

COMMITTEE DATE: 8/11/2017

APPLICATION No. **17/1907/MJR**

APPLICATION DATE: 4/8/2017

ED: **CATHAYS**

APP: TYPE: Listed Building Consent

APPLICANT: LEOM LLP

LOCATION: CUSTOM HOUSE AND FORMER YORK HOTEL, CUSTOM HOUSE STREET, CITY CENTRE, CARDIFF.

PROPOSAL: PARTIAL DEMOLITION, RETENTION OF THE ORIGINAL NORTHERN AND WESTERN FACADES, EXTERNAL ALTERATIONS, REFURBISHMENT AND EXTENSIONS TO THE CUSTOM HOUSE TO FACILITATE ITS REDEVELOPMENT AND RE-USE AS A CLASS C1 (HOTEL) AND ANCILLARY CLASS A3 (FOOD AND DRINK) USE.

RECOMMENDATION 1: That, subject to CADW not wishing to call in the application for determination by the Welsh Ministers, Listed Building Consent be **GRANTED** subject to the following conditions:

1. CO2: Statutory Time Limit - Listed Building
2. The consent relates to the application plans numbered:
 - Existing location plan A-90-101-C
 - Proposed site plan A-00-001-D
 - Ground floor plan A-00-010-D
 - Mezzanine floor plan A-00-011-D
 - First floor plan A-00-012-D
 - Second floor plan A-00-013-D
 - Third floor plan A-00-014-D
 - Fourth floor plan A-00-015-D
 - Fifth floor plan A-00-016-D
 - Sixth floor plan A-00-017-D
 - Seventh floor plan A-00-018-D
 - Eighth floor plan A-00-019-D
 - Ninth floor plan A-00-020-D
 - Tenth floor plan A-00-021-D
 - Eleventh floor plan A-00-022-D
 - Twelfth floor plan A-00-023-D
 - Thirteenth floor plan A-00-024-D
 - Fourteenth plan A-00-025-D
 - Fifteenth floor plan A-00-026-D
 - Sixteenth floor plan A-00-027-D
 - Seventeenth floor plan A-00-028-D

- Plant room floor plan A-00-029-D
- Roof plan A-00-030-D
- North elevation A-00-200-D
- South elevation A-00-201-D
- East elevation A-00-202-D
- West elevation A-00-203-D
- Section AA A-00-204-D
- Section BB A-00-205-D
- Section CC A-00-206-D
- Section DD A-00-207-D

Existing building and demolition

- Existing basement and ground floor plan A-90-200-C
- Existing first floor plan A-90-201-C
- Existing second floor plan A-90-202-C
- Existing north and west elevations A-90-105-C
- Existing south and east elevations A-90-106-C
- Existing sections A-90-107-C
- Basement and ground floor demolition plan A-90-210-C
- First floor demolition plan A-90-211-C
- Second floor demolition plan A-90-212-C

Reason: For the avoidance of doubt.

3. No demolition works to the eastern extension shall commence until an appropriate programme of historic building recording and analysis of the eastern extension to the former Custom House, undertaken in accordance with Historic England's 'Understanding Historic Buildings: A Guide to Good Recording Practice' (2016), 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 arising from the demolition of this part of the listed building.

4. No part of the development hereby permitted shall be commenced until full details of the measures to be taken to protect those parts/features of the building to be retained, including the proposed means of support, shall be submitted to and approved in writing by the LPA. The development shall be carried out in accordance with the approved details.

Reason: To ensure the retained facades are protected.

5. No above ground development shall take place until a scheme showing the architectural detailing of the new windows and doors within the retained façade, to a max scale of 1:10, has been submitted to and approved in writing by the LPA. The development shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory finished appearance to the retained facades.

6. No above ground development shall take place until a method statement for the reuse of masonry (window and surround, door and surround, cornices

and ground floor rustication) to form the returned corner of the eastern elevation has been submitted to and approved in writing by the LPA. The development shall be carried out in accordance with the approved details. Reason: To ensure a satisfactory finished appearance to the retained facades.

