

COMMITTEE REPORT

Date: 24 March 2025 **Ward:** Fulford And Heslington
Team: East Area **Parish:** Heslington Parish Council
Reference: 24/01378/LBC
Application at: 5 Main Street Heslington York YO10 5EA
For: Internal and external alterations to facilitate change of use of offices (use class E) to purpose-built student accommodation.
By: Miranda Lam
Application Type: Listed Building Consent
Target Date: 25 November 2024
Recommendation: Approve

1.0 PROPOSAL

The site

1.1 The application relates to land formerly owned by the university and buildings used as offices. The sites was deemed surplus to requirements and marketed for sale in 2023. The site comprises of 5/5a fronting Main Street, a car parking area and a mid-20th century office building behind; referred to as the Hive. There is a garden area to the rear of the buildings.

1.2 The front building (no.5 / 5a) is grade II listed. It was used only for storage subsequent to being sold by the university. The building behind is a mid-20th century office building of two storey and with decorative tiled cladding to its facade; it is not regarded as a listed building. The site is within the Heslington Conservation Area.

The scheme

1.3 Applications for listed building consent and full planning permission (24/01377/FULM) have been made for the site. The scheme has been revised since the initial submission in response to comments regarding the listed buildings significance, its condition and its setting. The layout of 5/5a has been revised to respect the historic plan form and works to address damp and other issues included in the scheme. The overall scheme has been revised and as such -

- The amount of development has been reduced in that a proposed extension to the rear of the Hive building has been omitted.
- The car park would be reconfigured; it would provide 2 disabled parking bays and 1 further space. Immediately behind the boundary wall soft landscaping would be introduced.

2.0 POLICY CONTEXT

2.1 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

2.2 Policies relating to the approach to dealing with listed building consent applications is set out in Local Plan 2018 policy D5: Listed Buildings and section 16 of the NPPF: Conserving and enhancing the historic environment.

2.3 The Local Plan 2018 was adopted on 27 February 2025. Policy D5 relates to listed buildings and states proposals affecting a Listed Building or its setting will be supported where they preserve, enhance or better reveal those elements which contribute to the significance of the building or its setting. The approach if harm to significance is identified is consistent with the requirements in the NPPF; harm or substantial harm to the significance of a Listed Building or its setting will be permitted only where this is outweighed by the public benefits of the proposal. In making an application, it should be accompanied by an appropriate, evidence based heritage statement, sufficient to understand the potential impact of the proposal on the significance of the building.

2.4 NPPF paragraph 208 states “local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal”. Paragraph 213 goes on to advise 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”.

3.0 CONSULTATIONS

Design & Conservation

3.1 Officers objected to the original scheme, which proposed 9 en-suite bathrooms in the listed building. Within the L-shaped building at the front of the site, the officer advised that ground floor rooms and the front rooms on the first floor were of highest significance. There was objection to the insertion of en-suite bathrooms into these rooms. The subdivision into small individual units would cause a high degree of harm to the significance of what is a largely unaltered farmhouse, it would destroy

the understanding of the original pattern of movement and circulation around the property, and the relationship spaces had to each other.

3.2 Revised plans were issued in response to comments from officers and the layout now addresses concerns raised on a room-by-room basis. En-suites are only to be inserted into the first floor room of lowest significance. Revised elevations also confirm an appropriate finish to wall and roof vents. Proposals to address damp due to cement render to the exterior and the lack of window cills has been addressed in the revised scheme. The initial objection no longer applies.

Historic England

3.3 No advice offered. Recommended officers seek views of internal consultees.

Heslington Parish Council

3.4 Comment as follows on original scheme –

- The scheme denies a conversion of 5/5a for a local family.
- Local Plan 2018 policy H7 seeks to direct majority of student accommodation to on the campus.
- If approved there should be appropriate site management for dealing with noise, waste management and parking controls.
- Contribution requested towards litter picking in Heslington.

York Conservation Areas Advisory Panel

3.5 York Conservation Areas Advisory Panel - No objection to the proposed change of use of the site. However, the existing building (the Hive at the rear of the site) had been noted as a detractor within the Conservation Area; the Panel felt that the most appropriate solution would be to remove this building and provide something more appropriate to its use and location.

4.0 REPRESENTATIONS

4.1 Six representations in objection to the listed building consent application have been made.

Heslington Village Trust

4.2 Raised the following concerns -

- The amount of accommodation proposed will not meet demand.
- Preference for an alternative scheme for affordable housing.
- Reference to neighbourhood plan; however this has been withdrawn.

4.3 Other objections – these are detailed in the companion full planning application. They are concerned with matters not directly related to the proposed works to the listed building and the impact on significance. The objections refer to car parking and noise issues, preference for a different type of development at the site, and the withdrawn neighbourhood plan.

5.0 APPRAISAL

Key Issues

5.1 The key issue is the impact on the significance of the listed building and in considering potential impacts whether any harm to the significance of the Listed Building or its setting is identified. Harm will be permitted only where this is outweighed by the public benefits of the proposal.

Significance

5.2 No 5 Main Street is a typical early-mid 18th century village house with agricultural buildings, from a later phase of development, attached to the rear. These buildings are listed at grade II. They are listed for their special historic significance to the village as a former agricultural community and for their fortuitous aesthetic significance as good examples of local vernacular architecture. The office building at the rear of the site is not regarded as a curtilage listed building due to its age.

