

COMMITTEE REPORT

Date: 22 January 2015 **Ward:** Guildhall
Team: Major and **Parish:** Guildhall Planning Panel
Commercial Team

Reference: 14/02104/LBC
Application at: 1 - 9 St Leonards Place York YO1 7ET
For: Internal and external alterations, including conversion of existing buildings, construction and demolition to form 29 no. apartments, 5 no. town houses and 6 no. mews houses including 2-4 Museum Street
By: Mr Mark Finch
Application Type: Listed Building Consent
Target Date: 4 November 2014
Recommendation: Approve

1.0 PROPOSAL

1.1 This application seeks listed building consent for internal and external alterations to 1-9 St Leonards Place, 2 - 4 Museum Street and the former stable block to the rear of these buildings. This application is considered alongside a full application (Ref. No. 14/02091/FULM) to convert the existing buildings and former stable block to residential dwellings including 5 no. town houses, 29 no. apartments, a mews property in the former stable block and the creation of 5 no. mews houses along the rear lane following the demolition of later C20th additions.

1.2 1-9 St Leonard's is grade II* listed, this listing includes the railings to the front. The buildings date from 1834, with the terrace designed by John Harper with various architects creating individual interiors within the nine units. The buildings are three storeys in height with accommodation also in the basements and attics. 2 - 4 Museum Street buildings are grade II listed; this listing includes the railings to the front and side. The buildings were designed by JB and W Atkinson and were constructed as two houses in 1851. The buildings are four storeys in height with a basement. Both sets of buildings are of high aesthetic value both inside and out. Their relatively unaltered state also provides evidence of how they were originally used.

1.3 Both the St Leonard's Place and Museum Street buildings were designed to appear as separate unified building compositions. 1-9 St Leonard's Place was developed in response to a speculative venture by the York Corporation and the City Commissioners to increase rental value whilst creating a new street to by-pass the bottleneck of Bootham Bar. The terrace's unity and formality is emphasised by its symmetrical composition, stuccoed finish and by the use of the Greek Revival style. The crescent formation gives it high townscape value and it is unique in York as an

urban set piece. The Museum Street buildings occupy a prominent corner and they appear in strategic views of the Minster on the main approach from the station. These large scale buildings also help to define the setting of heritage assets around Library Square. The trees within the site soften the immediate setting of the buildings and provide links with the gardens of the St Mary's Abbey precinct.

1.4 The former stable block to the rear lane is curtilage listed, its rear wall takes support from the former precinct wall of St Leonard's Hospital, and it forms part of the City wall Scheduled Ancient Monument. A section of the Roman wall (listed at grade I) lies within the car park and the site backs on to the City walls.

1.5 The site is within the Central Historic Core Conservation Area and it is surrounded by cultural uses and heritage assets of the highest order (as outlined in the Mint Yard Conservation Management Plan, July 2013).

2.0 POLICY CONTEXT

2.1 Development Plan Allocation: None

Areas of Archaeological Interest GMS Constraints: City Centre Area 0006

Conservation Area GMS Constraints: Central Historic Core

City Boundary GMS Constraints: York City Boundary

Listed Buildings GMS Constraints: Grade 1; Wall 5m North Of Kings Manor 0620

Listed Buildings GMS Constraints: Grade 1; Wall 2m N Of York 0630

2, 4 Museum St (each Grade II)

1-9 St Leonard's Place St L Pl (each Grade II*)

Scheduled Ancient Monuments GMS Constraints: SMR 30 City Walls Bootham Bar To Museum Street 0176

2.2 Policies:

CYHE4 - Listed Buildings

CYHE5 - Demolition of Listed Buildings and Buildings in Conservation Areas

3.0 CONSULTATIONS

ENVIRONMENTAL MANAGEMENT

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3.1 Conservation - States the mews scheme would replace existing uncharacteristic buildings and although the units at the entrance to the lane would be taller than the existing C20th extension, new development would preserve views of the rear elevations and enhance the immediate setting of the buildings. Alterations to the coach house/former stable block would not alter its character or scale as a former service building and therefore its special architectural and historic interest would be preserved. The conversion of the above properties into houses with modern facilities would sustain the evidential and aesthetic significance of these historic houses. The apartment scheme would provide a range of dwelling types and sizes. The majority of alterations required for the conversion to apartments would not harm the special interest of the buildings. However there are some areas where the balance between maximising the accommodation for use and current expectations has profited over the special interest of the building. In these areas new interventions would be introduced so that they are capable of being reversed and details of inserted elements would be designed to compensate for some loss of legibility. The scheme would not harm the special architectural and townscape interest of the building. It would enhance the street-scene by returning the main entrances to use and by replacing unsightly rainwater goods on the otherwise formal and unified front elevation. All trees within the car park would be retained and the setting of buildings would be preserved.

