

Item
4(1)

SUMMARY

Description:	<p>13/01296/F - Conversion to the National Centre for Writing (Class Sui Generis) including minor changes to main house, substantial rebuilding of the annexe and a new garden extension.</p> <p>13/01297/L - Demolition and substantial rebuilding of the rear annexe and boundary walls including minor alterations to the main house to facilitate conversion to the National Centre for Writing.</p>
Reason for consideration at Committee:	<p>Objection.</p> <p>Note: These proposals were previously scheduled for 06 March Committee. This report supersedes that produced for 06 March committee and provides a comprehensive assessment for both applications (13/01266/F and 13/01297/L), taking account of all subsequent additional representations and additional material.</p>
Recommendation:	Approve
Ward:	Mancroft
Contact Officer:	Mr Kian Saedi Planner 01603 212524
Valid Date:	27 September 2013
Applicant:	Mr Chris Gribble
Agent:	Mr Robert Sakula

INTRODUCTION

The Site

Location and Context

1. The site is located on the south side of St Giles Street adjacent to the St Giles entrance to the Police Station car park and in front of houses of Old Barley Market located at the rear. City Hall is located further beyond the Police Station car park to the east.
2. Gladstone House is a Grade II listed Georgian property understood to have been built in 1785-90. The house was occupied by a series of notable Norwich figures until its use as a Liberal Club between 1890-1967, from which came its current name after William Ewart Gladstone who was British Prime Minister in 1890. Norwich City Council are the current freeholders of the building and have rented the property out as offices since 1968 leading to the present day. During this time two major refurbishments have taken place, both of which have involved structural alterations although the plan form and architectural detailing the property is still of some status and refinement, highly characteristic of the period in

which it originated.

3. Gladstone House previously formed part of row of Georgian townhouses running to the east, which were demolished in the 1930s to make way for City Hall. The rear garden of Gladstone House was previously much larger and stretched to Bethel Street, but much of it has now been lost to development including the Fire Station in the 1930s and more recently the housing development at Old Barley Market.
4. The site is located within the City Centre Conservation Area and within the Cultural and Civic Centre of the City Centre. The site is also located within an Area of Main Archaeological Interest.

Planning History

4/1989/0519 - Internal alterations to provide new disabled toilet and stair and internal repairs. (APCON - 12/07/1989)

Equality and Diversity Issues

The proposal incorporates an emphasis on providing inclusive access. Level access is provided from the rear and a platform lift is proposed to provide access across all floors and to the writers in residence apartments. WCs for disabled users will be provided in all levels of the main building.

The Proposal

5. The proposal is for the conversion of Gladstone House to the National Centre for Writing (NCW) (Class Sui Generis), including minor changes to main house, new garden extension, demolition and substantial rebuilding of the rear annexe and boundary walls. The NCW will provide teaching and conference spaces, offices, storage, a café, private basement bar, ancillary shop, garden auditorium events space, platform lift to all levels, two writers in residence apartments and new WCs.

The applicant states that Gladstone House will be a new base for a new organisation to lead the UK's literature sector, with links to other organisations internationally and to enhance Norwich's status as England's first UNESCO City of Literature.

Representations Received

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. As of 25 March 2014, 122 letters of representation have been received citing the issues as summarised in the tables below.
7. During the process of assessing the full application (12/01296/F) a management plan was submitted as an additional document to be assessed as part of the application, including a layout plan illustrating refuse storage/collection. An addendum to the design and access statement for both 13/01296/F and 13/01297/L was also submitted along with a statement on how the applicant conducted the consultation process. The application was subsequently re-advertised on site, in the press, to neighbours and to all contributors.

75 letters of objection from 57 persons raising the following points

Issues Raised	Response
Harm to the listed building	Par. 47-68 & 84-92
Loss of the rear garden at the detriment of the character of the listed building	Par. 67-68 & 84-92
Overdevelopment	Par. 72
Harmful to the setting of the listed building	Par. 49 & 73-88
Internal alterations are harmful to the listed building	Par. 56-72, 66 & 84-92
Poor design of the auditorium/overbearing	Par. 42, 69-72 & 81-83
Disturbance from plant/machinery	Par. 28
Lack of clarity regarding opening hours and nature of events taking place on site	Par. 27, 30-32 & 38
Noise disturbance	Par. 25-39 & 70
Light pollution	Par. 112
Overlooking	Par. 40-41
Inadequate consultation	Par. 120
Noise and smell from toilets	Par. 33
Smoking and associated disturbance to neighbouring properties	Par. 118
Party wall with properties at the rear, encroachment into the gardens of neighbouring properties and loss of light from the height of the wall	Par. 121
Poor access	Par. 93-94 & 96-100
Refuse storage/removal may be problematic	Par. 104
Proposal will increase traffic levels and result in congestion	Par. 93 & 95-100
Inadequate parking in the area	Par. 93 & 103
Norwich has many other venues that could be utilised	Par. 68
Concerns regarding the financing of the project	Par. 123
Loss of offices	Par. 22-24
Poor security	Par. 112
Loss of trees	Par. 113-114
Potential loss of value to neighbouring properties	Par. 122
Inadequate provision loading/unloading/delivery facilities	Par. 102

Several letters have also raised matters that are not material planning matters, including the credibility of the applicant, funding of the project, the Council's role in the proposal for the National Writers Centre and the partnerships involved in the project.

Additional comments have been received since the last meeting and are addressed below:

No justification for the selection of this particular site – It is not necessary for the applicant to

undertake a sequential test for the choice of site location. Instead, a clear and convincing justification must be provided for the harm. The applicant has set out justification for why the facilities have been concentrated at the site within the Addendum to Design and Access Statement document, received 04 February 2014.

Management plan marked as draft – The applicant has provided confirmation that they are happy for the draft to be taken forward as the final management plan.

Applicant's assertions that the building is neglected are incorrect and irrelevant – Noted.

Controlling numbers on site - The applicant has stated that they will limit the simultaneous use of event spaces in the NCW after 8pm and this will assist in keeping numbers down. It will be the responsibility of the NCW to restrict numbers on site to no more than 140

Fire safety during events - Fire safety is covered in Part B of Building Regulations. Norfolk Fire and Rescue have raised no objections to the proposal.

Problems with the Council's website preventing people from submitting representation or viewing key documents - In order to avoid any possible prejudice to members of the public wishing to submit representations on the additional information submitted with the application the period for consultation was extended. Electronic copies of plans have been sent to those people that have experienced problems with accessing plans and have then requested them to be sent. Additional time has been allowed for public comments.

Facilities proposed by the Writers' Centre already exist within a short distance from the site - The applicant has set out justification for why the facilities have been concentrated at the site within the Addendum to Design and Access Statement document, received 04 February 2014.

Why has the Writers' Centre been offered a free lease? - Not a material planning consideration.

Disagreement between English Heritage and applicant on level of harm being caused to the historic fabric of the building and effect of the proposal on the character and setting of the listed building and conservation area - the applicant has set out a response to English Heritage comments. Whilst the response does disagree with certain points raised by English Heritage, the applicant has set out their justification for the elements of the proposal identified by English Heritage as causing harm to the listed building. Both the comments of English Heritage and the applicant have been considered in the assessment of the application and the impact of the proposal upon the setting of the listed building and character/appearance of the conservation area are discussed in the committee report.

The proposal will go against English Heritage advice and cause substantial harm to the listed building - English Heritage have confirmed that they do not consider the harm to Gladstone House in the current application to amount to "substantial" in terms of the NPPF.

Inadequate management plan - The management plan has been assessed and is considered to be acceptable.

Displacement of current occupiers of the offices which are a successful business - See par. 19-21.

The Heritage Consultant employed by the applicant could be anyone - The heritage report is satisfactory and has been assessed by officers and English Heritage.

Applicant's justification for why the garden space and writers' in residence apartments are necessary is questioned - The justification is considered to be acceptable.

Concern over pedestrian and vehicular traffic disruption during construction - It will be necessary for the applicant to submit a Construction Method Statement for approval by the local planning authority prior to development beginning. See condition 26 (full app).

Concern raised regarding number and content of conditions added to both applications - All conditions are considered to pass the tests of Circular 11/95 and for ensuring acceptable development.

Comments of English Heritage, The Georgian Group and the Council's Conservation Officer have been ignored - All consultee comments have been considered in the assessment of the application.

Disputed public benefits of the proposal - The benefits of the proposal are discussed at various points in the report.

Comments about a vested interest of the City Council as it owns the building and supports the Writers' Centre meaning that the planning process has been biased and requesting that the Secretary of State calls in the application for determination – See par.125.

A 35 page submission from a local resident complementing the other objections and 17 page submission from the company currently occupying the offices at Gladstone House raise the following points. Comments on each point are alongside:

- a. Need for all the facilities at one venue not justified, each component should be looked at on its individual merits – The applicant has set out justification for why the facilities have been concentrated at the site within the Addendum to Design and Access Statement document, received 04 February 2014.
- b. Comments on the applicant's legal status and partnerships – Not a planning matter.
- c. The applicant's pre-application consultation was flawed and biased - No comment. Not investigated - the Council's own consultations allow adequate opportunities for public comment and the Council has satisfied statutory requirements for full and proper consultation.
- d. The description wording is misleading – Considered satisfactory and the plans are clear.
- e. No mention of external lighting CCTV – See par. 101 & 112.
- f. More than 50 per cent of the site is in use as offices (applicants documents are in error) – No comment as not a significant planning issue.
- g. Some trees /shrubs in neighbouring gardens would be affected – see par.113-114.
- h. Trade effluent question on form is incorrect – Not significant. Trade effluence not identified as a concern.
- i. Queries the number of jobs on the form and which is false and misleading – This is not a significant issue.
- j. Front door is not suitable as a fire exit - Building Regulations matter.
- k. Potential light pollution from skylight above lift shaft – Not a significant issue.
- l. Key decorative elements in rooms should be restored – Cannot be required.
- m. Lack of details of re-wiring, changes to door swings – The information provided by the applicant is acceptable and further detail is conditioned.
- n. Impossible to assess how the writer's spaces will be used – The information provided by the applicant is acceptable
- o. Concern about basement speakeasy use – The use of the basement bar will be subject to conditions controlling amplified sound equipment and also hours of operation. The conditions

are considered sufficient for avoiding any disturbance to neighbouring properties. The applicant has set out in the Management Plan that the basement bar will only be open to people associated with the writers centre and not the public. Compliance with the Management Plan shall be conditioned.

p Lack of technical details of PV panels – see par. 109.

q Lack of details of signage - Not needed at this stage.

r. Changes to south elevation are harmful to listed building – see par. 63-65, 67-68 & 84-92.

s. Lack of details of floodlighting – Lighting scheme is conditioned.

t. Shop will attract additional visitors and aggravate potential nuisances – Not considered a significant issue, see par.31.

u. High occupancy of all rooms will have adverse implications – See par.33.

v. The writers in residence studios should be treated as normal dwellings – The units are not considered to be appropriate for general usage and need to be conditioned appropriately (condition 25 of full app).

w. Access to studios is only via spiral staircase, potential nuisance and overlooking, could be used as a smoking area – See par.41 and condition 15 of full app.

x. Studios could revert to other uses in the future – This would need planning permission

y. Additional windows will overlook properties – See par. 40-41

z. Ivy is inappropriate – Landscaping condition will ensure suitable planting species.

aa. The auditorium is on land that the applicant state is in poor condition – Not a significant consideration.

bb. View from seating area is only of part of south elevation. See par. 81-83.

cc. Potential noise pollution from undercroft, PA and heat vents, but no details of heating facilities- See par. 27-28 re noise and conditions 5-8 of full app. Heating details not necessary at this stage.

dd. Although auditorium can be blacked out it is not a guarantee that this will happen and could cause light pollution – Not a significant matter

ee. As access to auditorium could be independent it should be classed as D” use- the proposal is a sui generis mixed use - Categorisation of different elements of the building would be inappropriate as it will operate as one entity.

ff. Lack of detail of green roof, if a sprinkler is used it could harm neighbours in windy weather, could create damp – Technical details are a matter for Building Regulations. Height of roof is referred to in par. 72.

gg. Noise from garden – see par. 24-39.

hh. Condition required for no smoking in courtyard – The applicant has stated no smoking in the courtyard area within the Management Plan. Compliance with the Management Plan is conditioned.

ii. 2m wall to east will block view of Gladstone House if a piazza were to be created on existing police car park – Noted. There are no plans in place for the redevelopment of the area to the rear of City Hall so whether any proposals to provide public open space in this area will come forward remains uncertain. The views afforded of the rear of Gladstone House from any area of public open space would be highly dependent on the depth of any building fronting St Giles Street and the levels and layout of any area of open space. This may also be partly obscured by Old Barley Market. As such it is considered that minimal weight should be ascribed to this issue.

jj. Noise and smells from sanitary block – Not considered a significant matter. Will have to meet Building Regulations standards

kk Lack of WC provision – Building Regulations matter.

ll. Location of waste store and times of collection – Waste store is indicated on plans and the Management Plan and associated plan ref.101 /* [received 28 January 2014] indicates collection details. Delivery and collection hours are restricted by condition.

mm. Concern about use of proposed rear passage and security risk – The rear passage is for emergency exit and access to the auditorium undercroft only.

- nn. New wall on boundary – Legal and ownership issues – Private matter, not planning consideration.
- oo. New wall on boundary will restrict light and if lit will cause light pollution – Lighting scheme will be conditioned and the rear boundary wall with The Old Barley Market is not at a height much greater than the existing rear boundary treatment.
- pp. Concern about drainage –Building Regulations matter.
- qq. Loss of garden and impact on birds – see par. 115-116.
- rr. Smokers could congregate on alley way and impede access – Noted
- ss. No details of security camera- See par. 112.
- tt. Precise uses of the building are not clear – The information provided is satisfactory.
- uu. Noise issues from the building – see par. 25-39.
- vv. Lack of independence of the applicant's heritage report, it includes tendentious philosophical questions and is superficial - The report is satisfactory and has been assessed by officers and English Heritage.
- ww. Many detailed points about the Travel Plan, its inaccuracies and errors – The report is satisfactory and the issues have been assessed and approved by transport officers. Compliance with the Travel Plan is conditioned.
- xx. Doubts about how the Travel Plan will be communicated to users and will be lip service only – The proposals are satisfactory and compliance with the Travel Plan will be conditioned.
- yy. Disabled persons access is only paid lip service, there is no dedicated parking, need for dropped kerbs, access path is narrow and difficult to use, conflicts of movement in rear garden, poor links to disabled toilets, no dedicated wheelchair spaces in auditorium, inadequate facilities for staff, and visiting artists and inadequate evacuation information. The facilities provided are adequate. Emergency evacuation and WC provision are matters for Building Regs/Fire Officer, although it should be noted that the applicant has provided toilets at every level. Dedicated auditorium wheelchair spaces are indicated on the plans.
- zz. 13 pages of notes highlighting policies in the NPPF, JCS and Local Plan are included. The significant and relevant policies and emerging policies are referred to in the report and the analysis of the issues is throughout the report.
- aaa. Views must be taken into account from the side alley – see par. 77, 80 & 82-83.
- bbb. External alterations and auditorium will obscure the view onto the rear elevation of Gladstone House and harm the listed building – see par. 77-83.
- ccc. Inadequate access to the site – see par. 96-100.
- ddd. Alternative locations are available that wouldn't damage the heritage of the city – see par. 68.

