

<b>Application Number</b>	14/1510/FUL	<b>Agenda Item</b>	
<b>Date Received</b>	17th October 2014	<b>Officer</b>	Elizabeth Thomas
<b>Target Date</b>	12th December 2014		
<b>Ward</b>	Market		
<b>Site</b>	Jesus College Jesus Lane Cambridge CB5 8BJ		
<b>Proposal</b>	<p>Internal refurbishment and external remodelling of the Rank Building; addition of a new entrance building between Marshall Court and the Rank Building; internal refurbishment of the Webb Building; alterations to the west elevation and addition of a new cafe pavilion to the north elevation of the Webb Building (formerly Wesley House). Proposals provide facilities for lectures and conferences, social space, administrative spaces and residential accommodation.</p>		
<b>Applicant</b>	<p>Mr Christopher Pratt                  Jesus College Jesus Lane Cambridge CB5 8BL                  United Kingdom</p>		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> The proposed amendments to the building and site as a whole are acceptable in principle subject to refinement and details via condition.</li> <li><input type="checkbox"/> The amended proposal respects the architectural and historic character of the buildings and the site as a whole.</li> </ul>
RECOMMENDATION	APPROVAL subject to conditions and S106 agreement

## **1.0 SITE DESCRIPTION/AREA CONTEXT**

- 1.1 The Jesus College site, to the north of Jesus Lane, is enclosed by that street, Victoria Avenue, Jesus Ditch, and Park Street. It lies wholly within City of Cambridge Conservation Area No.1(Central), and contains a number of listed buildings. In the nineteenth century, the Wesley House site was developed within this area. Its original main building (referred to from now on as the Webb Building) was designed and built in the traditional Cambridge college format, around three sides of a court, to be used as a whole, as a Methodist theological college. This building is listed Grade II. The fourth side of the original Wesley House court, facing Jesus Lane, was closed in the mid-twentieth century by the erection of the Rank building. The Rank building is not listed.
- 1.2 As a result of a review of training requirements by the Methodist Church, Wesley House has been radically reduced in size. Permission has already granted, under 14/1116/FUL, 14/0259/FUL, 14/0592/LBC and 14/0590/FUL, for alterations to the small eastern part of Wesley House to adapt it to its new role. The remainder of the former Wesley House site, including the Rank building and the majority of the Webb building, has returned to Jesus College ownership. This application proposes alterations to adapt this part of the site and to reintegrate it with the rest of Jesus College. The alterations include some demolition, including small parts of the Webb building, some remodelling, extensive internal alterations to all the buildings, including the Webb building, and some new development, particularly the creation of a new entrance between the Rank building and the adjoining listed houses at 20-22 Jesus Lane.

## **2.0 THE PROPOSAL**

- 2.1 There are a number of proposed changes and alterations to the buildings and site. I have dealt with the proposal under the following headings in section eight of this report and via subsequent recommended conditions.
- Proposed works to the Webb building
  - Proposed works to the Rank building
  - New building element

2.2 It is important to note this application has been amended since the original submission. The main amendments to the original proposal are as follows:

2.3 Proposed floorspace

The application was originally calculated by the applicant as having 1019.0sqm net additional gross internal floorspace. This was later recalculated as 848.0sqm net additional gross internal floorspace. Revised floorspace calculations were set out to the case officer from the agent in an email dated 21/11/15.

2.4 Conservation and heritage

Extensive consultation has taken place with the conservation officer to amend the scheme. This is detailed further in the consultation and assessment sections of this report.

### 3.0 SITE HISTORY

3.1 There is a wide range of previous development history in relation to Jesus College I have included the most recent and relevant development history in relation to this application.

