

COMMITTEE REPORT

Date: 10 January 2013 **Ward:** Guildhall
Team: Major and **Parish:** Guildhall Planning Panel
Commercial Team

Reference: 12/03635/LBC
Application at: Foundation Housing Bowes Morrell House 111 Walmgate
York YO1 9UA
For: Internal alterations including replacement of partition walls to
ground floor, infill existing opening to rear and installation of
serving hatch on first floor
By: Ms Eileen Ronan
Application Type: Listed Building Consent
Target Date: 24 January 2013
Recommendation: Approve

1.0 PROPOSAL

1.1 This application seeks listed building consent for works to adapt the building as a counselling and support centre for a client group. The required alterations are few and have been considered at pre-application stage by the Conservation Architect and English Heritage officers.

1.2 The works include:

- a) The removal of non- original partitioning in existing reception area.
- b) Formation of separate rooms at ground level
- c) On the first floor a new opening (serving hatch) to be formed within the modern partition between the proposed kitchen and dining area.

1.3 The building is listed at Grade 11* and it is located within the Central Historic Core Conservation Area close to the city walls. Walmgate is an important historic approach road into the city, possibly dating from the Roman occupation. Archaeological evidence shows that the route was mostly developed in the Middle Ages and Bowes Morrell House is one of three surviving buildings within the area dating from this period, the others being churches.

1.4 This application is presented to the West/ Centre Planning Sub- Committee at the request of Cllr Brian Watson given the scope of works.

PROPOSED USE OF THE BUILDING (FOR INFORMATION ONLY)

1.5 Members are advised that the previous tenants, Foundation Housing (now Foundation), worked to provide housing for the socially excluded.

They were commissioned by the Council to provide floating housing support to vulnerable people, supporting people with a range of issues such as mental health, criminal justice and/or drug and alcohol problems with their tenancies. A key role was to assist their clients to address drug and alcohol issues in partnership with specialist services. One- to -one interviews and group work was done at this site. In addition a specialist young people drug and alcohol service was based at Bowes Morrell House run by CRI, a national specialist drug charity.

1.6 The new tenants, the Cyrenians, are a support organisation for those who are now rehabilitated from drug and alcohol issues. The Cyrenians have been commissioned by the Council and their focus is about assisting people who have 'previously' had problems with drugs or alcohol to live positively within the community. They provide support, group work, and help to individuals who wish to continue to live drug and alcohol free lives, helping people to overcome life's challenges and live a positive life as citizens of York. The Cyrenians are looking at a slightly wider range of life skills than simply tenancy support and sign posting, and no young people will be seen as part of this work.

1.7 It was considered that the existing and proposed uses were similar office/ seminar uses with low level counselling, and no further planning permission was required. Members are also advised that the nature of the work carried out by the Cyrenians is completely different from the treatment programme which the Council operate through the charity Lifeline, currently at 10 - 12 George Hudson St.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Areas of Archaeological Interest GMS Constraints: City Centre Area 0006
Conservation Area GMS Constraints: Central Historic Core CONF
City Boundary GMS Constraints: York City Boundary 0001
DC Area Teams GMS Constraints: Central Area 0002
Listed Buildings GMS Constraints: Grade 2 Star; 111 Walmgate York YO1 2UA
0017

2.2 Policies:

CYHE4-Listed Buildings

3.0 CONSULTATIONS

INTERNAL CONSULTATIONS

3.1 Design, Conservation and Sustainable Development - No objections subject to conditions.

EXTERNAL CONSULTATIONS/ REPRESENTATIONS

3.2 Guildhall Planning Panel - No comments at the time of writing.

3.3 English Heritage - No comments at the time of writing.

4.0 APPRAISAL

4.1 KEY ISSUE

- Impact on the special historic and architectural character of the listed building

POLICY CONTEXT

4.2 National planning policy is now contained in the National Planning Policy Framework (2005). It advises that local planning authorities should support a strong town centre economy and conserve and enhance the historic environment.

