

## COMMITTEE REPORT

**Committee:** Planning Committee      **Ward:** Micklegate  
**Date:** 26 June 2007      **Parish:** Micklegate Planning Panel

**Reference:** 07/00977/LBC  
**Application at:** Factory Bishopthorpe Road York YO23 1NA  
**For:** Erection of 2-storey temporary office accommodation (460 m<sup>2</sup>) to former Time Office Building  
**By:** GHT Developments LLP  
**Application Type:** Full Application  
**Target Date:** 26 June 2007

### 1.0 PROPOSAL

1.0.1 This is the parallel Listed Building Consent application which accompanies planning application 07/00976/FUL This application relates to the erection of two storey modular temporary office accommodation (460 m<sup>2</sup>) to rear of the former time office building.

1.0.2 The applicants seek Listed Building Consent for a period of 3 years for temporary accommodation to the rear of the Former Time Office building. The applicants' state, within their covering letter which supports this application, this additional accommodation would enable a firm to move onto the site. This firm has expressed a strong interest in moving into the wider Factory site, to establish their expanding business, whilst awaiting the completion of their first 'fit for purpose' modern office accommodation.

1.0.3 The applicants' further state, once this firm has moved out of the former Time Office Building and relocated into their preferred unit of occupation, they will dismantle and remove the modular buildings from site. They again confirm that the modular accommodation is not intended to be permanent.

### 1.1 SITE AND HISTORICAL BACKGROUND

1.1.1 The former Time Office Building lies within the site confines of the Terry's Factory site. The Factory site is situated to the south of the city centre on the periphery of South Bank. The Factory site is partially located within The Racecourse and Terry's Factory Conservation Area (no.10). The former Time Office building is located within this identified Conservation Area.

1.1.2 The Terry's Factory site is bounded by Campleshon Road to the north. Bishopthorpe Road lies adjacent the site to the east. An area used for car-parking by the racecourse during race events lies to the south which is

encompassed by Green Belt, which extends to Bishopthorpe. The race course itself and Mickelgate Stray are situated to the west.

- 1.1.3 The Factory site is approximately 10 ha (24.9 acres) in area and comprises of a number of redundant buildings, including 6 Grade II listed buildings and more modern warehousing. The listed buildings were erected in and around the 1920's/30's. The former Time Office building is one of these listed buildings and forms an important part of the group value of these listed buildings.
- 1.1.4 The Historic Buildings Assessment (HBA) which accompanies the Listed Building application attributes the original design to Lewis E Wade and the construction date is placed at 1927, making it one of the earlier buildings on site.
- 1.1.5 The actual site boundary of the former Time Office Building is by comparison far less in area than the extent of the whole site. Its total site area is 0.1067 ha. The building is sited adjacent the main entrance of Terry's Factory site adjacent Bishopthorpe Road. The building can be clearly seen from Bishopthorpe Road, being set back approximately 12.00 m from the road. The building is directly adjacent the former Headquarters Building to the north.<sup>1</sup> The former Headquarters building is 2 stories in height and is approximately 24.00 m from the Time office building. To the west side is the former Factory building<sup>2</sup>. This building is 5 stories in height and is approximately 22.00 m from the former Time Office Building. To the south are the gardens. This area is principally the only formal 'green' area within the site. At present there is a 6.00 m strip of tarmaced area, at the rear of the building which was partially used for storage of materials from out of the former Time Office building and possibly for car-parking at some stage. To the east are the boundary walls of the Factory site, a public footpath and then Bishopthorpe Road.
- 1.1.6 The building was purpose built as the main control point, for deliveries etc. in and out of the site. The original carriageway arches which ran through the building were blocked a number of years ago. Consequent alterations to the façade were based on the existing architecture and appear convincing. The portico, which was used to control the main access to the site and booking in of deliveries etc. has been glazed with modern tinted glass. Other alterations to the exterior of the building are considered to be of little significance/ impact.
- 1.1.7 The building has been significantly altered throughout the years, for reuse into 2 distinctly separate parts. This has resulted in the insertion of

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<sup>1</sup> An application been lodged for the conversion of this building to form a hotel (06/02550/LBC). This application has not been determined as negotiations are still ongoing with the applicant. It is considered that the proposals to develop the Headquarters building are more closely interlinked with the overarching outline planning application (06/02560/OUT) which relates to the development of the whole site.

<sup>2</sup> As footnote 1, an application for Listed Building Consent has been lodged for the conversion of this building also.

modern partition walls and a spiral staircase at ground floor level. The upper floor has also been subdivided with a late 20<sup>th</sup> Century office partitioning system. Both floors have modern suspended ceilings. A recent investigation of the building's structure has revealed that it is steel framed with concrete casing.

## 1.2 REASON FOR REFERRAL TO COMMITTEE

- 1.2.1 This application is reported to Planning Committee due to officer discretion. This application forms part of the wider proposal/s for the development of Terry's Factory site which will be presented to Planning Committee in due course.

