

**Planning, Transport & Sustainability Division  
 Planning and Rights of Way Panel 22 April 2014  
 Planning Application Report of the Planning and Development Manager**

<b>Application address:</b> The Wool House, Town Quay, SO14 2AR			
<b>Proposed development:</b> Listed Building Consent sought for internal alterations to enable conversion of the existing museum into a Public House and Restaurant (submitted in conjunction with 14/00122/FUL).			
<b>Application number</b>	14/00123/LBC	<b>Application type</b>	LBC
<b>Case officer</b>	Andrew Gregory	<b>Public speaking time</b>	5 minutes
<b>Last date for determination:</b>	17.04.2014	<b>Ward</b>	Bargate
<b>Reason for Panel Referral:</b>	Referred by the Planning & Development Manager due to wider public interest	<b>Ward Councillors</b>	Cllr John Noon Cllr Matthew Tucker Cllr Sarah Bogle

<b>Applicant:</b> Mr Stuart Cross	<b>Agent:</b> Ian Knight (Knight Architectural Design)
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<b>Recommendation Summary</b>	<b>Conditionally approve</b>
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<b>Community Infrastructure Levy Liable</b>	<b>Not applicable</b>
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**Reason for granting listed building consent**

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. The public house and restaurant use will provide a viable continued use for this Grade I listed building and will not adversely harm the character and appearance of the building. No objection has been raised by English Heritage or the Council's Conservation officer, and their recommended conditions have been attached to this decision. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with the relevant provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the Planning (Listed Buildings and Conservation Areas) Regulations 1990 as amended. Listed Building Consent should therefore be granted.

In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 186-187 of the National Planning Policy Framework (2012).

Policies - SDP1, SDP7, SDP9 and HE3 of the City of Southampton Local Plan Review (March 2006) and CS13 and CS14 of the Local Development Framework Core Strategy Development Plan Document (January 2010).

<b>Appendix attached</b>			
1	Development Plan Policies		

## **Recommendation in Full**

### **Conditionally approve**

#### **1. Background**

1.1 The Wool House is a Grade I listed building owned and managed by the Council. The building was formerly occupied as the Maritime Museum which closed in October 2011 following the opening of the SeaCity Museum at the Civic Centre.

1.2 The Council sought a tenant through advertising the opportunity in 2011, but this was unsuccessful. The building was re-advertised in 2012 and the winning bid was from Dancing Man Brewery. The advertising of the building was an open process to secure a tenant for the building. Given the Council has limited resources; a tenant was needed who could deliver public access, invest in the building and provide a new use. The Wool house has performed many functions over its long history, the establishment of a brewery is simply the latest in a long list; museum, grain store, prison. Element Arts have been occupying the building on a short term basis.

#### **2. Site and Surroundings**

2.1 The Wool House is a two storey building constructed of stone with a tiled pitch roof. The building is located at the southern end of Bugle Street within the Old Town (West) Conservation Area. The building frames the footway on Bugle Street and fronts Town Quay with a deep footway to the front. A narrow gated service alley is located to the rear of the building.

2.2 Town Quay Park is located to the east side of the building. The surrounding area comprises a mix of residential and commercial use. Town Quay and the Red Funnel ferry terminal are located to the south, and the city Registry office is to the north. A vacant Grade II listed building (previously occupied by the Southampton University Air Squadron) is located on the opposite side of Bugle Street. On-street parking controls are in place within Bugle Street and double yellow lines are located outside the Wool House, at the junction with Town Quay.

2.3 The list description for this Grade I listed building reads as follows:

"C14 with C18 alterations. This was built, after the French raid of 1338, by Cistercian Monks as a storehouse for wool to be exported to Europe. It is the only surviving freestanding mediaeval warehouse in Southampton. Two storeys built of stone rubble with angle quoins. Old tiled roof. The west side has three massive

buttresses, semi-circular in plan, probably added in the C16 and C17. In the C18 the building was used to house French prisoners of war during the Seven Years War and Napoleonic Wars. At this time the quay front was rebuilt with segmental-headed windows and central door. The interior contains a fine C14 arched collar braced roof of Spanish chestnut. Aumbry set in the northern bay of the west wall at first floor level. Scheduled as an ancient monument. "

