
STATES OF JERSEY



ENVIRONMENT DEPARTMENT: DRAFT SUPPLEMENTARY PLANNING GUIDANCE – PROTECTION OF HISTORIC WINDOWS AND DOORS – CONSULTATION PAPER

**Presented to the States on 31st October 2012
by the Minister for Planning and Environment**

STATES GREFFE

Consultation Paper

Protection of historic windows and doors

2nd November 2012

Purpose and type of consultation

The Minister for Planning and Environment considers that there is a need to review existing supplementary planning guidance¹ about the protection of historic windows and doors.

New draft guidance has been prepared, to this end, with the following objectives to –

- provide further information about the importance of historic windows and doors;
- elaborate and clarify how the provisions of Island Plan Policy HE2 will be applied to proposals for change affecting historic windows and doors through the planning application process; and
- provide further advice about the information that should be provided to as part of a planning application for change affecting historic windows and doors.

The Minister would like to hear the views of those interested in and affected by the guidance.

Closing date: 14th December 2012

Summary

Historic windows and doors are important because they are an integral part of the fabric of old buildings: they add to their special character in both the town and the countryside. This draft guidance seeks to elaborate upon why these features are such an important part of our built heritage.

Planning policy for the protection of historic windows and doors is provided by Policy HE2 of the 2011 Island Plan. The guidance seeks to clearly set out what this policy means and how it will be applied in practice to proposals which affect historic windows and doors.

Planning permission is required for works which affect windows and external doors in Listed buildings and potential Listed buildings². Works involving their repair or replacement in historic buildings so designated must be the subject of a planning application. The guidance also seeks to set out the information that is required to enable planning applications which affect historic windows and doors to be properly considered.

¹ Planning Policy Note 2: 'Windows and doors in historic buildings: their repair and replacement' (June 2008)

² See Classes F and K of the Planning and Building (General Development) (Jersey) Order 2011

Further information:

The consultation can be viewed online at: www.gov.je/consult.

Printed copies are available on request from the Department of the Environment, South Hill, St. Helier.

Please send your comments to:

Kevin Pilley, Director of Policy, Projects and the Historic Environment
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Planning and Building Services
South Hill
St. Helier
JE2 4US

How to contact us:

Telephone: 448441
e-mail: k.pilley@gov.je
Fax: 445528

This Consultation Paper has been sent to the following individuals/organisations and will be presented to the States as an official Report:

Chairman – Environment Scrutiny Panel
Jersey Property Holdings
Jersey Heritage
Société Jersiaise
National Trust for Jersey
Council for the Protection of Jersey
Save Jersey's Heritage
Jersey Farmers' Union
Association of Jersey Architects
Jersey Construction Council
Chamber of Commerce
MS Planning Ltd.
Anthony Gibb
Millennium Windows and Conservatories
Jersey Double Glazing Ltd.
Style Windows
Creative Window & Conservatory Ltd.
Ian Costard Window Services
Just Glass and Windows

Public Consultation Register

Supporting documents attached:

Consultation draft advice note – Protection of historic doors and windows (September 2012)

Consultation response

A series of statements about the guidance are set out below, which may help with your response. Alternatively, you may submit any other comment that you wish to make on the content of this draft guidance note.

You may do this online on www.gov.je/consult or you can print and submit the questionnaire to the address below.

1. There is a need for revised guidance on the protection of historic windows and doors.	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
2. The form of the planning guidance is clear and easy to understand and use.	Strongly agree	Agree	Don't know	Disagree	Strongly Disagree
<i>Please give reasons for your answer</i>					
3. The guidance clearly sets out when planning permission is required for proposals which affect historic windows and doors.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					
4. The guidance helps with an understanding of why historic windows and doors are important.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					
5. The guidance is helpful in setting out how the Island Plan Policy HE2 will be used in practice.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					

