

PLANNING APPLICATION REPORT



ITEM: 02

Application Number: 13/02321/LBC

Applicant: Another Place Developments Ltd

Description of Application: Repair works to building and alterations for conversion to hotel including works to courtyard and quarry

Type of Application: Listed Building

Site Address: MELVILLE BUILDING, ROYAL WILLIAM YARD
PLYMOUTH

Ward: St Peter & The Waterfront

Valid Date of Application: 10/12/2013

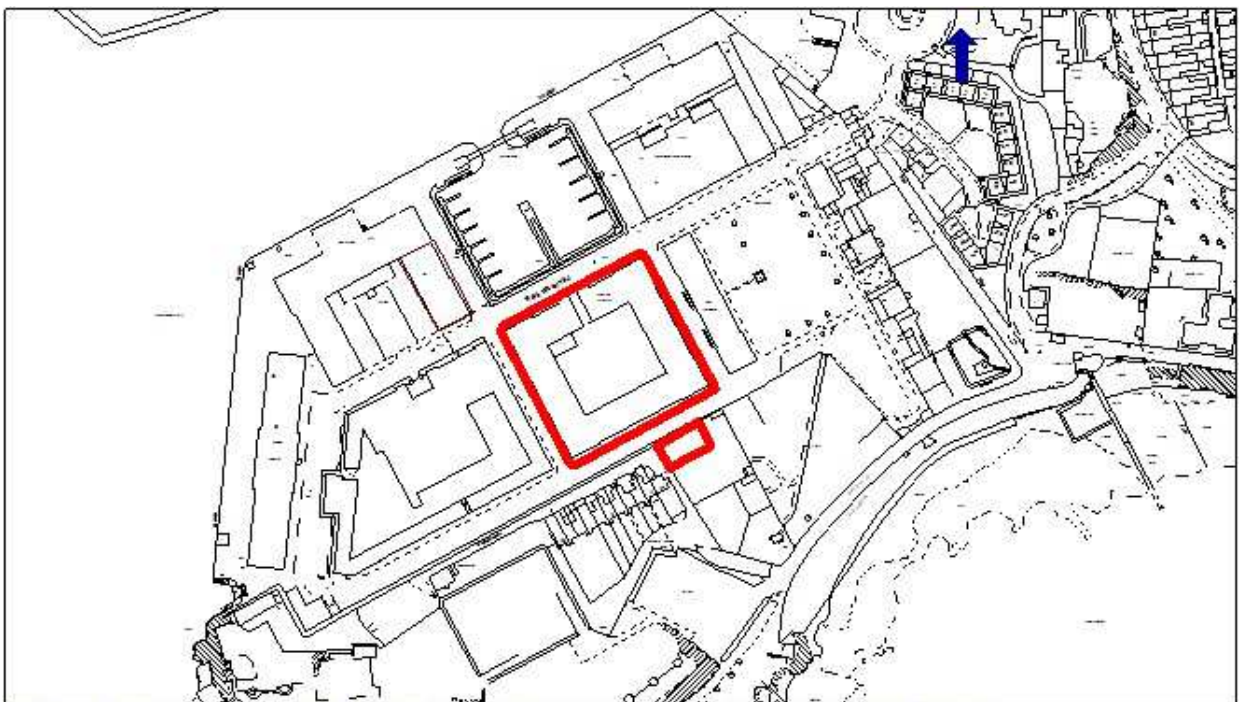
8/13 Week Date: **04/02/2014**

Decision Category: Major - more than 5 Letters of Representation received

Case Officer : Katherine Graham

Recommendation: Grant Conditionally

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Site Description

The application site consists of a Grade I Listed Building, “Melville”, and a quarry area, with a Grade II* retaining wall, sited to the south of the Melville building. These buildings are located in the destination Royal William Yard, sited within the Stonehouse Peninsula, which is also a designated Conservation Area.

Melville is located centrally within the Yard fronting onto the basin. It was originally built as a general store and offices, and was largely complete by 1832. It is constructed from Plymouth limestone with granite trim and timber floors supported by cast iron columns. Melville is partly characterised by a central arched entrance with turret clock and dome above, and symmetrical built form. It is also characterised by a central courtyard, currently used for parking and a substation in the north west corner. There are also parking spaces surrounding the building. The building is currently vacant with the exception of an art gallery in the north east corner of the building.

The quarry site is just 13m to the south of Melville, on the opposite side of the highway. As noted above the retaining wall is Grade II*. The quarry has an existing arch opening with timber doors.