<b>Reference</b>	<b>Description</b>	<b>Outcome</b>
14/1116/FUL	The demolition of a group of outbuildings currently in use by the colleges gardening department and for the temporary relocation of the gardening department to a building known as The Forum.	Permitted
14/0259/FUL	Alterations to storage sheds to form new boiler house	Permitted
14/0592/LBC	Demolition of existing single storey rear extension and erection of replacement three storey rear extension, internal and external alterations to Grade II Listed Wesley House	Permitted
14/0590/FUL	Redevelopment of Wesley House comprising demolition of existing gatehouse and erection	Permitted

	of replacement academic hub building, demolition of existing single storey rear extension and erection of replacement three storey rear extension, and associated external alterations	
14/1508/FUL and 14/1509/LBC	Erection of a single storey covered walkway link in West Court.	Refused

#### 4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

#### 5.0 POLICY

##### 5.1 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2006	Local	3/1 3/4 3/7 3/11 3/12 3/14 4/4 4/10 4/11 7/7 8/2 8/3

##### 5.2 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework March 2012  National Planning Policy Framework – Planning Practice Guidance March 2014  Circular 11/95 – use of conditions in planning permission
Supplementary Planning	Planning Obligation Strategy (March 2010)

Guidance	
Area Guidance	<p><u>Area Guidelines</u></p> <p>Cambridge City Council (2002)–Eastern Corridor Area Transport Plan:</p> <p>Cambridge Historic Core Conservation Area Appraisal (2006) (Jesus Lane)</p>

### 5.3 Status of Proposed Submission – Cambridge Local Plan

Planning applications should be determined in accordance with policies in the adopted Development Plan and advice set out in the NPPF. However, after consideration of adopted plans and the NPPF, policies in emerging plans can also be given some weight when determining applications. For Cambridge, therefore, the emerging revised Local Plan as published for consultation on 19 July 2013 can be taken into account, especially those policies where there are no or limited objections to it. However it is likely, in the vast majority of instances, that the adopted development plan and the NPPF will have considerably more weight than emerging policies in the revised Local Plan.

For the application considered in this report, there are no policies in the emerging Local Plan are of relevance/the following policies in the emerging Local Plan are of relevance:

## 6.0 CONSULTATIONS

### **Cambridgeshire County Council (Transport)**

- 6.1 The site falls within the area for which financial contributions towards the Eastern Corridor Area Transport Plan (ECATP) are sought. The ECATP is required for any development that generates a net increase of 50 or more trips.

### **Conservation Team**

- 6.2 The proposals represent a major set of interventions in the complex of buildings. The architectural interest, including the collegiate form around three sides of an open quadrangle,

needs to be maintained and the adaption of interior features needs to be sensitive to the contribution they make to the significance of the listed building hence the conditions recommended below. Subject to conditions, the proposals are considered compatible with Local Plan policies 4/10 and 4/11 and the NPPF.

## **Environmental Health**

- 6.3 The Environmental Health team have no objections to this application in principle, subject to the following recommended conditions and informatives.

### Conditions:

- Construction hours
- Deliveries during demolition/construction
- Air quality
- Building/plant noise insulation
- Hours of use of the external terrace/pavilion
- Waste and recycling commercial
- Waste and recycling residential

### Informatives:

- Plant noise insulation
- Air quality
- Food safety
- Licensing

## **Senior Sustainability Officer (Design and Construction)**

- 6.4 As the application is not major this means the requirements of policy 3/1 and 8/16 of the Cambridge Local Plan (2006) are not applicable. The design and access statement submitted with the application demonstrates the principles of sustainable design and construction have been considered.
- 6.5 The Sustainability Officer encourages the applicant to give further consideration to surface water drainage for this development and possible future development thinking about how it could be integrated into a landscape proposal.

## **Landscape Architect**

6.6 No comments to make on this application.

## **Access Officer**

6.7 The access officer has urged provision of hearing loops, asymmetric doors, mixed height seating, good colour contrast and handrails.

