### **PLANNING COMMITTEE**

**Application** 16/0405/FUL **Agenda** Number Item Mr Toby **Date Received** Officer 4th April 2016 Williams **Target Date** 4th July 2016 Ward Market Christs College St Andrews Street Cambridge Site Cambridgeshire CB2 3BU **Proposal** New library (1539 sq m), the enclosure of Library Court (201 sq m) and the provision of bridge access between the first floor of the new library and the South Range and Bodley Library. Internal and external alterations to Bodley Library and South Range (Staircase G and Guest Suite) and the South Elevation of South Range between First Court and Library Court. Involves the demolition of the existing library (809 sq m).

**Applicant** Mr David Ball

St Andrews Street Cambridge CB2 3BU United

Date: 31<sup>ST</sup> AUGUST 2016

Kingdom

SUMMARY	The development accords with the Development Plan for the following reasons:
	-The heritage impact on the associated listed buildings and character and appearance of the Conservation Area is acceptable.
	-The scale and design of the proposal is acceptable
	-The proposed new library would meet the needs of Christ's College
RECOMMENDATION	APPROVAL

### 1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 Christ's College is located in the historic core of the City centre. It stands immediately east of St. Andrew's Street/Hobson Street, and is bordered by King Street to the north, Christ's Pieces to the east, and the Bradwell's Court redevelopment to the south. The application site is the existing Christ's College library, which includes the existing 1970's library (designed by Christopher Grillet), the Bodley Library (C19) and West Range, South Range (early C16) and Bath Court. These are located in the south corner of the College grounds. The Bodley Library punctuates the corner of Christ's Lane where it meets St Andrews Street. The 1970's library abuts Christ's Lane, turning inwards and thus meets the lane in the form of a brick wall.
- 1.2 The affected Christ's College buildings are grade I listed. Christ's College has been placed by Historic England on the Register of Parks and Gardens of Special Historic Interest in England at Grade II. The site falls within the Central Conservation Area. There are tree preservation orders within the Christ's College grounds but none are affected by the proposal. The site falls within the controlled parking zone.
- 1.3 Many surrounding buildings, including buildings within and outside the College grounds are listed.

### 2.0 THE PROPOSAL

- 2.1 Full planning permission and listed building consent are sought for the demolition of the existing 1970's library, the provision of new and upgraded library facilities for the College (1,539sqm), a new glazed atrium amenity space, bridge links between the first floor of the new library and the South Range and the Bodley Library. Various internal and external alterations to the Bodley Library and the South Range rooms are also proposed.
- 2.2 The applications are identical to previous applications 11/0495/FUL and 11/0516/LBC which have recently expired.
- 2.3 The applications are considered together in this report for planning permission as they are intrinsically related, albeit the proposed Listed Building conditions are attached separately under the relevant agenda item.

- 2.4 The proposed new library will provide additional reader spaces with open and closed shelving, including a purpose built rare books room, meeting rooms and associated storage and staffing offices/facilities.
- 2.5 The main components of the proposals include:

New Library (1,539sqm)
Enclosure of Bath Court (201sqm) with a glazed atrium
Provision of bridge access between first floor of new
library and South Range and Bodley Library.
Internal and external alterations to South Range and
Bodley Library
Demolition of the existing 1970's Grillet library (809 sqm).

- 2.6 The application is accompanied by the following supporting information:
  - 1. Design and Access Statement
  - 2. Heritage Statement
  - 3. Planning Statement
  - 4. Environmental Noise Survey and Plant Noise Assessment
  - 5. Archaeological Desktop Assessment
  - 6. Sustainable Design and Construction Statement
  - 7. Structural Report
  - 8. A full drawings package
- 2.7 In response to a number of concerns raised by consultees and third parties relating to heritage and drainage issues, the applicants have produced a note detailing their response and have issued a Drainage Strategy and a report concerning moisture build-up within Bath Court. I have re-consulted the Urban Design and Conservation Team and drainage consultees accordingly and where I have received further responses I have summarised these within the report. Any further comments will be reported on the amendment or orally at the Committee meeting.

### 3.0 RELEVANT SITE HISTORY

Reference	Description			A/C,			
							REF, W/D
16/0406/LBC	New	library	(1539	sq	m),	the	Current

	enclosure of Library Court (201 sq m) and the provision of bridge access between the first floor of the new library and the South Range and Bodley Library. Internal and external alterations to Bodley Library and South Range (Staircase G and Guest Suite) and the South Elevation of South Range between First Court and Library Court. Involves the demolition of the existing library (809 sq m).	
11/0495/FUL	New library (1539 sq m), the enclosure of Library Court (201 sq m) and the provision of bridge access between the first floor of the new library and the South Range and Bodley Library. Demolition of the existing library (809 sq m).	A/C
11/0516/LBC	Internal and external alterations to Bodley Library and South Range (Staircase G and Guest Suite) and the South Elevation of South Range between First Court and Library Court. The demolition of the existing Grillet library (809 sq m) to grade I listed building.	A/C

