

COMMITTEE REPORT

Date: 23 August 2012 **Ward:** Guildhall
Team: Major and **Parish:** Guildhall Planning Panel
 Commercial Team

Reference: 12/01976/LBC
Application at: City Of York Council 9 St Leonards Place York YO1 7ET
For: Internal and external alterations to 1-9 St Leonards Place and 2 and 4 Museum Street including alterations to internal walls and windows, selective demolition and erection of rear extension
By: Rusbond PLC
Application Type: Listed Building Consent
Target Date: 20 July 2012
Recommendation: Approve

1.0 PROPOSAL

1.1 This application seeks listed building consent for internal and external alterations of 1-9 St Leonards Place and 2 and 4 Museum St. This application is considered alongside a full application for the change of use of the application site into a hotel with restaurant and/or bar with ancillary business and leisure uses (Ref. No. 12/01975/FULM).

1.2 1-9 St Leonards is Grade II* listed, this listing includes the railings to the front. The buildings date from 1834, with the Terrace designed by John Harper with various architects creating individual interiors within the nine units. The buildings are three storeys in height with accommodation also in the basements and attics. 2 and 4 Museum St are Grade II listed, this listing includes the railings to the front and side. The buildings were designed by JB and W Atkinson and were constructed as two houses in 1851. The buildings are four storeys in height with a basement.

1.3 Both sets of buildings were designed to appear as separate unified building compositions. 1-9 St Leonard's Place was developed in response to a speculative venture by the York Corporation and the City Commissioners to increase rental value whilst creating a new street to by-pass the bottleneck of Bootham Bar. Its formal symmetrical stuccoed facade, described as 'palace like', masks the informality of the nine individual properties as seen from the rear. The buildings were created as houses with fine interiors designed by different architects, though no 1 originally housed the York Subscription Library and no 5 was initially used by the Yorkshire Club. The crescent form is unique within York and the classical composition, with its first floor decorative balcony and giant twinned pilaster detail, dignifies the street. Nos 2&4 Museum Street make a positive contribution to the setting of the structures around library square and the buildings are seen within views on a main approach to the Minster.

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_; 4 St Leonards Place York 0649

Listed Buildings GMS Constraints: Grade 2; 2 Museum Street York 0638

Listed Buildings GMS Constraints: Grade 1; Wall 2m N Of 9 St Leonard's Place York 0630

Listed Buildings GMS Constraints: Grade 1; Wall 5m North Of Kings Manor 0620

Listed Buildings GMS Constraints: Grade 2_; 6 St Leonard's Place York 0654

Listed Buildings GMS Constraints: Grade 2_; 5 St Leonard's Place York 0651

Listed Buildings GMS Constraints: Grade 2_; 8 St Leonard's Place York 0658

Listed Buildings GMS Constraints: Grade 2*; Council Offices 9 St Leonards Place York YO1 7ET 0660

Listed Buildings GMS Constraints: Grade 2_; 3 St Leonards Place York 0647

Listed Buildings GMS Constraints: Grade 2_; 7 St St Leonard's Place York 0656

Listed Buildings GMS Constraints: Grade 2; 4 Museum Street York 0636

Listed Buildings GMS Constraints: Grade 2_; 1 St Leonards Place York 0640

Listed Buildings GMS Constraints: Grade 2_; 2 St Leonards Place York 0645

Scheduled Ancient Monuments GMS Constraints: SMR 30 City Walls Bootham Bar To Museum Street 0176

2.2 Policies:

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CYHE4 -Listed Buildings

CYHE5 -Demolition of Listed Buildings and Buildings in Conservation Areas

3.0 CONSULTATIONS

INTERNAL

3.1 Design, Conservation and Sustainable Development (Conservation Architect) - The proposals demonstrate a realistic proposition which shows significant potential for a successful hotel with very limited, though justifiable, impact on the less significant parts of the building. See main body of report for detailed analysis of the proposal.