## 2.0 POLICY CONTEXT

### 2.1 Development Plan Allocation:

Conservation Area Racecourse 0035

City Boundary York City Boundary 0001

DC Area Teams Central Area 0002

Listed Buildings Grade 2; Terry's Of York Time Office Block Bishopthorpe Road

### 2.2 Policies:

CYHE2  
Development in historic locations

CYHE3  
Conservation Areas

CYHE4  
Listed Buildings

## 3.0 CONSULTATIONS

### 3.1 INTERNAL

#### 3.1.1 Design, Conservation and Sustainable Development

- 3.1.2 The Council's Conservation Officer raised concerns regarding the impact of the proposals upon the listed Building. In particular she recognised that the temporary extension would adversely affect the setting of the listed building and would devalue the context of the garden (and therefore the character and appearance of the conservation area). However, she

supports the scheme as a temporary measure, in order to help secure the long term vision for the site.

- 3.1.3 The conservation officer identifies areas which should be addressed regarding impact upon the listed building. In particular she states that the impact on the fabric of the building where the corridor link would be attached would appear reversible. She adds that removals and replacements must be strictly controlled through conditions. Similarly, the conservation officer advises that the site should be returned to its previous condition on removal of the temporary accommodation.
- 3.1.4 The officer raises concerns regarding a discrepancy between the extent of tree removals shown on drawing AL\_L1(0)011 rev D & AL\_L1(0)013 rev A. The latter drawing called L1 Site Boundary Temporary Building on Existing Site shows more tree removals. However, she advises that all tree removals at this stage must be limited to the ones shown on drawing AL\_L1(0)011 unless agreed with the LA's landscape architect.
- 3.1.5 Finally the conservation officer notes that the revised drawings for the planning application (07/00976/FUL) show a new internal layout for the ground floor (with a curved foyer wall). The officer has no objection to either layout as a removable advises that the applicant should ensure that all drawings are compatible i.e. that the Listed Building Consent application is amended to include this feature.

## 3.2 EXTERNAL

### 3.2.1 Bishopthorpe Parish Council made the following comments:-

- The time office building is a listed building with the listing made due to the style and design. Any addition should reflect this and to add to what is a rectangular building would destroy the design;
- The proposed extension would also impinge into the garden, which is to be preserved;
- This extension would not confirm to policies HE2, HE3 and HE4 among others;
- The Parish Council state they have already commented upon the impact of traffic from Terry's upon Bishoprthorpe but feel ignored;
- Additional office accommodation will add to traffic flows through Bishopthorpe; and
- The application should be refused on the above grounds.

### 3.2.2 Mickelgate Planning Panel commented that they did not support the 'pod' extension to the Time Office Building.

### 3.2.3 Neighbours: 2 site notices were displayed on 2 separate occasions, at the entrance to the main entrance to the site, to advertise the Listed Building Consent applications and the full planning applications. No comments have been received from any other interested party or neighbours.

## 4.0 APPRAISAL

### 4.1 KEY ISSUE

- Effect on character and appearance of the (listed) building.

### 4.2 PLANNING POLICY

4.2.1 PPS1: Planning for Sustainable Development aims to protect the quality of the natural and historic environment. 'The Planning System: General Principles', the companion document to PPS1, advises of the importance of amenity as an issue.

4.2.2 PPG 15: Planning and the Historic Environment. Central Government advice in relation to listed building control contained within this document states in paragraph 3.3 that whilst 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" (Section 16 of the "Planning (Listed Buildings and Conservation Areas) Act 1990"). This reflects the great importance to society of protecting listed buildings from unnecessary demolition and from unsuitable and insensitive alteration and should be the prime consideration for authorities in determining an application for consent.

4.2.3 PPG15 recognises that generally the best way of securing the upkeep of historic buildings and areas is to keep them in active use (para 3.8), and that many listed buildings can sustain some degree of sensitive alteration or extension to accommodate new or continuing uses (para 3.13). Paragraph 3.15 states that achieving a proper balance between the special interest of a listed building and proposals for alterations and extensions is demanding and should always be based on specialist expertise, and often demands a flexible and imaginative approach by all the parties involved.

4.2.4 The importance of listed buildings is reflected in Policy E4 of the Approved North Yorkshire Structure Plan, which states that buildings and areas of special townscape, architectural or historic interest (e.g. listed buildings) will be afforded the strictest protection. Policy HE4 of the City of York Draft 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.

4.2.5 POLICY E4 OF THE APPROVED NORTH YORKSHIRE STRUCTURE PLAN (the statutory development plan for the area) states that buildings and areas of special townscape, architectural or historic interest (e.g.

conservation areas, listed buildings) will be afforded the strictest protection.