Proposal Description

This is a listed building application for both repair works to the Melville and works of alteration to allow for the conversion of part of the building to a hotel.

The repair works include: repair of windows, refurbishment of internal and external doors, repair to roof structure and retention and repair of stairs.

The key works of alteration include the installation of a glazed opening in the archway, the creation of a pool and reflective pool in the courtyard, the creation of two roof terraces and the reopening and enlargement of window openings in the courtyard.

The works to the quarry include the installation of substation, CHP plant, cycle store, plant and refuse store.

Pre-Application Enquiry

The Council provided pre-application advice (13/01897/MAJ). The proposal submitted under pre-application advice differs from the current application submission. The pre-application proposal indicated a reception area with seating and desk in the glazed entrance, the terraces sat higher in the roof and were therefore more prominent, the proposed swimming pool and boundary treatment were also more prominent due to their block work construction. The reflection pool was not proposed at that current time. As part of the pre-application advice officers visited the site with English Heritage who raised concerns over the use of the archway and glazing, the visual impact of the terraces and the glazing of the archway. Whilst not ruling out the principle of an outdoor pool, there were concerns relating to the impact of the swimming pool and associated dividing wall.

Relevant Planning History

10/00591/LBC Replacement of defective limestone - Grant conditionally 11/06/2011

09/01247/LBC Replacement of defective limestone - Granted conditionally 09/11/2009

00/00206/FUL Change of use of the ground floor (south east wing) to form office/film archive areas - Grant Conditionally 26/04/2000

Consultation Responses

English Heritage (summarised):

Recognise that Melville is a Building at Risk and considerable investment is required. Broadly supportive of the proposals and recognise significance of bringing the building back into a viable and beneficial use.

1 Roof Terraces

The inner roof terrace remains of some concern, especially in longer views across the courtyard from upper level windows, but we recognise that the visual impact of the terrace has been reduced, and we do not object to this element of the proposals.

2 New Outdoor Swimming Pool

Considerable progress has been made to address our previous concerns- namely in reducing the impact of the barrier between the swimming pool and the rest of the courtyard. Combining the swimming pool element with a reflecting pool introduces a strong sense of symmetry to the courtyard, and if detailed correctly this will be an interesting and striking addition to the building.

3 Glazing to the Central Entrance Way

This remains the area of greatest concern and potentially harm to the listed building. We do, however, recognise that efforts have been made to reduce its visual impact and to address some of the more detailed points previously raised. We also recognise the functional driver for such an entrance space and the benefits it would bring in terms of cutting down the wind tunnel effect in the central carriageway. Although there will be some degree of harm to the architectural significance of the listed building, given the overall objective of repairing the building and finding a viable, sustainable use for it, we do not object to this element of the proposal.

4 Dropping the Window Cills

Again we remain concerned but accept that if limited in number such an intervention would contribute towards providing a sustainable use for the building.

Whilst exact details of repair have not been received, we will seek highest standard and hope Plymouth can secure such repairs.

Council for British Archaeology (CBA) (summarised):

The CBA strongly support the repair and reuse of this highly significant building. Many aspects of this application meet the requirements of the NPPF paragraph 131 in an exemplary fashion. The more contentious elements of this application (as identified in the planning statement: the glazing of the arch, roof terraces, and the courtyard pools) are viewed within the context of the benefit of securing a sustainable use for the building. Measures to ensure the alterations are carried out in the most suitable manner appear to be in place. The outdoor swimming pool is a concern; the NPPF highlights “viable uses consistent with their conservation” and the CBA note that a swimming pool in this area is likely to lead to future applications to improve a solely outdoor swimming facility in a high-end hotel.

Representations

5 letters of representation received.

3 letters of support on the following grounds:

1. Positive and welcomed addition
2. Most important building and happy its natural features are being retained

2 letters of objection on the following grounds:

1. Concerns over the transport and parking strategy
2. Huge increase of car/lorries/coaches/buses/trucks travelling up and down the peninsula at all time through the day
3. Lack of public transport services to RWY will get worse

Analysis

1.0 This application accompanies a full planning application (13/02320/FUL).

1.1 The main considerations with this application for listed building consent are the impact character and appearance of the listed building and the setting of the listed building, in accordance with Policy CS03 of the Adopted Core Strategy and the NPPF. In addition, the principle of enabling development to secure the viable use of a listed building is a key consideration.

