

Schedule of Planning Applications

Committee Date: 12 July 2023

Application Numbers: **06/22/0718/F** - [Click here to see application webpage \(06/22/0718/F\)](#)

and

06/22/0717/LB - [Click here to see application webpage 06/22/0717/LB](#)

Site Location: St Georges Hall, 145 King Street, Great Yarmouth, NR30 2PQ

Site Location Plan: See Appendix 1

Proposal: **Application 06/22/0718/F** (application for full planning permission):

Demolition of external rear toilet block and erection of rear extension with pitched roof. Alterations to façade and changes to doors and windows with internal alterations; Change of use of store to mixed use combined with artist studios in basement with use of the rest of the building as a community space / gallery

Application 06/22/0717/LB (application for listed building consent):

Demolition of external rear toilet block and erection of single storey rear extension with pitched roof. Extension of external roof – North west elevation; Alterations to façade and changes to doors and windows with internal alterations

Applicant: Great Yarmouth Preservation Trust (GYPT)

Case Officer: Mr R Tate

Parish & Ward: Nelson Ward

Date Valid: 11-08-22

Expiry / EOT date: 17-07-23

Committee referral: This is a connected application submitted by the GYPT.

Procedural note 1: This application was reported to the Monitoring Officer as an application submitted by an organisation connected to the Borough Council, for determination by the Borough Council as Local Planning Authority. The application was referred to the Monitoring Officer for their observations on 04/07/23, and the Monitoring Officer has checked the file and is satisfied that it has been processed normally and that no other members of staff or Councillors have taken part in the Council's processing of the application other than staff employed within the LPA as part of the determination of this application.

RECOMMENDATIONS:

06/22/0718/F - Approve and grant planning permission subject to conditions

06/22/0717/LB – Approve and grant listed building consent subject to conditions

REPORT

1. The Site

- 1.1 The subject property, No. 145 King Street is a grand and eccentric property located on the corner of King Street and Yarmouth Way. The building is characterised by its eclectic mix of forms and its distinctive frontage of columns, pediments and pilasters and the imposing frieze all facing King Street set in front of a red brick outer covering in contrast to the majority of the rest of the building being in gault brick.
- 1.2 The church rooms appear to have been purpose built on the site of a pre-existing row house of which some parts may have been incorporated in the new work. It stands just across King Street from St George's Theatre. The building appears to date from 1891 and was partially rebuilt in the 1950s when the north side was re-faced following demolition of former row houses to the north and the creation of the Yarmouth Way road linking King Street to South Quay.
- 1.3 The building is Grade II Listed. The listing description is pasted below:
- Formerly known as: No.145 St George's Church Rooms KING STREET. Church rooms to Church of St George (qv), now a furniture showroom and warehouse. 1891. By Charles Baker. Partly rebuilt 1953. Red brick with York stone and terracotta dressings. Concrete tile roof. EXTERIOR: 2 storeys and basement. Facade faces east; 3-window range. Basement windows with pediments. Ground floor with an entablature supported on unfluted Composite Order columns arranged in 2 pairs in the centre and single columns at the ends. Behind are wall pilasters. Round-arched central door with vermiculated spandrels and one round-arched window right and left within pedimented surrounds. The entablature has a central pediment. First floor with 3 casement windows under pediments separated by 4 Tuscan Order columns which rise to a terracotta frieze. The frieze has swags of fruit and flowers. Full-width pediment above set with terracotta fleuron and rosette tiles and, in the centre, an equestrian tile. INTERIOR: basement disposition of 3 classrooms and offices still discernible. 2-bay entrance narthex with a stick-baluster staircase at north-east corner. Upper floor has been divided into 2 floors. Gallery at east end with cast-iron balcony railings and a pair of cast-iron columns with Corinthian capitals. West end of main room with large archway. Roof structure of arched braces rising to king posts. SUBSIDIARY FEATURES: to east, cast-iron, with ball finials to the standards, ornate finials to the shafts and scrolls over the bottom rails. North return rebuilt 1953.
- 1.4 The building currently comprises three storeys, incorporating the sites sloping character from being taller in the east, and stepping down to be lower in the west. The building was originally a meeting hall and public space but last used for:
- Lower ground floor / basement: storage.
 - Upper ground floor / raised street level: open assembly hall and staging;
 - First floor over King Street: exhibition / public assembly / meeting space.
- 1.5 The building is within the No.4 King Street Conservation Area and opposite the Grade I listed St George's Theatre to the east; a number of Grade II listed buildings are also nearby on King Street.

