved levels of thermal comfort for residents and also help to achieve savings in energy consumption and maintenance. The proposed new windows would also offer increased security.
16. When the Locally Listed Taylor and Green flats were built the original window styles consisted of large panes either divided horizontally and vertically into four squares or, in the case of the wider windows, horizontally, rather than vertically as would normally be expected.
17. In recent years the majority of windows have already been replaced with uPVC replacement windows with the result that there is now little uniformity in the style and glazing bar arrangement of windows. This is unfortunate; however, the current applications for replacement windows to the 3 no. individual flats should to be considered in terms of the context of the site as it exists at present. The new windows have created a different aesthetic and in this regard the new windows will be matching in with the window replacements already installed in other flats.
18. Although the application site is part of one large development of flats, the development was broken down into different blocks of flats through using very different materials. Each block has interesting brickwork patterns to the gable ends and are of varying colours. The replacement windows which have already been installed have different designs which vary across the development as a whole, however, the differences are not as apparent as they would be in a more uniform block of housing.
19. Therefore, because so many of the windows in the wider development have already been replaced and the use of uPVC is already prevalent in this area, the impact of the proposal on the character and appearance and the 'harm' caused to the designated heritage asset will be minimal by virtue of the disparity of fenestration design in existence across the site.
20. **Application Number 11/01686/NF3 (239 St. Leonards Road):** In respect of the 2 no. bedroom windows on the front elevation. It is proposed to hand the windows to match the windows in the flat below. In order to conform to current Building Regulations these windows will, however, include an additional horizontal transom at the bottom which is necessary where the window cill levels fall less than 1100 mm from the finished floor level.
21. **Application Number 11/01687/NF3 (205 St. Leonards Road):** Again, in respect of the second floor bedroom window on the front elevation, this will also include an additional horizontal transom which is necessary in order to meet current Building Regulations.

22. The repair and maintenance of Council-owned properties is a matter for Housing Property Services. Had this application sought window replacement works across the whole site a more sympathetic replacement may have been sought, however, as stated above, given the disparity of fenestration design in existence across the site, such an approach does not seem reasonable.

## Conclusions

It is considered that in this case, although the style and openings of the new windows will vary from those originally installed following the Taylor and Green design, they will match more closely the windows in the rest of the blocks of flats as approved under application number 08/00764/NF3 and as more recently installed. It is therefore considered that the replacement windows are acceptable in design terms, the security of the flats will be enhanced and the visual impact on the character and appearance of the designated heritage asset will be minimal. Therefore the proposals are considered to be in accordance with PPS1; PPS1 Annexe and PPS5; Policies ENV6 and ENV7 of the East of England Plan; Policy 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk 2011 and saved policies HBE8; HBE12 and HBE19 of the City of Norwich Replacement Local Plan (Adopted Version November 2004) and all material considerations.

## RECOMMENDATIONS

(1) To APPROVE application number 11/01686/NF3 (239 St. Leonards Road) and GRANT PLANNING PERMISSION, subject to the following conditions:-

1. Standard Time Limit: The development must be begun within three years of the date of this permission;
2. The development hereby approved shall be carried out in accordance with the plans and details as submitted.

## Reasons for Approval:

It is considered that in this case, although the style and openings of the new windows will vary from those originally installed following the Taylor and Green design, they will match more closely the windows in the rest of the blocks of flats as approved under application number 08/00764/NF3 and as more recently installed. It is therefore considered that the replacement windows are acceptable in design terms, the security of the flats will be enhanced and the visual impact on the character and appearance of the designated heritage asset will be minimal. Therefore the proposals are considered to be in accordance with PPS1; PPS1 Annexe and PPS5; Policies ENV6 and ENV7 of the East of England Plan; Policy 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk 2011 and saved policies HBE8; HBE12 and HBE19 of the City of Norwich Replacement Local Plan (Adopted Version November 2004) and all material considerations.

To APPROVE application number 11/01687/NF3 (205 St. Leonards Road) and GRANT PLANNING PERMISSION, subject to the following conditions:-

1. Standard Time Limit: The development must be begun within three years of the date of this permission;
2. The development hereby approved shall be carried out in accordance with the plans and details as submitted.

Reasons for Approval:

It is considered that in this case, although the style and openings of the new windows will vary from those originally installed following the Taylor and Green design, they will match more closely the windows in the rest of the blocks of flats as approved under application number 08/00764/NF3 and as more recently installed. It is therefore considered that the replacement windows are acceptable in design terms, the security of the flats will be enhanced and the visual impact on the character and appearance of the designated heritage asset will be minimal. Therefore the proposals are considered to be in accordance with PPS1; PPS1 Annexe and PPS5; Policies ENV6 and ENV7 of the East of England Plan; Policy 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk 2011 and saved policies HBE8; HBE12 and HBE19 of the City of Norwich Replacement Local Plan (Adopted Version November 2004) and all material considerations.

To APPROVE application number 11/01688/NF3 (131 St. Leonards Road) and GRANT PLANNING PERMISSION, subject to the following conditions:-

1. Standard Time Limit: The development must be begun within three years of the date of this permission;
2. The development hereby approved shall be carried out in accordance with the plans and details as submitted.

