

COMMITTEE DATE: 12/04/2017

APPLICATION No. **16/00721/MJR** APPLICATION DATE: 12/04/2016

ED: **BUTETOWN**

APP: TYPE: Listed Building Consent

APPLICANT: COAL AND BRICK LIMITED

LOCATION: HSBC BANK PLC, 97 BUTE STREET, BUTETOWN, CARDIFF, CF10 5NA

PROPOSAL: LISTED BUILDING CONSENT FOR WORKS TO FACILITATE THE RENOVATION, EXTENSION AND CHANGE OF USE OF 97-100 BUTE STREET TO CREATE A RESTAURANT (CLASS A3) AND 16 APARTMENTS INCLUDING NEW PENTHOUSE (CLASS C3); AND ASSOCIATED EXTERNAL ALTERATIONS

RECOMMENDATION : That, subject to Cadw not wishing to call in the application for determination by the Welsh Ministers, that Listed Building Consent be **GRANTED** subject to the following conditions:

1. C02 Statutory Time Limit - Listed Building
2. Listed Building Consent is granted for the development detailed on drawing references:

| | | |
|--------|--------|--------------------------------------|
| J15/22 | P001 A | Site and Block plan |
| J15/22 | P002 B | Site plan indicating demolition zone |
| J15/22 | P003 A | Existing Basement Plan |
| J15/22 | P004 A | Existing Ground Floor Plan |
| J15/22 | P005 A | Existing First Floor Plan |
| J15/22 | P006 A | Existing Second Floor Plan |
| J15/22 | P007 A | Existing Third Floor Plan |
| J15/22 | P008 B | Existing Roof Level Plan |
| J15/22 | P009 A | Existing Street Scene (N&S) |
| J15/22 | P010 A | Existing Elevations East |
| J15/22 | P011 A | Existing Elevations West |
| J15/22 | P012 A | Existing Elevations South |
| J15/22 | P013 A | Existing Elevations North |
| J15/22 | P014 A | Existing Light Well Elevations |
| J15/22 | P015 D | proposed Site Plan |
| J15/22 | P016 C | Proposed Basement Plan |
| J15/22 | P017 B | Proposed Ground Floor plan |
| J15/22 | P018 B | Proposed First Floor Plan |
| J15/22 | P019 B | Proposed Second Floor Plan |
| J15/22 | P020 B | Proposed Third floor Plan |
| J15/22 | P021 D | Proposed Penthouse Floor Plan |
| J15/22 | P022 E | Proposed Roof Plan |
| J15/22 | P023 C | Proposed Street Scenes (N&S) |

| | | |
|--------|--------|--------------------------|
| J15/22 | P024 B | Proposed N Elevation |
| J15/22 | P025 B | Proposed East elevation |
| J15/22 | P026 B | Proposed South Elevation |
| J15/22 | P027 C | Proposed South Elevation |

Reason: For the avoidance of doubt

3. No sound insulation or acoustic ventilation measures shall be provided in the building until such time as details of the same have been provided to and approved by the Local Planning Authority in writing.

The methodology of achieving sound insulation and acoustic ventilation shall have special regard to the character of the building as a building of architectural and historic interest and of any features of the building that positively contribute to that character.

Reason: To ensure that the system will have minimal impact on any remaining historic fabric.

4. No fume extraction system shall be provided within or be attached to the building until such time as full details of the same have been submitted to and approved by the Local Planning Authority in writing.

The design and methodology of providing any fume extraction system including the location of any plant, ductwork, flue or chimney, of its visibility externally, and of any necessary building penetrations required to install the system shall have special regard to the character of the building as a building of architectural and historic interest and of any features of the building that positively contribute to that character.

Reason: To ensure that the system will have minimal impact on any remaining historic fabric.

5. The detail of the interface of the new stud walling and the existing ground floor ceiling arrangement required to form the new cycle store as indicated on approved plan reference P017 B shall be provided in accordance with details which shall first have been submitted to and approved by the Local Planning Authority in writing.