47 letters of support have been received from 47 persons raising the following points:

Issues Raised

Promotion of cultural diversity

Educational benefits

Enhance Norwich's literary status and reputation,

The NCW will benefit tourism

Very accessible location

Enhance the vibrancy and reputation of the city

Benefits to the local community of all ages

It will create new employment and attract local and national talent to the city

Benefit to Norwich's creative/arts economy

It will support creative writing, especially amongst the young, and it will encourage creative writers to stay in Norwich when they reach adulthood

Help improve literacy levels amongst the young

Benefit to the longer term conservation of the building

Build on Norwich's status as a UNESCO City of Literature

Bring a fine historic building into public use

Enhance the built environment of the city

Opportunity to engage with young people across the country

Greater number of people will be able to enjoy the heritage asset

The proposals will help bring the best international writers and translators to the city

A number of writers have reflected on how the Writers' Centre Norwich have assisted them in their literary advancements and how the NCW will help enable similar levels of support to be extended to many more people

Norwich currently lacks sufficient number of venues for literary events

Boost to the vitality of the city

Literary facilities are currently centralised in London

International and national funding will be brought to the centre of the city

The funding for the project will enable the restoration of Gladstone House and its future

The NCW will develop long-term literacy programmes for children and young people

Writers' Centre Norwich was founded by the UEA in partnership with ACE, Norwich City Council and Norfolk County Council and is a local initiative, not a national conspiracy – Not a material consideration

The proposal will upgrade facilities and provide access to the building for visitors and

disabled staff
The design of the auditorium has been designed to frame the Georgian façade
The NCW will form an integral part of a major cultural quarter
Disabled access and facilities will be provided across all levels of the building
The auditorium is necessary for the NCW to achieve a full programme of readings and spoken word events and has been designed to minimise impact upon neighbouring properties and only partially obscures the rear Georgian façade of the main building

Consultation Responses

8. English Heritage:

First response:

Considered that while the proposed change of use for Gladstone House is not in principle objectionable the current application contains proposals that are harmful to the significance of the building in terms of paragraphs 132 and 134 of the NPPF, which would not accord with paragraph 137 and therefore would not achieve the NPPF's overarching objective of delivering sustainable development. The application itself fails to satisfy paragraph 128 in terms of the information provided. It may be that some of these proposals could be achieved in less harmful ways and that additional information, if made available, would satisfy some concerns about further possible harm. It is recommended that the application be withdrawn pending detailed discussions.

Accepted that the proposed writers centre might deliver a public benefit in terms of paragraph 134 of the NPPF and this should be weighed against the harm. However, the lack of clear and convincing justification for some of the proposals, the lack of information concerning others and harm to the listed building from the proposed alterations means we would recommend the application is refused.

Second response:

On balance it is not considered that the harm to Gladstone House entailed by the current application to be "substantial harm" in terms of the NPPF. However, the harmful elements do affect core aspects of Gladstone House's significance.

One should be proportionate to the heritage asset's significance and the degree of harm proposed when seeking justification. Preserving the significance of heritage assets is an element of sustainable development (one at its core) and that 'great weight' should be given to conservation of that significance when LPAs determine applications. The Council should be convinced that the harm has been minimised and that the proposed use is the best one for securing the future of the building. There are harmful elements of the scheme that might be amended or removed to reduce the harmful impact. There is also justification sought for these changes which would show that they are required to deliver the public benefit. These issues should be addressed before the application is determined.

9. The Georgian Group: Proposed alterations to the rear elevation will harm the character and symmetry of the elevation, the removal of the service staircase would be damaging to the listed building's significance, the auditorium would have a negative impact upon the

setting of the listed building and impact upon the house's significance. The proposed alterations would, in their totality, cause an unacceptable level of damage to the historic fabric and significance of the listed building. If the application is not amended then planning permission should be refused.

10. Norwich Society:

First response:

We are in favour of this careful refurbishment of Gladstone House to its new use, including the remodelling of the annexe. However, we have reservations about the siting and visual impact of the auditorium. Controlling noise and light emitted from it and the courtyard will be difficult and require very careful detailing and control to mitigate nuisance to neighbours. Issue of public access on the east boundary needs immediate resolution to ensure effective and safe access. Recommended that both applications be deferred into solutions to the issues have been explored.

Second response:

The management plan goes some way to addressing some of the earlier concerns.

It is accepted that internal layout and details have to be modified to achieve the new use of the building but the objections of English Heritage and The Georgian Society are noted and if permission is granted it will be vital for a clear set of controlling conditions to be put in place and monitored to ensure the interventions are carried out in the proper manner.

No further comments on intended work to the rear annexe where addition of third floor makes better and more flexible use of this element of the building.

Pleased to see a greater use of the front door to St Giles Street but would prefer to see the door's use fully reinstated. However, it is appreciated that this would mean that those requiring special access would have to use the door on the garden side of the House.

The proposals for the removal of waste/refuse draw activities away from adjacent housing.

It is imperative that the controls detailed in the proposed management plan are rigidly managed and monitored at all times.

Very concerned about the narrow access on the east boundary of the site, which prevents sufficient access during busy times.

Whilst the project itself and conversion of the house is strongly supported by the Norwich Society, it is felt that there is enough space for performance provided in the connecting ground floor rooms and also in many available under-used venues close-by.

It is recommended that the application be deferred and re-designed.

11. Historic Environment Services: No objections to the scheme subject to the imposition of conditions requiring compliance with a written scheme of investigation and potentially reporting and archiving of results if archaeological remains are uncovered. It is also suggested that photographic survey be conditioned to add to the Historic Environment Record (HER).

12. Norfolk Constabulary: Whilst the proposal will enhance security of the site in some areas,

several recommendations are made that could further enhance security.

13. Norfolk Fire and Rescue Service: No objections provided that the proposal meets necessary Building Regulations requirements. It is considered that the proposal can achieve the proposed numbers as the passageway is no worse than an internal corridor but without the possibility of becoming smoke logged. The plans show more than one exit route onto the passageway and evacuees will always have a choice of which way to go. A passing place is however a good idea.

14. Design Review Panel (Comments in response to pre-application scheme):

The panel commended the scheme and felt the Writers' Centre was an ideal use for such a building in this location. The combination of public access and the lack of need for on-site parking make it the perfect choice. The intention to restore the main house largely to its original floor plan was applauded.

Whilst recognising the planning authorities concerns about the reduction in the size of the garden, the Panel felt that less credence should be given to the historic context and positioning of the main building within a large garden. Over the years much has changed in the city scape and the density around the site and what was originally intended shouldn't be held against the building now in a different era of urban density.

The Panel welcomed the retention of existing windows and doorways and the intention to open windows into doors using materials in keeping with existing designs.

The Panel expressed concerns about the access to the site. The walkway alongside the garden is very narrow and may present a problem especially after an event with potentially 100+ people leaving the site at the same time. The City Council was urged to continue their support of the scheme and look at ways of improving access if at all possible.

Other areas the Panel felt they would like to be given further consideration were the impact of the additional annexe storey on the surrounding buildings and the accessibility within and between the various buildings for wheelchair users. The fire safety issue of lifts opening directly into the living space of the two flats was also questioned and the promoters were encouraged to investigate this. The Panel commented on the angle of the auditorium roof and asked that any potential to reduce the angle should be looked at in order to allow views of Gladstone House from the housing behind to be retained if possible. Any scope for alternative roofing materials, which might soften the visual impact should also be explored.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

Section 1 – Building a strong, competitive economy

Section 4 – Promoting sustainable transport

Section 7 – Requiring good design

Section 10 – Meeting the challenge of climate change, flooding and coastal change

Section 11 – Conserving and enhancing the natural environment

Section 12 - Conserving and enhancing the historic environment

Relevant policies of the adopted Joint Core Strategy (JCS) for Broadland, Norwich and

South Norfolk 2014

Policy 1 – Addressing climate change and protecting environmental assets
Policy 2 – Promoting good design
Policy 3 – Energy and water
Policy 5 – The economy
Policy 6 – Access and transportation
Policy 8 – Culture, leisure and entertainment
Policy 11 – Norwich City Centre
Policy 20 - Implementation

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

NE9 - Comprehensive landscaping scheme and tree planting
HBE3 – Archaeology assessment in Area of Main Archaeological Interest
HBE8 - Development in Conservation Areas
HBE9 – Development affecting Listed Buildings
HBE12 - High quality of design in new developments
EP16 - Water conservation and sustainable drainage systems
EP18 - High standard of energy efficiency in new developments
EP22 - High standard of amenity for residential occupiers
TVA1 – Proposals for new visitor attractions - access
TVA4 – Proposals for visitor attractions with priority areas and sequential approach
EMP3 – Protection of small business units and land reserved for their development
TRA3 – Modal shift measures in support of NATS
TRA5 - Approach to design for vehicle movement and special needs
TRA6 - Parking standards - maxima
TRA7 - Cycle parking standards
TRA8 - Servicing provision
TRA12 – Travel Plans for employers and organisations in the city

Supplementary Planning Documents and Guidance

City Centre Conservation Area Appraisal (September 2007)
National Planning Policy Guidance (NPPG) (March 2014)

Other Material Considerations

Emerging DM Policies (submitted for examination):

The Joint Core Strategy and Replacement Local Plan (RLP) have been adopted since the introduction of the Planning and Compulsory Purchase Act in 2004. With regard to paragraphs 211 and 215-216 of the National Planning Policy Framework (NPPF), both sets of policies have been subjected to a test of compliance with the NPPF. Both the 2011 JCS policies and the 2004 RLP policies above are considered to be compliant with the NPPF. The Council has now submitted the emerging Local Plan policies for examination and considers most of these to be wholly consistent with the NPPF. Weight must be given to the emerging Local Plan and relevant policies are listed below for context although none change the thrust of the current Local Plan policies discussed in the main body of this report:

DM1 Achieving and delivering sustainable development
DM2* Ensuring satisfactory living and working conditions
DM3* Delivering high quality design
DM9 Safeguarding Norwich's heritage
DM17 Supporting small business
DM28* Encouraging sustainable travel
DM30* Access and highway safety
DM31* Car parking and servicing

* These policies are currently subject to objections or issues being raised at pre-submission stage and so only minimal weight can be applied in particular instances. However, the main thrust of ensuring adequate design and amenity is held in place through the relevant Local Plan policies listed above.

Principle of Development

Statutory duties relating to Listed Buildings, Setting of Listed Buildings and Conservation Areas:

15. S66(1) Listed Buildings Act 1990 provides: “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State 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”.
16. The Court of Appeal in *Barnwell Manor Wind Energy Ltd v East Northamptonshire DC* [2014] has held that this means that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise. Furthermore, less than substantial harm having been identified does not amount to a less than substantial objection to the grant of planning permission.
17. S72 Listed Buildings Act 1990 provides: “In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of [the Planning Acts] special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”. It should be noted that The *Barnwell Manor* case principles (see above) are of similar application in the context of s72 duties, also, - i.e considerable importance and weight is to be given.

Policy Considerations

18. In its primary spatial planning objectives the Joint Core Strategy seeks to promote culture as an aid to developing the economy, stimulating further regeneration and increasing sustainable tourism. Norwich is identified as the ‘cultural capital’ of East Anglia and this role is sought to be enhanced by the proposed development.
19. Joint Core Strategy policy 5 seeks expansion of, and access to, further and higher education provision and policy 8 promotes development for new or improved facilities that support the arts as well as development that provides for local cultural and leisure activities. The proposed conversion would go some way in realising these objectives.
20. The NCW establishes a partnership between Writers' Centre Norwich and the University of East Anglia (UEA). The proposed educational/leisure offer of the NCW and partnership with the University are considered likely to chime positively with the aforementioned policy objectives of the Joint Core Strategy.
21. The City of Norwich Replacement Local Plan 2004 encourages the development of additional visitor attractions provided that regard is had for traffic and environmental considerations. Gladstone House is located within the Civic Centre of the City, which is identified as an appropriate location for new visitor attractions under saved policy TVA4 of

the Local Plan.

22. Policy 5 of the Joint Core Strategy, saved policy EMP3 of the Local Plan and policy DM17 of the emerging Development Management Plan seek to retain a suitable supply of smaller employment sites across the City and saved policy EMP3 specifies that development proposals involving the loss of office space will only be permitted where the developer can demonstrate that there is no evidence of a demand for small office units in the Norwich area which would justify the retention of the land/premises for that purpose.
23. The 'report on potential and demand for office use' prepared by Roche indicates that Gladstone House is not recognised as ideally suited for office use due to its arrangement, specification and lack of parking. The 'Roche' report identifies that an extensive supply of vacant office space exists in the vicinity of the application site, offering a wide choice for potential occupiers across a range of sizes and locations. The existing offices at Gladstone House are not fully occupied and the proposed use will generate employment at the site, whilst having a minimal impact upon the supply of office space in the surrounding area. For the associated public benefits of the proposal, the site is considered optimal in terms of offering a sustainable and accessible location.
24. The loss of the office space is therefore considered justified in accordance with policy 5 of the JCS, EMP3 of the adopted Local Plan and policy DM17 of the emerging Development Management Plan, which can be ascribed significant weight in the absence of objections at pre-submission stage.

Impact on Living Conditions

Noise and Disturbance

25. Immediately to the south of the site are houses within the Old Barley Market. The rear gardens of a row of terraces within the Old Barley Market border the application site and at their closest, have rear faces located approximately 4.2 metres from the rear face of the proposed garden auditorium. Given the sensitivity of nearby uses therefore, it is essential that the potential for noise spillage from the Writers' Centre is adequately mitigated against.
26. Whilst noise disturbance from the site as whole has been considered, the most likely sources of noise that could affect the surrounding environment have been identified as the garden auditorium, the courtyard space, the café and the basement bar. These areas are located adjacent to the Old Barley Market and have greater potential for activities that may result in noise disturbance.
27. The garden auditorium will be able to hold up to a hundred people and will provide a main events space for the NCW. The auditorium will feature an acoustically tuned ceiling and incorporate a PA system and ventilation system located in the undercroft. Condition 4 (full app) is proposed to require detail of any sound amplification to be submitted to the local planning authority prior to installation allow the sound level to be set appropriately. This will consequently limit the nature of activities that will be able to take place within the auditorium. Condition 11 (full app) requires that sound insulation measures are installed sufficient to ensure that noise breakout from the auditorium satisfies the standards identified in the acoustic report and to avoid noise disturbance to neighbouring properties. In addition, the Management Plan states that after 21:00 hours, the side passageway shall be for disabled egress only with the exit point otherwise provided from the front entrance door facing St Giles Street. This will help reduce disturbance to neighbouring properties

following evening events.