## **7.0 REPRESENTATIONS**

7.1 No third party representations have been received.

## **8.0 ASSESSMENT**

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main matters are:

1. Principle of development
2. Context of site, design and external spaces
3. Renewable energy and sustainability
4. Disabled access
5. Refuse arrangements
6. Highway safety
7. Car and cycle parking
8. Planning Obligation Strategy

### **Principle of Development**

8.2 The building and site in question are in a sensitive and constrained location any development proposal will need to respond carefully to this context.

8.3 It is considered the amended proposed development has successfully addressed the concerns originally raised, and responds in an appropriately sensitive manner to its context.

8.4 In my opinion, the overall principle of the development is acceptable and in accordance with policies 3/4, 3/7, 3/11, 3/12 and 3/14.

## **Context of site, design and external spaces**

### Masterplan:

- 8.5 The Design and Access Statement (at paragraph 2.1) notes that the current application is part of phase one of a masterplan which would have two further phases.
- 8.6 I do not consider it helpful to refer to a masterplan as a minor background statement in this proposal when no detailed information or discussions have taken place with the local planning authority about the rationale, development or detail of the proposed materplan.
- 8.7 I am not aware that this masterplan has any status in terms of having being put to or endorsed by the Local Planning Authority. For clarity, the decision to be made on this application is confined to the present application only and will not imply endorsement of any masterplan. Although the submitted drawings include a "Site Plan – Future Phases" NMLA-1402-P1-00-012, I have excluded this from the consent I recommend for the current applications (14/1510/FUL & 14/1511/LBC) – via a condition and an informative – as it is not detailed to any degree in the applications, is not part of the description of development applied for, and therefore is not examined in officers' or consultees' responses.

### Proposed works to the Webb Building:

- 8.8 Significant changes are proposed to the Webb Building, which form the most controversial aspect of the proposed development. This is because proposed changes are to the library, access to the new cafe pavilion, and changes to the western part behind the proposed new foyer block [which includes demolition]. This is a significant change to a listed building, therefore attention to detail is paramount.

The conservation officer's advice is that the adaptations to the interior are acceptable provided that appropriate conditions guarantee the detail.

- 8.9 Removal of the purpose designed and built book shelving from the Gutteridge Library is proposed.

### Proposed works to the Rank Building:

- 8.10 The existing building is not a success in townscape terms due to its bulky and horizontal emphasis, which is at odds with the conservation area. Therefore successful improvement is welcomed to this building.
- 8.11 The proposed development shows much better more vertical emphasis to the facade, but the materials proposed are questionable within the context of the site. These materials need to be controlled by condition.

### New building elements:

- 8.12 The lantern light over the new foyer block would be a significant feature in the streetscape as it marks an entrance. This is a very prominent area as it is a junction point for several of the building and routes around them.
- 8.13 The new entrance proposal will form a modest contrast with the Porter's Lodge entrance the other end of the Rank Building forming the new entrance to Wesley House. The new entrance is considered a vast improvement from the former garage entrance use. Again the success of these extensions to the Webb Building would depend upon good materials and detailing and appropriate conditions are therefore recommended.
- 8.14 The proposed cafe pavilion at the north side of the site is attached to the old Common Room (through which it is accessed). The amended submission of this element has been revised to be a lighter, more transparent structure with accordingly reduced impact on the common room/library building. The garden structure-based design can read as an addition in the setting provided by the grounds. More glazing in the roof and walls will result in better visibility of the rear walls and stone-mullioned, windows of the host building. The revised pavilion is subservient in the relationship of the host and "extension". The new terrace/basement upon which the pavilion would sit is revised to have less heavy detailing with railings rather than parapet.

8.15 Conditions are essential to control the detail of these changes but overall I am satisfied that the proposal conforms to planning policies 4/10 and 4/11 and the Framework.

### **Renewable energy and sustainability**

8.16 Sustainable measures have been put forward as part of the proposed scheme which are considered acceptable.

8.17 The Sustainability Officer has commented on this application and is satisfied with the sustainable measures put forward.