1. **DESCRIPTION OF PROPOSED DEVELOPMENT**

- 1.1 The application is for the development of a 19 storey hotel (Class C1 / 10,462sqm), with 630sqm of ground floor restaurant (Class A3) floorspace. The proposal includes the demolition of the former York Hotel (vacant) and the partial demolition of the Custom House building (vacant), with the retention of its 1845 façade to Custom House Street and St Mary Street.
- 1.2 The hotel rises to a height of 61m above pavement level and is located to the back of the site and cranked on its long elevation. The main entrance to the hotel and the ground floor restaurant is from Customhouse Street in the location currently occupied by the 1985 extension to the Custom House which will be demolished.
- 1.3 The original Custom House will accommodate the double height restaurant with kitchen and seating on the ground floor and a plant area on a new mezzanine floor. The York Hotel frontage will be demolished and replaced by a full height glazed curtain wall providing views into the kitchen area of the restaurant.
- 1.4 The palette of building materials for the hotel is limited to a dark-coloured diagonally-laid and profiled metal cladding, and glazing arranged in a highly regular fenestration pattern comprising skewed windows and mesh ventilation panels integrated into the diagonal cladding.
- 1.5 The following information is submitted:
 - Design and Access Statement
 - Planning Statement
 - Heritage Statement
 - Demolition and Façade Retention Statement
- 1.6 Amended plans have been received altering the fenestration and the cladding to the rear elevation and the main entrance on Customhouse Street, and a revised public realm design showing on-street servicing from an extended shared layby. The amended plans do not materially alter the footprint, scale or appearance of the development and on this basis it was not considered necessary to notify neighbours and members of the relatively minor changes.

2. **DESCRIPTION OF SITE**

- 2.1 The site is located on the corner of St. Mary St. and Customhouse Street immediately to the north of the mainline railway, on the former East Canal Wharf of the Glamorganshire Canal, and comprises the Custom House and the former York Hotel.

- 2.2 The Custom House was built c.1845. In 1975 it was grade II listed for its importance in the commercial history of Cardiff, despite extensive alterations and extension. In 1985 it was effectively internally gutted, altered and extended to the east along Customhouse Street, and a metal mansard roof extension was added.
- 2.3 The building is finished in painted stucco render with some bathstone dressings, with rusticated ground floor / pilasters, and roman arch headed window apertures with segmental/marginal glazing bars to double glazed timber windows. The building has been completely altered internally and currently has a now somewhat dated 1980s modern hipped Mansard roof. The building is listed as much for its importance in the commercial history of Cardiff as for its remaining architectural merit.
- 2.4 The York Public House (proposed to be demolished) is adjoined to the rear and western side elevation of the Custom House and is bounded by the main central railway line to its rear (S) elevation. The building is not listed and has been vacant for a number of years and is boarded and reported to have come to the end of its useful life, and to be derelict/structurally unsound.
- 2.5 The public realm surrounding the site is now looking dated with a mix of paving materials, planters, benches, sculptural public art and cycle stands and barriers.

3. **PLANNING HISTORY**

- 17/01906/MJR Associated application under consideration for planning permission for redevelopment of the site to provide a 248 bed hotel (class C1) and ancillary restaurant (class A3) including partial demolition of the Custom House, retention and restoration of the Custom House façade, demolition of the former York Hotel, and associated access, parking and ancillary works.
- 17/2382/MNR – Prior approval application for demolition of York Hotel under consideration.
- 17/2383/MNR – Listed Building Consent application for works to Custom House as a result of the demolition of The York Hotel under consideration.

4. **POLICY FRAMEWORK**

4.1 Planning Policy Wales (PPW) Ed. 9 Nov 2016:

- Ch. 6.5 Development Management & the Historic Environment.