6. The sequential approach – based on repair, followed by replacement where repair is not possible – is set out clearly.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					
7. The guidance provides clarity about the criteria against which the assessment of replacement window applications will be assessed.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					
8. The guidance provides clarity about the criteria against which the assessment of replacement door applications will be assessed.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					
9. The guidance provides useful advice about the treatment of old glass	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					
10. The guidance satisfactorily deals with how the thermal performance of windows in historic buildings might be addressed.	Strongly agree	Agree	Don't know	Disagree	Strongly disagree
<i>Please give reasons for your answer</i>					

Please note that consultation responses may be made public (sent to other interested parties on request, sent to the Scrutiny Office, quoted in a published report, reported in the media, published on www.gov.je, listed on a consultation summary, etc.). If you have a particular wish for confidentiality, please indicate this clearly when submitting a response.

I agree that my comments may be made public and attributed to me

I agree that my comments may be made public but not attributed (i.e. anonymous)

I don't want my comments made public

If you agree to your comments being attributed to you, please provide your details below:

Name:	Organisation:
Address:	
Tel:	e-mail:

Other comments can be submitted in writing or by e-mail to the address below.

If you or your organisation would like to discuss these proposals further, or would like more information, please contact:

Kevin Pilley, Director of Policy, Projects and the Historic Environment
 Department of the Environment
 Planning and Building Services
 South Hill
 St. Helier
 JE2 4US

Tel: 448441

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Deadline for consultation responses: 14th December 2012.

Department of the Environment

Supplementary Planning Guidance



Draft advice note

Draft for consultation

Protection of Historic Windows and Doors

September 2012

About supplementary planning guidance

The Minister for Planning and Environment may publish guidelines and policies (supplementary planning guidance) in respect of; development generally; any class of development; the development of any area of land; or the development of a specified site³.

Supplementary planning guidance may cover a range of issues, both thematic and site-specific, and provides further detail about either policies and proposals in the Island Plan, or other issues relevant to the planning process. It can also be used to provide information about how the planning system operates.

Where relevant, supplementary planning guidance will be taken into account, as a material consideration, in making decisions.

Supplementary planning guidance is issued in a number of different forms, including –

- **Advice notes**, which offer more detailed information and guidance about the ways in which Island Plan policies are likely to be operated, interpreted and applied in decision-making;
- **Policy notes**, which can be issued by the Minister, following consultation with key stakeholders, in between reviews of the Island Plan, to supplement and complement the existing planning policy framework;
- **Masterplans**, development frameworks and planning briefs provide more detailed information and guidance about the development of specific sites and areas of the Island; and
- **Practice notes**, which aim to provide information about how the planning system's protocols and procedures operate.

The current supplementary planning guidance is listed and can be viewed on the States of Jersey website at www.gov.je/planningguidance.

Hard copies of all supplementary planning guidance can be obtained from Planning and Building Services, Department of the Environment, South Hill, St. Helier, JE2 4US, telephone: 01534 445 508, e-mail: planning@gov.je.

³ Under Article 6 of the Planning and Building (Jersey) Law 2002 ([chapter 22.550](#))

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1. Introduction

- 1.1 Historic windows and doors are important because they are an integral part of the fabric of old buildings: they add to their special character in both the town and the countryside.
- 1.2 A change to the style or appearance of windows and doors can disrupt the overall appearance and harmony of a building. The impact of change can be dramatic and of detriment, not only to the individual historic building, but also to the character of a street or lane. This can cumulatively undermine the character, identity and distinctiveness of the Island.
- 1.3 Planning policy for the protection of historic windows and doors is provided by Policy HE2 of the 2011 Island Plan: its main provisions, which apply to Listed buildings and potential Listed buildings, include –
- a presumption in favour of the repair of all historic windows and doors;
 - the exceptional allowance of the replacement of historic windows and doors only where repair is not possible; and
 - the careful replication of the detail of the original historic windows and doors, where exceptional replacement is permitted.

