

<b>Parish:</b>	<b>Walpole</b>	
<b>Proposal:</b>	<b>Installation of a replacement floor</b>	
<b>Location:</b>	<b>Church of St Andrew Kirk Road Walpole St Andrew Norfolk PE14 7LL</b>	
<b>Applicant:</b>	<b>The Churches Conservation Trust</b>	
<b>Case No:</b>	<b>23/02139/LB (Listed Building Application)</b>	
<b>Case Officer:</b>	<b>Lynette Fawkes</b>	<b>Date for Determination:</b> 1 February 2024 <b>Extension of Time Expiry Date:</b> 26 April 2024

**Reason for Referral to Planning Committee – Councillor Blunt Call-in**

**Neighbourhood Plan: No**

**Case Summary**

This listed building consent seeks permission for a replacement of part of the floor of the nave of the Church of St Andrew following the removal of the existing floor in an area close to the chancel over 10 years ago.

The Church of St Andrew is a Grade I listed building.

**Key Issues**

Impact upon the significance of the Grade I listed Building

**Recommendation**

**APPROVE**

**THE APPLICATION**

The Church of St Andrew was listed Grade I under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest on 10th August 1951 with the following description;

Parish church. C15 with some re-used earlier details. Bequests date 1443 for nave, 1463 for porch, 1504 donation of lead. Restored 1811 and 1897. Tower restored 1902. West tower, nave, aisles and chancel. Brick tower with ashlar dressings, remainder rendered brick and ashlar. Lead roods. 3 stage tower with angle buttresses to belfry. Arched west door below

hood mould. To left a cusped ogeed statuary niche, to right a lean to plain tiled chamber built through buttress, probably an anchorite cell. Arched door to west, lancet to north and 2-light cusped window to south in buttress. 2-light Perpendicular panel tracery west window with embattled transom. String course between ringing chamber and belfry. Cusped lancet to south. 2-light belfry windows with ogee reticulation units. Crenellated parapet with ashlar corner pinnacles. Stair tower to south-east entered through external arched door and terminates in polygonal turret. Nave aisles supported by stepped buttresses, angled at corners. 3 2-light arched and transomed aisle windows north and south, the transoms with crenellations. Similar 2-light aisle west windows and 3-light east windows. Gabled south porch with angle buttresses. Arched moulded entrance with circular responds.

Embattled parapet terminating in panelled ashlar corner pinnacles enlivened by crockets and finials. Porch with slate roof. Arched inner door with hood on labels. Low arched and moulded north aisle door. Clerestory of 8 2-light renewed Perpendicular windows between each of which rise pilaster strips interrupted by bell-moulded annulations. Octagonal rood stair turrets to north and south with roll moulded edges and spirelets. 3 bay chancel with stepped side buttresses, angled to east. 3 3-light windows with cusped arches below panel tracery. Crenellated parapet. 3-light east window of 1897 : wide central light ogeed below indeterminate tracery pattern of general Perpendicular character.

Interior. 4 bay arcade of lozenge piers with continuous hollow mouldings and rolls to north and south. Rolls continue as colonnettes to rise from spandrels and apexes of arches framing clerestory windows and supporting wall posts of C19 roofs. Roof of arched braces to moulded principals. 2 tiers butt purlins and ridge piece. Tall stilted tower arch on polygonal responds. Chancel arch on piers panelled to south. Round arched rood stairs north and south, the latter below fan vaulted rood screen corbel. 2-light window over chancel arch. Aisle roofs-as nave. Chancel with cusped piscina within square surround and cusped spandrels. South nave chapel piscina composed of 4- centred arch on engaged columns within fleuron studded square surround below crenellated hood.

Double aumbry in south nave wall, repeated on north. C17 tower gallery with balustrade supported on arched braces : turned balusters below plain handrail. On hand rail cast iron palmettes and alternating finials. Octagonal C15 font, the bowl carved in panels of quatrefoils and shields. C17 pulpit with carved arcading and interlacing circles in top frieze, the whole standing on sandstone plinth of C15. Over tower arch painted Royal Arms of George III.

This listed building consent application seeks to replace a part of the floor which was removed over 10 years ago in order to facilitate investigations into the cause of significant damage to the building caused by moisture ingress.

Given the amount of moisture ingress, further investigations are required to determine whether the replacement floor is to be a temporary structure or a permanent replacement.