EXTERNAL

3.2 Guildhall Planning Panel - No objections.

3.3 York Civic Trust - Support the principle of the terrace being in one ownership and management. The submitted plans would have a minimum effect on the principle elevation to St Leonards Place. There is a collection of unsuitable buildings at the rear and the proposal would 'tidy' up this rear elevation without adversely affecting the overall appearance. Ten detailed points are raised covering:

- services for toilets/baths of each guest room not being stated;
- service entry to the rear should be limited to certain hours of the day to ensure that enjoyment of Library Sq is not compromised;
- partitions within the interior of the building should be scribed around cornices and be reversible with stud partitions having cornices replicated on the inside;
- remodelling for lifts and stairs, kitchen extract, and the extension to the billiard room could affect the interior of this historic building;
- the external signage needs to be carefully considered;
- consideration needs to be given to improving interior decorations and fire regulations;
- works to the Coach House would be acceptable as long as works replicate original features of the building;
- the loss of staircase number 5 to be replaced by a lift, this could be improved by providing a lift in the existing toilets on the half landing;
- there is a part of a fireplace wall which is proposed to be curtailed on the first floor of number 7;
- the drawings for the LBC needs to show the main features which would survive such as fireplaces, doors, cast-iron balustrade, ceilings, cornices, and staircases.

3.4 English Heritage - Awaiting comments regarding revised plans and details which were received following discussions with Council Officers and English Heritage. An update on this will be provided at Committee.

3.5 20th Century Society - No correspondence received.

3.6 The Georgian Group - No correspondence received.

3.7 Ancient Monuments Society - No correspondence received.

3.8 Council for British Archaeology - No correspondence received.

3.9 The Victorian Society - No correspondence received.

3.10 Society for Protection of Ancient Buildings - No correspondence received.

3.11 Other Third Parties - One letter received from a nearby resident states ; The redevelopment of St Leonards Place provides a very important opportunity to improve the presentation, access to, and the setting of the Roman fortress wall including the Anglian Tower which once formed part of St Leonards Hospital. The Anglian Tower is currently a dead end and in recent years has been closed off which has had a negative effect on the quality of the experience of the area. There is an impressive and interesting view of York from the top of the earthen rampart looking down onto the Anglian Tower and along the line of the Roman fortress wall towards the Multangular Tower. At present there is no sign or footpath leading to this viewing point. The present application presents an opportunity to create a viewing point. This suggestion needs to be seen in relation to current preparation of a Conservation Management Plan for the area around the City Library. It is suggested that this opportunity for improving the presentation, access to, and the setting of an extremely important set of ancient monuments is given very serious consideration and taken into account in the determination of the planning application.

4.0 APPRAISAL

4.1 The key issues are the impact on the character, appearance and setting of the listed buildings.

4.2 The NPPF seeks to conserve and enhance the historic environment. Paragraph 126 states that Local Planning Authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

4.3 Paragraph 132 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional. Paragraph 134 goes on to states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

4.4 Policy HE4 of the Development Control Local Plan (DCLP) states that consent will only be granted for demolition, internal and external alterations, and change of use of a listed building where there is no adverse effect on the character, appearance or setting of the building.

4.5 The applicants have approached the proposed change of use by firstly considering the existing and original fabric of the building. Assessing what the key features are and trying to devise a scheme around this framework that would work for a hotel operator. The original development of the application site created 9 units along St Leonard's Place and 2 units on Museum St. These individual units have been altered over time, most recently by the Council as occupants to create usable office accommodation. The most significant alterations were to allow access between the original individual units. The need for horizontal movement between the individual units provides one of the greatest challenges to converting the application site into a hotel which meets end user requirements.

4.6 The submitted Heritage Statement adequately supports the application. Whilst it does not entirely follow the Conservation Principles Approach it identifies important qualities of the building and its setting, and it describes how the scheme has been designed to avoid or mitigate impact in the most significant areas.

4.7 The functions of the hotel have been disposed to work within the existing configuration of spaces. However the buildings are over 100m in length overall and whilst it would be desirable to avoid internal corridors between houses on the principle floors, it is not possible to do so whilst achieving a high degree of accessibility for clients and also efficient circulation for hotel staff. Omitting the connecting corridors would result in a higher number of lifts being required and this would be destructive of the fabric.

4.8 The architect has used the existing configuration of rooms to inform the amount and disposition of accommodation. Generally there appears to be a high degree of retention in most areas allowing the individuality of the building interiors to be appreciated and understood as former houses.

4.9 Surprisingly the office use has enabled a high degree of retention of original layouts, interiors and decorative details (Nos. 1-4 have been altered more than 5-9). In the current proposals there are areas where the fine interiors would be better revealed than at present, such as in the central area at first floor (No. 5) where room divisions would be removed and the tri-partite ceiling would be revealed. Similarly there would be an increase in the quality of the interior of the ground floor as the central corridor could be removed and rooms restored to their original size.