Status of the guidance

- 1.2 This is currently draft guidance produced for consultation with key stakeholders and interested parties: it will be reviewed and amended, as necessary and appropriate, in response to the feedback from consultation.
- 1.3 It is intended to supersede Planning Policy Note 2: ‘Windows and doors in historic buildings: their repair and replacement’ (June 2008) and should be treated as a material consideration in the determination of planning applications.
- 1.4 The document ‘A history of timber windows and external doors in Jersey’ (1999)⁴, which was published by the former Planning and Environment Committee, remains valid as supplementary planning guidance, and serves to support and complement this advice note.

What is this guidance for?

- 1.5 This guidance has been prepared to –
- provide further information about the importance of historic windows and doors;

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<http://www.gov.je/PlanningBuilding/LawsRegs/SPG/AdviceNotes/Pages/TimberWindowsDoors.aspx>

- elaborate and clarify how the provisions of Policy HE2 will be applied to proposals for change affecting historic windows and doors through the planning application process; and
- provide further advice about the information that should be provided to as part of a planning application for change affecting historic windows and doors.

Who is this guidance for?

- 1.6 This guidance is principally for the owners of historic buildings, builders, trades-people, architects, designers and all those who are involved in preparing and processing planning applications for development affecting historic windows and doors in Listed buildings and potential Listed buildings.

What type of development does this guidance apply to?

- 1.7 Planning permission is required for works which affect windows and external doors in Listed buildings and potential Listed buildings⁵. Works involving their repair or replacement in historic buildings so designated must be the subject of a planning application and will be subject to consideration in accordance with this guidance.
- 1.8 This guidance will also apply to development proposals affecting windows and doors for most buildings in Conservation Areas when these begin to be designated. It is proposed that permission will be required for the replacement of pre-1920 windows and doors in buildings in Conservation Areas⁶.
- 1.9 It is relevant to note that Building Byelaw Permission is required for all replacement windows whether in Listed buildings, potential Listed buildings, Conservation Areas or not.

2. Why protect historic windows and doors?

- 2.1 Windows, doors and other associated features such as door-cases, shutters and door furniture (including hinges, knockers and letter-boxes, foot-scrapers, fanlights, pediments, columns, pilasters, cornices, consoles and carved or stucco moulded details) are important historic features. They can help to define the character and appearance of individual buildings and streets and contribute to a sense of place and identity.
- 2.2 The former Planning and Environment Committee publication '*A history of timber windows and external doors in Jersey*' (1999) provides a valuable summary of the introduction and adaptation of different styles of windows and doors into Jersey and highlights the contribution that these features make to the Island's unique character and appearance.

⁵ See Classes F and K of the Planning and Building (General Development) (Jersey) Order 2011 ([chapter 22.550.25](#))

⁶ Introduction of this provision will require amendment of the Planning and Building (General Development) (Jersey) Order 2011

Characteristics of historic windows and doors

- 2.3 The characteristics of historic windows and doors derive from a whole range of inter-related shapes, details, colours and materials: because of this it is often the fine detail that is important when considering applications to change them.
- 2.4 The character of doors is reliant on the size and proportion of panels; the types of mouldings and the shape and details of glazed fanlights. Original ironmongery and locks can be of importance, together with other associated door furniture such as knockers, knobs and letter-boxes. The detailing of door surrounds is also important, and these features can be as significant as the actual door in terms of its scale and prominence on the elevation of a building and its contribution to a street.
- 2.5 The character of windows is influenced by the shape and thickness of glazing bars; the dimensions of frames; the width and location of sash boxes; the size of sills; the materials used for the frames and even the age and quality of the glass.
- 2.6 The way in which windows are painted can also give a building a distinctive character. There is a long tradition in Jersey of painting windows in 2 contrasting colours: one for the moving sashes and the other for the fixed boxes that contain them. These colour schemes are often extended to doors and shutters, creating a distinctive and identifiable individual and local character.