28. Conditions 5-8 (full app) are proposed to ensure no use of any ventilation and plant and machinery to be used until detail has been submitted to the local planning authority for approval. This will enable the specification, location of flues, sound enclosing insulation and anti-vibration mountings to be controlled by the Council's Environmental Protection Officers to ensure that there are no implications for the amenity of neighbouring properties.
29. The public entrance point to the site is to be provided from the side passageway running along the east boundary of the site and the courtyard will be the first area that people enter. The courtyard area will also provide seating and tables and is likely to serve as an area where people congregate before and after events in the auditorium. The potential for noise disturbance from people talking is most apparent from this area of the site. The noise report submitted with the application identified that the auditorium building will by its very physical presence provide a screen that will help reduce lower the levels of noise and intelligibility of voices to the nearby houses located to the south. Even so, the opportunity for noise disturbance from activities in the courtyard is still likely to be significant and it will therefore be necessary to control the activities taking place on site.
30. Opening hours will be restricted so that the NCW shall not be open to the public, trading, nor have members of the public, as guests on the premises after 22:30 hours and before 07:00 hours on any day. The applicant has also set out a management plan that involves removing seating from the courtyard area by 22:00 hours and an hour before the commencement of an event in the auditorium. This is likely to discourage people from lingering in the courtyard area. Indoor areas will always be open for people to wait in prior to an event in the auditorium, doors and windows to the courtyard will be closed during events and there will be no amplified music or performances allowed in the courtyard area. It is considered that with appropriate use of conditions the potential for noise disturbance emanating from the courtyard area can be satisfactorily limited.
31. The café is to be located at the south-west ground floor room of Gladstone house and on the ground floor of the annexe, which will be re-opened to connect to the main building. The café will also incorporate a small shop/reception and this should be regarded as the most publically accessible aspect of the scheme. Compliance with opening hour restrictions and controls on amplified sound equipment will ensure no noise disturbance to adjacent dwellings.
32. In discussions with the applicant it has become apparent that the intention is for the basement bar to remain a private area restricted to members or people affiliated with the Writers' Centre. In any case, noise egress from the basement area has not been identified as an issue of concern within the noise impact assessment. Natural ventilation is provided through ground floor windows and as with the areas forming the application, opening hours would be restricted to no later than 22:30 hours and no audio equipment shall be used without details first being authorised by the local planning authority.
33. As part of the management plan the applicant also proposes to restrict numbers on the site to no more than 140 at any one time. Limiting numbers on site will further reduce the potential for noise disturbance to the surrounding environment. Potential for noise and odour nuisance from the sanitary block is not considered a significant matter and will also have to meet Building Regulations standards.
34. The management plan also includes a series of servicing measures that will be employed in order to prevent disturbance to residents at the Old Barley Market. Bins will have rubber

wheels, will be removed for collection via the garden and not via the emergency exit behind the garden auditorium and no bottle recycling will take place between 18:00-09:00 hours on any day. Delivery and collection hours will also be restricted by condition.

35. The writers in residence will have a swipe card to enter the main building and will not therefore need to use the fire escapes to enter and exit the apartments unless in case of emergency. Writers in residence who use wheelchairs would access the main building through the courtyard. In avoiding use of the fire escape, the noise disturbance to the neighbouring properties at the rear will be minimised. The ancillary shop will be subject to the same opening hour restrictions as the premises as a whole.
36. It is proposed that a condition be imposed upon any planning permission to require full compliance with the management plan in order to enable numbers to be controlled on site as well as minimising noise disturbance to neighbouring properties.
37. In order to protect the residential amenity of neighbours in the vicinity of the site it is suggested that an informative be added to restrict building works to between 08:00-18:00 Mondays to Fridays and 09:00 to 13:00 Saturdays with no works on Sundays or public holidays.
38. The proposal includes several elements and the Sui Generis use class is considered appropriate as the NCW will operate as a single entity. The aforementioned matters to be conditioned will adequately limit the activities that can take place on site in the interests of protecting the general amenities of the surrounding area.
39. The acoustic report refers to various internal areas of the main building with regard to the potential need for additional means of acoustic attenuation. Any such installations may carry implications for the listed building if the historic fabric of the building would be affected. There is no inevitability that additional internal acoustics will be needed to facilitate the conversion of Gladstone House to the NCW and as such it is not considered that significant weight needs to be given to the impact upon the listed building at this stage. Should any methods of acoustic attenuation need to be installed in the future that may affect the fabric of the listed building, they would need to be subject to a separate listed building application. This would then be assessed accordingly.

Overlooking

40. The proposal includes two writers' in residence apartments to be located at the existing first, and extended second floor of the annexe. The separating distance between the rear faces of the annexe and nearest dwelling at the Old Barley Market is approximately 18 metres. Each apartment features a narrow, horizontal rear facing window, but both are to be obscure-glazed to remove any potential for overlooking. Windows on the west facing elevation of the annexe will only afford oblique views onto the Old Barley Market and views from the first floor apartment would in any case largely be obscured by the auditorium.
41. The external spiral staircase leading from the rear of both apartments is for fire escape only and at all other times access and egress is provided through the main building. It is proposed that a condition be imposed to ensure use of the spiral staircase is for fire exit only and that the associated landings at each level shall not be used for recreational purposes.

Overshadowing and overbearing effects

42. Such is the orientation of the site and scale of existing development that the erection of the auditorium will have negligible impact upon overshadowing to the rear gardens of Old Barley Market. The roof of the auditorium has been designed to start at a lower pitch closer to the boundary with the Old Barley Market. Overshadowing from the auditorium will not increase beyond that already caused by the existing boundary wall and Gladstone House itself.

Design, Conservation and Impact on Listed Building

Historical context and listed status of Gladstone House:

43. Some of the history of Gladstone House is referred to in paragraphs 2-3. It is Grade II Listed. From 1967 up until now, the premises has been used as offices, which has brought several changes to the building.
44. The property originally formed part of a terraced row of Georgian townhouses but the properties to the east were demolished to make way for the City Hall complex and this led to windows being inserted into the east elevation of the building. Most significantly, the majority of the rear garden of Gladstone House has been lost to the development of the fire station and houses at Old Barley Market. Over two thirds of its length and a greater proportion of area (the garden was wider further away from the house) have been lost in total.
45. The house itself has also been subject to a series of alterations over the years. Most notably, the lower part of the original secondary staircase has previously been removed until its modern replacement in 1990, various room openings have been changed with several partitions added at second floor level, ground and first floor principle rooms have been opened up before being reinstated again in 1990 and a number of original fittings and fixtures have been lost. Despite this, Gladstone House remains impressive and a house still of considerable status, retaining much of its plan form and architectural detailing.
46. The listed building description is very brief but makes reference to some of the architectural detailing in the elevation. The sash windows, cornices, fanlight, rubbed brick arches and central door detailing are mentioned as is the “fine main staircase”. It is considered that the remaining features of most significance include the front and rear elevations of the building, the largely retained plan layout of internal rooms and the main central staircase.
47. The proposal involves several elements that will undoubtedly affect the fabric of the listed building and its setting. The NPPF is clear that in assessing the impact of development upon the significance of a designated heritage asset, “great weight” should be given to the asset’s conservation and that greater weight should be given to assets of greater importance. It also sets out that any harm or loss to a heritage asset should require a clear and convincing justification.
48. The NPPF also differentiates between “less than substantial harm” and “substantial harm to or loss of” designated heritage assets and the acceptability of a development proposal is assessed under different parameters in relation to the level of harm caused to the heritage asset. The NPPG is clear that it is the degree of harm to the asset’s significance

rather than the scale of the development that is to be assessed and the harm may arise from works to the asset or from development within its setting. Substantial harm is however considered to be a high test and in considering whether works to a listed building would constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. The level of harm and assessment of this harm is discussed later in this report.

49. The annexe extension and works proposed in the rear garden of Gladstone House will also have an impact upon the setting of the listed building. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special regard should be made to the desirability of preserving the building or its setting or any features of special or architectural interest that it possesses. The NPPF defines the setting of the building as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”

This is echoed in the NPPF which requires that local planning authorities should assess the significance of a heritage asset that may be affected by a proposal including by development that affects the setting of a heritage asset. The impact of the proposal upon the setting of the listed building is again discussed later in this report and considerable weight and importance is given to the desirability of preserving the heritage asset and its setting.

50. Saved policy HBE9 of the adopted Local Plan requires that alterations to a listed building be considered in relation to the special architectural/historical interest of the building, the significance of the alteration to the viability of the use of the building and the design of the extension/alteration and its sensitivity to the character of the building.

Impact of the proposal on the listed building itself:

51. To facilitate the conversion of Gladstone House a number of alterations to the fabric are proposed that will have varying degrees of impact upon the character, appearance and significance of the listed heritage asset.

Providing the main entrance from the South and splitting the south external doorway in two with both leaves opening inwards:

52. It is proposed to have the main entrance from the South rather than from the front entrance from St Giles Street although the front entrance will be available for use by members of staff and for the principal egress after evening events. This is regrettable insofar as the main staircase will not be enjoyed upon entering the site and also carries the potential for increased pedestrian traffic along what is a narrow side passageway (discussed in more detail in access section of report).
53. The applicant has made clear an inclusive design has been a key priority for the scheme. Level access is enabled at the South entrance to the site and similar provision would not be possible from St Giles Street such is the stepped level of Gladstone House and limited width of the pavement. The opportunity for having a dual entrance to the site available to the public from both rear and front was discussed with the applicant, but was discounted on the ground that in doing so would effectively relegate disabled users to access the site from the rear, thus disaggregating them from other users.

54. It is understood that staff occupying the existing offices prefer to utilise the rear entrance rather than the St Giles entrance and this access arrangement will largely remain the same, albeit with a greater number of people likely to be visiting the site. Having the principal access from the rear is not therefore considered harmful to the listed building.
55. The existing rear door will be retained but will be split in two and reconfigured to open inwards. This is a response to pre-application advice to not have an outward opening door which would be more susceptible to weather exposure and deterioration. Details of the door will be conditioned to ensure the appearance and finishing is of an acceptable standard.

Insertion of a platform lift in place of the secondary stairwell and installation of disabled toilets adjacent to the lift at each level:

56. The secondary staircase is not entirely original with the ground to first floor having been removed in 1890 to make way for a bar associated with Gladstone Club and which was only reinstated during the considerable programme of works undertaken for the offices in 1990, which also involved the installation of a disabled toilet at ground floor level. However, the removal of some of staircase will harm original fabric of the listed building and remove an illustration of the social history and status of the building. The Heritage Impact Assessment (HIA) states that the staircase is not a good design example, but recognises a level of harm to the building that should require justification.
57. The platform lift and disabled toilets will make disabled provision and access possible across all floors. The applicant asserts that the lift is necessary to keep with the principles of inclusive access and that the funders and users of the NCW would not accept the absence of a lift.
58. It is accepted that the lift will disrupt the original fabric of the building and that the disabled WC will intrude into one of the principal rooms on each floor. However, the rooms that the toilets will intrude into do not appear to retain their original proportions and layout. This is apparent in both the north-west ground floor and first floor rooms.
59. English Heritage point towards the fact that the proposed WC will encroach into the ground floor north western room and bring a wall closer to the chimney breast, but this room does not retain its original proportions following the removal of the bar and replacement with secondary staircase in 1990, when a wall was built across the room. The change in original room proportions are also apparent in the corresponding first floor room, which is understood to have previously been converted to toilets in 1990 before reverting back to a single room in the late 1990s. It is therefore considered that the rooms affected by the installation of the platform lift and toilets are the least significant of the principal rooms at first and second floor level respectively and that the installation of the lift is justified in terms of balancing the aforementioned disruption to the listed building with the public benefit of providing inclusive access throughout the building.

Openings are proposed in the spine wall between the east rooms in the ground and first floors, widening of the opening at basement level and potentially raising the height of the basement door if the levelling of the floor means that headroom must be recovered:

60. The HIA indicates that both the ground and first floor eastern rooms have previously had openings formed between them before being closed up in 1990. The re-opening of these

principal rooms will therefore affect what is essentially modern fabric and this element of the proposal is not therefore considered objectionable or harmful to the original fabric of the building. Tri-fold doors are proposed to be installed between the openings and details would be conditioned accordingly.

61. The basement area is of far lesser significance to the upper floors of Gladstone House and the proposed alterations are minimal. The floor appears to have already undergone some modification in places and its levelling will have no discernible impact upon the character or significance of the listed building. The opening between the eastern basement rooms already exists, but will be widened as part of the proposals. The height of basement doors will only need to be increased if the levelling of the floor means that headroom needs to be recovered. It is suggested that a condition be added to require the making good of any works and details of the doors will be required in the event that the height needs to be increased.

The annex will be made accessible from the ground floor south-west room:

62. The small room which currently serves as a cupboard is proposed to be opened up to provide direct communication with the annex, which was previously opened up by the Gladstone Club to connect with the annex before being closed again by the City in 1968 when they acquired the house. The alteration will not therefore result in harm to the original fabric of the listed building and will allow the café to occupy the ground floor of part of both the main building and annex.

The two sash windows to the south-west ground floor room are to be modified to provide doorways to the courtyard:

63. The proposal involves the modification of two original sash windows to provide doorways to the courtyard. The modification will involve removing masonry from the below the windows and installing inward opening timber half-doors below. The removal of the masonry would result in loss to historic fabric and the timber gates would not replicate the existing masonry plinth. When closed however and in terms of appearance in the elevation, both windows will remain unaltered apart from the cills which will be lost. The cills are understood to be replacements of 1990.
64. This element of the proposal will change the appearance of the rear elevation of Gladstone House and will result in harm to the character of the listed building through the loss of original fabric. However, the degree of harm is considered to be reduced by the careful design of the new doors, further detail of which will be conditioned, and the changes that have already taken place to other ground floor windows, which mean that the rear elevation of Gladstone House is already asymmetrical with the cill height of the eastern rear ground floor windows already lower than the two sash windows to be altered.
65. The applicant has argued that the door openings are essential for the safe and free movement of people during peak times at the site and that this represents both a public benefit and a key component to the viability of the use that justifies the harm.

Annex alterations and relocation of the tripartite sash window:

66. The red brick annex is much later in construction (19th Century) than the main building. The inside of the annex has undergone a series of alterations and exhibits a modern form internally, which is of little historical merit. The internal alterations will not therefore harm the annex building. The tripartite window is understood to date from the 1950s and will be

relocated to the first floor. The annex is not mentioned within the listed description for Gladstone House and the window relocation is not considered to harm the significance of the heritage asset.

Loss of the remnant garden space:

67. The impact of the proposed auditorium is discussed later in the report but the loss of the remnant garden will also have an impact upon the character of the listed building. The large majority of the garden has now been lost to development but the remaining space nevertheless reads as a garden, albeit a small one. The proposed development will result in further loss to the garden and will leave only a small courtyard area, which is likely to be much more urban in form, especially when considering the increased enclosure from the additional storey to the annex. The existing character of Gladstone House will consequently be changed and the loss of the garden can therefore be considered harmful to the listed building. This view is shared by English Heritage.
68. The applicant has set out justification for why the auditorium is needed on site, and thus, why the loss of the remnant garden will be necessary in the Addendum to the Design and Access Statement [received 04 February 2014]. This essentially serves to explain that concentrating facilities on site is likely to be necessary for the viability and successful operation of the NCW.