4.3 The relevant development plan is the City of York Council Development Control Local Plan (2005). The Development Control Local Plan was approved for Development Control purposes in April 2005; its policies are material considerations although it is considered that their weight is limited except where in accordance with the National Planning Policy Framework. POLICY HE4 of the Local Plan relates specifically to listed buildings and states that consent for development in the immediate vicinity of listed buildings, demolition, internal and external alteration, and changes of use will only be granted where there is no adverse effect on the character, appearance or setting of the building.

ASSESSMENT

4.4 The building was originally one of four timber-framed houses built in the early 15th century on the graveyard of St Peter in the Willow (demolished in the C16th). The surviving building is now a standalone structure exhibiting three main phases of building - a timber framed house on an L-shaped plan, with a long open hall open next to the two storey range to the south east; a C16th timber-framed addition to the south west and a late C17th extension to the rear (ref RCHME York vol. V).

Although the building was heavily "restored" in modern non-breathable materials in the 1960s the interior exhibits much of the original framing, especially in the roof structure. The building is of high evidential value, and has historic value in relation to the development of the area. In addition parts of the interior are of high aesthetic value.

4.5 The following assessment relates to each of the affected areas:

- a) Removal of non -original partitioning in existing reception area- The partitions are modern and it would be beneficial to open up the space within the lower part of the original two storey hall. The removed cross wall is also modern.
- b) Formation of separate rooms at ground level- The three bay timber structure is currently open plan and a separate reception area is required within this space. There appears to be no alternative arrangement which would avoid sub-dividing this space. A simple stoothing partition would be introduced in the centre of the cross beam, in a similar manner to the earlier partition dividing off the C17th wing; but without the intermediate struts so that the new partition could be dated as being more recent and reversible. Metal clamps or straps would be used to restrain the partition at the head in order to prevent fixing into the original beam. The base would be fixed into a concrete floor. The existing modern oak reception counter would be removed to allow the opening to be blocked in with a lightweight partition including two doors. The design of the doors would be simple. The door-width opening within the existing stoothing partition would be blocked to allow the rear room to be used separately. The timber reveals of the opening show evidence of previous light fixings. No additional fixings would be required.
- c) First Floor Serving Hatch- The proposal for a new opening to form a serving hatch between the proposed kitchen and dining area would be formed within a modern partition. The partition is a late C20th insertion into the C17th wing and no original fabric would be disturbed.

4.6 The alterations have been justified and they have been designed to reduce or eliminate long term damage to the timber frame. Although the larger compartment would be sub-divided, the new partition would be designed as a reversible introduction. The character of the entrance area would be better revealed by the proposals which would open the space up. The scheme would not adversely affect the special historic or architectural significance of the building.

5.0 CONCLUSION

5.1 The proposed works which involve minor changes to modern partitions and the insertion of a new partition under an existing medieval cross beam would be visually, historically and architecturally acceptable in the Grade II* Listed building. They would enable the building to be adapted for a new user, benefitting the long term interest of the building. There would be no conflict with Policy HE4 of the Local Plan and national planning guidance contained in the National Planning Policy Framework. This listed building consent application has to be determined on its own merits and the use of the building is not material to this determination. It is recommended that listed building consent is granted.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 TIMEL2 Development start within 3 yrs (LBC/CAC) -

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

Drawing No. 3334/20/02, received 29 November 2012

Drawing No. 3334/30/02, received 29 November 2012

Drawing No. 3334/50/01, received 29 November 2012

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

7.0 INFORMATIVES:- Notes to Applicant

1. REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to the impact on the amenity, special architectural and historic interest of the Grade II* listed building. As such, the proposal complies with Policy HE4 of the City of York Development Control Local Plan (2005) and national planning guidance contained in the National Planning Policy Framework (2012).

In considering the application, the Local Planning Authority has implemented the requirements set out within the National Planning Policy Framework (paragraphs 186 and 187) in seeking solutions to problems identified during the processing of the application. The Local Planning Authority took the following steps in order to achieve an acceptable outcome:

-Advice given at the pre-application meeting on 30 October 2012 and written advice dated 30 October 2012, to identify and resolve issues prior to submission of listed building application.

-Consideration of revised plans and additional information received on 3 December 2012

Contact details:

Author: Fiona Mackay Development Management Officer (Wed - Fri)

Tel No: 01904 552407