### **Disabled access**

8.18 The access officer has recommended some improvements to the scheme. I recommend informatives to highlight these issues to the applicants.

### **Residential Amenity**

8.19 I do not consider the proposal would have any impact on the amenity of neighbours.

### **Refuse Arrangements**

8.20 The Environmental Health department has recommend appropriate conditions for waste and recycling, which will enable the proposal to comply with Cambridge Local Plan (2006) policy 3/12.

### **Highway Safety**

8.21 The highway authority has raised no concerns about highway safety. In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

### **Planning Obligations**

#### ECATP Financial Contributions

As mentioned in section 6.1 of this report the site in question falls within the area for ECATP and the proposed development will increase daily trip generation by more than 50.

Currently a S106 legal agreement is being sought between the LPA, County Transport and the agent/applicant.

The Community Infrastructure Levy Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. If the planning obligation does not pass the tests then it is unlawful. The tests are that the planning obligation must be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010) provides a framework for expenditure of financial contributions collected through planning obligations. The applicants have indicated their willingness to enter into a S106 planning obligation in accordance with the requirements of the Strategy and relevant Supplementary Planning Documents. The proposed development triggers the requirement for the following community infrastructure:

### Transport

Contributions towards catering for additional trips generated by proposed development are sought where 50 or more (all mode) trips on a daily basis are likely to be generated. The site lies within the Eastern Corridor Area Transport Plan. The contribution sought is J27,480 total.

Subject to the completion of a S106 planning obligation to secure this infrastructure provision, I am satisfied that the proposal accords with Cambridge Local Plan (2006) policies 8/3 and 10/1 and the Planning Obligation Strategy 2010.

### Planning Obligations Conclusion

It is my view that the planning obligation is necessary, directly related to the development and fairly and reasonably in scale

and kind to the development and therefore the Planning Obligation passes the tests set by the Community Infrastructure Levy Regulations 2010.

## 10.0 RECOMMENDATION

**APPROVE** subject to completion of the s106 Agreement by 4<sup>th</sup> May 2015 and the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Except with the prior written agreement of the local planning authority no construction work or demolition shall be carried out or plant operated other than between the following hours: 0800 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2006 policy 4/13)

4. Before the development/use hereby permitted is commenced, a scheme for the insulation of the building(s) and/or plant in order to minimise the level of noise emanating from the said building(s) and/or plant shall be submitted to and approved in writing by the local planning authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

Reason: To protect the amenity of nearby properties (Cambridge Local Plan 2006 policy 4/13)

5. Except with the prior agreement of the local planning authority in writing, there should be no collection or deliveries to the site during the demolition and construction stages outside the hours of 0700 hrs and 1900 hrs on Monday - Saturday and there should be no collections or deliveries on Sundays or Bank and public holidays.

Reason: Due to the proximity of residential properties to this premises and that extensive refurbishment will be required, the above conditions are recommended to protect the amenity of these residential properties throughout the redevelopment in accordance with policies 4/13 and 6/10 of the Cambridge Local Plan (2006)

6. Prior to the commencement of development/construction, details of the ventilation scheme for the residential units on the façade fronting X shall be submitted to and approved in writing by the local planning authority. The scheme shall be installed before the use hereby permitted is commenced and shall not be altered without prior approval.

Reason: In the interest of Environmental Health

7. To protect local amenity, the hours of use for the external terrace/patio of the bar/café shall be limited to:

Monday - Saturday = 09:00 hrs - 23:00 hrs

Sundays and Bank Holidays = 10:00 hrs - 22:00 hrs

Outside these hours, doors and windows should remain closed when amplified music is played.