1.2 Policy CS03 states:-

‘The Council will safeguard and where possible enhance historic environment interests and the character and setting of areas of acknowledged importance, including scheduled ancient monuments, listed buildings (both statutory and locally listed), registered parks and gardens, conservation areas and archaeological remains.’

2.0 Significance of Melville in the context of Royal William Yard

The Royal William Yard was designed by Sir John Rennie as victualing yard for the Royal Navy, specifically for use as a factory and supply depot. The complex of buildings form an important part of Plymouths heritage and is considered to be significant at a national scale. Melville is stated to be the grandest the buildings within this significant site.

2.1 Melville is a Grade I Listed Building which is on the Heritage at risk register. It has received some repairs from SWRDA in the past, however a significant amount of repairs works remaining outstanding.

3.0 Impact on the fabric and character of the listed building

The proposal includes a variety of repairs and alterations to the listed building. Many of the conservation principles for repair have been established through the previous conversions at Royal William Yard, and also through the Conservation Plan (2007). The submission in some cases presents options for the repair, to be determined as the works are progressed. It is considered that these options of repair can be determined through condition. The key areas of works are described below.

4.0 New glazed opening of entrance

This alteration causes the greatest concern for English Heritage as it would impact upon the understanding and functionality of the archway and also has the potential to impact upon public access to the courtyard. The submission has now removed all furniture and paraphernalia from this area, keeping the area clear, which has reduced its visual impact. The glazing has also been set back from the front elevation by 6m and installed behind pilasters at the front and rear which will then allow for the metal framing to be out of sight.

4.1 The supporting information advises that the glazing is required to allow for circulation space and will prevent the current window tunnel effect through the archway. It is understood that the siting of the entrance to the hotel has been examined however the archway is the natural place for visitors to gravitate towards. It is therefore considered that the glazed archway is required to allow for the success conversion and re-use of this listed building. With sensitively designed and installed glazing, and a condition preventing the introduction of paraphernalia within the archway, there is no objection to the infilling of the archway. This is also reflected in English Heritage comments.

5.0 Creation of Glazed Bridge

The proposal also includes a glazed and steel bridge linking the upper floors of the building, within the archway.

5.1 This will require the enlargement of existing window openings within the archway. English Heritage have no objection to this proposal as it was considered necessary for the functioning of the hotel but also was discrete and did not impact upon the functioning of the archway. There is no objection to this element of the proposed scheme.

6.0 Roof Terraces

Two roof terraces are proposed to the north and south of the clock tower. A dormer window will be required to be removed as part of these works. As noted above, at the pre-application stage, these were set at a higher level and would therefore be visible and would have a harmful impact upon the character and appearance of the listed building.

6.1 The current scheme proposes the roof terraces set down below a parapet wall, to a level which would mean they would not be visible from the front elevation, and only partially visible from the rear elevation set behind an overhanging roof plane. It should also be noted that roof terraces have been approved and implemented elsewhere in Royal William Yard. Given the reduced visual impact, there is no objection to the roof terraces. English Heritage have no objection to this part of the scheme.

7.0 Works to Courtyard

A swimming pool and reflective pool are proposed within the courtyard. At the pre-application stage there were initial concerns over the swimming pool, primarily due to the subdivision of the space, which was indicated to be via a block wall. The current scheme now includes a reflective pool, which will create symmetry within the space, while also enhancing the potential for public enjoyment of the courtyard. The boundary treatment between swimming pool and reflective pool is now a frameless glazed screen which minimises any visual separation of the space. The surface treatments for both pools are proposed to be of the same colour scheme in order to allow for both pools to read as one. English Heritage have acknowledged that considerable progress has been made to this part of the scheme and combining the swimming pool element with a reflecting pool introduces a strong sense of symmetry to the courtyard, and if detailed correctly this will be an interesting and striking addition to the building.

7.1 The comments made by the Council of British Archaeology raise concern over the long term sustainability of an outdoor pool, and question whether permitting this “would lead to further applications, either for an additional indoor pool for which space is not currently allowed within the design, or for covering of the outdoor pool which is likely to have considerable negative impact on the building however it was devised.” It should be noted that any further works would require a listed building and/or planning application.

7.2 One key area of alteration in the courtyard is the removal of the existing substation which is considered to enhance the character and appearance of the space. The substation is relocated within the quarry area, which will be significantly less visually prominent.