Reason: To ensure for that any retained architectural detailing is preserved.

6. Prior to the commencement of any works to the basement and ground floor of the building, a full schedule of works and methodology of working shall be submitted to and approved by the Local Planning Authority in writing. The works shall thereafter be undertaken in accordance with the approved details.

Reason: To ensure for an appropriate level of protection of existing finishes and to ensure that contractors are aware of the significance of any historic fabric ahead of undertaking any works.

7. No works of window repair or maintenance of the Bute Street and James Street elevations of the building shall be undertaken until such time as full details of the same are submitted to and approved by the local planning authority in writing. This shall include for the provision of any secondary glazing works to the interior/reveals of the windows.
Reason: To ensure that such works are appropriate to the special interest of the windows.
8. No works of alteration, maintenance or cleaning of the Bute Street or James Street facades of the building shall be undertaken until full details of the same have been submitted to and approved in writing by the Local Planning Authority
Reason: To ensure that the works will not detract from or damage the Listed Building Facades.
9. Notwithstanding the submitted drawings, No safety balustrade shall be provided to the rooftop of the building until such time as the position of the balustrade has been submitted to and approved by the Local Planning Authority in writing.
Reason: The balustrade as shown on submitted drawings would be likely to detract from the aesthetic of the building when viewed from Bute Street, and to allow an alternative position for the balustrade to be agreed.
10. The rear infill extension and roof extension shall accord with a scheme of architectural detailing which shall first have been submitted to and approved in writing by the Local Planning Authority and the development shall thereafter accord with the approved scheme.
Reason: Such detail has not been produced to date and to ensure that the proposed detailing will not detract from the special interest of the Listed Building.
11. Samples of all external finishing materials shall be submitted to and approved by the Local Planning Authority in writing. The development shall thereafter be finished in accordance with the approved details.
Reason: To ensure that the finished appearance of the development is in keeping with the area and will not detract from the aesthetic of the building.
12. Prior to implementation, full details of the proposed roof water drainage system including a specification for all new drainage products shall be submitted to and approved by the Local Planning Authority in writing, and the system shall thereafter accord with the approved details.
Reason: To ensure that the system and any new hardware is appropriate to the special interest of the Listed Building.

1. **DESCRIPTION OF WORKS**

- 1.1 Listed Building Consent is sought for works to facilitate the conversion of the former Grade II Listed HSBC Bank located on the Corner of Bute Street and

James Street for purposes of a ground floor restaurant; 15 apartments; a new rooftop penthouse; and for the rationalisation of the already adapted rear elevation of the building.

2. **DESCRIPTION OF THE BUILDING**

- 2.1 The former HSBC (Midland) bank is a Grade II Listed Building of two principal builds, but which are aesthetically very similar and read as a single building with long frontage to Bute Street. The corner building was constructed in 1874 for Cory Bros, coal owners and exporters, and was altered and extended to the South by Henry Budgen, in 1914. The building is constructed over four storeys with 10 bays facing Bute Street, 7 bays facing James Street with freestone detailing. Principal materials are Bathstone and yellow brick with columns in red and grey granite.

Building context

- 2.2 Along Bute Street the building is bounded to the south by a contrastingly modern unlisted 4 storey residential building (Embassy House) with a commercial outlet to ground floor.
- 2.3 To the west, on James Street, the building is adjoined by an unlisted two storey motor garage with a large roller shutter and painted render upper storey. This building has been used as the service access to the bank for many years.

To the rear (west) of the site are two modern semi-detached dwelling houses and respective garden curtilages (32 and 33 Louisa Place).

3. **SITE HISTORY**

- 3.1 Since 1997 the HSBC bank has seen numerous applications for minor works and signage related to changes in branding and interior redecoration of the bank.
- 3.2 Planning Permission 00/01152/C also permitted the alteration of the roof of the building to accommodate a series of roof condensers and a new lift motor overrun as the building was made more easily accessible.

The building has also been altered with a new stair core, and has evidently had historic modification of its roof form.

