

**Allerdale Borough Council**

**Planning Application FUL/2021/0286**

**Development Panel Report**

**Reference Number:** FUL/2021/0286  
**Valid Date:** 03/11/2021  
**Location:** 32 Wilson Street, Workington  
**Applicant:** Mr & Mrs R Stewardson  
**Proposal:** Re-submission of application FUL/2021/0227 for the replacement of 12 windows to new UPVC windows

**RECOMMENDATION**

**Refuse**

**Summary**

<b><u>Issue</u></b>	<b><u>Conclusion</u></b>
Heritage	<p>The proposal relates to a commercial property situated within the Workington Conservation Area. The application seeks to replace traditional timber sliding sash single glazed windows with UPVC double glazed sliding sash windows at first and second floor.</p> <p>The application property and the majority of other properties within Wilson Street retain their original window design and timber materials, including to windows, doors and commercial shopfronts; a large number of windows are timber multi-framed single glazed sliding sash.</p> <p>Officers consider that the proposed uPVC material and quality of the framing would be prominent at this location given the building abuts the street and would not adequately replicate the existing timber framing. It would appear incongruous, failing to preserve or enhance the character and appearance of the designated conservation area on Wilson Street.</p> <p>There will be consequent harm to the</p>

	<p>significance of this designated heritage asset which is not outweighed by any public benefits.</p> <p>The proposal is therefore considered unacceptable, contrary to the criteria principally of Policy S27 of the Allerdale local plan (Part 1) and advice contained within the National Planning Policy Framework.</p>
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## 1. **Introduction**

- 1.1. The application has been called in by Councillor M Heaslip.
- 1.2. The application seeks planning permission for the replacement of 12 timber sliding sash multiplane windows to the front of the property, to UPVc sliding sash multi-pane windows.

## 2. **Proposal**

- 2.1. The Plans for consideration are:-

Dwg No 01001 Rev 01 – Location Plan  
Dwg No 05001 Rev 01 – Proposed Front Elevation  
Victorian Window Sliders Brochure - Ecoslide  
Window Appendix Form

## 3. **Site**

- 3.1. The site is situated on Wilson Street, Workington within the Portland Square Conservation Area (PSCA). It is predominantly a three storey building with the end section to the south being two storey. The property fronts directly onto Wilson Street with its vehicular access is to the south of the building. The present use of the property is a public house, with accomodation above. The property includes traditional timber shop front style openings at ground floor, with relatively small window openings at first and second floor. Many of the window openings are small multipanes, all materials are timber at present.
- 3.2.1 The site lies within a commercial area of the town consisting of terraced properties to either side of the street, in close proximity to the narrow road. Market Place directly to the north, is one of the more prominent parts of PSCA, along with Portland Square itself. The majority of properties on Wilson Street and Market Place retain their architectural features, fenestration and detailing in traditional timber materials, making a positive contribution to the character and appearance of the Conservation Area.

#### **4. Relevant Site History**

- 4.1. FUL/2021/0227 – Replacement of x12 windows to new UPVc windows – Refused 14.10.2021
- 4.2. 2/2007/0990 - Advertisement consent for illuminated signage, as amended by e-mail received on 1 November 2007 – Refused 8/11/2007
- 4.3. 2/2001/0537 - Revised scheme for change of use from retail outlet to public house, as amended by plans received 7 August 2001, 22 August 2001 and 20 September 2001 – Approved with conditions 21/08/2001
- 4.4. 2/2000/0554 - Change of use from retail store to public house (resubmission) - withdrawn - 19/09/2000
- 4.5. 2/2000/0149 - Change of use from retail premises to public house - refused - 5/5/2000

#### **5. Representations**

- 5.1. **Workington Town Council** – No reply to date.
- 5.2. The application has been advertised in the local press, on site by means of a site notice and by neighbour letter. No representations have been received to date.

#### **6. Environmental Impact Assessment**

- 6.1. The Town and Country Planning (Environmental Impact Assessment) Regulations 2017
- 6.2. The development does not within Schedule 1 nor 2 and, as such, is not EIA development.

#### **7. Duties**

- 7.1. For Listed Buildings:

Section 66(1) of the Listed Buildings Act 1990 states that, in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning 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.

