

COMMITTEE REPORT

Committee: Central Area **Ward:** Guildhall
Date: 20 September 2007 **Parish:** Guildhall Planning Panel

Reference: 06/02052/LBC
Application at: 4 Ogleforth York YO1 7JG
For: Listed building consent for conversion, part demolition and extension of vacant warehousing and offices to form 12 no. apartments
By: House And Son Ltd
Application Type: Listed Building Consent
Target Date: 13 November 2006

1.0 PROPOSAL

1.1 The introductory comments in relation to application ref: 06/02042/FULM also apply to this parallel application for listed building consent.

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

Listed Buildings Grade 1; St Williams College York 0742

Listed Buildings Grade 2_; The Dutch House Ogleforth 0990

Scheduled Ancient Monuments SMR 13280 York Minster Precinct Inc. Section Of City Walls

Schools St. Wilfrid's RC Primary 0230

2.2 Policies:

CYHE4
Listed Buildings

3.0 CONSULTATIONS

3.1 INTERNAL

DESIGN, CONSERVATION AND SUSTAINABLE DEVELOPMENT

Conservation

An independent historic buildings assessment was compiled in May 2006 to inform debate about proposals for the site and its buildings.

The buildings are situated within the Central Historic Core conservation area close to the Minster precinct. There are a significant number of high status buildings in the vicinity, including St William's College (grade I) to the immediate NW of no 8 Ogleforth, and Cromwell House at no 13 Ogleforth (grade II*) immediately opposite the site. Buildings on the NE side of the street form a continuous building line of 2 & 3 storeys, with the occasional modest gated opening allowing access to the rear. Houses are mostly in residential use, although Cromwell House and Adam House were recently used for offices. The SW side of the street is more open, with yards for servicing and car-parking being visually open to the street. The earlier buildings remaining on the street are of modest height and domestic scale, smaller than the buildings opposite. The early C20th former coach works, now offices, is much larger, as are the 19th century brewery buildings which are set well back from the street. The roof of the 4 storey brewery buildings interrupts the historic skyline.

The report outlines the development of the buildings and draws attention to the main elements of significance. The buildings are empty at present and their reuse would be welcome. It is important to respect the following principles in the conversion:

- 1) to retain the appearance of the building as an industrial building in the envelope
- 2) to maintain the openness of the spaces as far as would be compatible with the conversion to dwellings
- 3) to retain the remaining fixed equipment and built-in evidence of industrial use
- 4) to address the scale of the street bearing in mind the orientation

Proposals show the buildings would be converted to 12 apartments with the two storey early 20th century element replaced by a three storey block (partially within the roof). Please see below for comment:

Industrial character

We welcome the removal of the uncharacteristic lift shaft and canopy. The demolition of the other ancillary elements, including the replacement concrete access to no 8, would not appear to adversely affect the special historic and architectural interest of the building. However the vertical line of "taking in doors" and the sliding door should remain. Openings shown on drawings should be amended to reflect this. New windows/doors in these locations should be designed to be as robust as existing whilst allowing for requirements of additional light and safety measures. Details would be conditioned. We welcome the removal of the uncharacteristic windows.

Internal Spaces

The new layout for no 8 Ogleforth maintains the inherited plan configuration. Clarification is sought regarding the nature of the cornice at basement level where the bathroom wall has been introduced.

Subdivision of apartments within the remaining building uses the principal structural walls to demarcate individual flats. Service accommodation and circulation has been moved to the rear of the building as there is no light from this direction. Some of the spaces have mezzanine floors and a reasonable greater degree of openness has been retained given the constraints of the building.

Given the requirement to upgrade floor zones for sound and fire resistance it is important to agree the approach at this stage. Truss positions should be marked on the "as proposed" drawings, and further information should be provided by way of indicative sections to show how they integrate with the floor zone and with the introduced partitions.

Thermal insulation measures should be indicated so that their impact on the structure and in particular the windows can be assessed.