- 3.3 The building was Listed as being of architectural and historic interest in 1975 which was reconfirmed/updated in 1998. However, in the days of early Listing little attention was paid to the interior of Listed Buildings, and the bank has seen much interior modernisation, its special interest now being principally derived from its external facades.

4. **POLICY FRAMEWORK**

Planning Policy Wales Edition 9, November 2016

Chapter 6 - Conserving the Historic

Welsh Office Circular

- 1/98: Planning and the Historic Environment: Directions by the Secretary of State for Wales 02/02/98
61/96: Planning and the Historic Environment: Historic Buildings and Conservation Areas 05/12/96

Other Material Considerations

Cardiff Local Development Plan 2006-2026 (Adopted January 2016)

KP17: BUILT HERITAGE

EN9: CONSERVATION OF THE HISTORIC ENVIRONMENT

Mount Stuart Square Conservation Area Appraisal

and Other Food & Drink Uses Jun 96

5. **INTERNAL CONSULTEE RESPONSES**

- 5.1 None undertaken

6. **EXTERNAL CONSULTEE RESPONSES**

- 6.1 The Amenity Bodies have been consulted, The Victorian Society have responded.

6.2 **The Victorian Society**

While we accept the principle of converting the listed building to the mix of uses proposed, we object to this application, which would cause a high degree of unjustified harm to the listed building and surrounding Mount Stuart Square Conservation Area.

97-100 Bute Street is amongst the very finest architectural manifestations of Cardiff's nineteenth and early twentieth-century prosperity. The building is imposing in scale, commanding its site, and serving a landmark role in this part of the Conservation Area.

Its command of the local streetscape is accentuated by the lack of buildings of a comparable height to either side. Its elevations display a richness of decoration and bravura detailing of a very high quality. This extends to its impressive number and variety of materials: yellow brick, bath stone, terracotta, and grey and pink granite.

Despite its periodic alterations and phased development it retains great coherence and integrity. The Buildings of Wales describes the building as being “*like an overblown Venetian palazzo, the details a mélange such as only High Victorians could conceive*”.

There are a number of strands to this proposal. As far as 97-100 Bute Street is concerned, it is proposed to convert the ground floor to restaurant use and the upper floors to residential. An extension across the listed building and Embassy House is proposed to host a penthouse flat.

Consent is also sought for two new buildings on James Street: one immediately abutting and linked to the listed building to replace an existing three-storey structure, and the other at the west end of the same block, on the site of a car park.

This is one of the finest commercial buildings in Cardiff and any proposals for its adaptation and alteration must be very carefully considered. The principle of restaurant and residential uses is one we accept. However, we would welcome more information on the significance of the fabric that would be removed from the ground floor. It is important that all the panelling is retained.

We object to the roof extension proposed, which would be visible from a number of angles, but particularly from the south. The palazzo architectural idiom, its carefully contrived Italianate composition, increasingly detailed on its upper levels, and a roofline defined by a rhythmic parapet, is one that does not lend itself to upward extension or addition. A roof extension would therefore be an incongruous and disruptive addition. From Bute Place, the roof extension would appear an inappropriate addition, creating the (albeit false) illusion that the listed building is little more than a retained façade. It would cause harm to both the listed building and the Mount Stuart Square Conservation Area and should be omitted from the scheme.

Accurate, detailed CGIs should be generated in order to give an accurate representation of the likely visual impact of the penthouse extension. Without them the Council is not in a position to make a genuinely informed judgement.

The applicant has failed to demonstrate the need for the additional space a roof extension would provide. Any case from necessity for a roof extension is further undermined by the inclusion in the scheme of the two plots on James Street, which would be redeveloped with new buildings. The heavy massing and poor detailing of the proposed five-storey building at the block’s west end should be refined.

Nevertheless, it is acceptable in principle and, if the applicant is able to demonstrate the need for additional accommodation in order to make the scheme viable, it is this building – and not the roof of the listed building – that should provide it.

