

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Areas of Archaeological Interest City Centre Area 0006
Conservation Area Central Historic Core CONF
Listed Buildings Grade 2; The Bonding Warehouse Skeldergate York YO1 6DH
0926

2.2 Policies:

CYHE4 Listed Buildings

3.0 CONSULTATIONS

INTERNAL

Design, Conservation and Sustainable Development

3.1 This application is welcomed as the scheme would help to secure the future of an important historic building within the conservation area. A number of issues need to be considered and addressed. For further details of these, please refer to main body of report.

EXTERNAL

English Heritage

3.2 Welcome in principle the conversion of this redundant Grade II listed building to a new use. We note that the changes proposed are different in only relatively minor ways to the consented scheme and we confirm that we are content in principle with the scheme. We recommend that should your Council be minded to grant consent, this is subject to agreement of detailed treatment (upon which we are happy to defer to your Council).

Micklegate Planning Panel

3.3 Do not object but comments as follows;

(i) the access tower and stair are modern interventions, however they will enable the continued use of a prominent riverside building. It is hoped that the necessary development takes place as soon as possible in order to bring this building back into use.

(ii) Do not object to restaurant use but recommend that any impact on neighbouring residents is taken into consideration when determining hours of operation and licensing.

Conservation Areas Advisory Panel

3.4 The panel object to the revised height of the bridge and felt that spurious arguments had been used to insist on the change. The panel also object to the balconies now proposed on the Skeldergate elevation as being totally out of character for this building as the elevations are particularly important on this formally designed and important historic commercial site. The panel were pleased to see the change to slate on the mansard roof. Overall they felt that more details are required in general to assess the impact of other alterations on the listed building. The panel hoped that these issues can be resolved and hoped for a successful restoration of the building.

Third Party Representations

3.5 Eight neighbour representations, including a petition with 7 signatures, have been received.

3.6 On the basis of this being a "true" restaurant and not a bar/entertainment venue, three letters of support have been received which raise the following points;

- (i) Wish to see the building brought back to life. Apartments and offices seem practical and a restaurant would add to the appeal of the riverside location.
- (ii) The bridge is inoffensive and would not detract from the surrounding area.
- (iii) It will reduce the pigeon problem.
- (iv) The use of the garden area opposite shall not be seen as giving the land less amenity value than it has currently.

3.7 Five letters of objections received (including a petition) of which the focus is on the proposed restaurant use.

- (i) This is a commercial development within a residential area, mostly inhabited by elderly people. Unneighbourly.
- (ii) No attempt to consult with local people
- (iii) Concerned about noise. Concern that the restaurant ends up being a bar which sells food with associated late night noise and drinkers smoking outside.
- (iv) Music should be inaudible so as not to cause noise disturbance to local residents
- (v) Please ensure that the 12 parking spaces within the gardens opposite are cycle spaces and not car parking spaces.
- (vi) Object to any form of parking (cycle or car parking) within the garden
- (vii) Will increase traffic

(vii) Not suitable within a flooding area.

4.0 APPRAISAL

Key Issues

- Impact on special architectural and historic importance of the listed building

4.1 The National Planning Policy Framework states that 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 by or lost through alteration or destruction of the heritage asset or development within its setting.

4.2 The Development Control Local Plan was approved for Development Control purposes in April 2005: its policies are material considerations where they reflect the National Planning Policy Framework. Local Plan Policy HE4 advises that consent will only be granted for internal or external alterations to listed buildings where there is no adverse effect on the character, appearance or setting of the building.

4.3 This report highlights the key elements of the proposed scheme and the areas which are still considered to require amendment. It should be noted that the principle of the new stair and lift core, the escape bridge and ramp, the additional storey contained in a mansard roof and alterations to the boundary wall and gates were approved under previous applications.

Stair tower

4.4 The tower has been designed as a contemporary structure. It is more transparent than the tower approved under the previous scheme and it uses a vertical proportioning system based on the existing building. It also has a glazed link to the existing building. Officers support this revised architectural approach on the basis of it being complimentary to the appearance of the building but have requested a reduction in its height as it is currently considered to compete with the main building. Members will be updated at the meeting.

Bridge and Ramp

4.5 Due to flood risk requirements the scheme involves a pedestrian bridge link which can be used in times of flooding to provide occupiers of the building with an alternative means of entrance/exit. The bridge link is fixed and would project from the first floor of the building to the garden area on the opposite side of Terry Avenue. Previous consents incorporated a folding bridge design. This approach however has been discounted due to concerns over its reliability and management required which could affect its deployment in a flooding situation.

4.6 Highway requirements have resulted in the underside height clearance of the bridge being fixed at a minimum of 4m. The impact on the building itself is not considered to be much greater than the previously approved folding bridge (which was 1.2 metres lower in height) but the newly elevated position means that the bridge and ramp structure would have a greater impact on the conservation area. The Landscape Architect recommends conditions to ensure existing trees are protected and, in order to soften the impact of the bridge and ramp structure, the planting of a replacement tree at the apex of Skeldergate and Terry Walk. To lessen the impact further, Officers consider that the bridge should have a "lighter" appearance than proposed with a central support system and a more open balustrade. It is anticipated that revised plans will be available at the meeting.