### 3. **Proposal**

- 3.1 The proposal is for listed building consent for the necessary alterations in connection with the change of use of the Wool House from a museum (Use Class D1) to a public house and restaurant (Use Class A3/A4). The layout includes a micro-brewery located to the rear of the ground floor. The ground floor will also include a bar and seating area and toilets at the front. The first floor will contain additional seating with the kitchen area and toilets to the rear. A mezzanine floor is proposed at the rear of the building providing office, staffroom and storage space.
- 3.2 No significant external changes are proposed. The layout will utilise existing openings and ducting. Bin storage and a compressor will be located within the rear alley and a new external gate is proposed to secure this area. Signage is proposed to be applied to the central first-floor glass window within the front elevation. Servicing will be via an existing opening to the side elevation facing Bugle Street. The side door to Town Quay Park will be opened up for use for emergency access.
- 3.3 The application indicates that much of the fit out works will be kept away from the original stone walls. It also avoids attachment to the 14<sup>th</sup> Century beams and posts. As such, much of the original fabric will remain on show. The ground floor level is to be raised by 360mm for servicing and the proposal seeks to connect to the existing drainage. The brewing area will be visible to the public and will have a hygiene clad perimeter to the side and rear walls.

### 4. **Relevant Planning Policy**

- 4.1 The Development Plan for Southampton currently comprises the "saved" policies of the City of Southampton Local Plan Review (March 2006) and the City of Southampton Core Strategy (January 2010). The most relevant policies to these proposals are set out at **Appendix 1**.
- 4.2 The National Planning Policy Framework (NPPF) came into force on 27<sup>th</sup> March 2012 and replaces the previous set of national planning policy guidance notes and statements. The Council has reviewed the Core Strategy to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

### 5. **Relevant Planning History**

- 5.1 Planning permission was granted for use of the building as a licensed restaurant in 1963 (SCC Ref 1223/76R1) however it is unclear whether this permission was implemented.

5.2 Please note that a full planning building application has been submitted in conjunction with this listed building application (SCC Ref 14/00122/FUL).

## **6. Consultation Responses and Notification Representations**

6.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, placing a press advertisement (28.02.2014) and erecting a site notice (25.02.2014). At the time of writing the report **36** representations have been received from surrounding residents with 17 in support (including support from Cllr Noon), 18 objections and 1 neutral comment. The following is a summary of the points raised.

6.2 This Grade I listed building is an important part of the city's maritime heritage and should be put to use to better serve the interests of local families, children, residents, Southampton citizens who take pride in their heritage, or to visitors with an interest in the heritage of the city.

Officer Response – The proposal will provide a viable and continued use for the building. No objections have been raised by English Heritage and the Council's specialist Conservation officer. The Council does not have funding to continue operating the building for public use and alternative arts venues are available.

6.3 The proposed development does nothing to preserve the character and distinguishing features of the Wool House as the significant beams and roof, pillars will be obscured by internal pods and mezzanine area.

Officer Response - No objections have been raised by English Heritage and the Council's specialist Conservation officer subject to conditions. Much of the original walls and roof beams will remain on show

6.4 Heavy usage of the building in terms of cooking and brewing processes may damage the building. There is insufficient information on how the crumbling walls will be preserved or how they will stand up to the building works.

Officer Response - No objections have been raised by English Heritage and the Council's specialist Conservation officer subject to conditions. Any steam will be contained within the tanks and the temperature of the brewing area will be controlled with air conditioning.

6.5 There appears to have been no risk assessment of the potential impact from the brewing process in terms of high temperatures, condensation and other manufacturing hazards

Officer Response - No objections have been raised by English Heritage and the Council's specialist Conservation officer subject to conditions. The brewing process does not require dangerously high temperatures. A microbrewery is currently in place at the Platform Tavern.

6.6 The proposed development will have a detrimental impact on the surrounding residential neighbourhood. There will be late night noise and potential disruption to local residents as drinkers gather on the pavement and leave the pub at night.

Officer Response – No objection has been raised by the Council's Environmental Health officer. The building is of solid stone construction, has limited window openings and the main entrance is lobbied therefore significant noise breakout is

unlikely. The premises will be conditioned to have terminal hours of midnight closing. The application for a premises license will assess the need for controls in relation to any amplified music. Tables and chairs and ash trays will be to the front of the building. There is existing background noise in this area from road traffic noise and from commercial activity at Town Quay (including Red Funnel).