The building adjoining the listed building on James Street would be replaced with what would essentially be a tall four-storey extension to it. While we accept

the approach of linking it to the listed building, we recommend that it is reduced by a storey, thereby maintaining the primacy of the listed building in the Conservation Area. The Conservation Area Appraisal notes that much of the townscape of the Conservation Area is defined by its mix of large-scale public and commercial buildings and smaller – and usually earlier – domestic properties. By erecting such a tall residential building directly adjoining the listed building, this important characteristic of the Conservation Area’s special interest would be diminished.

97-100 Bute Street proudly and splendidly evokes the extraordinary wealth Cardiff enjoyed at the end of the nineteenth century. It is one of the City’s best historic commercial buildings, one that plays a major and defining role in the Mount Stuart Square Conservation Area. Implementation of this scheme – particularly the roof extension – would have a harmful and unjustified impact on the fabric and setting of both designated heritage assets. Unless the application is reworked and amended in accordance with our advice then we object and urge you to refuse it consent.

6.3 **Glamorgan and Gwent Archaeological Trust** have been consulted, and have responded as follows.

We do not have any objections to the granting of the application on archaeological grounds. However, we agree with the Heritage Assessment that the building is of historic importance.

Therefore in order to preserve this structure by record we strongly recommend that a survey is made prior to work commencing.

To ensure that work is carried out in a suitable manner, we therefore suggest that a condition worded in a manner similar to model condition 73 given in Welsh Government Circular 016/2014 is attached to any consent that is granted in response to the current application. This condition is worded:-

No works to which this consent relates shall commence until an appropriate programme of historic building recording and analysis has been secured and implemented in accordance with a written scheme of investigation which has been submitted to and approved in writing by the local planning authority

Reason: As the building is of architectural and cultural significance the specified records are required to mitigate impact.

We also recommend that a note should be attached to the planning consent explaining that:

The archaeological work must be undertaken to the Chartered Institute for Archaeologists (CIfA), “Standard and Guidance for Building Recording” (www.archaeologists.net/codes/ifa) and it is recommended that it is carried out either by a CIfA Registered Organisation (www.archaeologists.net/ro) or an accredited Member.

A list of archaeological contractors who have indicated their availability to work in Wales is available from <http://www.archaeologists.net/ro>

7. **REPRESENTATIONS**

- 7.1 The application has been advertised in accordance with Statutory requirements.

No representations have been received

8. **ANALYSIS**

8.1 Overview

The principal merit of the building is provided by its intact facades to Bute Street and James Street, which provide an impressive example of High Victorian Italianate / Venetian Commercial architecture.

- 8.2 The rear and interior of the building have seen significant and multiple modifications. The areas which retain a degree of historic merit essentially equate to the Basement, Ground floor, and limited (lower) areas of the southern stairwell.

- 8.3 The principal changes proposed by the scheme are the modification of the flat roof form to the SW of the bank to provide a further floor level of accommodation as a new penthouse suite; The rationalisation of the rear (W) elevation of the building including the incorporation of a recess in the building which acts as a three sided external light well into the rear of the building; and for necessary internal works to provide for the newly proposed uses. These are considered below.

8.4 Basement

The basement includes a number of strong rooms, some modern, but some older and evidently associated with the sites previous use as commercial offices/as a bank, the older strong rooms appear to the north east corner of the building toward the corner junction of James Street and Bute Street. Plans and discussion with agent confirm that there are no works of significance proposed in the basement which will be retained as store and plant spaces. Modern toilet accommodation within the basement would be removed, but this is of no consequence.

8.5 Ground Floor

The proposals seek to change the ground floor use into a restaurant. Plans suggest that works proposed under this application will be very limited, as the end user will no doubt have individual proposals for the fit out of the space. There would appear no reason however that the elements of architectural merit cannot be retained as features within any conversion.

8.6 Under these proposals, proposed ground floor works are essentially limited to the stripping away of later alterations and additions to the building. These include later stud walls which formed a secure back of house area to the tellers counter (To remain) and modern teller's screens. Areas of interest such as the former manager's office, integral entry porch, plaster ceiling detailing and panelling and tilework are all to remain.