External balconies

4.7 The proposed plans detail external balconies facing Skeldergate. Officers consider that they would appear as domestic appendages which would dilute the historic industrial nature of this warehouse building and have therefore requested that they be removed from the scheme. The scheme also includes existing balustrades being replaced by guard rails of more solid appearance based on a panel design with vertical bars. It is considered that this design approach would be untypical of the riverside location and would have a negative effect on the setting of the building and as such, the applicant has been asked to revert to the previously approved design approach. Members will be updated at the meeting.

"Taking in" doors

4.8 The historic doors are important evidence of the original use and they suit the aesthetic nature of the building. They were purpose made for the building and are recessed into the jambs of the brickwork. The loss of these doors would be harmful to the architectural and historic interest of the building and the applicant has been asked to retain them by perhaps providing an internal balcony and glazed screen which the doors could fold back into. Members will be updated at the meeting.

Windows

4.9 The two additional roof-lights at mezzanine level are justified and it is considered that their impact would be limited as they would be situated low down on the roof behind the parapet and set back from the road. Officers welcome the changes to the spacing and size of the recessed windows in the new mansard roof (as compared to previous approved schemes).

Services

4.10 Revised drawings are anticipated with respect to plant and services and it is also recommended that a condition be attached to the decision to require the submission of method statements to include details of how commercial and domestic servicing would be integrated into the building to ensure no harm to the external appearance of the building and to ensure no unnecessary damage is caused to the arched brick ceilings of the building.

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. Subject to the receipt of amended plans which address the points made in the report, the proposals are considered to have an acceptable impact on the listed building given the constraints of the site. The proposal is therefore considered to accord with the provisions of policy HE4 and guidance contained within the National Planning Policy Framework and consequently it is recommended that listed building consent be granted subject to the following conditions.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 TIMEL2 Development start within 3 yrs (LBC/CAC) -

2 PLANS2 Approved Plans and other documents

3 Notwithstanding any proposed materials specified on the approved drawings or in the application form submitted with the application, samples of the external materials to be used for the extensions shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the relevant part of the development. The development shall be carried out using the approved materials.

Note: Because of limited storage space at our offices it would be appreciated if sample materials could be made available for inspection at the site. Please make it clear in your approval of details application when the materials will be available for inspection and where they are located.

Reason: So as to achieve a visually cohesive appearance.

4 Large scale details and specifications 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.

- (a) Stair tower (including sections through the external wall at 1:20 and 1:5 details of the junctions with the existing building)
- (b) Adaptations of existing windows to doors serving the shared tower
- (c) New and amended balconies, including details of any replacement balustrades
- (d) Adaptations to external doors
- (e) New internal doors
- (f) New windows (pattern to be based on originals)
- (g) Typical dormer window
- (h) Rooflights. These should be conservation type with recessed flashings
- (i) Any additional flood measures such as flood gates located outside of existing ground floor doors and/or windows
- (j) Location and details of bat boxes
- (k) Internal finishes. Brickwork should remain exposed as far as possible.
- (l) Sections across the bridge and ramp at 1:20 and details of the balustrade and supports
- (m) Details and location of the platform lift (referred to in the Planning Statement as being attached to the stepped part of the ramp)
- (n) The new opening and gate in the existing bridge walls

Reason: Because of the special interest of the listed building in accordance with policy HE4 of the Local Plan.

5 Full details of the landscape proposals for the courtyard shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details prior to the occupation of any part of the development. The proposals shall show levels, hard and soft materials, planting, external lighting and any other fixed artefacts and the scheme shall include details of any alterations to the yard wall, gates and ramp and details of the new access ramp and steps. The stone gate piers which are in better condition should be repaired and relocated and natural materials such as setts shall be reused

Reason: So that the Local Planning Authority may be satisfied with the finished appearance of the development in the context of safeguarding the setting of the listed building within the Conservation Area.

6 Method statements for each area of plant and services shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details prior to the occupation of the relevant part of the development. The statements shall include details of how commercial and domestic servicing would be integrated into the building

(heating/cooling/ventilation, power, lighting, water supply and drainage, waste, rainwater goods). Any details of plant, ductwork, wiring or grills affecting the exterior of the building should be drawn in context. Wiring shall not be chased into exposed brick surfaces.

Reason: Because of the special interest of the listed building in accordance with policy HE4 of the Local Plan.

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 and appearance of the listed building. As such the proposal complies with the National Planning Policy Framework and Policy HE4 of the City of York Development Control Local Plan.

Contact details:

Author: Rachel Tyas Development Management Officer (Tues - Fri)

Tel No: 01904 551610