- 7.2. For conservation areas:

Section 72(1) of the Listed Building and Conservation Area Act 1990 states that, with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

## **8. Development Plan Policies**

### **8.1. Allerdale Local Plan (Part 1)**

**8.2.** The following policies are considered to be relevant:-

Policy DM15 - Extensions and alterations to existing buildings and properties  
Policy S2 Sustainable Development  
Policy S3 Spatial Strategy and Growth  
Policy S4 Design Principles  
Policy S27 Heritage Assets

These policies can be viewed at:-

<https://www.allerdale.gov.uk/en/planning-building-control/planning-policy/local-plan-part-1/>

## **9. Other material considerations**

**9.1. National Planning Policy Framework (NPPF) (2021)**

**9.2 Council Strategy 2020-2030**

## **10. Policy weighting**

**10.1.** 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. This means that the Allerdale Local Plan (Part 1) 2014 and the Allerdale Borough Local Plan (Part 2) 2020 policies have primacy.

## **11. Assessment:**

**11.1** The proposal seeks permission for the replacement of 12 windows on the first and second floor front elevation of the property. The existing windows are timber, single glazed, sliding sash. The windows consist of; two x 8 over 8 multipanes, eight x 6 over 6 multipanes and 2 x 1 over 1 paned windows. The replacement windows would attempt to replicate the existing windows in terms of the design and opening method, and number of panes (with the exception of the 8 over 8 which would be changed to 6 over 6) and would be white UPVC double glazed and are of a sliding sash design. The design and access statement submitted with the application confirms the existing windows are rotten and require full replacement.

- 11.2** As noted above, the application property is situated within the Portland Square Conservation Area. The site lies within a commercial area of the town consisting of terraced properties to either side of the street, in close proximity to the narrow road. Market Place directly to the north, is one of the more prominent parts of PSCA, along with Portland Square itself. Properties on Wilson Street and Market Place retain their architectural features, fenestration and detailing in traditional timber materials, making a strong contribution to the character and appearance of the Conservation Area. The existing windows of the application site, along with the timber commercial shopfront at ground floor, contribute to this traditional character of the area. Only a small element of UPVC is visible in Wilson Street itself, at the bottom of the street and nos. 7 & 9 which were only granted planning permission for UPVC siding sash as they were considered to be an improvement from the non-traditional windows already installed and which they replaced.
- 11.3** Wilson Street is situated within an historic part of the town and in combination with Market Place, directly to the north, it makes a significant contribution to the Portland Square Conservation Area. Due to the narrow highway, the properties on this street have a strong presence and are highly prominent within the street scene.

### **Heritage**

- 11.4** Policy S27 is the principle policy for the consideration of the proposal given the identified historic sensitivity of the site –

"The historic environment including all heritage assets and their settings will be conserved and enhanced in a manner appropriate to their intrinsic historic value and significance, their importance to local character, distinctiveness and sense of place, and to other social, cultural economic or environmental benefits/values. The Council will work with partners to seek the conservation and enhancement of all designated or nondesignated heritage assets within the Plan Area. In determining applications that could affect the significance (including character, appearance, historic value, value to people and setting) of a heritage asset and/or archaeological asset, the following factors will be taken into account:

- The level of significance of the heritage asset(s).
- The impact of the proposal on the significance (including setting) of the heritage asset(s).
- How the significance and/or setting of the asset could be better revealed.
- Opportunities for mitigating climate change without damaging significance.

Only proposals which do not harm any positive qualities of the heritage asset(s) will be approved, unless there is a clear and convincing public benefit to the proposal that will outweigh the harm caused to the asset(s).