3. Policy context and application

- 3.1 The regulation of change to historic windows and doors came about largely in response to the installation of modern, unsympathetic PVCu windows and doors to historic buildings, which has caused considerable damage to the character and appearance of many of the Island's older buildings, streets and rural lanes.
- 3.2 The scale of loss of these original features of historic fabric in Jersey is considerable and there are few properties where historic windows and doors remain wholly intact. Some houses may have simply had their front doors replaced or their shutters removed, but the implications of these negative changes can be considerable, particularly where several original features have been altered, removed or replaced: the damaging impact of this incremental change is well documented in the '*St. Helier Urban Character Appraisal*' (2005) Willie Miller Urban Design⁷.

⁷ See pages 186–190

Regulation of change to windows and doors

- 3.3 The need for development permission to alter or replace windows was first introduced in May 1991 by the former Island Development Committee⁸. Control over this form of development was further strengthened in 1994 through the introduction of a policy statement⁹ which established a presumption in favour of the repair of original windows in historic buildings or careful replication where replacement had become necessary. This was carried forward into further supplementary planning guidance¹⁰ until the incorporation of policy into the 2002 and 2011 Island Plans.

Island Plan Policy HE2: Protection of historic windows and doors

- 3.4 The current planning policy framework for the management of change to historic windows and doors in Listed buildings and potential Listed buildings is provided by Policy HE2 of the 2011 Island Plan.

Policy HE2

Protection of historic windows and doors

All existing historic windows and doors in historic buildings should be repaired, wherever possible, using materials and details to match the existing.

The replacement of historic windows and doors in Listed buildings and in those historic buildings in Conservation Areas, where consent is required for such work, will not be approved, unless there is clear justification to show that repair is not possible.

Where repair is impracticable or where previous replacements are being replaced again, replacements that do not carefully replicate or restore the historic windows or doors in terms of materials, method of opening, proportions, dimensions, visual weight, decorative details and finish, will not be approved.

- 3.5 It is important that the historic character and integrity of historic buildings is maintained throughout, and the approach to the repair and replacement of windows and external doors should extend to the whole of the property and not just the main or public façade.
- 3.6 The protection of historic buildings extends to the whole of the building and not, as has been suggested in the past, only to those parts visible from public vantage points or to the front elevation.

⁸ *Replacement windows in Jersey: the need for development permission* (1991) and *Replacement windows in Jersey: a design guide* (1991)

⁹ Addendum to the design guide (24th February 1994)

¹⁰ *Traditional timber windows and external doors in historic buildings: policy statement* (1999)

- 3.7 Many properties have already lost their historic windows and doors and the owners and occupiers of neighbouring properties wishing to replace their own historic windows and doors often consider the need to use historically appropriate design and materials as inconsistent and unfair.
- 3.8 In this context, it is important to recognise that the aim of the planning policy regime is to ensure that the character of individual historic buildings and the character of a street or lane is not further eroded, but that each case will also be considered having regard to its own individual merits and specific circumstances.
- 3.9 This consideration will also be applied to the replacement of more modern windows and doors that exist in more recent extensions to historic buildings: in these cases, individual judgements will need to be made in respect of the period of the extension; its relationship to the original building; and the proportion of the openings. The clear rule is to have regard for the particular details of the property concerned and design the proposals to fit the building.
- 3.10 It is sometimes argued that the finer detail of windows and doors is unimportant and that, if a broadly similar effect is achieved, then this is sufficient.
- 3.11 The Minister does not share this view on the basis that the characteristics of historic windows and doors derive from a whole range of factors such as shapes, details, colours and materials: because of this it is often the fine detail that is important when considering applications to replace and change them.
- 3.12 To enable proposals to be properly assessed, it is important to provide an appropriate level of detail as part of a planning application: further information about the details required in support of an application to replace historic windows and doors, is set out at Appendix 1.
- 3.13 Further guidance about the sequential approach to repair followed by replacement where repair is not feasible, is set out below:

Repair

- 3.14 Repair is always the preferred option: any proposal for replacement will only be considered if the historic windows and doors can be clearly shown to be beyond repair.
- 3.15 Historic windows and doors, if well maintained can last almost indefinitely. When carefully overhauled and draught-proofed, they can provide a level of performance which, in terms of noise reduction and air infiltration, compares well with many alternative products made from plastic and aluminium (see thermal performance below).