2. The Proposal

- 2.1 There are two applications which seek Listed Building Consent and Planning Permission for:

- Demolition of external rear toilet block and erection of single storey rear extension with pitched roof.
- Extension of external roof - North west elevation;
- Alterations to facade and changes to doors and windows with internal alterations; and,
- Change of use of store to mixed use combined with art studios in basement.

2.2 No structural changes are planned within the main hall of the building. The changes relate to the later addition to the rear of the building that was erected in the 1950s originally as lavatories. This section of the building is in poor condition with damaged brickwork, and boarded-up windows and doors, and a flat roof. It is proposed to demolish this rear extension and replace with a new extension providing improved quality facilities including an accessible bathroom, on the same footprint but with a pitched roof. Adjoining this it is proposed to replace an existing first floor flat roof with shallow pitched roof.

2.3 The plans for the extension have been revised following concerns that the Conservation Section raised about the original proposed proportions and appearance of the proposed extension. Now, the proposal seeks an extension to the west elevation, clad with Cor-Ten corrugated sheeting to both the walls and the roof. The same sheeting will be used for the roof to the new extension along with the new roof to part of the existing extension. Brickwork from the demolished 1950s toilet block extension will be used to infill windows and doors on the northern elevation.

2.4 The proposed internal and external works seek to enable the re-use of the building to beneficial community activities. In land use terms, the whole building will become a mixed use (sui generis use) and the basement/lower ground level ceases being used for storage and becomes used as part of the whole site's use for mixed-use purposes as a public exhibition, galleries, meeting and events space including art studios. Internally the basement could lend itself to providing space for artist studios, and will provide lavatories, a disabled access and w/c, a wheelchair accessible lift and a plant room. Within the main part of the building, the width of door openings are proposed to be increased and replacement doors introduced.

3. Site Constraints

- Grade II Listed building
- No.4 King Street Conservation Area
- Within the Development Limits Defined by GSP1
- Within the Town Centre Boundary defined by R1

4. Relevant Planning History

4.1 There is no relevant planning history.

5. Consultations

5.1. Statutory Consultees

| | |
|---|-------------------------------|
| Consultee: Local Highways Authority (Norfolk County Council) | Response: No objection |
| Comments: n/a | |
| Officer comment / response: | n/a |
| Any relevant Condition / Informative note? | Not required. |

5.2. Internal Consultees

| | |
|---|---|
| Consultee: Conservation Section | Response: General Comments |
| Comments: The revised drawings address previously expressed concerns regarding the proposed plans and elevations. Some concerns still remain regarding the brickwork to the North and West elevations of the ground floor – the proposal suggests preserving the existing external walls of the single storey extension and infilling the existing openings with bricks from demolitions. Considering the prominence of the elevations, the quality of the existing bricks and the lack of consistency in size and rhythm of the existing fenestration to the North elevation of the single storey extension, it is recommended to consider a different approach – this could include rebuilding in good quality brick and mortar, applying the same finishing material used in the rest of the contemporary extension for consistency, or else. This could be specified in the conditions and reviewed at a further stage. | |
| Officer comment / response: | The comments from Conservation regarding the quality of the brickwork of the 1950s extension are noted, although utilising bricks from the demolished toilet block should ensure that the bricks used to block the windows should match. Whilst a rebuild of the extension in high quality brickwork to match the existing / original materials would be a preferred solution to ensure this part of the building relates better to the original building, Committee Members should be aware that only what is being applied for can be assessed. In this instance, what is being proposed is not considered unacceptable – as will be assessed further in the Historic Impact section of this report. |
| Any relevant Condition / Informative note? | The Conservation Section recommended conditions relating to details of materials, services and to ensure that any damaged fabric is repaired in a like-for-like manner. These can be used. |

6. Publicity & Representations received

Consultations undertaken: Site notices and Press advert

Reasons for consultation: Affecting the Listed Building and Conservation Area

6.1. Ward Members – Cllr(s) T Wright, M Jeal and K Robinson-Payne

| Representation | Officer Comment | Relevant Condition/Informative |
|----------------------|-----------------|--------------------------------|
| No comments received | N/a | n/a |

6.2. Public Representations

At the time of writing no public comments have been received.

7. Relevant Planning Policies

The Great Yarmouth Core Strategy (adopted 2015)

- Policy CS7 – Strengthening our centres
- Policy CS9: Encouraging well-designed, distinctive places.
- Policy CS10: Safeguarding local heritage assets.