The design of the auditorium and annex extension:

69. The second floor annex extension will feature a mansard roof, lead clad roof, facing pantiles and matching brickwork on the chimney stack. Although, as already mentioned, the extension will further enclose the courtyard area, the height of the annex will only increase by 1.4 metres and the extent of the enclosure will not therefore be so severe to be regarded as overbearing. Further detail of materials will be conditioned but those indicated on the plans are considered acceptable in principle and will not harm the character of the listed building.
70. The auditorium has been purposefully designed to open up views onto the rear face of Gladstone House as well as concentrating the height of the building away from the houses at the rear in order to minimise residential amenity implications. The auditorium will feature raked seating and will hold approximately 100 people. The garden building is adjoined to a lobby area that connects with the café servery where access is then provided to the emergency fire staircase associated with the writer in residence's flats and toilet/refuse storage area in the south west corner of the site.
71. The auditorium features timber slatted panels at the rear and a green roof with lead edgings. A detailed landscaping scheme will be conditioned and will include detail of the green roof to ensure suitable species and maintenance for its survival. The sides and front of the auditorium will be glazed to allow views onto the rear face of Gladstone House as well as the landscaped areas and lobbies to the side of the building.
72. The auditorium is significant in size, reaching approximately 5.5m at the apex of the roof and the glazed frontage only 6.5m from the rear elevation of Gladstone House. This will undoubtedly change the character of Gladstone House by placing a contemporary piece of architecture so close to the listed building. The impact upon the proposed development upon the setting of the listed building is discussed later in this report but the design of the auditorium itself is considered to be of a high standard and will add interest to the site. In being designed around providing views onto the attractive rear façade of Gladstone House

and minimising impact upon neighbouring properties, it is considered that on balance, the auditorium is respectful to its setting. Following pre-application advice, the height of the auditorium has been reduced. The scale, massing and form of the building responds positively to what is a highly constrained and sensitive site and is not considered an overdevelopment of the site. Therefore, whilst the loss of the remnant garden is considered harmful to the character of the listed building, the design of the annex extension and auditorium is considered acceptable and in accordance with saved policies HBE9 and HBE12 of the adopted Local Plan. The impact of the auditorium upon the setting of the listed building is discussed in the following section of the report.

Impact of the proposal on the setting of the Listed Building and character of the Conservation Area:

73. In addition to having special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses (s66); special attention must also be paid to the desirability of preserving or enhancing the character or appearance of the City Centre Conservation Area (s72).

Setting when viewed from St Giles Street:

74. The building can be appreciated from St Giles Street and contributes to views of both the City Hall Clock Tower and St Giles Church, both of which are identified in the City Centre Conservation Area Appraisal. The proposals do not affect these aspects of the setting and the impact the front elevation has upon the character of the conservation area.
75. The rear elevation of Gladstone House is not visible from St Giles Street and although the garden is visible from glimpsed views, it does not make any positive contribution to the setting of the listed building, the character of the conservation area or the character of the St Giles street scene.
76. The proposed auditorium will be visible from St Giles Street when looking towards St Giles Church from between City Hall and Gladstone House. From this position the auditorium will read as a glazed, lightweight structure, subservient to Gladstone House. It is considered that given its architectural interest, when viewed from St Giles Street the auditorium may enhance the character of the conservation area and improve views from what is currently a rather bland east elevation of Gladstone House. The glazed frontage of the auditorium will also reflect views of the rear elevation of Gladstone House so may actually enhance the setting of the listed building by improving the capacity to experience the rear elevation from new positions.

Setting when viewed from the side and rear of Gladstone House:

77. Although substantially diminished in its original size, the rear garden permits the ability to see the full rear elevation of Gladstone House as it was originally intended to be viewed. The rear elevation can also be viewed from the rear of some of the properties in the Old Barley Market, parts of the side passageway linking Bethel Street to St Giles Street and from windows in the rear of the Police Station and City Hall.
78. Standing from the boundary wall with the Old Barley Market, the depth of the garden measures approximately 15m currently, although some of this space is taken up by vegetation at the rear of the garden. The auditorium will leave an open space approximately 6.5m in depth of what will essentially become an urban courtyard rather than a garden. There is no recognition of the importance of this view either in the City

Centre Conservation Area Appraisal or in the listing description of the building, but consultee responses suggest three main reasons why the rear garden is important to the setting of Gladstone House, which can be summarised as follows:

- Firstly, the rear garden allows the rear elevation of Gladstone House to be viewed and appreciated;
- Secondly, the garden was intended to be viewed by occupants from principle upper floor windows;
- Thirdly, the garden acts as an important remnant of what was once a particularly important aspect of the original property.

79. The ability to view and appreciate the rear elevation is considered the most salient with regards to why the rear garden is important to the setting of the listed building. Views out of the principal upper floor windows are not considered important to the setting of the listed building and this is made more apparent by the fact that it is no longer possible to gain an impression of the former scale of the garden given its considerable loss over the years to development.
80. Views from the remaining courtyard onto the rear elevation will be restricted by virtue of being so close to the building. Private views from the Old Barley Market will also be restricted to part of the first floor and above. From the side passageway it will be necessary to advance beyond the garden building to gain a view of the rear elevation and even then the view will be from a more oblique angle than at present where the opening in the side boundary wall is greater than will be the case following the proposed development. It is clear that the proposed development will alter the way in which the rear elevation of Gladstone House is experienced and enjoyed, but it is not considered that the loss of the garden will remove the ability to view the full rear elevation from ground floor level as suggested by English Heritage.
81. It is clear that the garden auditorium has been designed to exploit views of the rear elevation of Gladstone House through the angle of the roof, glazed frontage and seating layout. The first row of seats is approximately 9.5m from the rear elevation of the main building and from this position a full view of the rear elevation from ground floor level to parapet will be possible. The proposed section drawing (ref.121) indicates that a full view of the rear elevation to eaves level will be possible from the front two rows of seats, a view of the majority of the second floor would be possible from the third row with views of the rear elevation becoming more obscured until the back row (sixth) where views are afforded onto the first floor rear elevation and below.
82. The auditorium has been designed to draw particular attention to a feature of the building, the setting of which has been compromised by historic developments and is somewhat underappreciated at present. Certain views of the rear elevation will be restricted and so there will be a degree of harm to the setting of the listed building from the rear, but the ability to experience the rear elevation of Gladstone House will still be possible from within the auditorium building, although to varying degrees depending on seating/standing position. On balance therefore, it is considered that the harm to the setting of the listed building when viewed from the rear is marginal.
83. Although the contribution that setting makes to the significance of an asset does not depend on there being public rights or ability to access that setting, the proposal will have the effect of improving public access to the rear of the site. The applicant has confirmed that they intend to host heritage open days at the NCW when the auditorium will be open for members of the public to access outside times when events are being held [see email from Mr Chris Gribble dated 01 January 2014]. It is proposed to add a condition requiring a

more detailed scheme for how the NCW will enable public access to the auditorium outside of events taking place. This is regarded as a material consideration of the proposal and one that can also be a public benefit in terms of widening the opportunity to experience the heritage asset.

Consideration of the level of harm to the significance of the heritage asset:

84. In considering both the harm of the proposal upon the listed building itself and the impact of the proposal upon the setting of the listed building, it is necessary to evaluate the level of harm to the heritage asset in order to make an assessment against the tests of the NPPF.
85. As already discussed in the report, it is considered that the proposal will result in some degree of harm to the listed building, namely a) the setting of the listed building when viewed from the rear; b) the change to the character of the rear of the property through the loss the area of the remnant garden; c) the internal alterations proposed for the building and d) the external alterations to the rear elevation of the building.
86. It is not considered that any of these elements individually or cumulatively amount to “substantial harm or total loss” to the designated heritage asset, which is clearly distinguished from “less than substantial harm” in the NPPF. With regard to a) the setting of the listed building when viewed from the rear is not mentioned in the City Centre Conservation Area Appraisal and the rear setting has already been considerably adversely affected by previous development. The proposal will also retain the ability to experience the rear elevation and may even be considered to enhance the opportunity to do so through the careful design of the auditorium and public access to the site; b) the rear garden does not add a great deal to the historic significance of the site and is not mentioned in the listing description of Gladstone House and the proposals will re-establish a greater use of the rear of the site in association with the main building; c) the internal alterations do not have a significant impact upon any element of the building that are included within the listing description and harm to the proportion of rooms is limited to those principal rooms of lesser importance and d) the harm from the external alterations to the rear elevation are reduced by the careful design of the new doors, details of which will be conditioned, and the changes that have already taken place to other ground floor windows. The rear two sash windows themselves will also be retained with only the cills, which are understood to be 1990 replacements, and masonry below being lost.
87. It is therefore considered that the proposed works would amount to “less than substantial harm” to the designated heritage asset, and this view is shared by English Heritage.
88. It should be noted though that just because it is concluded that the degree of harm can be described as “less than substantial” does not mean that this degree of harm amounts to a less than substantial objection to the grant of planning permission. Both the NPPF and recent court decision ruling (BARNWELL MANOR WIND ENERGY LTD v (1) EAST NORTHAMPTONSHIRE DISTRICT COUNCIL (2) ENGLISH HERITAGE (3) NATIONAL TRUST (4) SECRETARY OF STATE FOR COMMUNITIES & LOCAL GOVERNMENT (2014) have been clear on this point. Paragraph 132 of the NPPF requires, as heritage assets are irreplaceable, any harm or loss to require “clear and convincing justification”. Considerable importance and weight should be attached to the desirability of preserving the character and setting of the listed building when carrying out the balancing exercise.
89. The proposed writers’ centre will benefit the public in terms of establishing a prestigious cultural/educational use with associated public facilities including the café. The proposal

will also open up public access to a historically significant site and building that is currently in private use as well as providing access and facilities for disabled persons throughout the building.

90. Par.134 of the NPPF requires that where “less than substantial harm” is proposed, this should be weighed against the public benefits of the proposal including securing the optimal viable use of the heritage asset. Putting heritage assets into viable uses is likely to lead to the investment in their maintenance necessary for their long term conservation. The NPPG states that where there are a range of viable uses for a heritage asset then the optimum use is the one likely to cause the least harm to the significance of the asset, not just through initial changes but also through subsequent wear and tear and likely future changes. The NPPG also states that harmful development may be justified in the interests of realising the optimum viable use of the asset, notwithstanding the loss of significance caused provided the harm is minimised.
91. In consideration of the “less than substantial” harm being made to the heritage asset and justification for the alterations in terms of their role in delivering the public benefits of the proposal, it is considered that the conversion to the NCW will represent an optimal viable use. The proposal utilises all areas of the building and will restore original room layouts and features. The proposal will also involve refurbishing the inside of the annex, which is currently in some state of neglect. Many areas of the site that are currently underused will be brought back into use and this will benefit the longer term conservation of the building as a whole. It is difficult to envisage such a high level of investment would be supported for many other uses in the current market that would be acceptable in planning terms. The Roche ‘report on potential and demand for office use’ would further support this position insofar that it identifies that Gladstone House is not ideal for office use because of its specification, arrangement and lack of parking. The proposal would also facilitate public access to the listed building and make greater use of what is currently underused garden space. This would accord with par.137 of the NPPF in terms of taking advantage of opportunities to better reveal or enhance the significance of heritage assets.
92. On balance it is considered that notwithstanding the considerable importance attached to preserving the listed building and its setting that sufficient justification has been provided in this instance bearing in mind the overall scale of harm to the listed building, its significance, the carefully considered design proposed and the public benefits associated with the use.

Transport and Access

Transport, Access and Servicing Assessment

93. In principle the proposal is for the NCW is acceptable in this city centre location. The site has no car parking and this encourages the use of existing parking provision in the surrounding area as well as sustainable transport modes. It is easily accessible by public transport, being located a brief walk from many bus stops serving the wider area and is also located in walking/cycling distance from the main train station. The site is well served by public car parking facilities with St Giles car park located directly opposite the site and St Andrews car park nearby.
94. St Giles Street currently features a dropped kerb adjacent to the vehicular entrance to the Police Station.
95. The Transport Statement submitted with the application summarises that the demands

arising from the proposed development will not have a significantly adverse impact upon the surrounding transport network and that the proposal fully supports the Government's adopted policy objective to promote travel by sustainable forms of transport.

96. The development does propose primary access from the rear of the building which will be provided from the narrow side passageway connecting Bethel Street with St Giles Street, which is land owned by Norwich City Council. The side passageway will serve as primary access to the multi-functional property although staff will have access to the front entrance. This arrangement is much the same as existing and is understood that staff currently occupying the offices at Gladstone House enter the site from the rear rather than from the St Giles Street front entrance.
97. Whilst the management plan seeks to restrict numbers on site to no more than 140 at any one time, the number of people using the site will potentially be far greater than at present, especially during event times. It is therefore likely that congestion along the side passageway will be more of an issue than at present. The passageway is 80cm in width at its narrowest point and generally 95cm for most of its length. The side passageway therefore offers a 'single file route'. It is not possible to widen the route.
98. However, whilst the arrangements are less than ideal, it is difficult to envisage how the access arrangements of the passageway could be improved. Beyond the passageway to the east is a drop down where the ramped vehicular access to the Police station is located. It would not therefore be possible to widen the passageway at this point. The option of modifying and setting back the boundary wall has also been explored which could provide a 'passing point' for pedestrians. However, such work would have a detrimental impact upon the character of the listed building and would further reduce the remaining garden space at the site. It would also not fully solve the issue of congestion.
99. The width of the side passageway would not satisfy the DfT Inclusive Mobility standard of one metre, but wheelchair access is possible to the site as tested by the applicant and as experienced during the site visit undertaken during the assessment of the application. The proposal significantly improves disabled access within the building and the widening of the side entrance will improve wheelchair access from the side passageway to a minor degree.
100. Assessment of public safety risk would be a matter considered under Building Regulations. Norfolk Fire and Rescue Service have raised no objections to the proposal.
101. Any lighting of the passageway would fall under the lighting scheme which would be required by condition.
102. Gladstone House is serviced via St Giles Street, a one way street with on-street loading and pay and display car parking bays. The NCW would be subject to the existing peak hour loading ban adjacent to Gladstone House. The applicant will be advised by way of an informative that the vehicle access to the Police lower ground car park shall not be used for purposes of loading.
103. Existing cycle parking facilities in the surrounding area are already nearing full capacity during weekday daytimes although there is under use in the evening. The Council's Highways Officer has assessed the application for the level of cycle provision required for the conversion. Such is the limited amount of space at the rear of the building that it has not been possible to provide on-site cycle parking provision for staff and visitors. On the basis of the proposed use and anticipated maximum users on site, it is suggested that a

minimum of 10 cycle stands be provided off-site. Cycle provision will be secured by way of a Grampian Condition requiring that there be no occupation of the proposed NCW until 10 new cycle stands have been provided off-site in the near vicinity.

104. Refuse storage has been proposed at the rear of the site and the Management Plan indicates that collection will be arranged by a private contractor who will have access to the site before being returned to their positions after they have been emptied. Although wheeling the bins along the side passageway is not ideal, there is no other viable solution. Returning the wheelie bins to the rear courtyard area will prevent the possibility of obstruction on St Giles Street and will also prevent obstruction of the Police car park entrance.
105. The Council's Highways Officer has confirmed their satisfaction with the Travel Plan and it is suggested that a condition be added to require compliance with the Travel Information Plan in the interests of publicising and promoting sustainable travel to and from the site.
106. Subject to conditions therefore, it is considered that the transport and highways implications of the proposal are acceptable with regard to saved policies TRA3, TRA5, TRA6, TRA7, TRA8 and TRA12 of the adopted Local Plan.