Replacement windows

- 3.16 In choosing the right replacement windows, the age, type and particular characteristics of the host building will need to be understood. In addition the window-opening orientation will guide the historically accurate style of replacement window.
- 3.17 In all cases, the historically accurate replication of windows is at the heart of achieving the policy intention of conserving the quality of our historic environment. To this end, the following principles will be applied to the assessment of replacement window applications –
- when an historic window that is beyond repair is being replaced, the new window will need to be a true facsimile of the original window, with the same joinery details;
 - replacement windows will be timber-framed, unless the age and style of the property would point to the use of metal-framed windows;
 - all casements and sashes will hold glazing within true structural bars: applied glazing bars are unlikely to be acceptable;
 - the glazing pattern will fit the age and style of the building: for example, horns were traditionally only used on one-over-one and two-over-two vertical sliding sash units;
 - vertical sliding sashes will be truly box-weighted and not spiral-balanced or employ the use of other mechanical means of controlling window opening;
 - timber windows will usually be painted not stained and, in St. Helier, a 2 colour system encouraged in appropriate cases;
 - trickle vents will be designed as part of the window system without plastic or metal outer hoods.
- 3.18 In many cases, a new window will be designed to replace an inappropriate modern window, for example a PVCu window. In these cases the style or replacement will need to fit the host building. As a general rule, a timber-framed, single-glazed window should be provided, but if the modern window is double-glazed, then a suitable sealed double-glazed unit may be acceptable subject to consideration of the detailed design of the window, relative to the fenestration of the historic building.

3.19 Replacement doors

- 3.20 Original doorways and any surviving original doors should be retained. Their replacement or defacement is often entirely unnecessary. Domestic and public building door types vary widely and, if they have to be replaced, their design should be appropriate to the character of the building. Replacement doors should copy the original in the materials, the detail of the design, and the paint finish.

- 3.21 Modern off-the-peg doors are not generally acceptable for use in protected buildings, nor are doors with incongruous design features such as integral fanlights. Unpainted hardwood or stained or varnished softwood doors are rarely suitable.
- 3.22 Doorways that become redundant should in general not be removed. This is particularly the case where a terrace of houses is converted into flats or offices and some of the doors are no longer required: it is most important that they are retained for the sake of the overall design of the terrace. Similarly, door-cases, door furniture including hinges, knockers and letter-boxes, foot-scrapers, fanlights, pediments, columns, pilasters, cornices, consoles and carved or stucco moulded details should not be removed or mutilated, but retained even if the doorway is redundant.

Old glass

- 3.23 All old glass is of interest, whether it is stained, painted or etched glass or early plain glass such as crown glass. Great care should be taken to protect old glass during building works. If it is necessary to remove panes to repair the window-frames or infrastructure, they should be reset. Where external protection for glass is required, it should be reversible and as unobtrusive as possible.

Thermal performance of windows in historic buildings

- 3.24 In terms of thermal insulation, single-glazed historic timber windows can be significantly improved by fitting draught strips and effective weather seals. Where timber is well selected, well constructed and maintained, new timber windows can, over the long term, provide a sustainable product that represents good value for money¹¹.
- 3.25 In addition to the requirement for planning permission to be obtained for replacement windows and external doors in historic buildings, there are requirements within the Building Byelaws for all replacement windows to achieve certain U-values in order to satisfy the building bye-law requirements relating to the conservation of fuel and power. Normally this means replacement windows will need to be double-glazed.
- 3.26 It is however recognised that, in the case of historic buildings, it may not always be appropriate for double-glazing to be introduced. In such cases, secondary glazing may be an option that would improve insulation, draught-proofing and noise control.
- 3.27 In arriving at a balance between historic building conservation and energy efficiency improvements, the aim will be to improve energy efficiency where and to the extent that is practically possible. It is recommended that advice is sought from the Department's Historic Environment Team and Building Control surveyors at an early stage so that any apparent conflict can be resolved at the earliest possible opportunity.