The Great Yarmouth Local Plan Part 2 (adopted 2021)

- Policy A1: Amenity.
- Policy E5: Historic environment and heritage.

8. Other Material Planning Considerations

National Planning Policy Framework (July 2021)

- Section 4: Decision Making
- Section 12: Achieving well-designed places
- Section 16: Conserving and enhancing the historic environment

9. Planning Analysis

- 9.1. Legislation dictates how all planning applications must be determined. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

- 9.2. Section 70(2) of the Town and Country Planning Act 1990 (as amended) states: *In dealing with an application for planning permission the authority shall have regard to–*
- (a) the provisions of the development plan, so far as material to the application,*
 - (aza) a post-examination draft neighbourhood development plan, so far as material to the application,*
 - (b) any local finance considerations, so far as material to the application, and*
 - (c) any other material considerations.*

This is reiterated at paragraphs 2 and 47 of the National Planning Policy Framework.

Assessment

Demolition of external rear toilet block and erection of single storey rear extension with pitched roof. Extension of external roof - North west elevation; Alterations to facade and changes to doors and windows with internal alterations; and,

Change of use of store to mixed use combined with artist studios in basement with use of the rest of the building as a community space / gallery.

Main Issues

The main planning issues for consideration include:

- Principle of development
- Design
- Impact on Historic Environment
- Amenity

10. Principle of Development

- 10.1 The site is located within the development limits for Great Yarmouth and within the area identified the Town Centre. Great Yarmouth has the largest town centre in the borough and functions well as the main retail, commercial, cultural, educational and leisure destination for the borough. The centre has a critical mass of retailing and a sufficient catchment area to sustain significant new additions to its retail offer. Safeguarding uses conducive to this function is therefore necessary.
- 10.2 The building is vacant, previously being used as rooms ancillary to St George's Church. Church halls were primarily for mission and the activities such as Sunday school for children, Charity work, Bible study, Soup Kitchens etc. And at St George's there was a successful Beach mission that was still going strong in the 1950s. The building is a witness of this important social movement which was waning in the 1960s and finally closed in 1971.
- 10.3 The proposal would not therefore see the loss of retail or other commercial space. The use of the basement as art studios to complement the gallery above would however be analogous to a Town Centre use. Core Strategy Policy CS07 supports a wide array of uses in the town centre to improve the vitality and vibrancy of the town, including arts and cultural uses.

- 10.4 Therefore of the change of use is considered to comply with Core Strategy Policy CS07 and the principle of development is considered to be acceptable.

11. Design

- 11.1 The general approach to design is set out in Core Policy CS09 A. Here, it is expected that new development responds to, and draws inspiration from the surrounding area's distinctive natural, built and historic characteristics, such as scale, form, massing and materials, to ensure that the full potential of the development site is realised; making efficient use of land and reinforcing the local identity. This is an approach which is consistent with NPPF 130 paragraph which states:

Planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

- 11.2 The portion of the building that this application proposes to replace was built in 1953 following demolition clearance works which created Yarmouth Way. The works saw interventions to the northern elevation – which had previously been attached to a building to the north – and the flat roof rear extension.
- 11.3 The existing flat roof rear extension is typical of post-war development and has very little reference to the original part of the building. As the brickwork matches the rest of the northern elevation it is mainly the form of the flat roofs that causes the disconnect and the applications do address this.
- 11.4 The application seeks the removal of part of this rear, flat roof projection, which according to documents supporting the application suffers from water ingress. The remaining section, abutting Yarmouth Way, would see the parapet removed and a new roof installed which has the appearance of a mansard style when viewed from the road/north. The roof would be clad in Cor-Ten corrugated sheeting. The existing windows and door openings which are boarded up would be infilled with brickwork from the demolished part of the building.
- 11.5 The demolished part of the building is proposed to be rebuilt, this would too be clad in Cor-Ten corrugated sheeting with this southern half of the extension to the building having a flat roof which should be screened from the Yarmouth Way by the northern half's steep pitch. A sliding gate, also clad in Cor-Ten corrugated sheeting, would be installed providing access to the basement.
- 11.6 The proposed shape of the roof form over the existing portion of the building does reference the central part of the building. This helps to mitigate the negative impact

that the currently flat roof with parapet has. The cladding creates a contrast between the more contemporary material proposed and the brick work and slates on the original portion of the building. This juxtaposition though can be viewed in a positive light and would ensure that the extension does not appear as a poor facsimile of the original building, and is a successful technique used in many interventions and extensions to historic buildings.