- 6.7 There is no need for another drinking establishment in the area with three pubs already sited on Bugle Street, already causing late night noise for some residents. The Council should be seeking to minimise the impact of alcohol in residential areas, not adding to the problem.

Officer Response – No evidence has been submitted to demonstrate that an additional pub will have a harmful cumulative impact and there is no planning policy restricting additional pubs providing that other amenity and land use policies prevail

- 6.8 Deliveries will cause disturbance and the siting of the loading bay on the lower east side of Bugle Street may prejudice highway because vehicles overtaking the parked vehicle may collide with vehicles turning into Bugle Street (at speed). Loss of parking spaces within Bugle Street.

Officer Response – Highways Development Control consider that a TRO is needed to make two on-street parking spaces available for deliveries and collection.  
The TRO could be tailored to make the spaces available for parking in the evening.

- 6.9 Increased on-street parking pressures

Officer Response – The site is located within the city centre which is an area of high accessibility. It would be difficult to defend a reason for refusal relating to increased parking pressures given the availability of parking within the city centre and the level of accessibility by alternative modes of transport. TRO parking controls (pay and display) exist within the area.

- 6.10 The production brewing process will cause odour nuisance. Furthermore the cleaning of the barrels will be an environmental hazard with insufficient external space or on-site drainage.

Officer Response - The brewing process and associated aroma is contained within the building. Keg barrels will be cleaned off site because there is insufficient external space and drainage for cleaning on site.

- 6.11 Concerns that an increase in the number of people within the building may conflict with fire regulations. Bins within the rear alley will block persons exiting the building in the event of a fire.

Officer Response – Fire risk assessment is not a matter for planning however, the rear alley does not appear to be an important escape route.  
The rear alley is the only practical area to store the bins.

- 6.12 There is a danger that patrons spilling out onto Town Quay Park will squeeze out other users of the park such as dog walkers and families with children. There is no explanation of how the park will be protected as a separate space from pub users, or protected from other detritus such as glasses, broken glass or cigarette butts

Officer Response – It is understood that the premises license will not allow drinking on Town Quay Park. Drinking is only allowed within the licensed area within the lessee's control.

6.13 In support

- The prospective landlord has proved to be a good and responsible landlord at the Platform Tavern.
- The fact that the applicants want to invest in this heritage building shows their commitment to Southampton's community.
- The development will provide jobs and a more secure future for the venue.
- The recently completed 'Butchers Hook pub and micro brewery' has had a positive community impact in Bitterne Park.
- The development is in keeping with the conservation area and listed building.
- Excellent use for this Grade I listed heritage building.
- Southampton needs to make use of such assets.
- Alternative arts facilities will be available in the new arts quarter near the Guildhall and within God House Tower.

### **Consultation Responses**

- 6.14 **English Heritage** - No objection in principle subject to planning conditions requiring the following:

- Details of the new mezzanine floor to ensure that the existing structure is capable of taking the additional loadings and the methods of fixing and lining the walls;
- A method statement for removing the concrete steps which are against the medieval stonework (to ensure that no stonework is damaged);
- The surface finish or cladding of the new walls to the new structure on the mezzanine (bar/staffroom/kitchen area);
- A repair schedule to ensure that the building is properly repaired prior to occupation.

This fine Grade I Medieval building is a great asset to the City of Southampton and its closure to the public since the Maritime Museum was relocated has been a great loss to the community. It is particularly pleasing, therefore, that a proposed use, which will enable the public to enjoy this building once again, has come forward. The use would also appear to be a very good 'fit' for the building

in that relatively little alteration would be required to accommodate the micro brewery/pub/restaurant use.

6.15 **SCC Heritage** – No objection subject to the following conditions:

- A Method Statement for the removal of the stairs at the north-west corner of the building is required.
- Structural Engineer's calculations are required to demonstrate that the mezzanine at first floor is capable of being supported on the timber beam (as shown).
- Details of the external finish to the offices above are required.
- Details of the design of the new door to the east elevation, and the proposed new gates to the alleyway at the north are required, including details of fixings.
- Details of loading and unloading to ensure the pavement is not damaged
- Details of mechanical and electrical services will need to be agreed prior to works starting on site.
- An informative will be needed indicating that any additional signage will need advertisement and listed building consent.