8.7 A partition is proposed to provide space for cycle storage for the upper level accommodation which would be accessed from the rear of the building, but this would not impact on any historic layout arrangement as the current area exists as an open plan workstation area.

The detail of the interface of the new walling and the existing coffered ceiling arrangement can be subject of condition.

8.8 First, Second and Third Floors

The majority of the upper floors and northern stairwell in the building have been subject to extensive and layered later change and alteration. Most of the northern office accommodation is open plan with suspended ceilings and modern skirting's. The office interiors range from Circa 1990s to early 2000s in character. Some areas of original cornice detail are evident above suspended ceilings, but these are fragmented as they no longer correspond to any original layout of partitions or structural walls.

8.9 To the NW corner of the building, a modern stair has been provided adjacent/behind what remains of a rear light well. This masonry fabric is early but there is evidence of previous modification here. The proposal is to demolish this area, and to extend the listed building back along the line of the western elevation of a more recent and unlisted service building on James Street. Overall the existing arrangement of external walling is considered confused and although elements of it may relate a history of the extension of the building in the 1920s, there is no architectural merit to the fabric which remains, which is not considered to make any great contribution to the character of the building as a whole.

8.10 These works also include for the rebuilding/extension of the unlisted adjacent building which will obscure the currently visible third floor return of the bank to James Street. The Victorian Society have objected to this element of the works on the basis that this will diminish the gravitas of the building in terms of the height of its immediate neighbour. This view is not concurred with as the adjacent building is of a wholly different architectural composition and is in fact a false frontage. The extended building would be a storey higher than that which currently exists but it would still be below eaves height of the bank, and also has merit in that it would obscure an unsympathetic stair core extension to the SW corner of the bank deeper into the site.

8.11 The area generally, characteristically provides for a variety of juxtaposed roof forms and heights and these works are not considered to detract from the

character of the listed building or that of the conservation area in this regard.

The extension of the building by incorporating this void area and staircase enclosing wall into the main part of the building is therefore not resisted.

8.12 Rooftop

It is proposed to provide a penthouse apartment to the SW corner of the building. The penthouse substantially occupies and extends the height of the adjacent unlisted building (Embassy House), which is a modern building directly to the south of the bank, but does also occupy the flat roofed and extended bank building. Further to pre-application discussions, although the Penthouse would extend over the rooftop of the bank, it is set well back from the edges of the building and would not be seen at close quarters. At mid and long distance, the contrasting materials of the extension would read as a separate entity to the bank building, which would appear to sit in front of a separate backcloth building, or as an extension of the more modern Embassy House. Views of the penthouse from the North looking southward would also have the inclined roof slopes at the front (N) of the bank, and chimney structures forward of the Penthouse flat as intervening roof features which would further accentuate the appearance of the Penthouse as a separate building.

8.13 The penthouse would be visible from the south (George Street) but would again reflect the relatively modern appearance of Embassy house and of the extended bank building from this direction, which does not currently provide any historic aesthetic. Internally the works would not affect any roof fabric of merit.

8.14 The latest submitted plans indicate a glass safety balustrade near to the perimeter of the building on Bute Street. This is not supported, nor the principles of activity close to the building edge. The position of any necessary safety enclosure can however be controlled by condition.

8.15 The comments of GGAT are noted, however further to interior inspection of the building a full building record and interpretation of the remaining structure is not considered warranted. The Listed Building Statement submitted with the application considered to provide a reasonable account and record of the building.

8.16 Conclusion

8.17 The works are welcomed as realising the viable reuse of a long term vacant listed building; in preserving those features of architectural and historic interest which remain; and which although including elements of change to the roof and rear elevation of the building, do so in a manner which shows appropriate regard to the special interest of the building.

8.19 Overall the works are supported and the granting of listed building consent is recommended.

8.20 A further Listed Building Consent Application will be necessary for the fit out of the ground floor restaurant.

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EXISTING NORTH STREET SCENE



PROPOSED NORTH STREET SCENE