- 11.7 The precise details of the external materials (such as colour) should be agreed through planning conditions to ensure that this contrast is not jarring and is instead complementary to the overall appearance of the building.
- 11.8 Subject to such a condition being imposed, the proposal would comply with the design aims of CS09.

12. Impact on Historic Environment

- 12.1 The subject property is a Grade II Listed Building and within the setting of a number of other listed buildings, including the Grade I St Georges Theatre. Section 66(1) of the Listed Buildings Act 1990 requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the Council is required to have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses.
- 12.2 The site is also located within the no.4 King Street Conservation Area. Section 72(1) of the Listed Buildings Act 1990 states that in the exercise of various functions under the Planning Acts in relation to land in conservation areas (including determination of planning applications) the Council is required to pay special attention to the desirability of preserving or enhancing the character and appearance of the Conservation Area.
- 12.3 Being that the applications affect designated heritage assets, the scheme should comply with Core Strategy Policy CS10 which in part requires that proposals should conserve and enhance the significance of the borough's heritage assets and their settings, such as Conservation Areas, Listed Buildings, Scheduled Ancient Monuments, archaeological sites, historic landscapes including historic parks and gardens, and other assets of local historic value. This approach is expanded upon by LPP2 policy E5 which requires development to "seek to conserve and enhance the significance of heritage assets, including any contribution made by their setting, by positively contributing to the character and local distinctiveness of the area."
- 12.4 The Conservation Officer did raise an objection to the plans as initially submitted, raising concern about the proposed windows and suggesting a unified appearance and rhythm would be more appropriate. Following receipt of revised plans and re-consultation, the Conservation Officer confirmed that "*The revised drawings address previously expressed concerns regarding the proposed plans and elevations.*"
- 12.5 The Conservation Section did raise some concern about the proposed treatment of the northern elevation facing Yarmouth Way, due to the already existing lack of consistency in size and rhythm of the existing fenestration to the North elevation of the single storey extension. This is already existing and the LPA cannot require the applicant to remove this, the question is whether the interventions proposed are acceptable.

- 12.6 In this instance, what is being proposed is considered to be suitable. The reuse of bricks from the demolished part of the extension should ensure that the blocked-up windows match the existing brickwork. It would also provide a reference to the former use and history of the building.

- 12.7 Paragraph 196 of the NPPF states:

“Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.”

Regardless of the deteriorated state of the exterior of the building, the proposal is considered to represent an improvement in terms of the character and appearance of the Listed Building when compared to the form of the existing rear projection.

- 12.8 The proposal is therefore not considered to generate harm to the Listed Building, not to the setting of neighbouring Listed Buildings or to the character and appearance of the Conservation Area. As such, the proposal complies with policies CS10 and E5.

13. Amenity

- 13.1 Adopted policy A1 expands on policy CS09 F to ensure that no significantly harmful amenity issues occur, including overlooking and loss of privacy; loss of light and overshadowing and flickering shadow; building and structures which are overbearing; nuisance, disturbance and loss of tranquillity from waste and clutter, intrusive lighting, visual movement, noise, poor air quality (including odours and dust); and vibration.
- 13.2 Given the proposed use, distance to neighbouring properties and height of the proposed roof, none of these are expected to occur and the proposal is considered to comply with policies CS09 F and A1.

Local Finance Considerations

- 24.1 Under Section 70(2) of the Town and Country Planning Act 1990 the Council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant such as new homes bonus, or the Community Infrastructure Levy (which is not applicable to the Borough of Great Yarmouth). Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority, for example. There do not appear to be any planning-related local finance considerations linked to this development.

14. The Planning Balance

- 14.1 The proposed use, supporting the arts, is considered to represent a use which falls within a use suitable for a town centre location and is supported in principle by Core Strategy Policy CS07.
- 14.2 The proposals see the removal of part of a poorly integrated later addition to the Listed Building. The proposed extension and roof propose an extension with a more contemporary appearance which should complement the overall appearance of the designated heritage asset and character and appearance of the Conservation Area.
- 14.3 Precise details of the external materials have not been provided as part of this application. It is considered necessary to condition these to ensure that the proposed external finish complements the character of the original building.

15. Conclusion and Recommendation

- 15.1 Having considered the details provided, the application is considered to comply with policies CS07, CS09 and CS10 from the adopted Core Strategy, and policies A1 and E5 from the adopted Local Plan Part 2. It is not considered that there are no other material considerations to suggest the application should not be recommended for approval.