4.10 There are limited areas where loss of fabric would be required to allow for the new use. These are generally in areas of less significance such as:- in the entrance hall of no2 Museum Street where a connection is required into the restaurant; at the entrance to the former billiard room to avoid crowding and to provide better access to facilities in the basement; two service staircases would be removed to meet regulations with regard to means of escape and to provide lift access. These areas have been inspected with the Historic Buildings Inspector from English Heritage and, subject to a recording condition and further large scale details provided through conditions, the losses would appear to be justified.

4.11 Further indicative room layouts have been provided at larger scale showing how the corridors would be introduced through the principal rooms to avoid undue impact. The walls would stop well below ceiling height to enable the rooms to be experienced as a whole; they would avoid decorative details at the abutment position, they would be simply detailed as contemporary interventions to assist legibility. These would be reversible introductions. Further large scale details will be required through conditions.

4.12 The former library in no 1 St Leonard's Place would be further subdivided. However the additional walls would follow the line of the beams which have already been introduced to support the more recent insertion of an intermediate floor. So the additional impact is limited.

4.13 In general it is the intention to retain doors, fireplaces, principal staircases, other elements and their decorative details, unless expressly stated where removal has been justified. To assist with communication on site a room by room schedule should be prepared at 1: 50 showing only items to be removed/altered. A comprehensive photographic record should also be made following EH Guidance in accordance with level 1 recording condition.

4.14 The large scale indicative bedroom layouts show several ways in which bathrooms could be introduced into the principal rooms without harming their spatial quality. The drawings should be listed in the conditions.

4.15 These additional drawings indicate how the rooms might be serviced with plumbing, drainage and ventilation. The option of providing the duct through the chimney has not been explored fully. This is our preferred option and large scale drawings should be provided through conditions.

4.16 Large scale drawn information has been submitted showing how secondary glazing could be introduced whilst still allowing the shutters to be eased for use. Shutters should be eased to increase thermal and acoustic performance and provide privacy. The addition of blinds or curtains close to the window (if required) should be covered by condition.

4.17 An outline fire strategy has been indicated which divides the basement into separate compartments and identifies means of escape routes. Generally the staircases and bedrooms are separated by corridors acting as fire lobbies. Existing doors on escape routes would be upgraded to ½ hr resistance through application of intumescent paint or paper. Fire shutters would need to be added to lifts in identified areas but these would be designed into the lift compartment to reduce their impact on the interiors.

4.18 The abutment details between new extensions and the rear facade would need to be carefully detailed and this should be covered through conditions. In addition making good areas where extensions have been removed should be detailed further to demonstrate how existing features (eg colour glass, stair-windows) would be retained and incorporated.

4.19 Roof level plant is shown as being included in localized areas of the central valley where it would not be seen; and above the billiard rooms where it would be screened. Kitchen extracts have been integrated in the angle between the two buildings. Further details will be required through conditions when the systems can be fully designed for an operator.

4.20 Proposals for repair and re-decoration would improve the long term health of the building and improve its appearance within the conservation area. Details of how the interiors would be redecorated should be covered through conditions. Generally earlier schemes of interior decoration should be retained beneath new paint layers unless a paint analysis is carried out.

4.21 The documentation states that external areas would be improved; however there is little drawn information to show how this would be achieved at detailed level and we have concerns about the loss of trees and the loss of carved stonework within the garden. So a landscape condition should be added covering all external

areas, the car park and the new terrace which includes: hard and soft landscape (including any walls), lighting, gates, railings, other boundary treatments and the placing and design of ancillary structures such as cycle parking. It would also be desirable to improve the appearance of the external wall along the rear lane.

4.22 There will be archaeological requirements to fulfil in accordance with a specification from the City Archaeologist. The loose medieval stonework within the garden should be retained on site unless otherwise specified by the city archaeologist.

4.23 A separate application for signage would be expected when a hotelier has been identified

4.24 The conversion scheme has been well considered to mitigate impact on the special architectural and historic interest of the building. The proposals demonstrate how robust the original building designs are in being able to accommodate the changes required by the new use. The additional information provides assurance that a viable scheme can be achieved without causing substantial harm to the buildings. The new use would compliment other uses in the area and enable the buildings to be enjoyed by a wider range of people.

5.0 CONCLUSION

5.1 It is considered that, subject to conditions, the proposed development would have no adverse effect on the character, appearance or setting of the building. As such the application is recommended for approval.