¹¹ *Improving the Thermal Performance of Traditional Windows* (Oct. 2009) Prepared for English Heritage by Dr. Paul Baker, Glasgow Caledonian University

APPENDIX 1**Further guidance for applicants**

There is a specific replacement windows form for use to apply for permission to replace non-repairable windows and/ or doors in historic buildings.

The form is available from the Department of the Environment or can be downloaded from here:

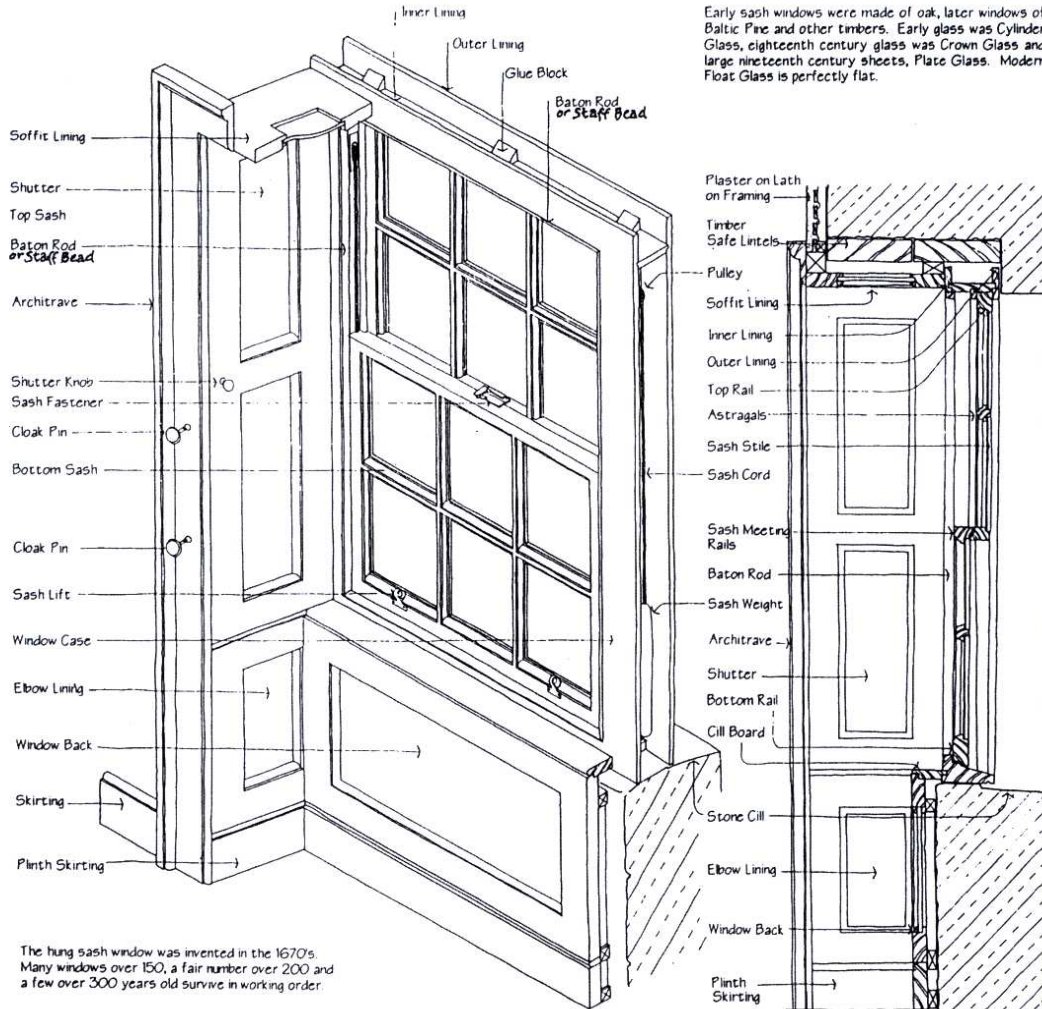
<http://www.gov.je/PlanningBuilding/MakingApplication/Planning/Pages/FormsFees.aspx>

