

COMMITTEE REPORT

Committee: West/Centre Area **Ward:** Micklegate
Date: 14 February 2008 **Parish:** Micklegate Planning Panel

Reference: 07/02520/LBC
Application at: The Bonding Warehouse Skeldergate York YO1 6DH
For: Internal and external alterations including new windows, new mansard roof to southern building, erection of stair and lift access tower in courtyard and bridge link to Skeldergate in connection with conversion of building to residential and office use
By: Mr W Legard
Application Type: Listed Building Consent
Target Date: 19 December 2007

1.0 PROPOSAL

1.1 The Bonding Warehouse is one of the few surviving warehouses on the west bank of the River Ouse and as such it marks the earlier industrial and commercial role of former wharfs in this area. From the late medieval period the south west bank of the Ouse was one of the principal dock areas of York. The building itself was built around 1875 by the Corporation of York, replacing an earlier smaller warehouse which had been built over the line of the former medieval city wall. It pre-dates Skeldergate Bridge by less than 10 years. Both structures are listed grade 11 and are situated within the Central Historic Core conservation area.

1.2 The warehouse is L-shaped on plan encompassing a yard enclosed by walls, gate-piers and railings which are also mentioned in the list title. There are two sections of different heights (3 storeys and 2 storeys) with separate roof forms. Cast iron columns support the open floor spans and the lower floors have brick vaulted fire-proof construction. The river frontage has been designed as the principal architectural frontage, forming the river wall at its base.

1.3 Listed Building Consent is sought for internal and external alterations in connection with the proposed conversion of the Bonding Warehouse to office and residential use (9 flats). External alterations include a new mansard roof storey to the existing two storey eastern section of the building, a stair and lift tower and a bridge link over Terry Avenue to Skeldergate. A companion planning application (07/02519/FUL) is reported elsewhere on this agenda. This report deals only with the internal alterations to the building, the external alterations and the impact on the special interest of the building are considered in the report on the planning application.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Areas of Archaeological Interest City Centre Area 0006

Conservation Area Central Historic Core 0038

City Boundary York City Boundary 0001

DC Area Teams Central Area 0002

Floodzone 2 Flood Zone 2 CONF

Floodzone 3 Flood Zone 3

Listed Buildings Multiple (Spatial)

2.2 Policies:

CYHE4

Listed Buildings

3.0 CONSULTATIONS

INTERNAL CONSULTATION RESPONSES

DESIGN CONSERVATION AND SUSTAINABLE DEVELOPMENT

Conservation Architect

3.1 There have been a few alterations to the building. Structural strengthening has been carried out by supplementing existing columns with simple steel ones to improve load-bearing as a warehouse, and there are extensive concrete works to consolidate the basement. A refurbishment in the 1980s led to its reuse as a restaurant and "pub" and changes implemented at this time included reopening windows in the 2 storey section (earlier windows were copied in timber and not cast iron), the addition of external platforms and balconies to the river frontage, alteration of the access off the street on Terry Avenue. Internally two additional staircases were added (one an escape one) and there was minor subdivision to provide for storage and other ancillary uses.

3.2 The building has been unoccupied since the late 1990's having been susceptible to intermittent flooding. As it is not possible to raise the internal ground floor level above the anticipated flood level without losing a viable storey height, a scheme of tanking the ground floor is being implemented (LBC approval obtained last year). Implementation of flood measures is the first step in securing a long term future for the building.

3.3 The roof is in a poor state of repair and the building would remain a "building at risk" if it continued to be unoccupied (vandalism and decay). The current proposals

are therefore welcome, and they have been already been supplemented by a schedule of temporary repairs for immediate protection of the roof.

3.4 The building is an important component of the riverside environment and this scheme would appear to create a viable use for the building. It would remove dereliction and provide new life in this area. Otherwise the scheme would have very little impact on the character and appearance of the conservation area given the onerous criteria imposed by flooding conditions. Alterations to the building appear to have been kept to a minimum compatible with practicality and viability and the scheme would appear to respect the special interest of the building.

EXTERNAL CONSULTATION RESPONSES

CONSERVATION AREA ADVISORY PANEL

3.5 The panel were broadly supportive of this scheme. However they were felt that the ground floor should retain as much of the existing openness as possible. The panel were also concerned with regard to the extra floor and the implications that had for the roofing material. The panel did not feel that the roof material suggested was suitable for a listed building and feel that lead was the only suitable material. The panel also felt that the bridge was too heavy, they felt that a light slim metal bridge would be more suitable in that location.

ENGLISH HERITAGE

3.6 Do not object to the proposed details of the conversion of the building to another use, but do not support the principle or design detail of the proposed bridge which would harm the appearance of Skeldergate. Suggest that the detailing could be made more slim and refined). If this is the only option with regard to providing flood risk access to the building for residential use, question whether such a use for the building is appropriate.