Procedures for blocking previous openings whilst retaining evidence of their presence can be agreed by way of condition

Equipment and other evidence

Equipment has been noted on the drawings. It will be important to fully record the building and its details prior to any work commencing. Measures for protecting elements such as the bearing box should be agreed. A schedule of finishes should also be provided for approval and this should allow the fireproofed construction to be exposed.

New Build

English Heritage and we have accepted the loss of the early 20th century extension onto Ogleforth from an early stage. The building is constructionally and architecturally more interesting than the one proposed and it offers a more comfortable mass and height to the street. Whilst the simpler architectural format would be acceptable the increased height (over 3.5m) would adversely affect residential amenity, in terms of sunlight and privacy in this narrow street (6.5m wide). It would be inappropriate to reintroduce buildings of the scale already demolished as expectations nowadays are of a higher level of amenity. This part of the scheme should be revisited.

The details of some of the above requirements could be covered by condition. However it would be reassuring to agree the various approaches at this stage to ensure that the historic and architectural interest of the buildings can be maintained at detailed development stage.

Comments on revised drawings:

The revised scheme addresses the issues as follows:

- 1) The vertical line of "taking-in doors" has been acknowledged
- 2) The sliding door has been retained
- 3) The layout in apartment 8 has been reassessed and the problem with the existing cornice has been avoided as the area is no longer sub-divided

- 4) Indicative sections have been submitted showing equipment retained in-situ. Trusses have not been marked on the plans but it will be expected that they should be retained, and repaired if necessary
- 5) The acoustic report suggests secondary glazing the window onto St Williams College, lining the party wall, and providing additional linings on the ceilings
- 6) There has been a reduction in the overall scale of the new build element.

It is considered that the effect of the conversion on the special architectural and historic interest of the building is acceptable. It is also considered that the scheme would not be harmful to the conservation area.

Should the scheme be approved please add conditions covering:

- 1) brickwork for the new build
- 2) new windows, doors and all reveals on the new build
- 3) details of all windows and doors and any adaptations, secondary glazing etc
- 4) details of upgrading for fire and sound
- 5) details where previous doorways to be blocked in (the opening must still read
- 6) measures for retaining and protecting beam bearing box, and all fixed equipment in the building
- 7) details of mezzanine floors, new stairs and balustrading

CONSERVATION AREA ADVISORY PANEL - The panel supports this application, but request that the taking in doors are recognised, possibly by the introduction of a void below the cill. It was felt however that a contemporary design rather than a pastiche might be a better solution for the new build element.

3.2 EXTERNAL

GUILDHALL PLANNING PANEL - No objections but make the following comments:

- boundary treatment - walls to Ogleforth should be higher and articulated.
- general concern that the design is mundane and bland.
- opportunity should be sought for more varied design and roofscape.

N. B. Comments on revised drawings: Re-affirm previous comments

ENGLISH HERITAGE - We consider that the massing of the new build has greatly improved. We suggest the street elevation may benefit from having one central window to ground and first floor (possibly on the lines of a Serlian window) rather than the pairs of windows now proposed. We recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

N.B. The same comments have been made in respect of the revised drawings.

YORK CIVIC TRUST - Comments as follows:

1. Concern is expressed that the height of the replacement building is excessive and would have an overpowering effect on the buildings opposite.

2. There is no indication that patched brickwork will be carried out using matching bricks, mortar joints and bonding.
3. Whilst there are no objections to the demolition of the building fronting Ogleforth, it is important to note that its demolition requires Conservation Area Consent.

ADJACENT OCCUPIERS - One letter has been received in response to the revised drawings, raising the following issues in relation to the application for listed building consent:

- the revisions show the warehouse buildings retaining or suggesting more of their earlier functions, which is an improvement.
- it is unfortunate that the small windows to be inserted in the blank arches nearest to St. Williams College have not been re-considered.
- The building on the Ogleforth frontage is worth retaining and its replacement is architecturally undistinguished.
- it is hoped that there are no plans to insert roof lights in the warehouse roof.