- 11.5** The detailing of the existing timber windows represent an important feature of the building which adds to it , which make a positive and collective contribution to the heritage significance of the Conservation Area. Therefore the test to consider is whether or not the proposed replacement windows achieve the same positive contribution that the existing timber windows make to enhancing the character and appearance of the Conservation Area, or whether they would detract from the contribution the building presently makes to the character of the Conservation Area. These aspects can be divided into three categories; materials, sections and means of opening.
- 11.6** The proposed windows are UPVC and double glazed. Timber represents the traditional material used on fenestration details on properties within this part of the Conservation Area. The proposal would therefore introduce a modern material onto a predominantly intact set of frontages to these traditional properties. Officers therefore consider the proposed adoption of modern materials at this location would negatively erode the character of the streetscene and its significance.
- 11.7** Officers do not oppose the principle of replacement double glazing in traditional windows if the traditional proportions of the existing windows can be retained. Whilst this is often achievable for larger openings, it becomes difficult to secure on small multipanes especially, and in smaller openings. Double glazed windows are deeper in cross section and UPVC replicas of multipanes usually incorporate planted on or dummy astragal bars to create the multipane effect, as opposed to a genuine glazing bar, with individual panes of glass, which is the case of the existing windows. On fine sections this can result in a greater depth than width to the bar and possibly a resulting void in the centre, between the planted on external astragal bar and internal glazing bar. Insufficient information by way of cross sections have been provided to clearly show how the multi pane windows would be achieved. Nor have detailed drawings been provided to allow a comparison of the depth of the frames or the dimensions of the glazing bars.
- 11.8** Therefore, the introduction of UPVC as a material at this location, with no set back from the highway, would be particularly prominent and would be at odds with the largely retained fenestration in traditional timber on both Wilson Street and Market Place. Although the windows would be of a vertical slider design, they would fail to replicate the slim detailing of the existing single glazed multipane timber framed units and would appear incongruous as a result. For these reasons, the proposal would fail to preserve or enhance the character and appearance of this part of the Portland Square Conservation Area. Having regard to section 72 of the Act and the special attention that shall be paid to the desirability of preserving or enhancing the character or appearance of that area, along with the requirements of Policy S27 and the NPPF, the proposal would not be acceptable. There are no identified public benefits that are considered to be off sufficient weight to outweigh the identified harm and therefore the recommendation is for refusal.

- 11.9 This recommendation is considered to be consistent with similar proposals where replacement UPVC windows have been refused on heritage grounds within the vicinity of the site. For example, at 3 King Street (HOU/2017/0249) – an appeal was dismissed (APP/G0908/D/18/3198453) for replacement UPVC sliding sash. This was also an historic property retaining its architectural detailing and fronting onto the highway, in a similar manner to the proposal. The inspector stated that, ‘the majority of the properties in this area are historic buildings which have largely retained their original windows, often timber sliding sash, and have a strong sense of character which contributes positively to the character and appearance of the Conservation Area’. The inspector continued, ‘The use of woodgrain effect UPVC would not disguise the nature of the material which is smooth, shiny and modern. Therefore the proposed windows would adversely affect the traditional integrity of the appeal building and consequently would not preserve or enhance the character or appearance of the Conservation Area.’ Further, with regards to unauthorised UPVC in the locality, the Inspector noted that, ‘The slow degradation of the special architectural and historic qualities of the area by uncontrolled and ad hoc UPVC windows does not justify granting planning permission in the context of the special attention that must be paid to the desirability of preserving or enhancing the character or appearance of the area as a whole. Moreover to do so on appeal against this background would send out the wrong message’.
- 11.10 Replacement of traditional timber sliding sash windows with UPVC have been similarly resisted at appeal at 4 Portland Street (2/2016/0517), and 14 Nook Street, both within relatively close proximity to the application site and again, both fronting directly onto the highway, where UPVC would be more prominent.

### **Other Issues**

- 11.11 Given the nature of the proposal there are no other issues to be taken into consideration.

### **Local Financial Considerations**

- 12.1 Having regard to S70 (2) of the Town and Country Planning Act the proposal will have no local financial consideration.

## **12. Conclusions**

- 13.1 The introduction of UPVC as a material at this location, with no set back from the highway, would be particularly prominent and would be at odds with the largely retained fenestration in traditional timber on both Wilson Street and Market Place. Although the windows would be of a vertical slider design, they would fail to replicate the detailing of the existing single glazed multipaned timber framed units and would appear more chunky and incongruous as a result. For these reasons, the proposal would fail to preserve or enhance the character and appearance of this part of the Portland Square Conservation Area. There will be consequent harm to the significance of this designated heritage asset, which is not outweighed by any public benefits. The proposal would be contrary to policies

S2, DM15 and S27 of the adopted Allerdale Local Plan Part 1 (2014) and the advice contained within the National Planning Policy Framework 2021.

**13. RECOMMENDATION**

That the proposal be refused.

## **Annex 1**

### **Reason**

1. The introduction of UPVC as a material at this location, with no set back from the highway, would be particularly prominent and would be at odds with the largely retained fenestration in traditional timber within the immediate locality of the site. The replacement UPVC windows would fail to replicate the detailing of the existing single glazed multipaned timber framed units and would appear incongruous. For these reasons, the proposal would fail to preserve or enhance the character and appearance of this part of the Portland Square Conservation Area. There will be consequent harm to the significance of this designated heritage asset which is not outweighed by any public benefits. The proposal would be contrary to policies S2, DM15 and S27 of the adopted Allerdale Local Plan Part 1 (2014) and the provisions of the National Planning Policy Framework 2021.