The proposed use as a micro-brewery would have minimal impact on the structure and fabric of the building. No new openings are proposed into the walls, and the only items that will be removed are the 1960's steps to the rear.

6.16 **Old Town Residents Association** - OTRA is not against the planned change of use in principle, however they have serious concerns about the proposals (and the lack of detail therein) in regards to noise, parking, traffic, fire safety, waste management and internal pod structure and associated impact on the character of the building. It is hoped that any lease and licence granted by the Council approving any change of use will protect both local residents and the integrity and heritage of the building.

6.17 **Southampton Commons and Park Protection Society** – No objection in principle subject to the following caveats:

No means of enclosure being erected between the building and Town Quay Park, in the interests of views from the park.

Officer Response – A planning condition can be added.

The proposal seeks to re-open the door on the east elevation allowing access to Town Quay Park. SCAPS would have no objection to patrons using Town Quay Park providing it does not exclude the general public from using that area and that the lessee supervises the use of the area and ensures it's kept clean and tidy.

Officer Response – Use of Town Quay Park for drinking is unlikely to be granted under the premises license application.

## **7. Planning Consideration Key Issues**

- 7.1 The key issue for consideration in the determination of this application is the impact on the special architectural and historic interest of the listed building. All other planning matters are considered as part of the associated planning application on this agenda.
- 7.2 The development proposes no significant external changes to the building and the development will not impact on the setting of the Old Town (West) Conservation Area. The proposal has raised no objections from English Heritage and the Council's Conservation Officer and their suggested conditions seeking details of works, services, repairs and materials will be added. The internal fit out will be carefully monitored and is proposed to have minimal intrusion on the historic fabric of the building. The internal design ensures that much of the original fabric will remain on show to the public and will not harmfully detract from the character of the building.

## **8 Summary**

- 8.1 The public house and restaurant use will provide a viable continued use for this Grade I listed building and will safeguard the special architectural and historic interest of the building. No objection has been raised by English Heritage or the Council's Conservation officer, and their recommended conditions have been attached to this decision.

## **9 Conclusion**

- 9.1 It is recommended that the application be approved with conditions

### **Local Government (Access to Information) Act 1985** **Documents used in the preparation of this report Background Papers**

1 (a), (b), (c), (d), 2 (b), (c), (d), 3(a), 4 (a), (vv) 6 (c) (i), 7 (a)

### **AG for 22/04/14 PROW Panel**

## **PLANNING CONDITIONS**

### **01. APPROVAL CONDITION - Listed Building Commencement Period Condition**

The works to which this Listed Building consent relates must be begun not later than three years beginning with the date on which this consent is granted.

Reason:

To conform to the requirements of Section 17(3) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

### **02. APPROVAL CONDITION - Works to listed building**

Prior to the commencement of development the following details shall be submitted to the Local Planning Authority and agreed in writing and the works shall be carried out strictly in accordance with the agreed details:



- Details of the new mezzanine floor to ensure that the existing structure is capable of taking the additional loadings (including structural engineer's calculations) and the methods of fixing and lining the walls;
- A method statement for removing the concrete steps which are against the medieval stonework (to ensure that no stonework is damaged);
- The surface finish or cladding of the new walls to the new structure on the mezzanine (bar/staffroom/kitchen area);
- A repair schedule to ensure that the building is properly repaired prior to occupation;
- Details of the design of the new door to the east elevation, and the proposed new gates to the alleyway at the north are required, including details of fixings;
- Details of loading and unloading to ensure the pavement is not damaged;
- Details of mechanical and electrical services.

REASON: To protect the character and setting of this Grade I listed building

### 03. APPROVAL CONDITION - Approved Plans

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

Reason:

For the avoidance of doubt and in the interests of proper planning.