VICTORIAN SOCIETY

3.7 The Society is supportive of the proposed scheme in principle, which would clearly help to deliver a viable long term future for a building of both local and national significance.

3.8 Consider that the design of the stair tower and bridge is inappropriate. The design of the stair tower makes very strong references to the Bonding Warehouse both in terms of design and materials, this creates the potential for confusion between old and new. The proposed bridge appears to be over-engineered, and the design and materials, being of a more rustic nature, are not suitable for the context of a polite building in a city centre location. The opportunity for a coherent modern intervention is being missed. The stair tower and bridge should be designed in a modern idiom making use of lightweight modern materials.

3.9 Feel it would be more appropriate to use roof lights than dormers in the roofspace of the three storey building as dormer windows are very domestic in nature.

MICKLEGATE PLANNING PANEL

3.10 The Planning Panel as a whole did not wish to object but concerns were expressed particularly over the changes to the roofline which will be highly visible.

INTERESTED PARTIES

Two letters received in response to publicity/neighbour notification.

3.11 Welcome the proposal to restore the building. Concerned regarding the proposed mansard roof which has a weak appearance at the Skeldergate Bridge end. Concerned with the design of the pedestrian bridge, should be an elegant lightweight construction in steel. The present design is clumsy and crude and would be vulnerable to vehicle strike. The link to Skeldergate is not properly thought out, masonry should be used to integrate to the present bridge rather than the proposed landscaped bank.

3.12 Welcome proposals to bring building back into use. Object to the design of the bridge which conflicts with the line of Skeldergate Bridge and presents an unwelcome interruption to the long-distance view. The warehouse is of a robust design, to emulate this in the proposed bridge structure is a mistake. It would be far better to play down the structure as far as possible so it has minimal visual impact.

4.0 APPRAISAL

4.1 Key Issues

- impact on the special architectural and historic character of the listed building.

4.2 Policy HE4 of the City of York Deposit Draft Local Plan relates specifically to listed buildings and states that consent will only be granted for development involving internal alterations where there is no adverse effect on the character, appearance or setting of the building.

4.3 Central Government advice in relation to listed building control is contained within Planning Policy Guidance Note 15: "Planning and the Historic Environment" (PPG15). This states that while the listing of a building should not be seen as a bar to all future change, the starting point for the exercise of listed building control is the statutory requirement on local planning authorities to "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". PPG15 states that generally the best way of securing the upkeep of historic buildings and areas is to keep them in active use. It also states that many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses.

4.4 This report deals only with the internal alterations to the building. All other alterations are considered in the report on the planning application 07/02519/FUL elsewhere on this agenda.

Internal Sub Divisions

4.5 The major sub-dividing walls would be retained and open areas on the upper floors would be subdivided to create domestic accommodation. It should be possible to distinguish between the new and the introduced fabric. Exposed brickwork should remain exposed. The dwellings have been set out to make maximum use of existing window and door positions. The ground floor with the brick-arch roof construction would remain open in all sections.

Columns

4.6 Existing cast iron columns would be retained and many of the later steel columns would be removed. This would be of benefit to the interior of the building.

Original staircase

4.7 This would be retained in-situ, though it would not be possible to use it as a staircase in the scheme. It is against the river wall.

Equipment

4.8 Externally the hoist would remain. The mezzanine floor within the upper floor of the 3 storey section is a later insertion and this should be recorded prior to any work commencing on site. The internal cast iron pivot jib has been relocated from elsewhere and the metal chute is relatively recent. Nevertheless these elements should be recorded.

5.0 CONCLUSION

5.1 The building is an important component of the riverside environment and this scheme would appear to create a viable use for the building. It would remove dereliction and provide new life in this area. Alterations to the building appear to have been kept to a minimum compatible with practicality and viability and the scheme would appear to respect the special interest of the building. The proposal is considered to accord with the provisions of policy HE4 and PPG15 "Planning and the Historic Environment"

6.0 RECOMMENDATION: Approve

- 1 TIMEL2 Development start within 3 yrs (LBC/CAC)
- 2 PLANS2 Apprvd plans and other submitted details

3 All exposed brickwork shall remain exposed unless otherwise approved in writing by the local planning authority.

Reason: In order to retain the special interest of the listed building.

4 Details of all new equipment, service runs and vents shall be submitted to and approved in writing by the local planning authority prior to their installation.

Reason

In order to retain the special interest of the listed building.

5 The following items shall be recorded and photographed in situ prior to the commencement of any development at the site.

i/ Cast iron pivot jib

ii/ Metal chute

Two copies of the document shall be sent to the local planning authority for records purposes.

Reason

To retain a record of those items that are to be removed in order to retain details of the special interest of the building.

7.0 INFORMATIVES:

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