

COMMITTEE REPORT

Committee: West/Centre Area

Ward: Micklegate

Date: 19 March 2009

Parish: Micklegate Planning Panel

Reference: 09/00150/LBC

Application at: The Bonding Warehouse Terry Avenue York YO1 6DH

For: Use as office (B1 use) with 2no apartments in roof space with new mansard roof to southern building, erection of stair and lift access tower in courtyard and bridge link to Skeldergate (revised scheme)

By: Mr W Legard

Application Type: Listed Building Consent

Target Date: 5 March 2009

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 II 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 alterations in connection with the proposed conversion of the Bonding Warehouse to office and residential use (2 flats). The associated planning application (09/00031/FULM) is reported elsewhere on this agenda.

1.4 Planning permission and listed building consent were granted on 13th March 2008 for the conversion of the ground floor of the building to offices and the conversion of the upper floors into residential use (9 flats). As part of these consents, permission was granted for the construction of a new mansard roof to the southern wing of the building, the erection of a stair and lift tower within the building courtyard to Terry Avenue and a bridge link to Skeldergate to facilitate access and exit in time of flood.

1.5 This revised listed building application includes elements that were granted consent last year but have been included in this submission in the interests of

clarification of the overall scheme. Work is ongoing on site to carry out the external physical improvement and extension works to the building in accordance with the 2008 permissions.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Conservation Area Central Historic Core 0038

2.2 Policies:

CYHE4
Listed Buildings

3.0 CONSULTATIONS

INTERNAL

DESIGN CONSERVATION AND SUSTAINABLE DEVELOPMENT

Conservation Architect

3.1 In recent years structural strengthening has been carried out to the building using supplementary steel columns to improve load-bearing capacity as a warehouse, and there are extensive concrete works to consolidate the basement. Refurbishment in the 1980s led to its reuse as a restaurant and bar. Alterations dating from this time include reopening the previously blocked windows of the lower section, adding external platforms and balconies to the river frontage, and altering the access off Terry Avenue. Internally two additional staircases were added and there was minor subdivision to provide storage and other areas of ancillary use.

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 above the anticipated flood level without losing a viable storey height, a recent scheme of tanking has been implemented. Also the roof of the northern section was recently recovered as it had been in a poor state of repair. These have been the first steps in securing a long term future for the building.

3.3 The principle of retaining more open plan accommodation within the building is welcomed, as it would retain the open character of the former use. Creating the accommodation within the attic would cause loss of the double height spaces characteristic of the existing lofty second floor of building A but this would be compensated by more open floors below. As detailed in the related planning

application report (09/00031/FULM), justification for the alterations to the roof over the 2 storey section of the building is requested.

3.4 The proposed internal layout would not allow for safe means of escape and lacks elegance in design. Officers are aware that building control would be prepared to relax the maximum distances for escape to a protected shaft to avoid altering the building further. The office floor plans should be reconsidered to achieve the necessary protection. Accommodation staircases allowing for flexibility of unit size should be incorporated in such a way as to have minimum impact on the structure as well as the character of the interior.

3.5 The existing built-in staircase against the river elevation is shown on the ground floor plan and has been omitted from the upper storeys. This staircase should be in active use in the new layout. With respects to the alterations to the balconies, this could be dealt with by means of condition if their design is to remain open and not significantly different to the existing. Details showing the retention of the "taking in" doors and the hoist are required together with plans showing how the trusses of Block A would be adapted to allow for circulation within the apartment. The layout of the apartments should be reconsidered to avoid doubling up of staircases.

3.6 Subject to these considerations being resolved, it is considered that the building could sustain the alterations without loss of its special architectural and historic interest. Any further comments to the anticipated revised plans will be reported at the Meeting.

EXTERNAL

CONSERVATION AREA ADVISORY PANEL

3.7 The panel supported the revised proposals for additional office space on three floors. which would enable the retention of more open space within the building than previous proposals.

