

COMMITTEE REPORT

Committee: West/Centre Area **Ward:** Guildhall
Date: 17 April 2008 **Parish:** Guildhall Planning Panel

Reference: 08/00114/LBC
Application at: Former Waterworks Engine House Museum Street York
For: Internal and external alterations and new extension in connection with proposed use as a restaurant, apartment and leisure suite, new outdoor terrace, gates and railings (resubmission)
By: Mr. Ian McAndrew
Application Type: Listed Building Consent
Target Date: 19 March 2008

1.0 PROPOSAL

The site

1.1 The application site is located in the southeast corner of Museum Gardens, fronting onto the River Ouse; it consists of the former Engine House at the rear of Lendal Tower/Lendal Hill House, the detached public toilet block immediately to the west, and an area of adjacent land.

1.2 The site is within the Central Historic Core conservation area. The Engine House is a Grade II listed building. The Museum Gardens are designated as open space in the Local Plan, they are also a grade II registered historic park and garden and within the Scheduled Ancient Monument of St Mary's Abbey. As such Scheduled Ancient Monument Consent is also required for the proposed works (Determined by The Secretary of State in association with English Heritage).

1.3 The original Engine House building was purpose built in 1835/36 to house pumping equipment in connection with the supply of water. The main water supply distribution centre was moved to Acomb following the development of new waterworks and filter beds between 1846 and 1849. The building has been subject to extensions. It was last used as offices, and has been vacant since 1999.

The proposals

1.4 The application is to convert and extend the Engine House. The building would be converted to a two bed apartment (on two floors) together with an associated leisure suite. The original Engine House building would be converted to a restaurant, which would involve a glazed extension on the western side of the building, located where the toilet block presently sits and an outside terrace overlooking the river. More recent lean-to extensions at the north side of the Engine House are to be demolished along with the public toilets.

1.5 The restaurant extension would be attached to the Engine House by a subordinate glazed link, creating a separation distance of around 1 metre between

the buildings. The building would be glazed on all elevations; it would have an overhanging butterfly roof (of zinc) supported by timber columns and beams. The structure would be slightly lower in height than the Engine House, the maximum height would be about level with the beginning of the parapet wall around the engine house roof.

1.6 The restaurant extension would be accessed from the Museum Garden side via a path which would run along a sight line directed to the North Street Postern across the river; the path involves steps up from the Esplanade and again onto the raised dining terrace. A new access to Museum Gardens, also serving the new restaurant and residential unit is proposed through the City Walls (through an existing gateway) from the slipway, which descends from Museum Street to the river. This would provide a dry access to the site during flood conditions, in addition to a level access for the disabled.

1.7 Within the existing building unoriginal partitions would be removed, new entrances would be created through existing openings on the north and south elevations and the rooflights would be brought back into use. New partitions would separate the proposed differing uses and a lift would run up to a mezzanine floor in the main restaurant building.

1.8 Similar applications have already been granted full planning permission and listed building consent for this scheme. These applications were considered at committee in June 2007.

1.9 This scheme comes as a consequence of discussions with English Heritage, as the applicants seek to gain the Scheduled Ancient Monument Consent required for the proposals. The design of the restaurant extension has been revised, the roof, shape/footprint and the side elevation being amended; these alterations open up the west elevation of the building, providing views into the Museum Gardens and involve a butterfly roof. A companion application for full planning permission has been submitted, reference 07/00115/FUL.

1.10 The applications (full and listed building) are brought to committee as the previous applications were determined by members in June 2007.

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
Historic Parks and Gardens GD1012; Museum Gardens, York, N Yorkshire
Listed Buildings Multiple (Spatial)
Scheduled Ancient Monuments Multiple (Spatial)

2.2 Policies:

CYHE4 Listed Buildings

3.0 CONSULTATIONS

Internal

Design, Conservation and Sustainable Development

3.1 On the whole the scheme is compatible with the nature of the building and there are few losses of significance. Following a recent site meeting a number of changes were requested to the existing scheme and drawings. These would further ensure that the integrity of the building is maintained (Revised plans are expected and members shall be updated at committee).

3.2 Alterations requested were as follows:

- a) The mezzanine should be set-back from the west windows to allow the full height of the space to be appreciated.
- b) The mezzanine should only run as far as the dining room where it has been revealed that the ceiling is too high to allow a further floor above
- c) The new south windows are omitted
- d) The west elevation windows to the dining room would remain as existing with no windows above
- e) Fittings should be retained in the lounge of the house and the existing door and architraves should be relocated to the new opening position into the hall
- f) The plans should be made compatible with the revised elevations and no existing windows should be lost.

3.3 Officers also advise that they previously expressed concern about the change to the character of the conservation area that will result as a consequence of the new use. However they note though that English Heritage has supported the scheme in principle from the beginning and that the recent changes to the extension represent an improvement in the building design when considered in its own right (The building, which should be lightweight as a butterfly roof appears a little heavy in its details). Also, the Museum's Trust consider the commercial nature of the scheme would not be incompatible with the strategic plan for the gardens.