CONSERVATION AREA ADVISORY PANEL (CAAP)

3.2 The panel had no objection to the scheme in principle but regretted the loss of some of the staircase in 4 Museum Street. It was also felt that detailing was important and hoped that the new railings would be of imperial measurements not metric. The panel, whilst overall supportive of the proposal, considered that the success of the proposal in execution would focus on the treatment of the building features and details. The panel expressed concern over how this would be documented sufficiently through the planning approval process, and how this would be monitored at the construction phase to ensure that it was adhered to, especially given the limited resources available for CYC to spend time on this.

GUILDHALL PLANNING PANEL

3.3 Support the application and welcome the reuse of the buildings.

ENGLISH HERITAGE

3.4 Support the application, subject to full and appropriate resolution of detailed issues concerning the listed buildings, curtilage structures and trees.

COUNCIL FOR BRITISH ARCHAEOLOGY (CBA)

3.5 Comment that whilst the CBA supports the conversion to residential, we suggest there is an opportunity to improve the interpretation of York's historic City walls. Significant public benefits are there to be gained for York. The coach house could be removed from the scheme and brought into use as an interpretation area, a viewing platform could be created on the City wall to allow further interpretation. Part of the Roman fort wall will be screened off within the car park area and this should be reconsidered.

20TH CENTURY SOCIETY

3.6 No comments received

THE GEORGIAN GROUP -No comments received

3.7 No comments received

ANCIENT MONUMENTS SOCIETY

3.8 No comments received

THE VICTORIAN SOCIETY

3.9 No comments received

SOCIETY FOR PROTECTION OF ANCIENT BUILDINGS

3.10 No comments received

OTHER THIRD PARTIES

3.11 A letter was received from a local resident regarding the opportunity that the application presents for the opening up of public access to the set of ancient monuments to the rear (including the City wall, Anglian Tower, Roman fortress wall and remains of St Leonard's Hospital between St Leonard's Place and the Multangular Tower). Access could be improved from the rear of the library and from Manor Lane and could make the view from the ramparts more available. A letter of support has been received welcoming the conversion of the listed buildings back into their former use.

4.0 APPRAISAL

4.1 The key issues are the impact on the listed buildings' character and features of special architectural and historic interest.

4.2 Sections 61 and 66 of the Planning (Listed Building and Conservation Area) Act 1990, require the Local Planning Authority to have regard to preserving the setting of Listed Buildings or any features of special architectural or historic interest they possess.

4.3 The NPPF seeks to conserve and enhance the historic environment. Paragraph 126 states that Local Planning Authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

4.4 Paragraph 132 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional. Paragraph 134 goes on to state that where a development 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.

4.5 Policy HE4 of the Development Control Local Plan (DCLP) states that consent will only be granted for demolition, internal and external alterations, and change of use of a listed building where there is no adverse effect on the character, appearance or setting of the building.

4.6 The buildings were originally conceived of as houses but even in the C19th the larger plots were found to be difficult to develop as houses; so no.1 St Leonard's Place became the new home of York Subscription Library and the large centre plot no. 5 became the home of the Yorkshire Club. In the C20th the City Corporation gradually took over the terrace as civic offices and that use endured for over 50 years. The buildings were vacated about 18 months ago and it was hoped that a change of use to a hotel would enable the development to capitalize on its location at the heart of the city's "cultural quarter". However, despite of the developer's efforts this initiative has not succeeded. It is recognised that the proposal would return the existing buildings to their original residential use. The existing St Leonard's car park (former garden of no. 9) would continue in use as a private car park for the development.

4.7 The new use would be compatible with the character of the existing buildings and it would bring significant benefits to the site. Major benefits of the residential scheme, above and beyond securing an economically viable use, are:

- Reanimation of the street by reopening and reusing the main entrance doors to serve individual properties;
- Removal of C20th buildings of low architectural and historic significance located to the rear of the buildings to allow greater openness and use of small gardens/terraces;
- Twenty-four hour occupation of the buildings for residential use;
- Natural surveillance along the rear lane where above-ground archaeology currently suffers from vandalism;
- No requirement for large scale signage associated with hotel use.