Reason: In the interest of Environmental Health

8. Prior to the commencement of development, full details of the on-site storage facilities for commercial waste, including waste for recycling shall be submitted to and approved in writing by the local planning authority. Such details shall identify the specific positions of where wheeled bins, or any other means of storage will be stationed and the specific arrangements to enable collection from within 10m of the kerbside of the adopted highway/ refuse collection vehicle access point and the arrangements for the disposal of waste shall be provided and shall include provision for a minimum of 50% recycling/organic capacity. The approved facilities shall be provided prior to the commencement of the use hereby permitted and shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (Cambridgeshire and Peterborough Structure Plan 2003 policy P1/3 and Cambridge Local Plan 1996 policies BE2 and BE4).

9. Prior to the commencement of development, full details of the on-site storage facilities for waste including waste for recycling shall be submitted to and approved in writing by the local planning authority. Such details shall identify the specific positions of where wheeled bins, will be stationed and the specific arrangements to enable collection from within 10m of the kerbside of the adopted highway/ refuse collection vehicle access point. The approved facilities shall be provided prior to the commencement of the use hereby permitted and shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To protect the amenities of nearby residents/occupiers and in the interests of visual amenity. (Cambridgeshire and Peterborough Structure Plan 2003 policy P1/3 and Cambridge Local Plan 1996 policies BE2 and BE4)

10. To satisfy standard condition C62 (Noise Insulation), the rating level (in accordance with BS4142:1997) from all plant, equipment and vents etc (collectively) associated with this application should be less than or equal to the existing background level (L90) at the boundary of the premises subject to this application and having regard to noise sensitive premises.

Tonal/impulsive noise frequencies should be eliminated or at least considered in any assessment and should carry an additional 5 dB(A) correction. This is to guard against any creeping background noise in the area and prevent unreasonable noise disturbance to other premises. This requirement applies both during the day (0700 to 2300 hrs over any one hour period) and night time (2300 to 0700 hrs over any one 5 minute period).

It is recommended that the agent/applicant submits a noise prediction survey/report in accordance with the principles of BS4142: 1997 "Method for rating industrial noise affecting mixed residential and industrial areas" or similar, concerning the effects on amenity rather than likelihood for complaints. Noise levels shall be predicted at the boundary having regard to neighbouring premises.

Such a survey / report should include: a large scale plan of the site in relation to neighbouring premises; noise sources and measurement / prediction points marked on plan; a list of noise sources; details of proposed noise sources / type of plant such as: number, location, sound power levels, noise frequency spectrums, noise directionality of plant, noise levels from duct intake or discharge points; details of noise mitigation measures (attenuation details of any intended enclosures, silencers or barriers); description of full noise calculation procedures; noise levels at a representative sample of noise sensitive locations and hours of operation.

Any report shall include raw measurement data so that conclusions may be thoroughly evaluated and calculations checked.

11. The Council has produced a guidance document to provide information to developers on how to deal with air quality and air pollution issues. The document, 'Developers Guide to Air Quality in Cambridge' can be downloaded from the City Council website on  
<http://www.cambridge.gov.uk/ccm/content/environment-and-recycling/pollution-noise-and-nuisance/air-pollution/air-quality-guide-for-developers.en>.  
Hard copies can also be provided upon request.

12. As the premises is intended to be run as a food business the applicant is reminded that under the Food Safety Act 1990 (as amended) the premises will need to be registered with Cambridge City Council. In order to avoid additional costs it is recommended that the applicant ensure that the kitchen, food preparation and food storage areas comply with food hygiene legislation, before construction starts. Contact the Commercial Team of the Refuse and Environmental Service at Cambridge City Council on telephone number (01223) 457890 for further information.
13. If the premises is intended to provide alcohol, regulated entertainment or food after 11pm or before 5am it may require a Premise Licence under the Licensing Act 2003. The applicant is advised to contact The Licensing Team of Environmental Health at Cambridge City Council on telephone number (01223) 457899 for further information.
14. Notwithstanding submitted Drg NMLA-1402-P1-00-012 "Site Plan - Future Phases", this permission does not include the additional development indicated thereon.

Reason: For the avoidance of doubt and in the interest of good planning.