3.4 The Gardens constitute a finite cultural resource of national importance. They are of great amenity value and their open, quiet and green character contributes to the special character and appearance of the conservation area. It is important that the existing tree just outside the site is protected and that there is a sufficient margin available for planting to screen the wrap-around terrace which might intrude visually into the garden.

External

Planning Panel

3.5 No objection. Ask that care is taken over the agreement of materials, impact on surrounding trees and signs should be posted advising boaters of the new facilities.

English Heritage

3.6 Advise that they have discussed the proposal with the applicant and consider the restaurant extension would be suitable to this location and support the re-use of the Engine House. However there is concern over the details of the new access into the gardens. If the application is to be approved, it should be subject to a condition that details of pathways steps, gates and railings are provided. Samples of materials should also be agreed by the Local Planning Authority.

Publicity

3.7 The application was publicised by site notice, press notice and letters of neighbour notification. The deadline for comments was 29.2. Comments received are as follows:

- Object, no details of restaurant facilities such as service access, waste storage, staff facilities, w/cs.
- The alternative facilities for boaters should be separated from the development and provided before the existing facilities are removed. They should be clearly signposted and available all year round.

4.0 APPRAISAL

4.1 Key issues

- Justification
- Special historic interest of the listed building

Relevant planning policy

4.2 It is a requirement of PPG15 Planning and the Historic Environment that applications for listed building consent justify their proposals. They will need to show why works, which would affect the character of a listed building, would be desirable or necessary.

4.3 It is a requirement of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to preserve the special historic interest of the listed building and the character and appearance of the conservation area. This is reinforced in policy HE4 of the draft Local Plan which states that listed building consent will only be granted when there is no adverse effect on the character, appearance or setting of the building.

Justification

4.4 The proposed works will bring the building back into active use. It has been vacant since 1999 and is presently dilapidated internally as it has suffered from criminal and water damage. To repair the building and bring it into occupation, via an appropriate use would help secure its long term future. The applicant has advised that the restaurant extension is required to provide adequate covers and make the venture viable to prospective occupants.

Special historic interest of the listed building

4.5 In relation to the scheme which has already been granted listed building consent the alterations are as follows:

- On the north elevation a stepped entrance into the restaurant with a canopy above is proposed, previously an entrance lobby was proposed. This revision will open up views of the original north elevation and its decorative arched brickwork.
- Outside the storage areas by the north elevation have been omitted, the staff cycle parking has been moved into the courtyard, the refuse area (for the restaurant) has been omitted (it is presumed this will need to be accommodated in the courtyard also). The boat refuse and sluice and a cycle area are now detached from the Engine House building. The benefits of such are as per the above amendment.
- Internally the details of the restaurant have been omitted as these will depend upon the tenant; these will come under a separate listed building application. Otherwise the scheme is predominantly as per that already granted consent. There are some variations in the drawings and Conservation Officers have asked for amendments, these are listed in paragraph 3.2.

5.0 CONCLUSION

5.1 The proposal would bring the Engine House back into use and respects its special historic and architectural interest. The setting would be enhanced by renovation of the building and a proposed modern sympathetic addition, opposed to the existing unsightly toilet block. As such the proposal is compliant with policy and is thus supported.

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 only in accordance with the following plans and other submitted details:-

Location plan D 101
Proposed site/ground floor plan D 201
Proposed first floor/roof plan D 202
Proposed elevations D 401
Elevation from River D 402

or any plans or details subsequently agreed in writing by the Local Planning Authority as an amendment to the approved plans.

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

3 VISQ8 Samples of exterior materials to be app

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.

- glazing details, including glazing bars
- glazed link between the existing building and the extension
- of the extension - roof overhang, exposed soffit, louvred screen, exposed beams and posts, and glazed wall
- any glazed screen to dining terrace
- railings, gates, steps and stone pillars
- rainwater goods
- adaptations to existing window openings
- lift assembly
- new internal partitions (to be scribed around existing)
- all new doors and door openings
- all new windows and window openings
- floor and ceiling adaptations
- new staircases
- mezzanine floor
- new steps and canopy at restaurant entrance (north elevation)
- lighting (internal and external)
- works to newly exposed external walls (i.e. to clean off plaster at back of engine house)
- upgrading of existing fabric to achieve fire and acoustic separation
- schedule of repairs

Reason: So that the Local Planning Authority may be satisfied with these details.

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 special architectural and historic character of the listed building. As such the proposal complies with Policy E4 of the North Yorkshire County Structure Plan (Alteration No.3 Adopted 1995) and Policy HE4 of the City of York Local Plan Deposit Draft.

2. Attention is drawn to the fact that the proposal will also require separate Scheduled Monument Consent from the Department of Culture Media and Sport. No work should commence on the development until such consent has been obtained. Listed Building Consent has been granted without prejudice to the outcome of this application.

Contact details:

Author: Jonathan Kenyon Development Control Officer
Tel No: 01904 551323