- 3.1 Both 11/0495/FUL and 11/0516/LBC were granted on 5 July 2013 with a timescale of three years for implementation. Neither of these two permissions has been implemented and both lapsed on 5<sup>th</sup> July 2016. The applicants state that the College has been unable to find sufficient funding for the project and cannot initiate lengthy detailed design work until this is secured under the current proposal. The applicants are seeking 5 year periods for implementation as opposed to the normal 3 year period in order to give more time for fund raising for the project and the detailed design work to be carried out. The current proposals under consideration are exactly the same as those approved in July 2013
- 3.2 Opposite the site is the Bradwell's Court redevelopment, consisting of new retail space and 15 residential units, granted

planning permission in September 2005. The development was completed in December 2007 and involved the re-opening of Christ's Lane.

### 4.0 **PUBLICITY**

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

### 5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2006 policies, Supplementary Planning Documents and Material Considerations.
- 5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge	Local	3/1 3/4 3/7, 3/11 3/12 3/14
Plan 2006		4/10 4/11 4/13
		7/5
		8/2 8/4 8/6 8/10 8/16
		10/1

5.3 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
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Public Art (January 2010)
Material	City Wide Guidance

Considerations	Cambridge and South Cambridgeshire Strategic Flood Risk Assessment
	(November 2010)
	Strategic Flood Risk Assessment (2005)
	Cambridge City Council - Guidance for the application of Policy 3/13 (Tall Buildings and the Skyline) of the Cambridge Local Plan (2006) (2012)
	CIL Regulations
	Area Guidelines
	Cambridge Historic Core Conservation Area Appraisal (2006)
	Christs Pieces/New Square Conservation Plan (2001)

# 5.4 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.

5.5 For the application considered in this report, there are no policies in the emerging Local Plan that should be taken into account.

### 6.0 CONSULTATIONS

# **Cambridgeshire County Council (Highways Development Management)**

6.1 No Objection: The development should have no significant impact on the public highway. Recommends conditions and informatives in relation to: development within the highway; and traffic management.

### **Environmental Health**

6.2 No Objection: Recommends conditions in relation to: construction hours; details of contractor operations; collection hours during construction; construction/demolition noise/vibration; piling; dust; odour filtration / extraction; plant insulation; and artificial lighting. A number of informatives are proposed.

# **Urban Design and Conservation Team**

6.3 Objection: The application should be withdrawn to allow time for the LPA and Historic England's concerns to be addressed – both major concerns, like the bridge link and the library top floor, and lesser concerns like the glass doors in the LB.

# Reason(s) for refusal:

Harm ca	aused by	the link	bridge to	the South	Range
Harm ca	aused by	the top	floor of th	ne new libra	ary

The previous comments of the Urban Design and Conservation Team are summarised below and where in *italics* represent additional commentary:

# **Demolition**

The existing library is not of great architectural or historic interest. It was designed by an architectural practice of modest local interest but none of their buildings have been considered worthy of Listed status. Its low-key presence within the College and near invisibility in the public realm means that its removal would not have a significant visual or other effect upon the

setting of LBs or the surrounding CA. No objection subject to conditions.

### **Listed Alterations**

### **Bodley Library**

Ground Floor: No objection to the changes.

First Floor: Removal of the modern 'clutter', the conversion of the old library office to an exhibition space and the conversion of the former Fellows' Office are acceptable. The provision of sliding glass doors between it and the library are unacceptable in terms of visual intrusion and inappropriateness. They could be conditioned as per Historic England advice.

# South Range

Ground Floor: Stair G, the passage and stair are recent and there is no objection to alteration/removal and to the reopening of the Buttery doorway. The proposed use of frameless glazing for the window and for the doors will look incongruous and bring an intrusive degree of reflectivity. The glazing treatment and location could be conditioned as per Historic England advice.

First Floor: The conversion of the window to a door for access to the proposed external bridge link is not justified. It appears that adequate space at the foot of the winder stair to the next floor cannot be provided to make DDA-compliant access. If older Fellows find it hard to access the parlour, the first thought should be to find a more suitable room, <u>not</u> to knock holes in a Grade I LB.

# Covered court

The suggestion that the former Bath Court could be enclosed by a glass roof to provide a social meeting space has merit. Linking it to the Buttery and having a clearer route from the historic court at ground level is acceptable. Changed environmental conditions (moisture penetration), and the impact upon the setting of the LBs and issues of structural alterations for support off the listed building need to be considered/conditioned.

As the shape of the courtyard is irregular it is not easy to find a

glazed roof form that works well. The structure, rainwater drainage and noise generation [within the enclosure] have been considered but not fully detailed. These all seem to work for the area along the length of the South Range – although the glazed 'gable ends' to each element will look odd from the dormer windows – but the much more awkward space adjacent to the Bodley Library does not work well. Bringing the glass up over the castellations to avoid the projecting bay looks clumsy and makes for an awkward junction in the parapet gutter. It cannot but look incongruous when viewed from below. Recommends conditions to seek detail of junction with the Bodley Library.