15. Notwithstanding submitted Drawing NMLA-1402-P1-00-101 Rev P1, no three-dimensional fence, wall or other structure shall be erected to subdivide the West Court.

Reason: In order to maintain the open character of the historic courtyard and Listed buildings and to be consistent with Cambridge Local Plan policy 4/10.

16. Prior to the commencement of development and prior to any excavation works taking place on the site, the need for an archaeological investigation (regarding eg the café/pavilion basement excavations) to be undertaken is to be established via the County Archaeologist.

Reason: In the interest of architectural and/or historic merit.

17. Prior to the commencement of development full details of bicycle & waste / recycling bin stores including screening / cladding / roofing materials, etc. to be submitted to and approved in writing by the LPA. Works shall thereafter be constructed only in accordance with the approved details.

Reason: In the interest of architectural and/or historic merit

18. Prior to the commencement of development a hard landscaping scheme, including full details of external ramps, steps, railings, piers, gates, walls, coping stones, capstones, surface and boundary treatments, is to be submitted to and approved in writing by the LPA. Landscape works shall thereafter be constructed only in accordance with the approved details.

Reason: In the interest of architectural and/or historic merit

19. All manhole or similar covers are to be of the infilled type [ie: a steel or other tray containing paving materials to match the surroundings] and if the cover crosses a boundary between two paving material types, the infill shall include both types to match. Works to manhole covers shall thereafter be constructed only in accordance with the foregoing.

Reason: In the interest of architectural and/or historic merit

20. Prior to the commencement of development full details of all glass walling systems [including framing, fixing, tinting, solar control, fritting, etching, etc.] are to be submitted to and approved in writing by the LPA.

Reason: In the interest of architectural and/or historic merit

21. Standard external materials Condition relating to new facades to front & rear of Rank Building & new Entrance/Link Block.

Reason: In the interest of architectural and/or historic merit

22. No development shall commence until s106 agreement has been agreed and approved in writing by the Local Planning Authority

Reason: to ensure the proposed development is in accordance with local policy.

**INFORMATIVE:** Discharge of the foregoing Conditions cannot be made by the unaccompanied submission of Working Drawings. Each submission shall be cross-referenced to the appropriate part of the appropriate drawing or sample and related to the numbered Condition as described in the Notice of Decision.

**INFORMATIVE:** This permission does not include for the additional development indicated on Drg NMLA-1402-P1-00-012 "Site Plan - Future Phases".

**INFORMATIVE:** If geocellular storage is chosen, this will need to be sited away from any tree root zones and measures will need to be implemented to ensure that future tree planting does not take place above these crates.

**INFORMATIVE:** It is encouraged for the applicant to give further consideration to how surface water drainage for future development could be integrated into landscape proposals, taking a water sensitive urban design approach.

1. The auditorium, teaching rooms and reception all need hearing loops.
2. If the double doors are not power assisted asymmetric doors with one leaf being a minimum of 900mm is best.
3. Reception seating should be of mixed height with and without arms.
4. Good colour contrast and signage should be used to aid visually impaired people.
5. Hand rails where seating is on stepped levels.
6. The access officer needs to see redesign of 5% of bedrooms/flats to be properly assessable.

**2. Unless prior agreement has been obtained from the Head of Planning, in consultation with the Chair and Spokesperson of this Committee to extend the period for completion of the Planning Obligation required in connection with this development, if the Obligation has not been completed by #, or if Committee determine that the application be refused against officer recommendation of approval, it is recommended that the application be refused for the following reason(s):**

The proposed development does not make appropriate provision for transport mitigation measures in accordance with Cambridge Local Plan 2006 policies 8/3 and 10/1 and the Eastern Corridor Area Transport Plan 2002.

3. In the event that the application is refused, and an Appeal is lodged against the decision to refuse this application, delegated authority is sought to allow officers to negotiate and complete the Planning Obligation required in connection with this development