Environmental Issues

Archaeology

107. The site is located within an area of Main Archaeological Interest and the proposed works will involve elements of ground disturbance, especially with regard to the erection of the garden auditorium. The Council's archaeology advisor has raised no objections to the scheme subject to the imposition of conditions requiring compliance with a written scheme of investigation and potentially reporting and archiving of results if archaeological remains are uncovered. It is also suggested that photographic survey be conditioned to add to the Historic Environment Record (HER).

Energy Efficiency and Renewable Energy

108. Policy 3 of the JCS requires that development proposals involving over 1000 sq.meters of non-residential floorspace include sources of renewable energy or low carbon energy, providing at least 10% of the scheme's expected energy requirements. The opportunity for providing such sources of on-site renewable energy are heavily constrained by the significance of the heritage asset and desire to avoid harm to the listed building. The applicant has set out a series of measures in the Design and Access Statement that are intended to improve the energy efficiency of the building, including low energy lighting, improved insulation and water saving sanitary fittings and appliances.
109. It is proposed to install photovoltaic panels to the south facing slope of the north-most dual pitched roof on the main building, where they will be almost entirely obscured from view by the roof in front and behind and where the maximum amount of solar radiation will be captured. It is proposed that a condition be added to any permission requiring a scheme for the PV panels to be submitted to the local planning authority for approval to ensure that the panels are acceptable in design, location and specification. It is highly unlikely that the PV panels will satisfy the 10% requirement, but it is considered that the applicant has taken every available measure to provide renewable energy on site.

Sustainable Construction

110. The applicant has indicated that construction materials will be locally and sustainably

sourced.

Water Conservation

111. The applicant has indicated that water saving sanitary appliances and taps will be fitted in order to promote water efficiency. Green water recycling will be incorporated in the form of water butts for garden use.

Lighting and CCTV

112. The applicant has indicated the intention to install external lighting at the site although further detail is not provided. Planning consent would be conditioned to require a detailed lighting scheme to be submitted to the local planning authority for approval. It is also apparent that during the consultation undertaken by the applicant, the issue of CCTV was raised by an interested party. The applicant has responded that CCTV will form part of a later design stage. Norfolk Constabulary have not highlighted any need for the NCW to provide CCTV and state that the proposal will improve security at the site by creating a more secure boundary and providing natural surveillance through the wrier in residence's apartments. It is not therefore deemed necessary to impose a condition requiring CCTV installation but any such installation would require a separate planning application to be submitted at a future date, which would be assessed on design grounds.

Trees and Landscaping

Loss of Trees or Impact on Trees

113. The proposal involves the removal of two Leylandi trees in the rear garden to make way for the auditorium. Following discussions with the Council's Tree Protection Officer it has been determined that the loss of the trees can be mitigated for by the replanting of a street tree in the surrounding area. A Grampian Condition will be added to require a scheme to be agreed and replacement tree to be replanted within 12 months of the implementation of the proposal.
114. There are not considered to be any trees or hedges in the rear gardens of the adjacent properties that will either influence the development or form an important part of the local landscape.

Landscaping

115. Whilst the loss of the garden and green space is regrettable, the quality of the existing garden and planting is low and the area is underused. Plans show that the site will be planted in areas to side and front of the auditorium as well as the auditorium being fitted with a green sedum roof. It is suggested that a condition be imposed upon planning consent requiring a detailed landscaping scheme for both soft and hard landscaping to be submitted to the local planning authority for approval. The scheme would also include detail on the green roof in order to ensure appropriate species and maintenance for its survival.

Ecology

116. There is a small possibility that bats may be roosting in the roof of the annex to be demolished. If bats were discovered during works then the applicant would be required by cease works and seek advice from Natural England before any further works could commence. In order to avoid disturbance to birds that may be roosting in the trees on site, any felling should be undertaken between October and early March. An informative will be added to remind the applicant of the need to address both of these matters.

Local Finance Considerations

117. The new build floorspace created in this proposal is liable for the Community Infrastructure Levy (CIL) by virtue of the floorspace of the new build elements of the scheme exceeding 100 sq. metres. However, the Sui Generis use of the auditorium is more akin to a D1 use for which the CIL charge is set at £0. The floorspace of the annex extension would not exceed 100 sq. metres. Therefore the proposal will not be required to contribute a CIL charge.

Other

118. Under the management plan smoking will not be permitted within the site or on the narrow side passageway. Smoking would therefore have to take place in the surrounding area. This is not ideal and in very extreme cases where considerable people desired to smoke at the same time, could lead to obstruction on St Giles Street. However, such a scenario is not considered likely to occur with any frequency that could establish a significant issue of concern. Preventing smokers from using the site would also be beneficial in terms of minimising an additional source of disturbance to neighbouring properties.
119. The applicant has indicated that the writers in residence apartments are only to be used by writers visiting the NCW. It is suggested that a condition be imposed preventing the apartments from being sold or leased as separate units of living accommodation and limiting the occupancy to persons linked to the operation of the NCW. This is because the apartments have not been assessed by the normal standards expected for a dwelling house. For example, the apartments provide no external amenity space.
120. Several objectors have questioned the extent to which the applicant has consulted with the public contrary to that declared by the applicant. This has not been investigated but it is considered that the Council's own consultation process has allowed for adequate opportunities for public comment, consistent with the Council's Statement of Community Involvement.
121. The rear boundary wall between the application site and Old Barley Market remains unaltered, although excavation works would be taking place near to the foundation level of the wall. The Party Wall Act may be relevant here but is separate to planning permission and does not form a material consideration in the assessment of this application.
122. An objector has raised the possibility of the proposal having a negative impact upon the value of properties located to the rear of the site. This is not a material planning consideration.
123. The financing of the project is not a material planning consideration.
124. Norfolk Fire and Rescue Service have been consulted and have raised no objections to the scheme provided that the proposal meets the necessary requirements of the current Building Regulations. The scheme would be required to satisfy Building Regulations requirements in order to permit implementation, but in terms of fire safety Norfolk Fire and Rescue Service are of the opinion that the building can be made to work. Comments at pre-application stage stated that the basement should not be open into the ground floor without any separation. The applicant proposes to install double doors at basement level which, taken together with the other doors installed at the basement rooms leading off the

basement stair hall/lobby, would provide separation from the basement to the ground floor.

Conclusions

125. In arriving at the recommendation for approval of the application for conversion of Gladstone House to a National Writers' Centre, a finely balanced assessment of the particulars of the application has been undertaken. The principle of the conversion is considered to be acceptable with notable benefits in terms of strengthening the cultural status of Norwich and promoting development that supports the arts and educational provision. A wide and high quality provision of vacant office space has been demonstrated to exist in the surrounding area to justify the loss of the office space in this particular location.

Whilst the proposal carries implications for the amenity of surrounding properties, the design of the scheme and imposition of conditions are considered to adequately mitigate against any significant impacts of noise and disturbance

Considerable weight and importance has been given to the desirability of preserving the heritage asset and its setting. The proposal will result in a certain degree of harm to the listed building and will also affect the setting of the designated heritage asset. This harm is considered to amount to "less than substantial harm", which is a view shared by English Heritage. However, even this level of harm should not be regarded lightly – clear and convincing justification is required and considerable weight should be attached in the balancing exercise to the desirability of preserving the heritage asset and its setting. In this instance it is considered that the applicant has set out sufficient justification for the proposed alterations and although the setting of the listed building from the rear will be compromised, the ability to experience the rear elevation of Gladstone House will not be lost, with views of the entire elevation still possible from certain positions within the auditorium. In opening up public access to the rear garden, the opportunity to experience the heritage asset is likely to be enhanced.

The application will benefit the public in terms of opening access to the listed building, improving access within the listed building and providing a prestigious cultural/educational facility in a highly accessible location within the City Centre. The proposal will also utilise all areas of Gladstone House as well as bringing life to what is a much underused garden space at present. In the current economic climate it is difficult to envisage a similar level of investment being proposed for many other planning uses in this location that might be considered acceptable. With the "less than substantial harm" to the listed building considered to be adequately justified by the applicant and the investment and use of the heritage asset that is being proposed, the conversion of Gladstone House to the NCW is considered to constitute an optimal viable use and is likely to secure the long-term use of the building. It is considered that sufficient justification has been provided for the "less than substantial" harm to the listed building and that this harm is necessary in realising the optimum viable use.

Access to the site is not ideal but is considered workable. The scheme is car free and located in a highly accessible location in the City Centre. The proposal is commendable in promoting inclusive access throughout the site.

The application does not need to be referred to the National Planning Casework Unit (for reference to the Secretary of State) as it does not satisfy the relevant criteria. As such the decision is one for this committee.

The recommendation of approval has had due regard to Sections 1, 4, 7, 10, 11 and 12 of the

National Planning Policy Framework (March 2012), Policies 1, 2, 3, 5, 6, 8, 11 and 20 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (2014), saved policies NE9, HBE3, HBE8, HBE9, HBE12, EP16, EP18, EP22, TVA1, TVA4, EMP3, TRA3, TRA5, TRA6, TRA7, TRA8 and TRA12 of the City of Norwich Replacement Local Plan (2004), relevant policies of the Development Management Policies Development Plan Document – Pre submission (April 2013) and all other material considerations.

RECOMMENDATIONS

To approve application no 13/01296/F and grant planning permission subject to the following conditions:-

- 1) Standard time limit
- 2) Development to be in accordance with plans
- 3) No works shall take place on the site in pursuance of this permission until the following details have submitted to and agreed in writing with the local planning authority:
 - (a) details of all external joinery [to include the proposed main and service gates to the garden east wall, the proposed inward opening doors and split cill below 2 No. ground floor rear elevation windows of 28 St Giles Street, and all new external doors] to include depth of reveal, details of heads, sills and lintels, elevations at a scale of not less than 1:20 and horizontal/vertical frame sections (including sections through glazing bars) at not less than 1:2;
 - (b) details of proposed roof lights: round roof lights over proposed outdoor toilets (6 No.); and roof lights over lift shafts (2 No.) which should be flush fitting 'conservation' type roof lights;
 - (c) details of external flues, background and mechanical ventilation, soil/vent pipes and their exits to the open air;
 - (d) large scale details of proposed eaves and verges at a scale not less than 1:20;
 - (e) details of external decoration to render, joinery and metalwork;
 - (f) details and samples of external roofing materials (to inc. lead) including manufacturer, product name and colour;
 - (g) details and samples / sample panels of; brick, bond, pointing style, mortar mix and coping detail for: proposed garden south and east walls; new brickwork to south and west elevations of 'Annexe' building; new elements of brickwork to east wall of 'Annexe' building (inc. rubbing brick flat arch lintels over new 1st floor windows); and brickwork to proposed auditorium building and outdoor toilets & bin store buildings.
 - (h) details of rainwater goods (see informative for further detail)
 - (i) full details of the proposed external spiral staircase to 26 St Giles Street
 - (j) details of proposed Photovoltaic Panels – (to include sections (to show slim profile and flush fitting), roof attachment details, trade literature / images and structural calculations (to show that the historic roof (including any historic timber structural members) is capable of withstanding the proposed load).
 - (k) details of the proposed new garden walls (to east and south boundaries).
- 4) No installation of any amplified sound equipment shall take place within the application premises unless details of the maximum noise levels, expressed in dB LAeq (5 minute) and measured at a point 2 metres from any loudspeaker forming part of the amplification system, have first been submitted to and approved in writing by the Local Planning Authority. Thereafter the maximum noise levels from any amplified sound equipment within the premises shall not exceed those approved at any time.
- 5) No extract ventilation system shall be installed or erected on the site unless in accordance with a detailed scheme that has been submitted to and approved in writing by the local planning authority. The detailed scheme shall include the position of ventilation flue outlet points and the type of filtration to be installed and used in the premises in pursuance of this permission, together with a schedule of maintenance. No use of the premises as hereby permitted shall take place unless the approved scheme has been installed and is operational and thereafter it shall be retained in full accordance with the approved details and the maintenance of the extract ventilation

system shall be carried out in accordance with the scheme as agreed.

- 6) No development shall take place until a scheme specifying the maintenance schedule for the approved extract ventilation or fume extraction system specified in document/drawing ref. [] has been submitted to and agreed in writing with the Local Planning Authority. Following installation, the maintenance of the system shall be carried out in accordance with the scheme as agreed.
- 7) The installation of any plant or machinery on the premises shall be in accordance with a scheme approved by the Council as Local Planning Authority for the reduction, where necessary, of the level of noise and vibration emanating from the premises.
- 8) No use of any plant or machinery shall take place on the premises unless it has been adequately enclosed with sound insulating material, and also mounted in such a way which will minimise transmission of structure borne sound, in accordance with a scheme to be first approved in writing by the local planning authority.
- 9) No loudspeaker, amplifier, relay or other audio equipment shall be installed or used outside the building.
- 10) No use of the premises as the National Centre for Writing unless in full compliance with the approved Management Plan
- 11) No use of the premises as the National Centre for Writing shall take place until sound insulation measures have been installed in accordance with a scheme to be submitted to and agreed in writing by the local planning authority and shall be retained as such thereafter. The scheme shall satisfy the standards set out in par.5.1 of Section 5 of the Acoustic Assessment report ref.10872/1 [received 08 August 2013]
- 12) No use of the premises as the National Centre for Writing until a scheme for how the NCW will enable public access to the auditorium outside of events has been submitted to and approved in writing by the local planning authority. The auditorium shall thereafter be open to the public in accordance with the approved scheme.
- 13) The premises which form the subject of this permission shall not be open to the public, trading, nor have members of the public, as customers or guests on the premises with the exception of overnight guests staying in the two writers in residence apartments, after 22:30 hours and before 07:00 hours on any day.
- 14) No trade deliveries or collections including trade waste shall take place between the hours of 19:00hrs and 07:00hrs Monday to Saturday. There shall be no trade deliveries or collections on Sundays or Bank or Public Holidays.
- 15) The spiral staircase shall only be used for purposes of emergency exit from the writers in residence apartments and the respective doors leading from the apartments to the staircase landing shall be designed to a standard to be submitted to and approved in writing by the local planning authority prior to installation.
- 16) No use of the development hereby approved shall take place until details have been submitted to and agreed in writing by the local planning authority of all external lighting for the site, including any security or other intermittent lighting. Such details shall include specifications for the lighting proposed, its location and position within the site, height and levels of illumination proposed. The details shall also specify that any external lighting includes cowling, or other similar device, to ensure that the lighting only illuminates the site directly. The development shall be carried out in accordance with the details as agreed and retained as such thereafter.
- 17) No development shall take place in pursuance of this permission until a detailed landscaping scheme has been submitted to and agreed in writing with the Local Planning Authority (to include both soft and hard landscaping detail)
- 18) Scheme to be agreed and replacement tree to be replanted off-site within 12 months of the implementation of the proposal.
- 19) No development until 10 cycle stands have been provided off-site in accordance with a scheme to be agreed with the local planning authority
- 20) The Travel Information Plan shall be made available in accordance with the Plan as

agreed and, once made available, shall be maintained thereafter in accordance with the agreed details.