RECOMMENDATION 1:

It is recommended that application 06/22/0718/F should be APPROVED subject to the following Conditions:

- 1 The development must be begun not later than three years beginning with the date of this permission.

The reason for the condition is :-

The time limit condition is imposed in order to comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 The development shall be carried out in accordance with the following plans received by the Local Planning Authority on the 2nd September 2022:

- Site plan (unreferenced)

and the development shall be carried out in accordance with the following revised plans received by the Local Planning Authority on the 25th April 2023:

| | |
|-----------------------------|-------------|
| - Lower Ground Floor Plans: | 254-SK-03-B |
| - Upper Ground Floor Plans: | 254-SK-04-B |
| - Northern Elevation: | 254-SK-11-B |

- Southern Elevation: 254-SK-12-A
- Western Elevation: 254-SK-15-B

The reason for the condition is:-

For the avoidance of doubt.

- 3 No works shall commence until such time that full details of all new proposed windows, doors, cladding and brick work has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

The reason for the condition is:-

To ensure that regard is paid to protecting the character and appearance of the Listed Building and the Conservation Area in accordance with the requirements of Core Policy CS10 and Local Plan Part 2 policy E5.

- 4 No works shall commence until such time that the position, type and method of installation of all new and relocated services and related fixtures (including rainwater goods, communications and information technology servicing), has been specified and agreed in writing with the Local Planning Authority wherever these installations are to be visible, or where ducts or other methods of concealment are proposed. The development shall be carried out in accordance with the approved details.

The reason for the condition is:-

To ensure that regard is paid to protecting the special architectural and historic interest of the building in accordance with the requirements of Core Policy CS10 and Local Plan Part 2 policy E5.

- 5 All original external and internal historic features, part of the special character of the heritage asset (including buttresses, brickwork, joinery of historic importance, etc) should be preserved and protected from any damage throughout the works. Any damaged fabric should be repaired in a like for like manner with relevant matching materials and techniques.

The reason for the condition is:-

To ensure that regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 6 During the works, if hidden historic features or archaeology are revealed they should be retained in-situ. Works shall be halted in the relevant area of the building and the Local Planning Authority should be notified immediately.

The reason for the condition is:-

To ensure that historic features are recorded and preserved as part of the special character of the Listed Building.

and any other conditions and informative notes considered appropriate by the Development Manager.

RECOMMENDATION 2:

It is recommended that listed building consent application 06/22/0717/LB should be APPROVED subject to the following Conditions:

- 1 The development must be begun not later than three years beginning with the date of this permission.

The reason for the condition is:-

Required to be imposed pursuant to Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 The development shall be carried out in accordance with the following plans received by the Local Planning Authority on the 2nd September 2022:

- Site plan (unreferenced)

and the development shall be carried out in accordance with the following revised plans received by the Local Planning Authority on the 25th April 2023:

| | |
|-----------------------------|-------------|
| - Lower Ground Floor Plans: | 254-SK-03-B |
| - Upper Ground Floor Plans: | 254-SK-04-B |
| - Northern Elevation: | 254-SK-11-B |
| - Southern Elevation: | 254-SK-12-A |
| - Western Elevation: | 254-SK-15-B |

The reason for the condition is:-

For the avoidance of doubt.

- 3 No works shall commence until such time that full details of all new proposed windows, doors, cladding and brick work has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

The reason for the condition is:-

To ensure that regard is paid to protecting the character and appearance of the Listed Building and the Conservation Area in accordance with the requirements of Core Policy CS10 and Local Plan Part 2 policy E5.

- 4 No works shall commence until such time that the position, type and method of installation of all new and relocated services and related fixtures (including rainwater goods, communications and information technology servicing), has been specified and agreed in writing with the Local Planning Authority wherever these installations are to be visible, or where ducts or other methods of concealment are proposed. The development shall be carried out in accordance with the approved details.

The reason for the condition is:-

To ensure that regard is paid to protecting the special architectural and historic interest of the building in accordance with the requirements of Core Policy CS10 and Local Plan Part 2 policy E5.

- 5 All original external and internal historic features, part of the special character of the heritage asset (including buttresses, brickwork, joinery of historic importance, etc) should be preserved and protected from any damage throughout the works. Any damaged fabric should be repaired in a like for like manner with relevant matching materials and techniques.