ENGLISH HERITAGE

3.8 The application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice.

MICKLEGATE PLANNING PANEL

3.9 No objections

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 09/00031/FULM elsewhere on this agenda. Furthermore it is noted that listed building consent was granted last year for the residential conversion and ground floor office scheme. These works are underway.

4.5 The proposal for open plan office accommodation on the ground, first and second floors is welcomed as it would retain the open character of the former use thereby lessening the impact on the fabric of the listed building. There are outstanding concerns relating to the proposed internal layout both in terms of design and means of escape. The applicant has been asked to reconsider the layout to ensure the necessary protection and to ensure that accommodation staircases are incorporated so as to have minimal impact on the structure as well as the character of the interior. As requested by the Conservation Architect, the applicant has agreed to incorporate the existing built in staircase to all floors, which is an improvement on the approved scheme.

4.6 With reference to the attic space, the submitted plans for the layout of the apartments detail a doubling up of staircases. The applicant has been asked to provide details showing how the trusses would be adapted to allow for improved circulation within the residential units.

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. Subject to the considerations detailed in the report being resolved, it is considered that the building is able to sustain the alterations without loss of its special architectural and historic interest. Indeed by virtue of the proposal for open plan office accommodation on the ground, first and second floors, this scheme would better retain the open character of the former use thereby lessening the impact on the fabric of the listed building. 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 The development hereby permitted shall be carried out only in accordance with the following plans and other submitted details:-

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 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, cabling 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 A Level 1 photographic record of the interior shall be carried out prior to the commencement of any development at the site and cross referenced to plans. Particular attention is drawn to ;

- i/ Cast iron pivot jib
- ii/ Metal chute

Two hard copies of the document and one CD copy 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.

6 A schedule of internal finishes and fittings and external doors including "taking in" doors and flood gates shall be submitted to and approved in writing by the local planning authority prior to the commencement of the relevant part of the

development and shall be implemented in accordance with the approved details. The schedule shall include specific details at reveals and other special locations such as around columns.

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

7 Large scale details (1:20 and 1:5 as appropriate) of the items listed below shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the relevant part of the development and the works shall be carried out in accordance with the approved details.

- i) Glazed entrance area including main door
- ii) Stairtower, retractable bridge and walkway to Skeldergate including alteration and gate to Skeldergate Bridge wall
- iii) Alterations to balconies
- iv) New dormer windows
- v) Rooflights (to be conservation type sub-divided by two glazing bars)
- vi) All new windows and doors (scale 1:5)
- vii) Full sectional details and plans of the new mansard roof in relation to the parapet walls, gutters and the walls of Block A
- viii) Layout and details of the roof covering
- viv) New platform and ramp
- x) Yard ramp and balustrade
- xi) Alterations to the yard wall, piers and gates
- xii) Pressure equalization measures for lower windows
- xiii) New partitions and/or linings
- xiv) new staircases including any alteration to the surrounding fabric
- xv) any alterations to doors

Reason: Because of the special interest of the listed building and the character and appearance of the conservation area in accordance with policy HE2 and HE4 of the Local Plan.

8 A sample panel of the roof material of the new mansard roof including standing seams shall be erected on the site, and shall be approved in writing by the Local Planning Authority prior to the commencement of works to construct the mansard. The mansard shall be completed in accordance with the approved sample.

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

9 Details of all external ductwork and pipework runs including external rainwater disposal and soil vent pipes 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.

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

10 Prior to the development commencing, full details of the landscaping

proposals showing levels, hard and soft materials, planting, external lighting and any other fixed artifacts shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: So that the Local Planning Authority may be satisfied with the finished appearance of the development.

11 VISQ8 Samples of exterior materials to be app

12 VISQ7 Sample panel ext materials to be approv

13 Details of any fire and acoustic separation measures 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.

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

14 New partitions shall be scribed around existing details.

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

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 special interest of the listed building. As such the proposal complies with Policy HE4 of the City of York Local Plan Deposit Draft and the guidance contained in PPG15 "Planning and the Historic Environment".

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