4.8 The submitted scheme has been amended to address perceived harm to the setting of existing buildings within the Conservation Area. The main areas of change are discussed below:

MEWS BUILDINGS

4.9 The new buildings and the billiard room form the curtilage to the site along library lane. The mews has been set further away from no 4 Museum St to allow two trees to be planted to replace existing mature trees. The space will be used to supplement cycle and waste storage. It has the benefit of opening up the prospect of rear rooms at no 4 and of improving the setting of the library by retaining the subsidiary nature of the semi-private lane. The elevations have been simplified using a smaller palette of materials and the individual grain of the plots would be suggested by the intermediate walls being expressed.

4.10 The mews scheme would replace existing uncharacteristic buildings and although the units at the entrance to the lane would be taller than the existing C20th extension, new development would preserve views of the rear elevations and enhance the immediate setting of the buildings.

FORMER STABLES

4.11 The scheme has been revised to preserve the historic character of the building by reducing the transparency of the large ground floor openings, by using timber windows and doors in existing unaltered first floor openings, by relocating the dovecote door to the gable end and by removing the additional C20th garage doors from the gable. The terrace balcony would be renewed to allow its use and the first floor door above the former 'hospital' wall would be glazed.

4.12 Alterations to the coach house/former stable block would not alter its character or scale as a former service building and therefore the character and appearance of the conservation area would be preserved and the setting of adjacent monuments would not be harmed. Scheduled Ancient Monument Consent has been granted by English Heritage which would control treatment of the embodied wall.

NOS 1-9 ST LEONARD'S PLACE AND 2-4 MUSEUM STREET

4.13 Nos 2,3,4,6 & 7 would be converted back into houses. This would return the buildings to their original use, reanimate the street and preserve their appearance within the street-scene. Space would be released for small gardens/yards to the rear of the houses where uncharacteristic C20th extension would be demolished. So their immediate setting to the rear would be enhanced. The external appearance of the buildings would remain similar to existing, with scars repaired where modern extensions have been removed from the rear of the buildings and this detail should be conditioned.

4.14 Nos 2 & 4 Museum Street and Nos 1,5,8 &9 St Leonard's Place would be converted into apartments. The principle of converting the larger properties into apartments is supportable due to the size of accommodation and the lack of associated external space. These factors make the proposition of houses unviable (see earlier comments under "Proposals"). In addition no1 SLP has no access or views on two sides, no5 has restricted views to the rear and no9 has forfeited the garden to car parking. Nos 2 & 4 Museum Street have previously been combined and similarly they have no useable external space.

4.15 No 8 SLP has fewer restrictions, though there is currently no access to the attic floor and it is slightly larger than other proposed houses. Its proximity to no 9 means that conversion to apartments could take advantage of the lift proposed for no 9.

4.16 The two billiard/function rooms were added to the back of the Yorkshire Club at no 5no SLP during the 1840s. Each one would be converted for use as an individual apartment and natural light is limited. Poor quality C20th rooflights would be renewed.

4.17 The opportunity has been taken to introduce lifts into no4 Museum St and no9 St Leonards Place. These would cause minor alteration of the roofs which would be screened by raising the height of the parapet walls in two places to the rear of the properties.

4.18 Air quality is such that natural ventilation cannot be taken from the front of the buildings; so a whole house ventilation strategy has been developed. The method statement demonstrates that natural ventilation can be achieved with no effect on the principal elevations onto the street. Small ventilation grills (one brick size) would be required at floor levels through the rear wall of the buildings. Kitchen extract

details have also been resolved. The introduction of services has been covered by a method statement and this should be supplemented with details as a condition.

4.19 Two options have been proposed for upgrading thermal and acoustic insulation of windows: secondary glazing of existing windows, or replacing the glass with thicker acoustic glass. Approximately 90% of individual glass panes have been replaced with modern float glass; so there would be scope for renewal of glass if the glazing beads can accommodate the extra thickness of glass whilst retaining puttied joints, and also if the sashes can cope with the extra weight. With each of the alternative proposals the window joinery and sash cords would be repaired and the shutters would be eased for use. A sample sash has been fitted which on first inspection appears to show that the single thicker acoustic glass could satisfactorily be incorporated. Any adaptations to existing windows should be covered through a condition.

4.20 The outfall from parapet gutters at the front of the building is inadequate and additional downpipes have already been added. These are of poor quality and they would be removed and replaced with individual downpipes serving each unit. It is important that conditions cover the appearance of new outlets and downpipes as their appearance should be disguised against the unified stucco finish.