- 4.2.6 DRAFT LOCAL PLAN POLICY HE2 of the City of York Deposit Draft Local Plan (Fourth Set of Changes), approved for development control purposes on 13 April 2005 states that within or adjoining conservation areas, and in locations which affect the setting of listed buildings, development proposals must respect adjacent buildings, open spaces, landmarks and settings and have regard to local scale, proportion, detail and materials.
- 4.2.7 DRAFT LOCAL PLAN POLICY HE3 seeks to protect the character and appearance of Conservation Areas. The policy states that proposals for development in conservation areas should reflect street proportions, which are given to floor heights, door and window sizes and disposition. Supporting text of the policy further states that the elevational treatment of all sides of any development and roofscape are important, not simply the street frontage.
- 4.2.8 DRAFT LOCAL PLAN POLICY HE4 states that consent will only be granted for development to a listed buildings where there is no adverse effect on the character and setting of the building. Supporting text of this policy further states that, it is important that extensions preserve and enhance the special architectural or historic character of conservation areas and complement the character of listed buildings. Alterations will be expected to be of an appropriate design, using traditional natural materials. The proposal should also be in scale with the original building and respect its character.
- 4.2.9 TERRY'S DEVELOPMENT BRIEF
- 4.2.10 The Development Brief identifies that it is important to respect and reflect the historic importance of Terry's Factory site. Also buildings should be legible, i.e. the purpose of the building should be easily understood.
- 4.2.11 The Brief was subject to public consultation and has been approved by Members. The Brief is being used as guidance in negotiating with developers and progressing planning and listed building / conservation area consent applications on the site.
- 4.2.12 THE RACECOURSE AND TERRY'S FACTORY CONSERVATION AREA CHARACTER APPRAISAL
- 4.2.13 Part of the Terry's site is located within the Racecourse and Terry's Factory Conservation Area. A character appraisal has been produced in order to properly consider the character of the conservation area and development proposals which may affect it.
- 4.3 EFFECT ON CHARACTER AND APPEARANCE OF THE EXISTING (LISTED) BUILDING.

- 4.3.1 This application is interlinked with 07/00540/FUL and 07/00541/FUL which are both concerned with the changing the use of the building and also internal and external alterations. This part of the scheme has been developed in conjunction with advice from the Council's Conservation Officer and the author of this report.
- 4.3.2 Policy HE4 of the draft local plan states that development should not have an adverse effect upon the character, appearance or setting listed buildings. Policies HE2 and HE3 further support this policy.
- 4.3.3 The Council's Conservation Officer recognises that this scheme will have a detrimental impact upon the listed building. However, she advises that the long term beneficial outcome of this relatively temporary detrimental impact 'on balance' outweighs her concerns. Concerns regarding impact upon the fabric of the listed building can be adequately addressed by condition/s.
- 4.3.4 As a consequence the design is considered acceptable and satisfies policies HE2, HE3 and HE4 of the Local Plan and also satisfies the Development Brief.

## **5.0 CONCLUSION**

- 5.1 It is considered that the proposals continue the legacy of employment uses on the site. The aforementioned scheme is considered justified and would not appear to adversely affect the long term special historic and architectural interest of the building or the character and appearance of the Conservation Area.
- 5.1.1 The proposed erection of temporary office accommodation is therefore considered to be acceptable and satisfies policies E4, of the Approved North Yorkshire Structure Plan, Policies HE2, HE3, and HE4 of the Draft Local Plan and National Planning Guidance PPS1 and PPG15.

## **COMMITTEE TO VISIT**

### **6.0 RECOMMENDATION: Approve**

1. TIMEL2
2. PLANS2
3. Prior to the commencement of works hereby approved details large scale drawings should be submitted showing abutment details where the two structures meet. Drawings should be annotated and accompanied by a method statement. The statement should describe the process of

recording the existing situation (close range photos and measured drawings), the extent of removals (inc cill), the process for removal and eventual reinstatement of the elements including making good. It should also include confirmation of the labelling and storage system. The materials should be stored on site in a secure location.

Reason: To retain the character of the listed Building.

- 4 Prior to the commencement of works hereby approved, full details of the new partitioning systems and replacement suspended ceilings must be provided and they should show connections with the existing structure. Partitions and false ceilings must be scribed around the existing structure. Ceilings must not cut across windows. Existing skirting, window boards, picture rails, architraves and other details should not be removed.

Reason: To retain the character of the listed Building.

5. Prior to the commencement of works hereby approved, details of new services must be supplied supported by information/details showing how service runs and fittings would be integrated with the existing interior. Replacement suspended ceil

Reason: To retain the character of the listed Building.

## **7.0 INFORMATIVES: Notes to Applicant**

1. 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 Former Time Office Building which is a listed building and the Racecourse and Terry's Conservation Area. As such this proposal complies with policy E4 of the North Yorkshire County Structure Plan (Alteration No.3 Adopted 1995) and policies HE2, HE3 and HE4, of the City of York Local Plan Deposit Draft, also national planning policy guidance PPG15.

### **Contact details:**

**Author:** Richard Beal Development Control Officer  
**Tel No:** 01904 551610