Reasons for Approval:

It is considered that in this case, although the style and openings of the new windows will vary from those originally installed following the Taylor and Green design, they will match more closely the windows in the rest of the blocks of flats as approved under application number 08/00764/NF3 and as more recently installed. It is therefore considered that the replacement windows are acceptable in design terms, the security of the flats will be enhanced and the visual impact on the character and appearance of the designated heritage asset will be minimal. Therefore the proposals are considered to be in accordance with PPS1; PPS1 Annexe and PPS5; Policies ENV6 and ENV7 of the East of England Plan; Policy 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk 2011 and saved policies HBE8; HBE12 and HBE19 of the City of Norwich Replacement Local Plan (Adopted Version November 2004) and all material considerations.



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Planning Application No 11/01686/NF3 11/01687/NF3 11/01688/NF3  
 Site Address St Leonards Road  
 Scale 1:750

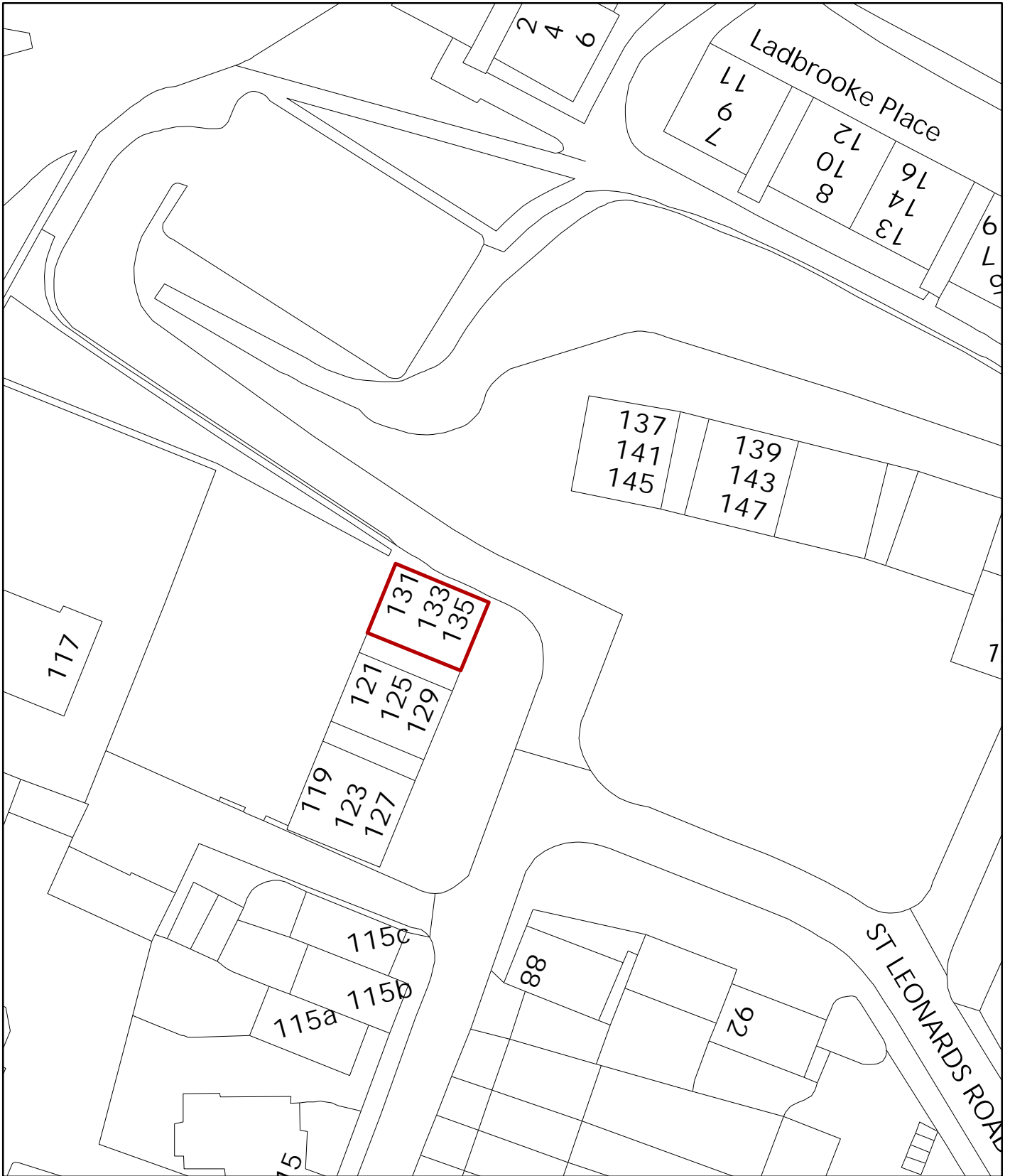


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Planning Application No 11/01688/NF3  
 Site Address 131 St Leonards Road  
 Scale 1:500



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Planning Application No 11/01687/NF3  
 Site Address 205 St Leonards Road  
 Scale 1:500



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