4.21 New gates and railings would be introduced around the car parking area as it would be dedicated to the apartments. Unfortunately the gates cannot be set back behind the porch of no9 without harming the foundations of the Roman wall. Railings must be designed to be compatible with the existing front boundary railings whilst preserving views of the section of Roman wall and this should be conditioned.

4.22 Subject to conditions to secure detailed matters the proposals would safeguard the exceptional architectural and townscape interest of the buildings within the conservation area whilst providing a range of dwelling types and sizes within the unofficial "cultural quarter" of the city. The scheme would enhance the street-scene by returning the main entrances to use and by replacing unsightly rainwater goods on the otherwise formal and unified front elevation. All trees within the car park would be retained and the setting of buildings would be preserved. The new use and the majority of external alterations would enhance the character and appearance of the buildings within the conservation area and preserve the setting of adjacent heritage assets. The proposal would meet the expectations of the NPPF and Local Policies HE4 and HE5.

4.23 Issues raised by the Council for British Archaeology and a resident in respect of the archaeological interpretation and access to the area and have been addressed as part of the full application.

5.0 CONCLUSION

5.1 The 11no. principal buildings are of high aesthetic and historic value and, in spite of their previous adaptation for use as offices, the original layouts and details can be enjoyed and understood. The former coach house/stables is mainly of evidential value. The buildings have been empty for over 18months and they appear neglected and "at risk". Current proposals would secure a viable future and offer a range of dwelling types with potentially 24hr occupation at the heart of the "cultural quarter" which is otherwise quiet at night.

5.2 The majority of internal alterations would conserve the special architectural and historic interest of the interiors, though the challenges of converting and upgrading the larger buildings into flats have resulted in loss of some spatial quality in a few instances (as identified above). In these cases the new interventions have been introduced so that they are capable of being reversed and details of inserted elements have been designed to compensate for some loss of historic legibility.

5.3 Removing the large scale uncharacteristic C20th extensions would enhance the rear elevations and enable small gardens/yards to be recreated. The new boundary onto Library Lane would be infilled with mews style apartments above garages. The new buildings would preserve the dominance of the terrace in views and enhance their immediate setting to the rear.

5.4 Proposals would also safeguard the exceptional architectural and townscape interest of the buildings within the Conservation Area. As such the application is recommended for approval, subject to conditions detailed above.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Listed Building Consent be Granted

1 TIMEL2 Development start within 3 yrs (LBC)

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

Proposed site plan 106/14 (02) 091 Rev J

Proposed basement floor plan 106/14 (02) 020 Rev J

Proposed ground floor plan 106/14 (02) 021 Rev K

Proposed first floor plan 106/14(02) 022 Rev G

Proposed second floor plan 106/14 (02) 023 Rev H

Proposed third floor plan 106/14 (02) 024 Rev H

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Proposed roof Plan 106/14 (02) 026 Rev J

Mews properties:

Plans and elevation mews properties 106/14 (02) 085 Rev G

Plans and elevation mews properties 106/14(02)083 Rev E

Plans and elevation mews properties 106/14 (02)082 Rev F

Proposed street elevations 106/14(02)034 Rev F

Proposed Street Elevations 106/14 (02)033 Rev H

proposed street elevations 106/14 (02) 032 J

Proposed 6 SLM (coach house) plans and elevations 106/14 (02) 086 F

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

3 Notwithstanding any proposed materials specified on the approved drawings, or in the application form submitted with the application, samples of all the external materials to be used including areas of making good (supplemented by manufacturer's literature where appropriate) shall be submitted to (sample panels of brickwork and render shall be provided on site) and approved in writing by the Local Planning Authority prior to the commencement of the development. The development shall be carried out using the approved materials.

Reason: So as to achieve a visually acceptable appearance.

4 Large scale details of the items listed below shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development and the works shall be carried out in accordance with the approved details. Large scale details shall be drawn to 1:50, 1:20 or 1:5 scale as appropriate and supplemented with manufacturer's literature where appropriate.