- 21) Archaeology: No development until a written scheme of investigation has been submitted to and agreed in writing by the local planning authority.
- 22) Archaeology: Demolition/development in accordance with the written scheme of investigation
- 23) Archaeology: No occupation until site investigation and post investigation assessment completed
- 24) No development shall take place in pursuance of this permission until exact details for the provision of the renewable energy measures [photovoltaic panels] have been submitted to and agreed in writing by the local planning authority. No occupation of the development shall take place unless the renewable energy measures have been provided in full accordance with the agreed details and thereafter managed and retained.
- 25) The writers in residence apartments shall not be sold or leased as separate dwelling units
- 26) (a) No development shall take place, including any works of demolition, in pursuance of this permission until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority.
(b) The approved Statement shall be adhered to throughout the construction period.
(c) The Statement shall provide for:
 - (i) the parking of vehicles of site operatives and visitors;
 - (ii) loading and unloading of plant and materials;
 - (iii) storage of plant and materials used in constructing the development;
 - (iv) the erection and maintenance of security hoarding, including decorative displays and facilities for public viewing, where appropriate;
 - (v) wheel washing facilities;
 - (vi) measures to control the emission of dust and dirt during construction; and
 - (vii) a scheme for recycling/disposing of waste resulting from demolition and construction.

Informatives:

- 1) Vehicle access to Police lower ground car park shall not be used for purposes of loading/unloading
- 2) Loading restrictions adjacent to Gladstone House
- 3) Bins to be purchased by the applicant prior to occupation
- 4) No eligibility for on-street parking permits
- 5) Cycle stands and paving scheme – all costs to be met by applicant
- 6) Street naming and numbering enquiries
- 7) If any bats are discovered, all works should cease and advice be sought from Natural England before re-commencing
- 8) Restricted building working hours
- 9) Any signage must be the subject of an additional application for advertisement consent

Article 31(1)(cc) Statement

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

To approve application no 12/01297/L and grant listed building consent subject to the following conditions:

- 1) Standard time limit
- 2) Development to be in accordance with plans
- 3) No works shall take place on the site in pursuance of this permission until the following details have submitted to and agreed in writing with the local planning authority:
 - (a) details of all internal joinery [to include proposed bi-fold doors for spine walls, and proposed double doors adjacent to basement staircase], at a scale of not less than 1:20 and horizontal/frame sections at not less than 1:2;
 - (b) details of proposed levelling of basement floor (to produce level access);
 - (c) details of proposed internal service routes and re-wiring;
 - (d) schedule of internal finishes to walls, ceilings and floors;
 - (e) details of proposed alterations to hinging / opening direction of historic doors
 - (f) details of proposed alterations to 1790s splayed plinth course limestone capstones to the plinth of the rear elevation
 - (g) details of any secondary glazing proposed for the sash windows of 28 St Giles Street elevations at a scale of not less than 1:20 and horizontal/vertical frame sections (including sections through glazing bars) at not less than 1:2;

The development shall be carried out in accordance with the detail as approved.

- 4) The developer shall afford reasonable access to a historic building consultant to allow for a full photographic survey [to include: the 1790 service staircase (all floors of the staircase, associated service corridors with timber panelled walls and historic roof light above); full rear elevation as viewed from end of garden; and detail of 1790s rear ground floor sash windows and limestone plinth detail below - to be converted to sashes with gates below] on site to be carried out before and during the course of works hereby approved. No works shall take place until details of the consultant, the type and manner of access to be provided, the level of survey proposed and the submission and presentation of the survey results have been agreed in writing with the local planning authority and the works shall be carried out in accordance with those details as approved.
- 5) The demolition of: (a) the 1790 brick work and 1790s splayed plinth course limestone capstones to the plinth of the rear elevation below the rear ground floor sash windows of 28 St Giles Street; (b) the removal of the tripartite sash window from the ground floor east elevation of 26 St Giles Street; (c) the demolition of portions of the spine walls of the basement, ground floor and first floor of 28 St Giles Street; (d) the demolition of part of the basement hallway wall 28 St Giles Street (e) the demolition of the 1790s service stairwell (f) The demolition of any elements of the south and west elevations of 26 St Giles Street, shall be carried out by hand [*by hand-held tools*] only and the works shall provide for the retention and storage for re-use of [*bricks for any 'making-good' the rear elevation brickwork of 28 St Giles Street and east elevation of 26 St Giles Street and the re-use of the tripartite sash window at first floor on east elevation of 26 St Giles Street*].
- 6) The demolition hereby permitted shall not take place until a contract for carrying out the works of redevelopment on the site has been made and planning permission granted for the redevelopment for which the contract provides. Evidence of this contract shall be provided to and approved in writing by the local planning authority prior to any demolition being undertaken
- 7) Any damage caused to the listed buildings (28 & 26 St Giles Street) by the works hereby approved shall be made good in accordance with a scheme first submitted to and agreed in writing by the local planning authority and the making good in accordance with the scheme as agreed shall take place within three months of the approval of the scheme.

- 8) No works shall take place on the site in pursuance of this consent until a detailed scheme of work outlining the proposed measures of protection for the following features, which shall enable them to remain undisturbed in their existing position and fully protected during the course of the work on the site, has been submitted to and approved in writing by the local planning authority:
- (a) The 1790 mahogany staircase (ground, first and second floor) and panelled mahogany dado (up to first floor)
 - (b) The 1790 service flight of the main staircase (ground floor to basement)
 - (c) 1790s Timber ceiling joists in basement
 - (d) 1790s splayed plinth course limestone capstones to the plinth of the rear elevation
 - (e) Sash windows and timber shutters,
 - (f) Internal doors, door cases and fan lights
 - (g) External door cases (2 No.)
 - (h) External stone steps to the front porch of 28 St Giles Street
 - (i) Internal stone steps and stone flags within the front vestibule
 - (j) Fireplaces
 - (K) Timber panelling, dados, skirting, ceiling roses and cornices
 - (l) Any historic floorboards and or parquet flooring
 - (m) historic floor finishes such as pammments, quarry tiles and floor bricks

The development shall be carried out in accordance with the details as approved.

- 9) No works shall take place on site until a structural engineer's report, setting out the nature of and suggested remedial work to *(a)Install photovoltaic panels on the historic roof structure (b)Remove the historic cast iron structural support pillar adjacent to the foot of the basement stairwell (c)Remove the 1790s service stairwell and install a platform lift and (d)Remove the 1790s masonry from below two of the 1790s ground floor rear sash windows (e)Remove portions of the spine walls at basement, ground floor and first floor (f)remove part of the basement hallway wall to 28 St Giles Street (g)Remove / re-build the south and west walls of the 26 St Giles Street, whilst providing structural support for the historic east elevation of the same building (h)Remove the large tripartite sash window from the ground floor of the east elevation of 26 St Giles Street and install it in the first floor of the same elevation*, is submitted to and agreed in writing by the local planning authority. All works shall be carried out in accordance with the report as agreed.
- 10)No works to treat or prevent damp, rot or timber infestations shall be undertaken until a specification has been submitted to and agreed in writing with the local planning authority. All works on site shall be carried out in accordance with the specification as agreed.
- 11)No works to remove paint (or staircase surface finishes) internally or clean the building externally shall take place until:
- (a) a specification outlining the proposed methodology has been submitted to and agreed in writing by the local planning authority; and
 - (b) a sample area showing the proposed paint removal or level of clean has been agreed in writing with the local planning authority.
- All such works on site shall be in accordance with the details as agreed.
- 12)No works to repoint the external brickwork or stonework shall take place until:
- (a)details of the extent of repointing have been submitted to and approved in writing by the local planning authority; and
 - (b) a sample panel of not less than 1 metre square to show the proposed mortar composition and colour and the method of pointing has been prepared on site, inspected and approved in writing by the local planning authority.
- All such works shall be carried out in accordance with the details as agreed.

- 13)(a) No works shall take place on site until details of any proposed methods of fire protection, sound proofing and insulation for the walls, floors, ceilings and doors, including 1:5 sections through walls and ceilings, 1:20 elevations of doors and 1:2 scale moulding sections have been submitted to and agreed in writing by the local planning authority.
- (b) All existing original doors shall be retained and where they are required to be upgraded, no such upgrading shall take place until a schedule and specification of works has been submitted to and agreed in writing by the local planning authority.
- (c) Self-closing mechanisms, if required, shall be of the concealed mortice type.
- (d) All works of fire protection, sound proofing and insulation shall be carried out in accordance with the details as agreed.

Informatives:

- 1) Double opening 'doors' below ground floor sash windows on rear elevation of No.28 to be inward opening (as annotated on 'Proposed South Elevation' plan and in the Design & Access Statement), not outward opening as shown on 'Proposed Ground Floor' plan).
- 2) Baby Changing Facilities (a wall-mounted hinged table and nappy bin) should be provided within a ground floor disabled toilet, as a minimum.
- 3) Any signage (internal or external) would need to be applied for in a separate Listed Building consent and/or Advert consent.
- 4) Any secondary glazing would need to be applied for in a separate Listed Building consent
- 5) Historic floor, ceiling and wall finishes on all four floors of 28 St Giles Street should be retained as existing.
- 6) All new brickwork to 26 St Giles Street to match the brickwork of 28 St Giles Street.
- 7) Rainwater goods shall be cast iron for 26 & 28 St Giles Street, and cast iron or cast aluminium for the new auditorium building.
- 8) Fireproofing – Any fireproofing measures would need to be applied for in a separate Listed Building Consent application. The applicant is advised that there may be limitations to what alterations can be made to the listed building in order to achieve this, for instance all historic doors will need to be retained (including the less architecturally 'sophisticated', but equally historically interesting and important 1790s two panelled 'service' doors on the second floor and any historic doors to the basement).
- 9) Acoustics - The Acoustics Assessment (17.07.2013) submitted by the applicant mentions a number of potential physical interventions for acoustic attenuation measures for 28 St Giles Street. Any such measures will require a separate Listed Building Consent, as they have not been included in the current application. Any such LBC should include a full Acoustics Survey of the listed house, so that the need for such interventions can be demonstrated.

The applicant should be advised that some of the physical alterations mentioned in the acoustics assessment, already submitted, may not be appropriate for this Listed Building. The advice below (provided by the Conservation & Design Officer on 6.11.13), identifies specific areas of the acoustics assessment that need further investigation in a Full Acoustics Survey and that may not be permissible within 28 St Giles Street, in any future LBC application:

'Sound Insulation' requirements identified by the applicant in the acoustics assessment, for which detailed plans and a Full Acoustics Survey would be required, before they could be assessed:

- Non-opening front windows with secondary glazing and mechanical ventilation or acoustically attenuated ventilators – *Limitations – secondary glazing may be*

possible, but mechanical ventilation may be too damaging to fabric.

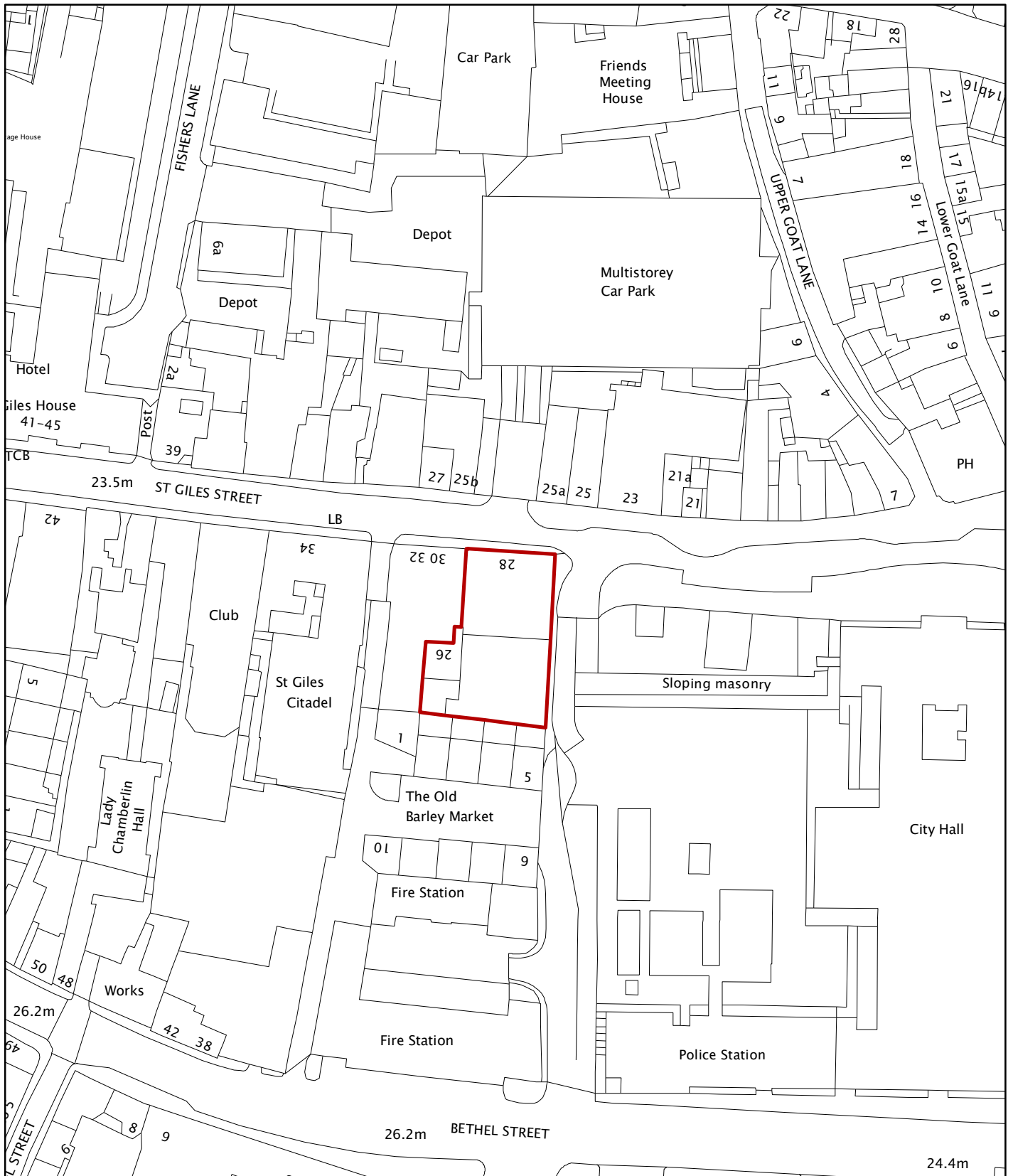
- Floor/ceiling sound insulation – *Limitations* - some of the rooms are thought to have parquet flooring, most ceilings have ceiling roses and cornices.
- Basement wall insulation - *Limitations* - vaulted brickwork walls/ceilings, wall mouldings and historic door cases.
- New solid wooden close-fit doors and seals to seminar rooms, offices and writers spaces – *Limitations* – All historic doors must be retained, there may or may not be limited scope for adaptations to upgrade.