4.0 APPRAISAL

4.1 Key Issues

- impact on the special architectural and historic character of the listed building

4.2 The application relates to the conversion of a former warehouse and ancillary offices to 12 apartments. The property is a Grade II listed building which was previously used for warehousing with ancillary offices, having originally been constructed as a brewery. Policy E4 of the Approved North Yorkshire Structure Plan 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 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 The application relates to the conversion of the existing range of buildings, with use being made of existing openings in the external elevations of the buildings. Internal features of interest, such as fireplaces, cranes, pulleys and hoists would also be retained. It is considered that the conversion of the building to apartments would constitute an acceptable alternative use for the buildings, and through the imaginative use of existing spaces, the creation of new spaces through the insertion

of mezzanine floors where floor to ceiling heights allow, and the retention of existing features of architectural and historic significance, would not be unduly harmful to the fabric of the building. In particular, the proposal would greatly assist in securing the future upkeep of the building by retaining it in active use, in accordance with the advice in PPG15.

4.5 The application also incorporates the demolition of an early twentieth century extension fronting onto Ogleforth. Although this single storey building has some interesting architectural features, it is not of the same quality as the main warehouse buildings to the rear. A structural report has been submitted which states that the building is in a poor state of repair, including a wall that is notably out of plumb, vertical and horizontal cracks and water ingress, all of which are considered to be significant enough to reduce the structural integrity of the building. The report concludes that the repair of the building is not economically viable. Significant sections of walling would have to be taken down and rebuilt, and all structural elements completely refurbished and repaired to ensure an adequate lifespan for the building. The applicants agent considers that the retention of this structure, by the very nature of its structural condition and fenestration, would produce an inferior property and have an adverse effect on the whole scheme to a point of jeopardising its financial viability.

4.6 It is proposed to replace this building with an extension on a narrower footprint than the existing but with accommodation on three floors, with a gable directly onto the street. The extension would contain 2 x two bedroom apartments and 1 x one bedroom apartment. The revised drawings reduce the height of the new extension so that it is better related in massing and scale both to the listed Dutch House to the southeast and to the streetscene in general. The revised scheme also acknowledges and incorporates many of the existing architectural features of the existing warehouse buildings, both internal and external. Subject to conditions relating to materials and the submission of large scale architectural details, the Conservation Architect is now satisfied that the effect of the conversion on the special architectural and historic interest of the building is acceptable.

5.0 CONCLUSION

5.1 It is considered that the principle of the conversion of these vacant commercial buildings to apartments is acceptable and that the detailed proposals, including the demolition and replacement of the building on the Ogleforth frontage, would respect the character of this historic group of listed buildings. As such, the proposal is considered to be satisfactory subject to the imposition of appropriate conditions.

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:-

Drawing no. 05:38:23 Rev D received on 2 August 2007 (Proposed floor plans)

Drawing no. 05:38:24 Rev C received on 2 August 2007 (Proposed floor plans)
Drawing no. 05:38:25 Rev C received on 2 August 2007 (Proposed elevations)
Drawing no. 05:38:30 received on 20 March 2007 (Proposed section)

or any plans or details subsequently agreed in writing by the Local Planning Authority as 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.

Mezzanine floors, new stairs and balustrading
Adaptations to all existing windows and doors, including any secondary glazing
Windows, doors and reveals within new extension

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

5 Details of any necessary measures to reduce sound transmission or improve fire resistance shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of the development, and the development shall be carried out in accordance with the approved details.

Reason: In order to protect the historic character of the building.

6 Prior to the commencement of the development, details of the blocking in of any existing openings shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In order to protect the historic character of the building

N.B. The details shall enable the openings to be "read" after being blocked in.

7 Measures for the retention and protection of the beam bearing box and all fixed equipment within the building shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development. The measures shall be implemented in their entirety throughout the implementation of the development and following its completion.

Reason: In order to protect the historic character of the development.

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:

- 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.

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