- i) 1 - 9 St Leonards Place and 2-4 Museum Street, including car park area, External Alterations:
- external railings, gates, changes to boundary walls, new enclosures/compounds, new bridge access, new external basement stair case steps, external lighting

- restoration details of existing house walls to repair scars where previous extensions are proposed for removal
- new extensions to rear
- amendments to rear boundary wall of billiard rooms
- extensions at roof level to house lift enclosures
- alterations to chimneys (disused chimneys must be vented)
- alterations to existing windows (their renewal in double glazing will not be supported)
- new rooflights (to be conservation type, recessed with glazing bars) and lanterns. Original rooflights shall be repaired not replaced.
- new external doors and openings. Doors proposed in previous window openings shall be designed to fit the existing openings
- new attached raised platform to rear of no. 9 St Leonard's Place
- additional balustrade guarding at no. 4 Museum Street
- new balustrade at high level no. 2 Museum Street
- new rainwater goods and consequent alterations for installation on front elevations
- changes to front entrance doors, including entry-phone systems and ironmongery
- protective measures for basement light-wells at no. 9 St Leonard's Place where overlaid for safety
- a schedule of repairs (including any proposals for cleaning together with justification)
- details of any equipment located external to the buildings and details of external extracts and ventilation grills (locations and types)

ii) 1 - 9 St Leonards Place and 2-4 Museum Street, Internal Alterations

- Alterations affecting entrance areas, staircases and stairwells, including new

lobbies (e.g. no1 SLP ground and top fl), new flights of stairs (eg secondary staircases no5 & no9); details of the relationship between the new staircase rear of no4 M St and the windows; new bathroom insertions (no 4 Museum St); alterations to top floor privacy screen (1.35m min. acceptable height). Repair of scars where lift removed from entrance hall of no4 Museum Street. Details of these elements shall also be shown in context and include floor plans and reflected in ceiling plans.

- Alterations within former library & buffet recess of no 9 SLP ground floor
- A section through the kitchen fittings/extract hood in first floor at no5 to demonstrate the relationship with the ceiling
- Elevations and sections through the new basement staircase at no 8 SLP showing it in context of buffet recess
- Details of inserted mezzanine floors and staircases within billiard rooms explaining how existing features and decorative elements would be preserved
- Details of new floors and any inserted ceilings in the basement
- New partitions shall be scribed around existing details. Where cornices are implied on new partitions, rather than copied, details of the implied cornice shall be provided

iii) Mews Style properties

- 1:20 sections through the external walls at window positions showing the relationship between the eaves, wall and window openings, soffit overhangs and garage doors, structural posts
- Details of windows, external doors and door openings; and garage doors shall be provided. Details shall include proposals for guarding of full height windows
- Verge details shall be confirmed
- Drawings shall be annotated with materials

iv) Former stables/coach house

- A typical section through the building showing how thermal linings will be integrated whilst exposing the roof structure over the main rooms and also

showing the protective lining to the "hospital" wall

- Windows (shown in timber and recessed within existing openings)
- Doors (internal and external). Existing openings shall be reused. Doors must retain characteristic robustness
- External door guarding to rear (this shall be fixed within and not across the opening)
- Garage doors
- Rooflights shall be recessed and of the conservation type with glazing bars
- External balustrade

Reason: So that the Local Planning Authority may be satisfied with these details in order to protect and preserve the historic significance and appearance of the listed buildings.

5 There shall be no alteration to the front boundary railings.

Reason: To preserve the character and appearance of the listed buildings.

6 The 'making good' of all parts of the buildings shall be carried out to a high standard to match existing materials, details and finishes.

Reason: To protect and preserve the appearance and character of the listed buildings

7 Prior to first occupation of the dwellings hereby approved a schedule of external decoration shall be submitted to and agreed in writing by the Local Planning Authority. All external decoration shall then be carried out in accordance with the schedule.

Note: The schedule of external decoration shall be preceded by a paint scrape of the rendered exterior to assess the historic paint schemes. This will provide the opportunity for the original scheme to inform new decorations on the frontage. An area for taking scrapes shall be identified and agreed in with the Local Planning Authority. The paint scrapes shall then form part of the schedule of external decoration.

A restrictive covenant shall be placed on the buildings to ensure that decoration and repair of the rendered principal frontages remains unified.

Reason: To protect and preserve the appearance and character of the listed buildings.

8 Prior to the commencement of development, a level 2 photographic record shall be undertaken. This shall record the existing house interiors on a systematic basis in accordance with a level 2 photographic record as specified by English Heritage (ref "Understanding historic buildings: a guide to good recording practice" February 2006 EH The record shall then be deposited with the Local Authority's Historic Environment Record (HER).

Reason: To record and preserve a record of the historic features of the listed buildings.

9 Notwithstanding the submitted documents finalised method statements shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of work. Works shall then be carried out in accordance with the approved details. The method statements shall include the following:

- Service installations including whole house ventilation system
- Strategy for amendments to doors as required by changes to the circulation and to satisfy fire measures
- Details of preservation, or alteration of existing fire-places and of new fire-places where currently they are missing.

Reason: To preserve the special historic interest of the listed buildings.

7.0 INFORMATIVES:

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