4.2 The following Technical Advice Notes (TANs) are relevant:

- TAN 24: Historic Environment

4.3 Cardiff Local Development Plan 2006-2026:

- KP17 Built Heritage;
- EN9 (Conservation of the Historic Environment)

5. **INTERNAL CONSULTEE RESPONSES**

- 5.1 Conservation: Removal of eastern extension: The building is Grade II listed, being originally added in May 1975 and reviewed in 1999. The reason for listing was *for*

importance in commercial history of Cardiff, despite extensive alterations and extension'.

- 5.2 The submitted Heritage Impact Statement (HIS) concludes that the loss of the '1865' extended element of the northern elevation would result in a degree of harm to the significance of the building, due to a loss of fabric and the removal of evidence of this phase of the building's development. However, subsequent research (including photographs, maps, archive planning documents and the original 1975 list description) has shown this element of the frontage to have in fact been added in c.1985 when the building was remodelled.
- 5.3 As such, although the extended façade is well-detailed and continues window and cornice detailing, in bringing the building into a beneficial and sustainable use and removing those elements harmful to its aesthetic value (east elevation, rear modifications and mansard), it is considered that the overall scheme will result in a minimal loss of significance, with the original c.1845 building revealed and reinforced in terms of its significance both within the townscape and in terms of use as a publicly accessible building, enhancing its communal value.
- 5.4 It remains unclear if the window detailing and cornice used to construct the extension in the mid-1980s was reused from the rear elevation that was removed at the time. As such, the re-use of fabric from this elevation to complete the return to the east elevation is considered necessary in order to further minimise the loss of evidential and aesthetic value (further details required by condition), whereas the condition for historic building recording and analysis to be submitted and publicly archived will further mitigate in terms of any loss of understanding or evidential value.
- 5.5 Roof alterations: The loss of the 1980s mansard roof is considered to be beneficial to the character and appearance of the listed building, as a flat roof is more sympathetic to the original classical shallow pitch than the current mansard. This will render the attic pediment/dormer as obsolete in terms of function, as there will be no accommodation behind the lunette. This will be retained as an opening without a window. It is not considered necessary to reinstate the original shallow pitched roof in this location, particularly as there is no corresponding pediment on the southern elevation; this apparently having been removed when the mansard was constructed. On balance, the replacement of a mansard with flat roof over much of the footprint of the listed building is considered to be beneficial to the aesthetic value of the building.
- 5.6 Internal alterations: As noted within the HIS, nothing remains of the original interior, being replaced in its entirety in the 1980s. While some loss of understanding will be incurred through the removal of floor plates within their approximate original positions, this is considered to result in minimal harm to the building's significance and is sufficiently justified within para 4.20 of the HIS.
- 5.7 The proposals are supported by detailed demolition plans to show how the façade will be protected during the development. Plans are less specific regarding the approach to be taken to support the façade in the long term or with regard to increasing thermal efficiency in a manner compatible with the solid wall

construction. Full details are therefore requested by condition or should be submitted as a further Listed Building Consent application.

- 5.8 Form of hotel building above and setting: Pre-application discussions on the proposal noted that a tall building could be accommodated on the site, but that it must be designed with significant care in terms of placement form and materials. In setting the building back and cranking it away from the most prominent north western corner, in longer views the building will form a dramatic and contemporary backdrop to the classical detailing and light stone and stucco, whilst ensuring that its character as a significant corner building is reinforced. The proposed replacement glazed façade to the south west in place of the former York Hotel will reinforce the character of the listed building, being a neutral foil to the richer character of the Custom House. While the loss of the characterful façade of the York Hotel is regrettable, the building is not a designated heritage asset and the principle of replacement has been established within other recent permissions.
- 5.9 The applicant's HIS concludes that the contrast in scale, mass and height between the taller element and the retained frontage would be harmful to an appreciation of the scale and civic qualities of the retained listed building. However it is considered that the relatively low aesthetic value of the building in its current condition and modified appearance together with the low evidential value in terms of remaining historic fabric make this an exceptional case.
- 5.10 In all views, the hotel above will be set sufficiently far back that the listed building will continue to be understood as a building in its own right, as opposed to a more harmful façade-only retention where historic masonry is merely grafted on to a much larger building behind, robbing it of much of its character (as at the nearby former non-listed former New College building, which is enveloped by the c.2005 Altolusso residential tower). It is considered that the close range views of the building would be improved compared to the existing mansard or the glazed rooftop extension approved in early 2016.
- 5.11 Recommended conditions:
- Recording: *No works to which this consent relates shall commence until an appropriate programme of historic building recording and analysis of the eastern extension to the former Custom House, undertaken in accordance with Historic England's 'Understanding Historic Buildings: A Guide to Good Recording Practice' (2016), 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 arising from the demolition of this part of the listed building.*
 - Full details of the façade support system and any improvements for thermal efficiency.
 - Detailed drawings for new windows and doors within the retained façade, to a max scale of 1:10.
 - Architectural detailing – including method statement for the reuse of masonry (window and surround, door and surround, cornices and ground floor rustication) to form the returned corner of the eastern elevation.