'Acoustic Absorption' requirements identified by the applicant in the acoustics assessment, for which detailed plans and a Full Acoustics Survey would be required, before they could be assessed:

- Wall panels, suspended absorbers (from ceilings), sound curtains/drapes on walls – *Limitations* – potential damage to interiors and detrimental effect on historic and architectural character of the listed building (especially for suspended absorbers from ceiling).
- The annexe part of the proposed café is identified as needing 'significant areas of acoustically absorbent finishes to control reverberant noise levels' – *There are few constraints in the annexe, but there are limitations to providing the same level of acoustic absorption in the café room within 28 St Giles Street with sash/doors open all the time.*

Article 31(1)(cc) Statement

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



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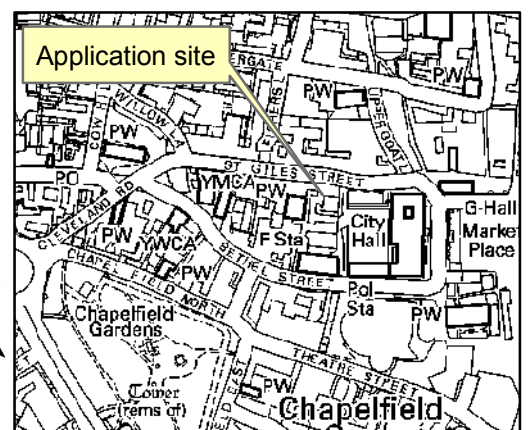
Planning Application No 13/01296/F & 13/01297/L
 Site Address Gladstone House, St Giles Street

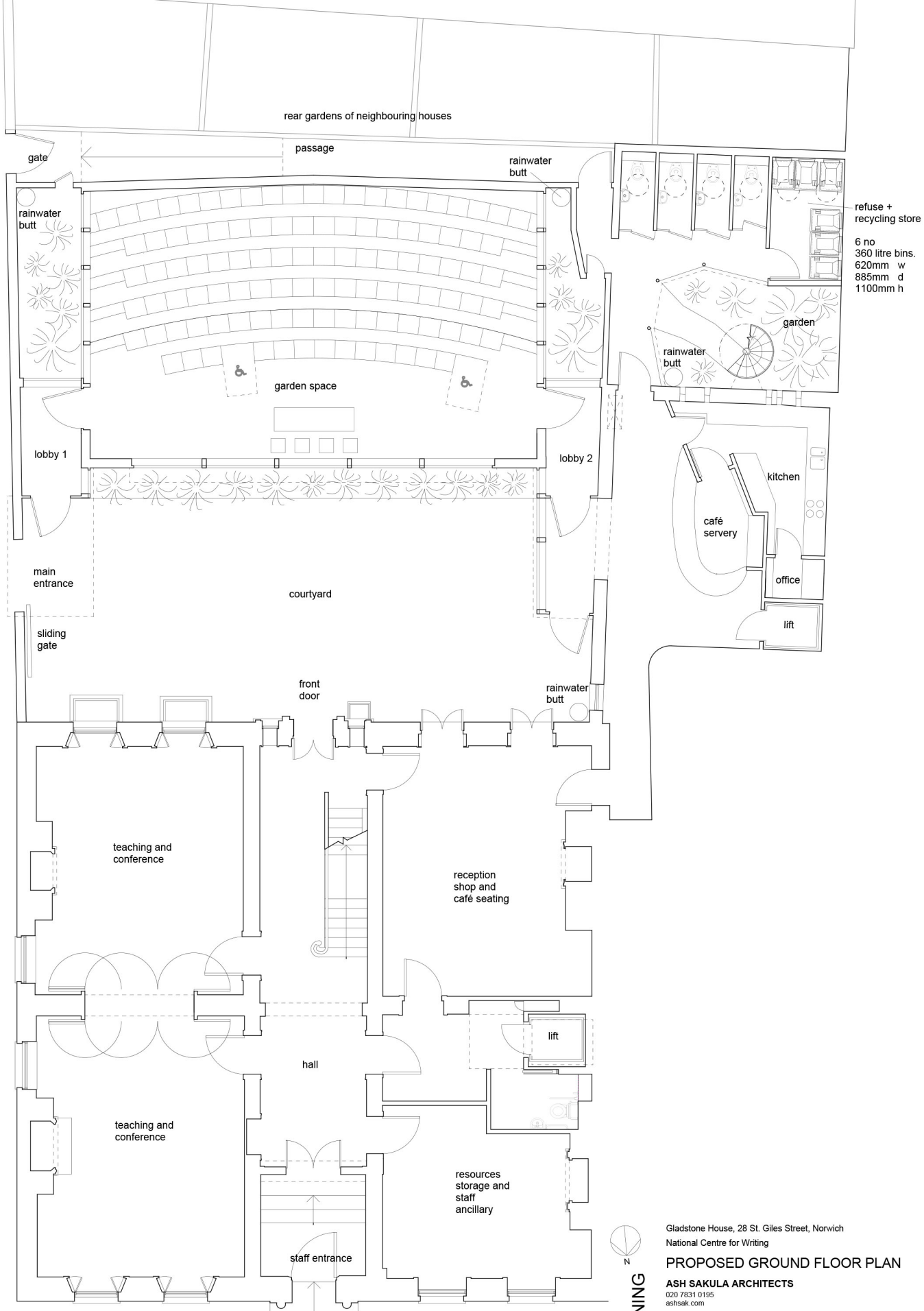
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NORWICH
 City Council

PLANNING SERVICES





Gladstone House, 28 St. Giles Street, Norwich
National Centre for Writing

PROPOSED GROUND FLOOR PLAN

ASH SAKULA ARCHITECTS
020 7831 0195
ashsak.com

Scale 1/100 @ A3

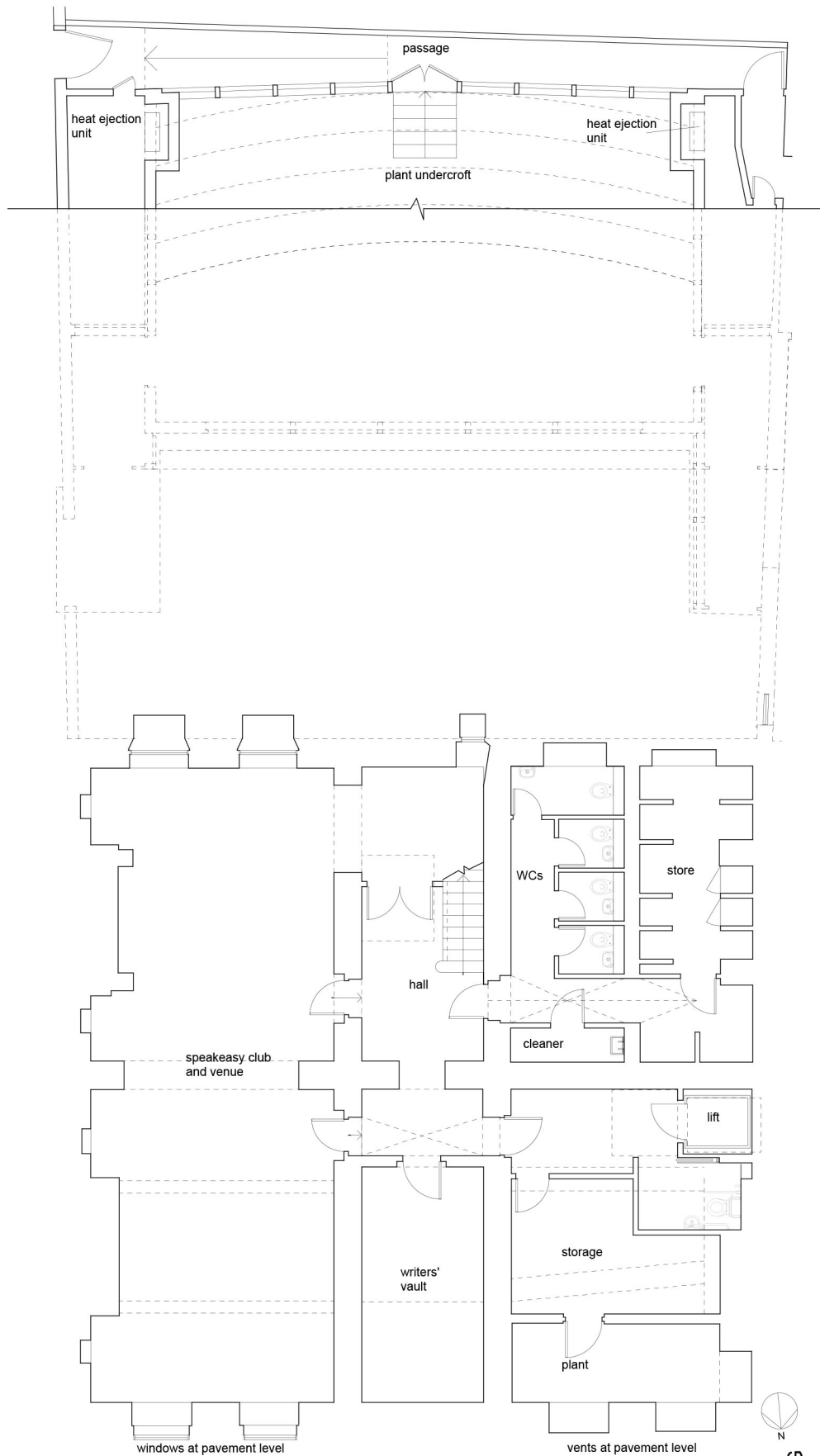
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101

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PLANNING



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PROPOSED BASEMENT FLOOR

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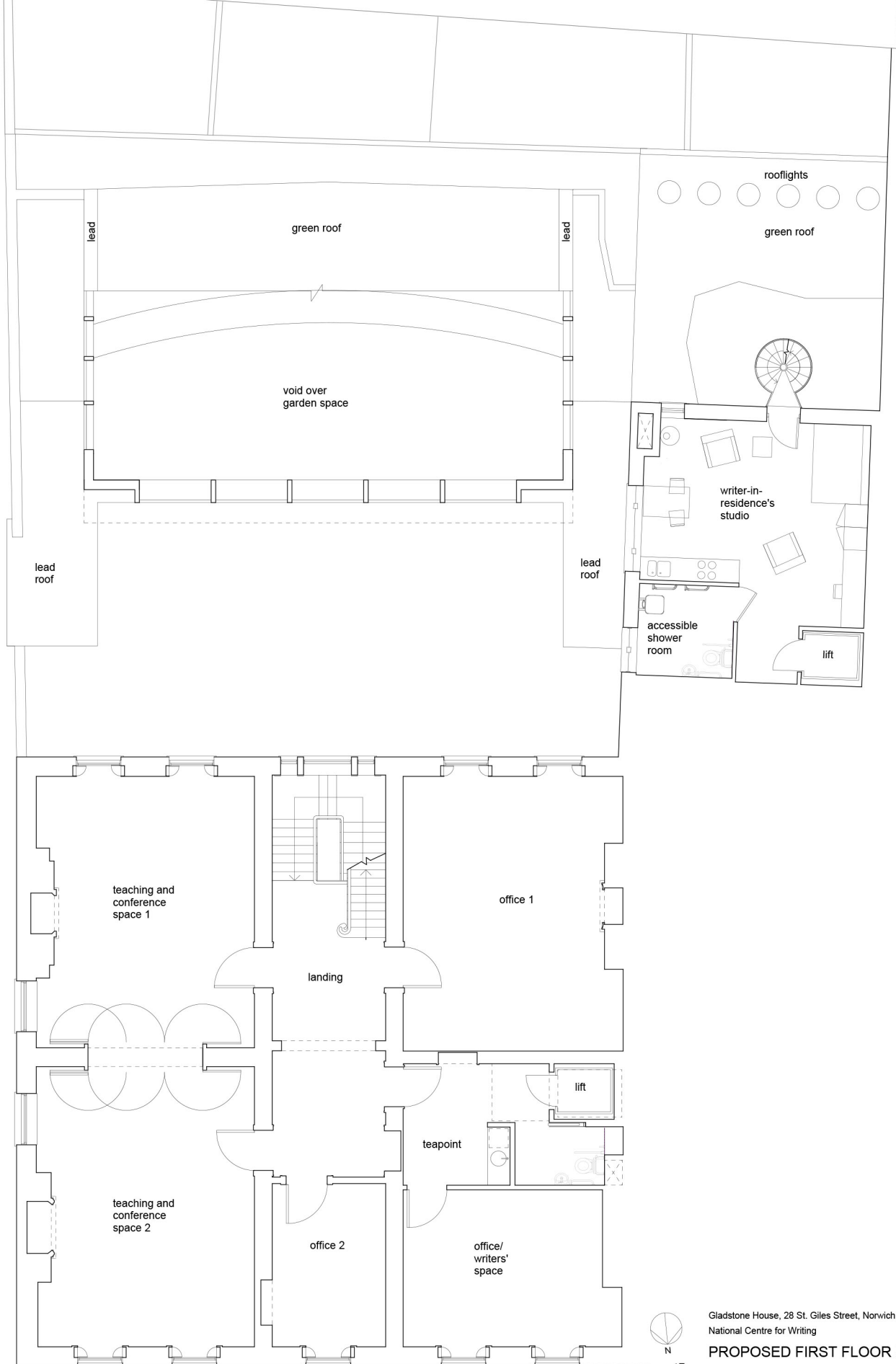
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102 /*

PLANNING



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PROPOSED FIRST FLOOR PLAN

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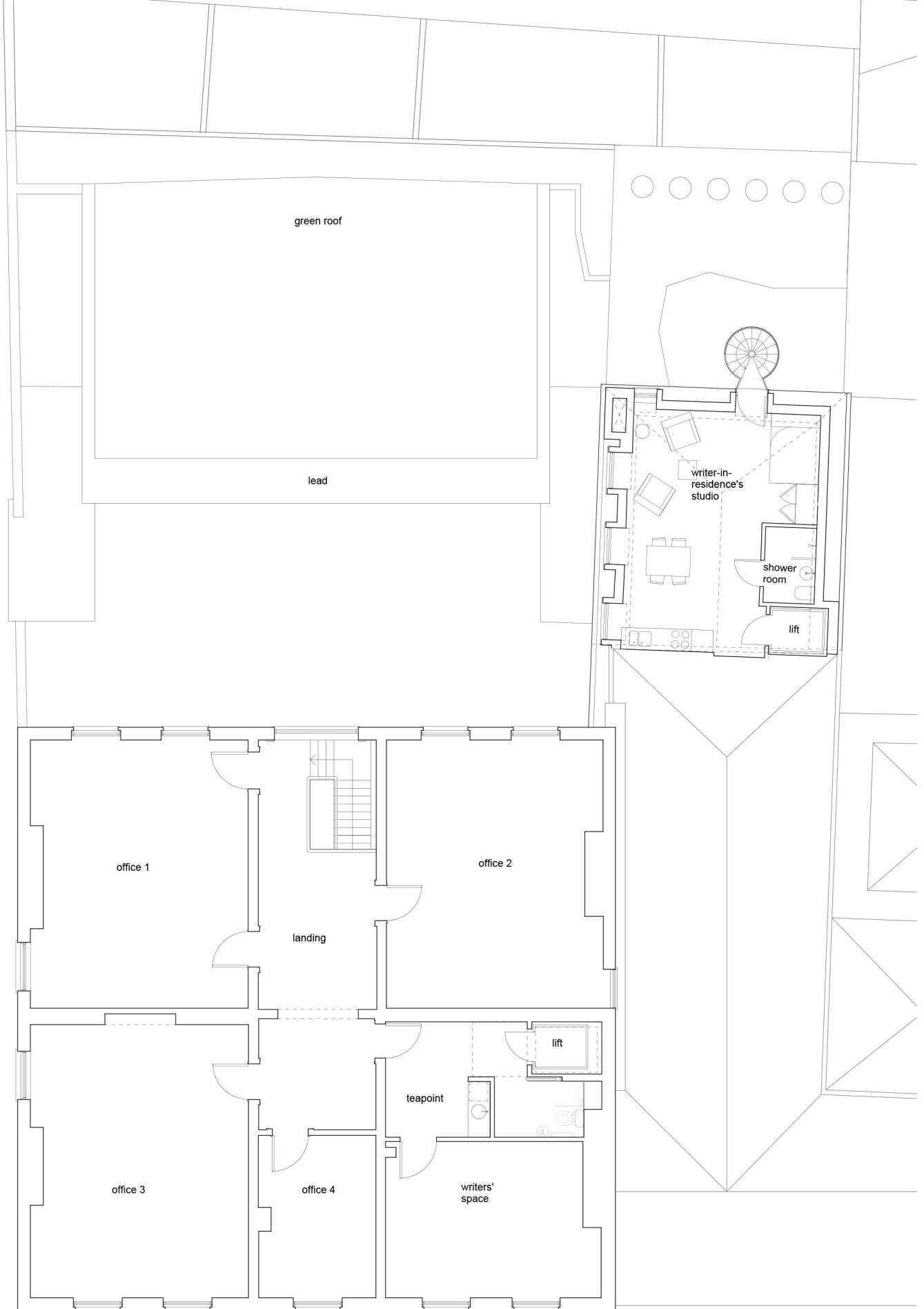
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103