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:-

- Drawing plans and reference numbers to be confirmed at Committee

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

3 A fully detailed schedule of repairs and redecoration shall be provided for approval. This shall include specifications of materials and methods where appropriate and recommendations for a maintenance regime. The development shall be carried out in complete accordance with the approved details.

Reason: To protect and preserve the appearance and character of the listed buildings

4 Prior to the commencement of development, large scale details of elevations and sections of each house shall be submitted. Similarly, drawings shall be submitted for proposed works of alteration and making good associated with the new extensions. Any modifications shall be annotated. Existing materials and details shall be retained unless otherwise specified. The development shall be carried out in complete accordance of the approved details.

Reason: To protect and preserve the appearance and character of the listed buildings

5 Prior to the commencement of development a full set of record photographs shall be taken on a unit by unit basis. Photos should be cross referenced to key plans and elevations in accordance with recommendations for a level 1 recording standard as specified in English Heritage's publication 'Understanding Historic Buildings' A guide to good recording practice. Copies shall be made available to the LPA for inclusion on the Historic Environment Record and a further set shall be deposited with the City Archive.

These photos should be used to inform the design work to help ensure that details are not overlooked or harmed unnecessarily.

Reason: To protect and preserve the appearance and character of the listed buildings

6 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.

- As existing and as proposed drawings of each space shall be prepared at 1:20 or 1:5 depending on the level of detail required and they shall be annotated with proposed alterations. All fixtures and fittings shall be marked up on the drawings (e.g. chimney pieces, doors, architraves, cornices, plasterwork, cupboards, skirtings and other joinery etc). Drawings of the existing situation shall be supplemented by photographs. It is taken that all historic features remain in-situ unless specifically marked on the drawings for removal and prior written agreement has been obtained from the LPA. These drawings could be themed according to the proposed use in order to avoid duplication of any spaces which are the same. A copy of the as proposed drawings shall be attached to the wall in the relevant space during the works. The information shall be provided to the LPA for approval and details should be made available for inclusion on the HER.

- Alterations to staircases and stair compartments
- lifts and lift compartments (including integration of fire shutters)
- internal ramps,
- new and altered doors, doorcases and screens (including up-grading for fire resistance and any alterations to ironmongery).
- typical blocking details at door positions. Doors and their architraves must be retained in-situ.
- inserted corridor partitions and integral doors (including abutment conditions)
- details of bathrooms
- new internal openings within the historic buildings (linings might be provided in some areas and exposed arises should be softened)
- details of secondary glazing shown in context (drawings have already been supplied)
- any fixtures or fitting to windows
- a method statement for over-hauling windows (including easing shutters and changes to ironmongery)

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

7 Prior to the commencement of development a method statement shall be submitted and approved in writing by the Local Planning Authority covering the below listed items of work. The statement shall be supplemented with drawings/specifications as necessary showing the ductwork/pipework/wiring runs. The development shall be carried out in complete accordance with the approved details.

- Plumbing and above basement level drainage
- Ventilation provision
- Mechanical & Electrical services for heating and lighting (sub-contractors drawings will not be accepted)
- Fire strategy - measures for prevention, detection, and means of escape (some

drawings have already been received)

- Acoustic attenuation between spaces
- Removal of any asbestos
- New interior lighting scheme
- Any special measures to upgrade basement areas in respect of damp in proposed habitable rooms
- Any special measures for kitchens and kitchen storage areas

Reason: To protect and preserve the appearance and character of the listed buildings

8 Details of the general approach to the interior design shall be provided and these shall be supplemented by large scale details and specifications of any fixtures and fittings. Generally earlier schemes of decoration should be retained beneath new paint and paper layers unless a paint analysis is agreed and carried out before work commences.

Reason: To protect and preserve the appearance and character of the listed buildings

9 All new partitions within the buildings shall be scribed around existing architectural details.

Reason: To protect and preserve the appearance and character of the listed buildings

10 The 'making good' of all parts of the buildings shall be carried out to a high standard to match existing materials, details and finishes.

Reason: To protect and preserve the appearance and character of the listed buildings

11 Prior to installation of any renewable energy generation, details of locations, fixings and equipment for renewable energy generation shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To protect and preserve the appearance and character of the listed buildings

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 character, appearance and setting of the Grade II* and II listed buildings. As such the proposal complies with Policies HE4 and HE5 of the City of York Development Control Local Plan and the guidance within the National Planning Policy Framework.

Contact details:

Author: Michael Jones Development Management Officer

Tel No: 01904 551339