6. **REPRESENTATIONS**

- 6.1 The application was advertised on site and in the press as affecting the setting of a listed building. Neighbours and local members were notified.

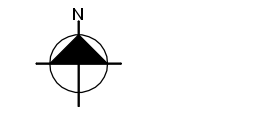
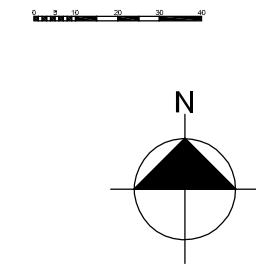
7. **ASSESSMENT**

Impact on the listed Custom House and on the setting

- 7.1 By setting the building back and cranking it away from the most prominent north western corner the building will form a dramatic and contemporary backdrop to the classical detailing and light stone and stucco, whilst ensuring that its character as a significant corner building is reinforced.
- 7.2 The proposed replacement glazed façade to the south west in place of the former York Hotel will reinforce the character of the listed building, being a neutral foil to the richer character of the Custom House. While the loss of the characterful façade of the York Hotel is regrettable, the building is not a designated heritage asset and the principle of replacement has been established within other recent permissions.
- 7.3 In all views, the hotel above will be set sufficiently far back that the listed building will continue to be understood as a building in its own right, as opposed to a more harmful façade-only retention where historic masonry is merely grafted on to a much larger building behind, robbing it of much of its character. It is considered that the close range views of the building would be improved compared to the existing mansard or the glazed rooftop extension approved in early 2016.
- 7.4 The hotel entrance is intentionally designed to appear 'freestanding', allowing the main façade to extend to the ground and frame the Custom House, and the entrance is expressed differently to give prominence and provide contrast with the Custom House.
- 7.5 The proposals restore prominence to the listed Custom House and provide a high quality addition to the streetscape which enhances the street views.

8. **CONCLUSION**

- 8.1 The proposals bring back into beneficial community use the Grade II listed Custom House and do not adversely impact on the listed building or its setting. It is therefore recommended that listed building consent be granted subject to conditions and referral to CADW for approval.



Rev	Date	Check	Description
C	17/10/2017	AGW	Minor Amendments Submission
B	13/07/17	AGW	Planning Issue
A	30.05.17	DL	PAC Issue
-	12/05/17	AGW	FIRST ISSUE

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Project
Custom House
Cardiff
Leom LLP

Title
Existing Location Plan

Status
Planning

Scale at A3
1:1250

Job No	Zone	Sheet No	Rev
4286		A-90-101	C

ISO 14001 : 2004 ISO 9001 : 2000 RIBA Chartered Practice
 Please consider the environment before printing this document.
 Refer to dimensions where provided - do not scale from this drawing



- SITE NOTES**
- Red Lines indicates Assumed Site Boundary
 - Blue Lines indicates proposed site works
 - Restricted Area for Maintenance (Open Access)
 - Shared Access with the Open University
 - Network Rail (3m/10ft Restriction)



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Holder Mathias architects

Premier Inn
 Custom House Street
 Leam LLP

Proposed Ground Floor Site Plan

Planning	1:100
4286	A-00-002 D

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