## **SUPPORTING CASE**

The applicant has submitted a number of supporting documents with the application which details what investigations have taken place to date and why the works to determine the cause of damp had stalled until this application.

## **PLANNING HISTORY**

2/02/0919/LB - Blocking up of doorway – APPLICATION PERMITTED –08.07.2002

## **RESPONSE TO CONSULTATION**

There were three rounds of consultation on this application following 3 submissions of new information and a change of description. The description was changed in the third round of consultation.

### **Parish Council:**

Following the third round of consultation:

The Walpole Parish Council agreed to support this application with the proviso that it is agreed that a new floor is in situ within the next 24 months

### **Historic England:**

First response Received 19.12.2023

Thank you for your letter of 12 December 2023 regarding the above application for listed building consent.

Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application.

We suggest that you seek the views of your specialist conservation and archaeological advisers. You may also find it helpful to refer to our published advice at <https://historicengland.org.uk/advice/find/>

It is not necessary to consult us on this application again, unless there are material changes to the proposals. However, if you would like advice from us, please contact us to explain your request.

Second and third responses received 03.01.2024 and 07.03.2024

Thank you for your letter of 4 March 2024 regarding further information on the above application for listed building consent. On the basis of this information, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.

It is not necessary for us to be consulted on this application again, unless there are material changes to the proposals. However, if you would like detailed advice from us, please contact us to explain your request.

### **Norfolk County Council – Historic Environment Service:**

First response received 15.12.2023

Thank you for consulting us about the above planning application.

St Andrew's church is a late 15th century building which contains a little earlier reused material. There is evidence of medieval occupation in this immediate area, so there may have been an earlier church on this site. As churches were normally constructed adjacent to medieval or earlier manorial or estate centres, or in areas of medieval or earlier settlement

23/02139/LB

Planning Committee  
8<sup>th</sup> April 2024

there is potential that heritage assets with archaeological interest (buried archaeological remains, especially human burials and evidence for earlier church buildings) may be present at the site and that their significance will be affected by the proposed development.

If planning permission is granted, we therefore ask that this be subject to a programme of archaeological mitigatory work in accordance with National Planning Policy Framework. Ministry of Housing, Communities and Local Government (2021). para. 205. We suggest that the following conditions are imposed:-

A) No development shall take place until an archaeological written scheme of investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and 1) The programme and methodology of site investigation and recording, 2) The programme for post investigation assessment, 3) Provision to be made for analysis of the site investigation and recording, 4) Provision to be made for publication and dissemination of the analysis and records of the site investigation, 5) Provision to be made for archive deposition of the analysis and records of the site investigation and 6) Nomination of a competent person or persons/organization to undertake the works set out within the written scheme of investigation.

and,

B) No development shall take place other than in accordance with the written scheme of investigation approved under condition (A).

and,

C) The development shall not be put into operation until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the archaeological written scheme of investigation approved under condition (A) and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.

In this instance the programme of archaeological mitigatory work will comprise one phase – the monitoring of groundworks for the development under archaeological supervision and control.

A brief for the archaeological work can be obtained from Norfolk County Council Historic Environment Service. Please note that we now charge for our services.

3 rounds of consultation – First 2 rounds description of development was ‘To remove a section of the nave floor and investigate the condition of the chancel roof and external renders’

Second response received 05.01.2024

Thank you for consulting with us about this amended application. We have no comments to make regarding the amendments.

If you have any questions or would like to discuss our recommendations please contact the Historic Environment Strategy and Advice Team on 01362 869278 or hep@norfolk.gov.uk

**Ward Member:**

Response Received 12.12.2024

Good afternoon Hannah

I want the above application to go to Planning Committee

Following the third round of consultation and change of description:

I attended the Walpoles Parish Council meeting last evening.

23/02139/LB

Planning Committee  
8<sup>th</sup> April 2024

Although they were pleased with the revised application, the consensus of opinion was that they would like me continue the call in of the application

So to that end please arrange for the application to continue to come to planning committee.

## **REPRESENTATIONS**

Round one of consultation 12.12.2023

**TWENTY SEVEN** Representations by members of the public were received – all stating an objection. The concerns received included;

- There is no mention of a replacement floor
- This is a retrospective application and they should be made to put the floor back
- No meaningful reasons given by the applicant as to why the floor cant be put back
- Without the floor at least a quarter of the floor space is unuseable for events
- No evidence of the supposed monitoring is visible – did it ever take place?