5.3 There is a fairly high survival rate internally in 5/5a. The baffle entry arrangement of primary entrance with large central fire stack and much of the original plan form is retained, complete with historic timber framing. There are fireplaces and what appear to be some original (or at least historic) doors (plank doors with strap hinges, panelled doors at ground level, either side of inglenook fireplace, and also into proposed bedroom 25). Many of the windows contain historic glass.

5.4 Parts of the historic timber frame of the roof structure are visible within rooms. The listed property is 'L' shaped, with a two-storey attached addition at the rear (assumed to have been an agricultural building at some point). The rear roof slope of the main house forms a catslide that has been raised slightly at some point in the building's history.

Impacts on significance

Plan form

5.5 The frontage L-shaped building is of highest importance and the scheme has been revised to preserve the ground floor layout. At first floor only the back room

would receive additional partitions to accommodate bathrooms. These works to install bathrooms allow all other rooms to retain their original form. The extent of change does materially affect the original plan form. The first floor room where sub-division is proposed was described by the conservation officer of moderate significance. The room appears altered; the historic wall below the retained beam has been lost, but a modern partition has been inserted later, though leaving an uncharacteristically wide full height opening without a door. This room was described as one which offers potentially more scope for alteration and subdivision. The minor level of alteration to this room would still allow the plan form to be appreciated overall and is not regarded to be harmful to significance.

5.6 The rear wing is assumed to be a later addition, originally for agricultural use. It has been sub-divided at a later date to enable its re-use. The historic layout and means of circulation is preserved. New partitions cause no more harm compared partitions previously installed in this section of the building and do not harm significance.

Other works

5.7 Additional works are required to facilitate re-use, to improve energy efficiency, and address fire and safety, repair needs, and existing damp issues. The revised scheme responds to comment from the Design and Conservation Officer in respect of the approach to repairs and addressing damp.

Doors and windows

5.8 Smoke seals will be added to doors if required and secondary glazing, on fire safety and energy efficiency grounds. Such works are justified and regarded as generally acceptable by Historic England (in their advice note regarding energy and carbon efficiency) and would not be harmful in this case.

Soil and ventilation

5.9 Minor works are required to provide waste pipes to new bathrooms, and for ventilation to the roof and walls. The works are justified; the number of new bathrooms would be minimal, and ventilation is in the interests of the building's good health. The siting and design of these components is sympathetic; to minimise visual impact. New bathrooms are in rooms of lesser significance. Pipework will be internal and boxed-in. External vents will be small in scale, located away from the primary elevation and coloured to blend in. The works would not harm the building's significance.

External works

5.10 Works to address damp are proposed as recommended by the Design and Conservation officer -

- Render – it is assumed the existing (modern) cement render on the exterior is causing damp issues. The application acknowledges the issue and proposes removal. The brickwork will be exposed if it is in suitable condition, if not, a breathable lime-based render would be applied. The works would be consistent with the building's conservation.
- Window cills are proposed to avoid water ingress and have been recommended by the Design and Conservation Officer. A schedule of works and large-scale typical details are required to ensure the works are sympathetic.

Photographic recording

5.11 A recording of the building will be required following good practice as advocated in NPPF paragraph 218; to advance understanding of the building and its significance. It will also be required that existing partitions and detailing are preserved when accommodating new partitions.

6.0 CONCLUSION

6.1 The scheme does not conflict with Local Plan policy D5 as no harm to significance has been identified. The proposals are desirable in reverting the building back to its original domestic use; it is in accordance with NPPF paragraph 210 which states that “in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation”.

6.2 The scheme has been revised to address officer concerns in respect of impact on the original plan form. It will address existing issues with the building in a sympathetic way. The works to accommodate re-use, in terms of energy efficiency and fire safety are also sympathetic. The works adhere with NPPF paragraph 213 in that they have clear and convincing justification. No harm to significance has been identified and there is therefore no conflict with NPPF policy on heritage assets. It is recommended consent be granted subject to conditions.

7.0 RECOMMENDATION: Approve

1 TIME L2 Development start within 3 yrs (LBC/CAC)

The development shall be begun not later than the expiration of three years from the date of this permission.

Reason: To ensure compliance with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by section 51 of the Compulsory Purchase Act 2004.

2 Approved plans

The development hereby permitted shall be carried out in accordance with the following plans:-

Plans LTD299 -

01 - location plan

16J - Site plan and proposed elevations for 5/5a

14C - Floor plans for 5/5a

10D and 12F - Floor plans and elevation for the Hive

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

3 Large scale details

Prior to commencement of construction the following large-scale details (to include section drawings) and manufacturers details of the external materials shall be submitted to and approved in writing by the Local Planning Authority and the works shall be carried out in accordance with the approved details.

- a) New timber window cills.
- b) Rooflight (to be conservation type) to rear elevation.

Reason: In the interests of the significance of the listed building.

4 Building recording

Prior to works within 5/5a a room schedule of each room, highlighting the internal fabric of significance (supplemented with photos) and a strategy for their repair and retention shall be submitted to the local planning authority for approval. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the significance of the building and to enable the scheme to be compliant with the presumption in favour of sustainable development as set out in NPPF paragraph 11.

5 All new internal works shall be scribed around existing details.

Reason: In the interests of the significance of the listed building.

Contact details:

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