In addition to the application form, the following information should be submitted at the time that any application is made: failure to do so may mean that your application is not registered and is returned to you to provide further information.

- photographs clearly showing the window(s) subject to the application;
- photographs showing the window(s) in the whole façade of the building;
- close-up photographs of the building with a ruler or tape measure in focus to assist in judging the size and profile of the existing window's features;
- drawings showing the existing windows to scale – this is particularly important for replacement of non-repairable historic windows;
- a justification setting out why the windows cannot be repaired and options considered;
- drawings of the proposed new window(s). These will need to be an elevation and a cross-section both vertically and horizontally which show the heads, sills, casements or sashes, box or solid frame and glazing. These will need to be at a scale of at least 1:20 for the elevations and the joinery details at 1:5 or 1:2 for glazing bar cross-sections and other such details;
- the materials proposed, the type of painted finish and colour should be specified. The manner in which the window opens should be indicated too.

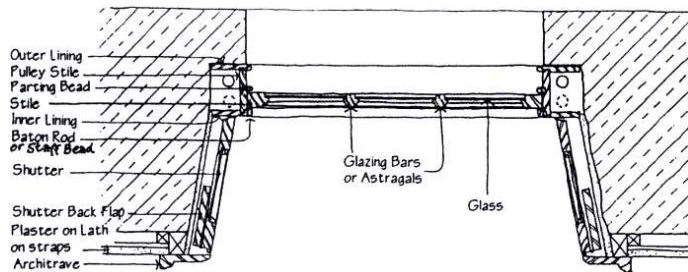
N.B. A typical sash window showing the different terms used for window joinery parts is illustrated in Appendix 2 overleaf.

TYPICAL SASH WINDOW AND TERMINOLOGY

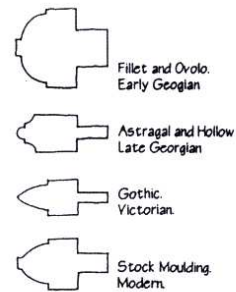


The hung sash window was invented in the 1670's. Many windows over 150, a fair number over 200 and a few over 300 years old survive in working order.

Section Through Window



Plan Section Through Window



Glazing Bars or Astragals

Further information

Websites

- **The Building Conservation Directory**
A source of advice and advertisements covering a wide field. The list of useful contacts is very varied. The paper copy is published annually and the website updated regularly.
www.buildingconservation.com
- **The Institute for Historic Building Conservation**
The professional body for those with a close involvement in the historic built environment. The list of competencies required for membership requires a broad spread of knowledge and experience in this field.
www.ihbc.org.uk
- **The Royal Institute of British Architects**
Can provide advice on the selection of architects with specific areas of experience or expertise.
www.architecture.com

Publications

- **A history of timber windows and external doors in Jersey**
Planning and Environment Committee (1999)
<http://www.gov.je/PlanningBuilding/LawsRegs/SPG/AdviceNotes/Pages/TimberWindowsDoors.aspx>
- **This Old House: how to look after your historic property**
Jersey Heritage Trust

Useful contacts

- **Planning and Building Services**
Department of the Environment, South Hill, St. Helier, Jersey, JE2 4US
telephone: 01534 445508 fax: 01534 445528
e-mail: planning@gov.je web: www.gov.je/PlanningBuilding