Round two of consultation 02.01.2024

**NINE** Representations by members of the public were received – **EIGHT** objections, **ONE** in support. The concerns included;

- Still no mention of a replacement floor of either a temporary or a permanent nature
- The timeline for the restoration of a floor should be provided

Round three of consultation following the change of description and further information 04.03.2024

**FOUR** representations by members of the public were received – **ONE** objection, **ONE** support and **TWO** neutral. The concerns received included;

- This is good news but time restraints are required
- Is the floor to be temporary or permanent. This needs to be known.
- Temporary floor should be down in 1 year and a time line for a replacement with a permanent floor should be provided.

## **LDF CORE STRATEGY POLICIES**

**CS12** - Environmental Assets

## **SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES PLAN 2016**

**DM15** – Environment, Design and Amenity

## **NATIONAL GUIDANCE**

National Planning Policy Framework (NPPF)

Planning Practice Guidance (PPG)

National Design Guide 2021

National Planning Policy Framework – sets out the Government’s planning policies for England and how these are expected to be applied.

National Planning Practice Guidance - Provides National Planning Practice Guidance, in support of and in addition to the NPPF

23/02139/LB

Planning Committee  
8<sup>th</sup> April 2024

## **PLANNING CONSIDERATIONS**

### **The main considerations are:**

- Impact upon the Heritage Asset

### **Impact on the Heritage Asset:**

The Church of St Andrew is a Grade I listed building, the fabric of which mainly dates to the 15th century but it could have earlier origins as there are a number of reused bits of material and, the Historic Environment Record gives evidence for medieval settlement in the area.

The list description, given in full earlier in this report, states that the church was 'restored' in the 19th century namely in three phases, 1811, 1897 and 1902. The floor which is the subject of this application, seems, within the area concerned to be of one of these 19th century restoration dates. From a section of the portion of floor that has been removed, it is constructed of a hardcore layer, a cement or bitumous layer then stone tiles.

It is in the care of the Churches Conservation Trust. It is used for worship on a limited number of days per year but has an active and caring Friends Group who run events and raise awareness of the building in the community and beyond.

The church has suffered from moisture ingress from both above and below ground. The stonework within the arcades are showing significant signs of salts and erosion which has taken place due to some atmospheric conditions which are affecting its ability to remain in a stable condition. The scientific reasons for this can be read in a number of reports submitted with this application.

For some time, attempts to halt the march of the decay has resulted in the arcades being lime washed and monitored. This has shown that the erosion and decay is ongoing. In 2007, the decision was taken by the Churches Conservation Trust to remove portions of the floor around the two front nave columns and see whether the non-breathable nature of the 19th century floor was causing moisture to rise up the columns to escape the non breathable floor. The removal of the floor would enable further monitoring to take place to see whether it was the floor that was causing the problems. Fundraising for works would then take place. Whilst undoubtedly done with the best of intentions, it has been noted in a number of the public comments that this was undertaken without the knowledge or the grant of listed building consent from the Local Planning Authority.

The Church required a number of years in the same condition before reliable test results could be taken. Unfortunately in 2011 and 2014 a lead theft from the roof meant that a temporary roof needed to be installed which affected the environmental conditions within the building and the results of the moisture testing in the columns would not of given an accurate reading. Since this date, and certainly since the submission of this application, more testing has been undertaken which shows that a floor around these two front columns would not impact upon the structure of the building or the monitoring of the columns. What the test results do not show is whether a temporary floor or a permanent floor would be least harmful.

The Churches Conservation Trust require a further period of time to undertake the research required to determine in what way the floor is to be replaced. A permanent floor would be preferred as this would result in the least impact upon the historic building but, this needs to be installed with materials and to a design which would not exacerbate the erosion causing further decay and issues into the future. A temporary floor across the gaps would enable the

Friends Group and others to use the building for events but this still needs to be constructed in a safe way and so that it does not cause harm to any surviving archaeology or building fabric.

### **Relevant Policies**

CS12 Environmental Assets Green Infrastructure, Historic Environment, Landscape Character, Biodiversity and Geodiversity

Proposals to protect and enhance our historic environment and landscape character, biodiversity and geodiversity will be encouraged and supported.

The historic and built environment play a crucial role in delivering environmental quality and well-being. Therefore the Council will preserve and where appropriate enhance its qualities and characteristics.