7.3 Through the removal of the substation, this will expose an area of wall which currently has blocked up window openings. It is proposed to reopen these windows and enlarge them to create door openings which will allow for direct access to the courtyard. The openings will be formed from steel, in a similar fashion to new door openings in Brewhouse and Mills bakery.

8.0 Works and repairs to roof

The slate roof will require repair, and a condition will be recommended to agree the specification and type of slate proposed for repair.

8.1 The existing copper roof has previously been covered by asphalt due to leaks and requires repair. Options are proposed for the repair of this part of the roof, replacement with copper or replacement with single ply membrane.

8.2 Other works of repair and installation to the roof include works to sarking boards, lead gutter linings, lead flashings, a new access point to the roof, new service vents.

9.0 Other works of repair and alteration

There a variety of windows within the building each with a different repair scheme. The overall proposal is to retain and repair all windows.

9.1 There will be the installation of louvers in one part of the building, and as previously carried out in the Royal William Yard the glazing is removed and a metal louvre placed inside.

9.2 The doors are largely proposed to be retained and repaired with the retention of the existing finishes. The characterful loading bay doors and frames are proposed to be refurbished, weather sealed and re-hung in their current positions. In addition, new galvanized metal balustrades will be installed to first floor loading bay doors allowing the doors to be opened inwards creating an internal balcony.

9.3 The application includes an external stone work repair schedule.

9.4 Internally, the existing flagstone floor will be retained in communal areas and removed to be re-used elsewhere.

9.5 At the first and second floor there are new raised floors to allow for acoustic and fire separation, as well as provision for under floor services.

9.6 There are 3 x lift and 2 x staircases proposed, which have been sited to avoid significant beams.

9.7 The interior walls are proposed to be cleaned and limewashed, the timber panelling to be repainted and fireplaces to be retained and refurbished as features within the rooms.

9.8 Also proposed is the removal of non-historic/modern partitions and doors and lift.

9.9 Modest repairs are proposed to the existing granite and timber stairs.

9.10 The original cast iron columns/timber beams and cast iron roof are all proposed for retention.

10.0 Work to Quarry

The works to the quarry include installation of substation, CHP plant, cycle store, plant and refuse store. These works will only include methods of affixment and the structures will be screened within the enclosed area. The use of this area for servicing requirements is considered an innovative solution that will minimise the impact upon the setting of the surrounding listed buildings.

10.1 Through the introduction of conditions, requiring agreement of the repair works and recording of details to be removed, the proposal is largely considered to preserve the character and appearance of the listed building. Some of the works of alteration, including the glazed arch, creation of roof terraces and dropping of window cills, will cause “less than substantial harm” (NPPF para 134). Given that the proposal will result in securing the optimum viable use of the building, these works of alteration are considered acceptable.

11.0 The National Planning Policy Framework

The National Planning Policy Framework seeks to actively encourage and promote sustainable forms of development. It replaces all previous Planning Policy guidance issued at National Government Level. This application has been considered in the context of the Council’s adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance.

Human Rights

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant’s reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Local Finance Considerations

These are considered with the accompanying application 13/02320/FUL.

Equalities and Diversities

These are considered in relation to the full planning application 13/02320/FUL.

Conclusions

This application has been considered in the context of the Council’s adopted planning policy in the form of the Local Development Framework-Core Strategy 2007 and is considered to be compliant with National Planning Policy Framework guidance. This proposal will bring a building at risk back into a viable use and will bring much needed repair works. It will also contribute significantly to the vitality of Royal William Yard.

Having regard to the impact of the proposals on the character and fabric of the listed building and the setting of the listed building, it is recommended to grant conditional approval.

Recommendation

In respect of the application dated **10/12/2013** and the submitted drawings, it is recommended to: **Grant Conditionally**

Conditions

TIME LIMIT FOR COMMENCEMENT

(1) The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason:

To comply with Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

APPROVED PLANS

(2) The works hereby permitted shall be carried out in accordance with the following approved plans:

I049-GA-001a PLI, I049-GA-001b PLI, I049-GA-010 PLI
I049-GA-011 PLI, I049-GA-012 PLI, I049-GA-014 PLI
I049-GA-020 PL2, I049-GA-021 PL2, I049-GA-022 PLI
I049-GA-023 PL2, I049-GA-024 PL2, I049-GA-025 PLI
I049-GA-026 PLI, I049-GA-027 PL2, I049-GA-030 PLI
I049-GA-031 PL2, I049-GA-032 PLI, I049-GA-033 PL2
I049-GA-034 PLI, I049-GA-035 PL2, I049-GA-036 PLI
I049-GA-037 PLI, I049-GA-040 PL2, I049-GA-041 PL2
I049-GA-042 PLI, I049-GA-043 PL2, I049-GA-044 PL2
I049-GA-045 PL2, I049-GA-046 PLI, I049-GA-047 PL2
I049-GA-048 PL2, I049-GA-049 PLI, I049-GA-050 PL2
I049-GA-051 PLI, I049-GA-110 /, I049-GA-111 /,
I049-GA-112 /, I049-GA-113 /, I049-GA-130 /
I049-GA-131 /, I049-GA-132 /, I049-GA-133 /
I049-GA-134 /, I049-GA-135 /, I049-GA-136 /
I049-GA-137 /, I049-GA-140 /, I049-GA-141 /
I049-GA-142 /, I049-GA-143 /, I049-GA-144 /
I049-GA-145 /, I049-GA-146 /, I049-GA-147 /
I049-GA-148 /, I049-GA-149 /, I049-GA-150 /
I049-GA-151 /, I049-A-001 PLI, I049-A-002 PLI
I049-A-003 PLI, I049-A-004 /, I049-A-005 /
I049-A-007 PLI, I049-A-008 /, I049-A-009 /
I049-A-010 /, I049-A-011 /, I049-A-050 /
I049-A-051 /, I049-A-052 /, I049-A-053 /
I049-A-054 /, I049-A-070 /, I049-A-072 /
I049-A-075 /, I049-A-076 /, I049-A-078 /
I049-A-079 PLI, I049-A-100 /, I049-A-101 PLI
I049-A-102 /, I049-C-001 /, I049-C-002 /
I049-C-003 /, I049-C-004 /, I049-C-005 /
I049-C-006 /, I049-C-007 /, I049-C-008 /
I049-C-009 /, I049-C-010 /, I049-C-030 /
I049-C-031 /, I049-C-032 /, I049-C-033 /, I049-C-035 PLI.

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007, and paragraphs 131, 132 and 133 of the National Planning Policy Framework 2012.

DETAILS OF THE PROPOSED DOUBLE GLAZED REPLACEMENT ROOF LANTERNS

(3) No works shall commence until details of the proposed double glazed replacement roof lanterns (ref. A5 Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED ROOF COVERINGS

(4) No works shall commence until details of the proposed roof coverings (including repairs to the sarking boards) (ref.C.2i & C.2iii Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED GUTTER LININGS

(5) No works shall commence until details of the proposed gutter linings (ref. C2.iv Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

RECORDING OF INTERNAL SECONDARY PARTITIONS TO BE REMOVED

(6) No works shall commence until a detailed proposal for the archival recording of the secondary internal partitions which are to be removed (refs. D3.iv, D3.v & D5.vi Planning Statement) has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure that historic evidence is appropriately recorded, and that the proposed works do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

RECORDING OF CLOCKTOWER LADDERS TO BE REMOVED

(7) No works shall commence until a detailed proposal for the archival recording of the clocktower ladders which are to be removed (refs. D3.iv, D3.v & D5.vi Planning Statement) has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure that historic evidence is appropriately recorded, and that the proposed works do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED TREATMENT OF EXISTING FIRE DOORS

(8) No works shall commence until details of the proposed treatment of the existing fire doors (ref. D5.i Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED INTERNAL RAINWATER GOODS

(9) No works shall commence until details of the proposed internal rainwater goods (ref. D9 Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED SURFACE FINISHES TO THE COURTYARD

(10) No works shall commence until details of the proposed surface finishes to the courtyard, including the reuse of historic setts if recovered, (ref. E1 Planning Statement) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF PROPOSED STONE REPAIRS

(11) No works shall commence until details of the proposed stone repairs (ref. Stonework Assessment) have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF THE PROPOSED SECONDARY GLAZING TO FUNCTION ROOM

(12) No works shall commence until details of the proposed secondary glazing to the Function Room (ref. 4.3.1 Planning Submission Acoustic Report), or any alternatives to secondary glazing, have been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure the appropriateness of the proposed works and that these do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

ARCHAEOLOGICAL MONITORING

(13) No works shall commence until a detailed proposal for the archaeological monitoring of any below ground excavations has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out in strict accordance with the agreed details.

Reason: To ensure that historic evidence is appropriately recorded, and that the proposed works do not conflict with Policy CS03 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.