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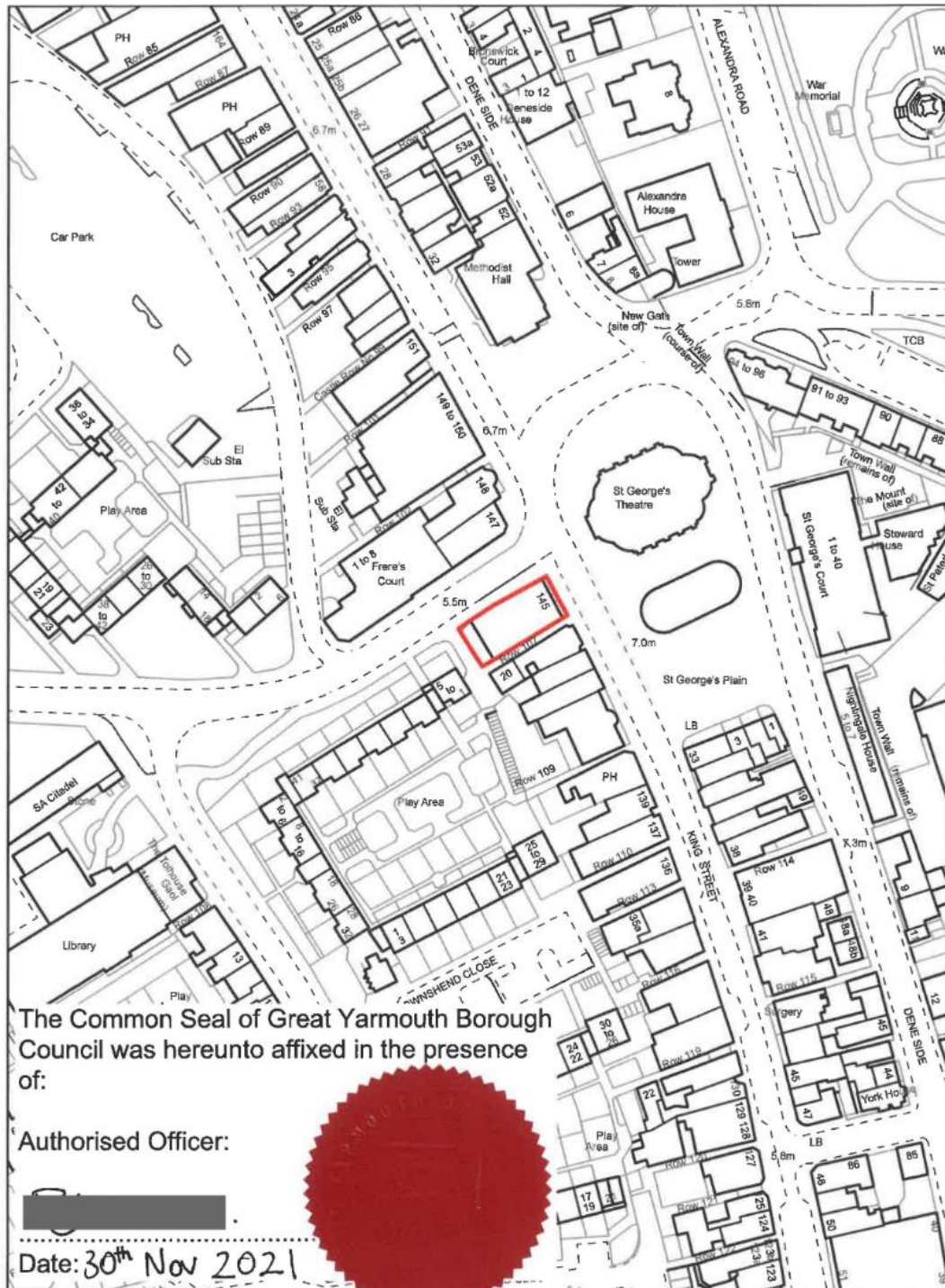
and any other conditions and informative notes considered appropriate by the Development Manager.

Appendices:

1. Site Location Plan

145 King Street, Great Yarmouth

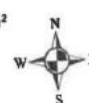
Application site location plan (06/22/0718/F and 06/22/0717/LB)



GREAT YARMOUTH
BOROUGH COUNCIL

Strategic Planning
Town Hall, Hall Plain
Great Yarmouth, Norfolk, NR30 2QF
Customer Contact Centre Tel: (01493) 856100
E-mail: localplan@great-yarmouth.gov.uk
Web: www.great-yarmouth.gov.uk

Area 267.23m²



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|---------------------|
| Date: 12/09/2019 |
| User Name: sgs |
| Drawing No. |
| Scale @ A4: 1:1,250 |