Policy DM 15 – Environment, Design and Amenity

Development must protect and enhance the amenity of the wider environment including its heritage and cultural value. Proposals will be assessed against their impact on neighbouring uses and their occupants as well as the amenity of any future occupiers of the proposed development.

Proposals will be assessed against a number of factors including:

Heritage impact;

and

Visual impact.

The NPPF places great emphasis upon the protection and enhancement of our historic and built environment placing it at the heart of sustainable development (paragraph 8)

Paragraph 195 states that Heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.'

Paragraph 205 states that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation'.

Paragraph 206 states that 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.'

Paragraph 208 of the NPPF states that "Where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use".

### **CONCLUSION :**

The current application for a replacement floor seeks to address the concerns raised throughout the application process. The principle of a replacement floor in the location proposed is an acceptable one, although the materials and construction of a replacement floor does need to be controlled in order to determine whether the impact upon the historic

fabric of the building and its future stability, would be maintained or enhanced through its provision.

It is therefore considered that this application meets the requirements of paragraph 8, 195, 205 and 206 of the NPPF through seeking to maintain and enhance the fabric of the building for future generations to enjoy. The enhancement of this building through the proposal would consist of the ability of the building to maintain a more stable atmospheric environment to halt or slow down the rate of decay within the fabric of the building.

While the removal of the 19th century floor may have caused some impact upon the completeness of the Victorian floor surface, the replacement of the floor with one which can enable it to continue to be used as a venue for community activities is to be welcomed. Subject to the design of the floor, it is considered that the replacement of the floor in the area of this application, would not cause harm to the significance or historic value of the Church of St Andrew.

### **RECOMMENDATION:**

APPROVE subject to the imposition of the following condition(s):

- 1 Conditions: This Listed Building Consent is granted subject to the condition that the works to which it relates shall be begun not later than the expiration of one year from the date of this consent.
- 1 Reason: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 2 Conditions: This Listed Building Consent relates only to works specifically shown on the approved drawings listed below. Any other works, the need for which becomes apparent, are not covered by this consent and details must be submitted to the Council as Local Planning Authority and approved in writing, before work continues:
  - Review of the environmental conditions – Submitted 14.02.2024
  - Proposal – Submitted 14.02.2024
  - Paper by Gabriella Misurello – Dated October 2022
  - Floor Removal Plan – Submitted 05.12.2023
- 2 Reason: To ensure a satisfactory standard of works in the interests of safeguarding the Listed Building in accordance with the principles of the NPPF.
- 3 Conditions: All works shall be carried out in such manner that no unnecessary damage is caused to the fabric or decorative features of the building, and any damage so caused shall be rectified to the satisfaction of the Local Planning Authority.
- 3 Reason: To ensure that the fabric of the Listed Building is properly protected during the works in accordance with the principles of the NPPF.
- 4 Conditions: None of the proposed works shall be carried out until a full specification and schedule of works and working drawings of the proposed new floor have been submitted to and approved in writing by the Local Planning Authority. The specification, schedule and accompanying drawings shall comply with the conditions of this consent. Any amendment to this specification or to any part of the approved



works, including works required by the Building Regulations or shown from a structural survey to be necessary or desirable, shall be approved beforehand in writing by the Local Planning Authority.

- 4 Reason: To ensure that the works are properly controlled in the interests of safeguarding the Listed Building in accordance with the principles of the NPPF.
- 5 Conditions: No development shall take place until a Written Scheme of Investigation for a programme of archaeological works has been submitted to and approved by the local planning authority in writing. The scheme shall include:
  1. An assessment of the significance of heritage assets present
  2. The programme and methodology of site investigation and recording
  3. The programme for post investigation assessment of recovered material
  4. Provision to be made for analysis of the site investigation and recording
  5. Provision to be made for publication and dissemination of the analysis and records of the site investigation
  6. Provision to be made for archive deposition of the analysis and records of the site investigation
  7. Nomination of a competent person or persons/organization to undertake the works set out within the Written Scheme of Investigation.
- 5 Reason: To safeguard archaeological interests in accordance with the principles of the NPPF. This needs to be a pre-commencement condition given the potential impact upon archaeological assets during groundworks/construction.
- 6 Conditions: No demolition/development shall take place other than in accordance with the Written Scheme of Investigation approved under condition 5.
- 6 Reason: To safeguard archaeological interests in accordance with the principles of the NPPF.
- 7 Conditions: The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition 5; and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.
- 7 Reason: To safeguard archaeological interests in accordance with the principles of the NPPF.