**POLICY CONTEXT**

Core Strategy - (January 2010)

CS13          Fundamentals of Design  
CS14          Historic Environment

City of Southampton Local Plan Review – (March 2006)

SDP1          Quality of Development  
SDP7          Urban Design Context  
SDP9          Scale, Massing & Appearance  
HE3          Listed Buildings

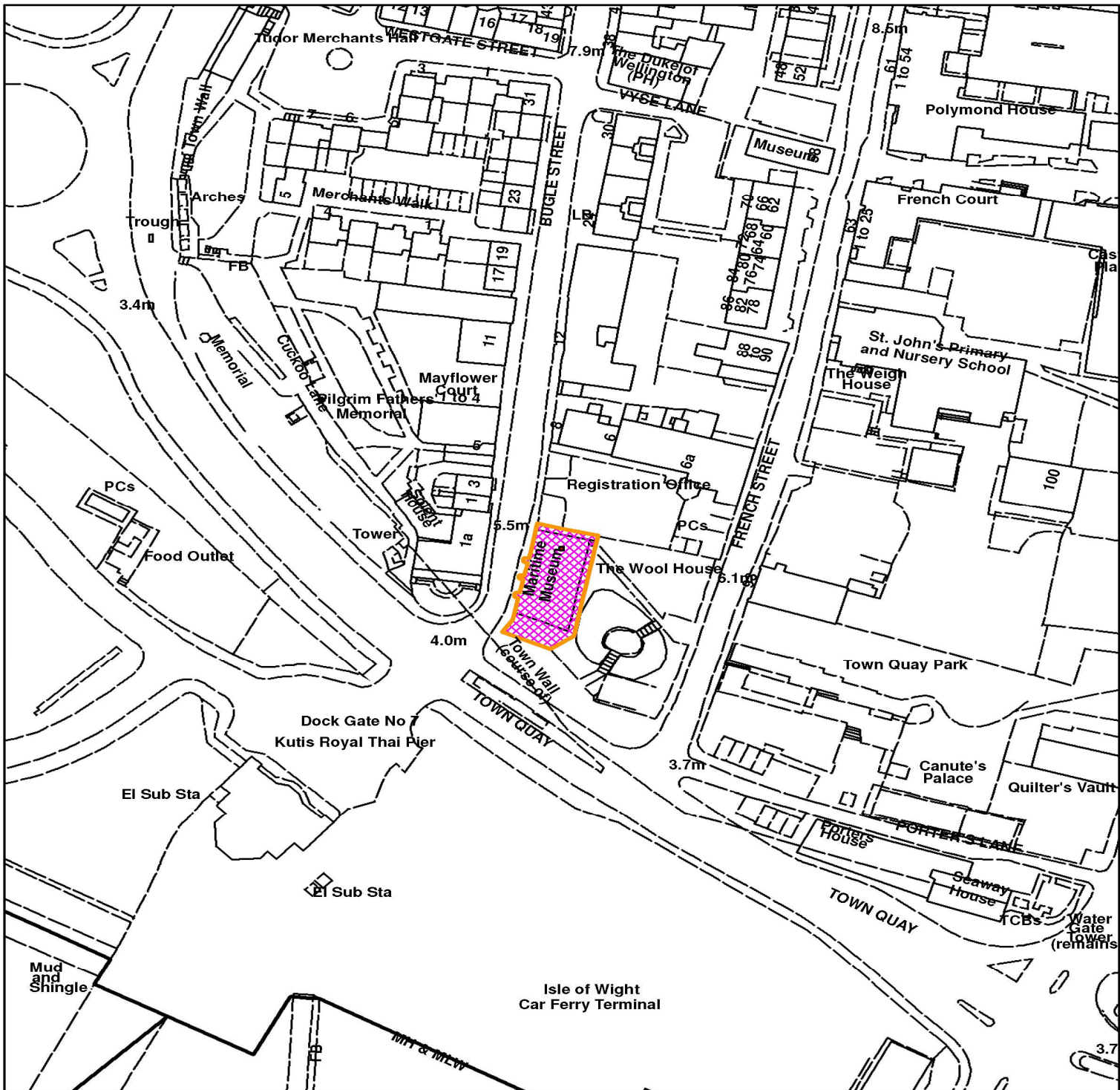
Supplementary Planning Guidance

Parking Standards SPD (September 2011)

Other Relevant Guidance

The National Planning Policy Framework 2012

# 14/00123/LBC



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