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PLANNING



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PROPOSED SECOND FLOOR PLAN

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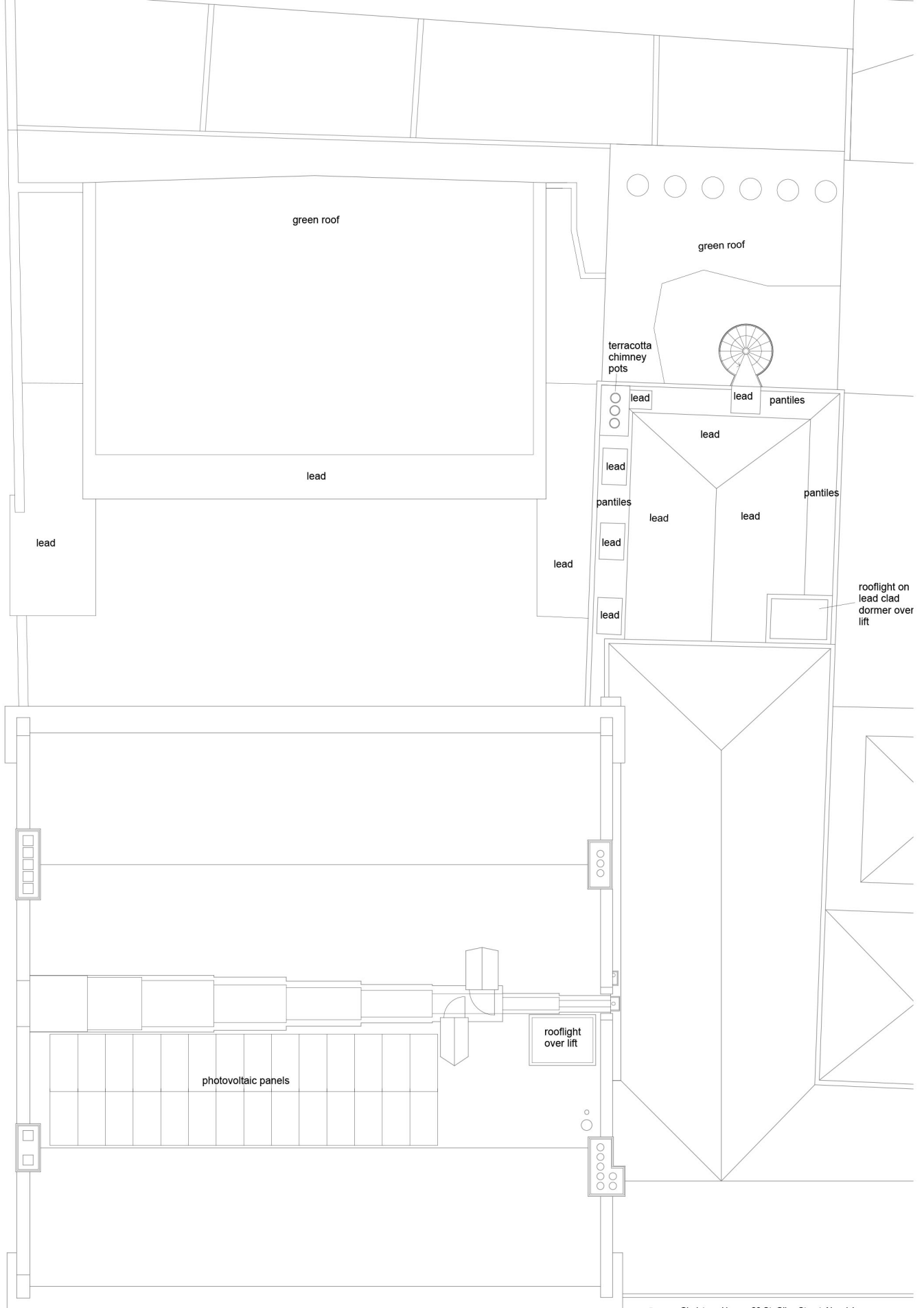
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104

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PROPOSED ROOF PLAN

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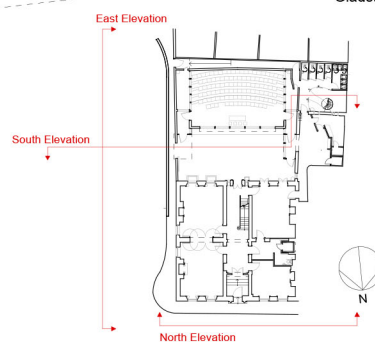
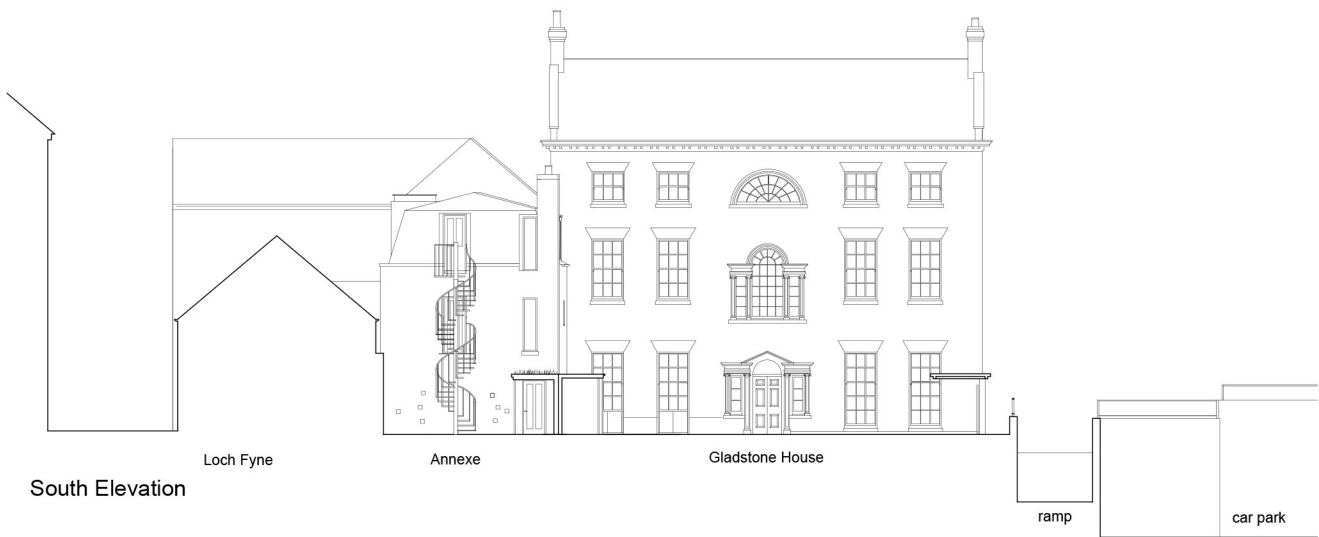
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105

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PROPOSED CONTEXT ELEVATIONS

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111

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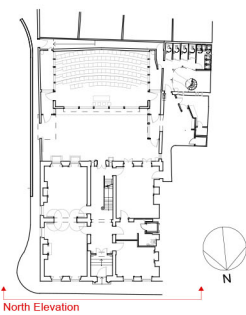
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Note
No changes proposed to North Elevation.



Gladstone House
28 St. Giles Street

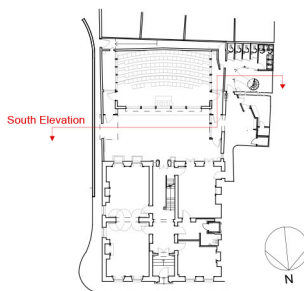
Loch Fyne Restaurant
30-32 St. Giles Street



Gladstone House, 28 St. Giles Street, Norwich
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PROPOSED NORTH ELEVATION
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PLANNING

- KEY**
- 1 Matching brickwork
 - 2 Pantiles
 - 3 Lead
 - 4 Obscured glass fixed light, precast concrete sill
 - 5 Obscured glass fixed light in lead clad dormer
 - 6 Painted timber batten FR door
 - 7 Painted timber half glazed door in lead clad dormer, obscured glass
 - 8 Lead clad dormer housing lift, rooflight over
 - 9 FR glass brick fixed lights
 - 10 Timber fully glazed door
 - 11 Green roof supported on painted steel tubular supports
 - 12 Glazed lobby, glazed door, lead roof
 - 13 Lead roofed entrance, oak sliding gate
 - 14 Inward-opening painted timber half doors below retained existing sash window
 - 15 Existing single leaf door restored to inward opening double leaf
 - 16 Sage green painted metal helix stair



PLANNING

Gladstone House, 28 St. Giles Street, Norwich
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PROPOSED SOUTH ELEVATION
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KEY

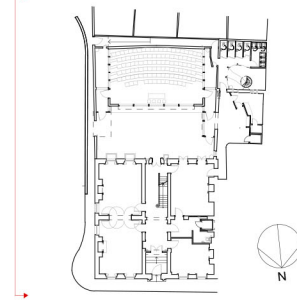
- 1 Matching red brick wall, brick coping
- 2 Naturally finished oak sliding gate
- 3 Lead roofed porch
- 4 Naturally finished oak gate
- 5 Existing brick wall remains unaltered
- 6 Green roof with lead edgings

Note
Side elevation of Gladstone House unaltered.



line of ramp to car park

East Elevation



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PROPOSED EAST ELEVATION
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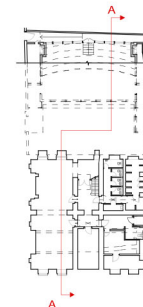
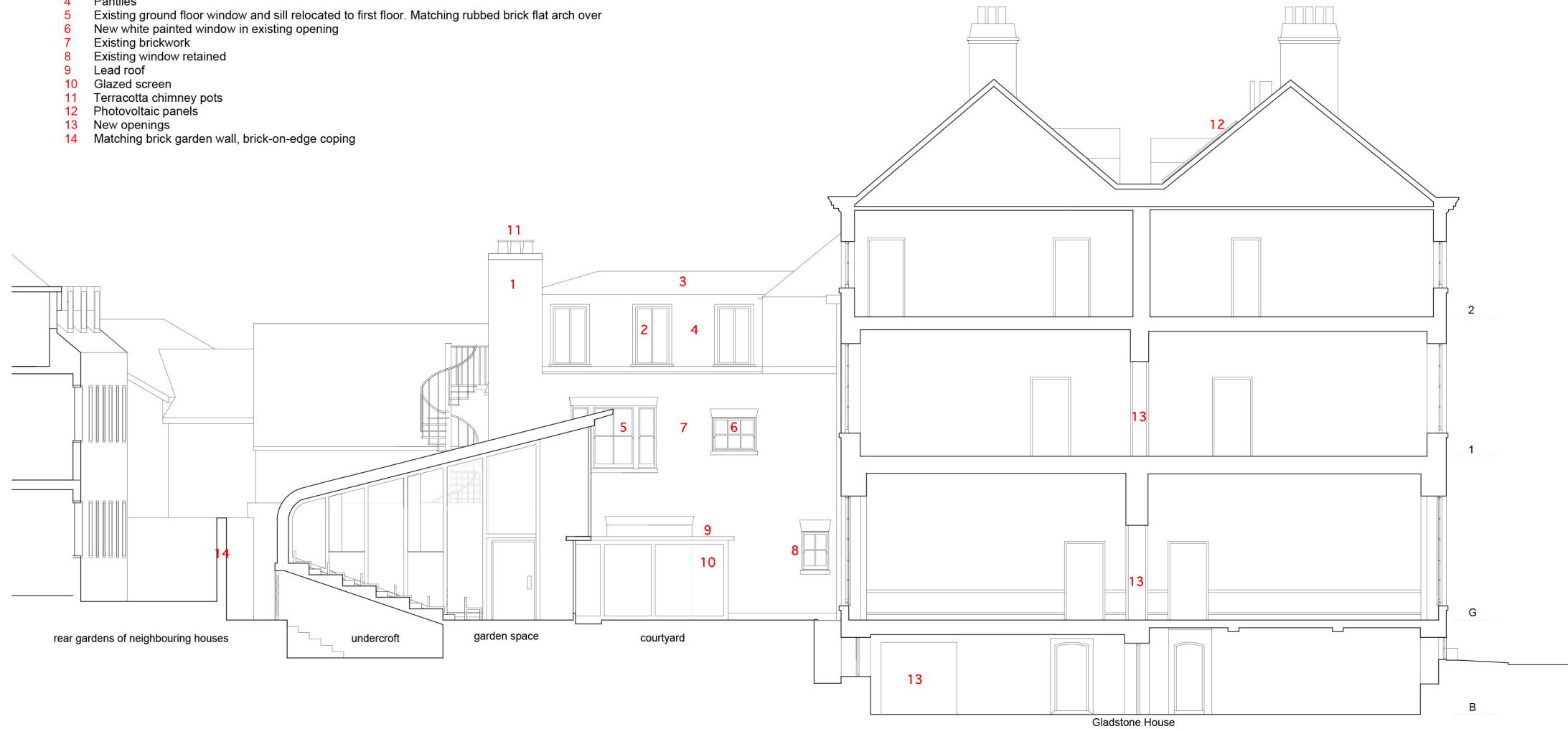
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PLANNING

KEY

- 1 Matching brickwork
- 2 Double glazed white painted casement window in lead-clad dormer
- 3 Lead
- 4 Pantiles
- 5 Existing ground floor window and sill relocated to first floor. Matching rubbed brick flat arch over
- 6 New white painted window in existing opening
- 7 Existing brickwork
- 8 Existing window retained
- 9 Lead roof
- 10 Glazed screen
- 11 Terracotta chimney pots
- 12 Photovoltaic panels
- 13 New openings
- 14 Matching brick garden wall, brick-on-edge coping



PLANNING

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PROPOSED SECTION AA

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121

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