# New library

By pulling the new building back from the Bodley Library and making the link longer [at GF & FF] there is more 'elbow room' to create the new social/café court.

The bridge link would break up the volume of the newly created court in an obtrusive and detrimental way to the setting of the LBs and is unacceptable in planning permission terms.

When looked at from the public realm the building would appear too bulky because of the metal-clad Third Floor. It would be noticeable against the sky and a dark, oppressive block on top of the remainder of the new building enclosing Christ's Lane.

The concept of the GF elevation to Christ's Lane being a memory of a historic boundary above which the new building rises works well in the views presented. The projecting oriel windows give some sense of connection between the activities within the library and the outside Suggests conditions accordingly.

Addendum: Since the last submission of this scheme the NPPF has become the point of reference for considering such proposals. "NPPF para 13 requires great weight to be given to the Asset's conservation (particularly in this case – with grade I Listed Buildings). Significance can be harmed through alterations ....or development within the setting. Regarding alterations to e.g. the Bodley library those highlighted as unsympathetic need to be successfully mitigated if they are not to be regarded as harmful in terms of paras 132-134.

Regarding setting, the existing 1970s library would be replaced by the proposed library. So the questions are, is there any additional impact on the Listed Buildings (or conservation area) in terms for instance, of scale or as a result of the covering of the open space between the buildings.

The latter returns us to the alterations. If there is harm from these, it does not appear to be substantial harm (in that neither the City Conservation Officers nor EH have suggested it is) and so NPPF para 134 would apply. This is not to say that less than substantial harm means a less than substantial objection - there remains a requirement to give "great weight" (NPPF) to the conservation of the heritage assets therefore either further satisfactory detail/revisions should be made up-front (i.e. before determination) or it must be clear that such alterations can confidently be dealt with via conditions. The latter does not appear to apply to some of the points raised (Bridge link to South Range, top floor) hence the recommendation that the scheme needs revision.

Officer Note: At the time of writing this report no further comments have been received from the Urban Design and Conservation Team regarding the additional note and information regarding moisture build-up within the atrium space provided by the applicants. I will report any further comments that I receive on the amendment sheet or orally at the meeting.

# **Historic England**

6.4 No objection: The creation of a space for visitors to visit the Bodley Library and information in relation to it is welcome. This is part of a larger scheme to sensibly reorder the library itself. Concern is raised regarding the introduction of a glass screen into the door at the north end of the Bodley library and a new glass door for staircase G. The need for some form of barrier for security and management of visitors is accepted for the Bodley library, but whether this should be a modern insertion is questioned, as the space is the focus of a view along the central aisle of the library. Recommends conditions to control the detailed execution of these two glazing elements.

The roofing over Bath Court will have a dramatic impact on the space between buildings. However, this is not a formal college court and was previously a garden prior to the construction of

the Grillet library, which does not address this space positively. On balance, the enclosure of the Court is therefore acceptable, subject to conditions to secure clean and simple detailing in order that the glazed roof does not rival the views of the historic fabric. The glazing detail should be conditioned, as its final design will not be settled until a manufacturer is appointed.

No objection is raised to the proposed treatment of the Christ's Lane elevation. The proposed treatment of this elevation reflects the previous garden wall and the established tradition of many Colleges as inward looking, becoming more open at upper floors.

The Christ's Lane elevation will only be seen in oblique views and the illustrative material suggests that, subject to appropriate detailing, it will enhance the character and appearance of this part of the Conservation Area.

### **Police Architectural Liaison Officer**

6.5 No Objection: The Design and Access Statement has been reviewed. Available to provide further comment as required.

# **Local Lead Flood Authority**

# 6.6 First Response

Objection: In the absence of a drainage strategy/FRA an objection is raised to the grant of planning permission as there is insufficient information in order to determine the impact of the proposal.

# Second Response

No Objection: The submitted surface water drainage strategy indicates that there will not be an increase in impermeable area. There will be no increase in discharge rate. There are no concerns raised on this basis. The applicant's approach to use of a rainwater harvesting tank, green wall and additional planting is supported. They recommend a condition relating to long term maintenance arrangements and details of any SuDS system.

# **Sustainable Drainage Engineer**

# 6.7 First Response

Not Possible to Comment: There is no information regarding the drainage of the proposal. The information should include an assessment of the existing drainage regime compared with the proposed. Where possible a reduction in overall runoff is sought (20%). Concerns the above ground rainwater goods have been designed for aesthetics and conservation reasons and may not have the capacity to function during an extreme rainfall event. A greater consideration is required of these elements. A management plan for the drainage should be provided.

# Second Response

No Objection: The drainage report is based on very little on-site investigations and only a site walkover without any CCTV investigation of the piped network. This may be acceptable at this stage, but due to the sensitive nature of the building and the future proposed use it should form the basis of the detailed drainage design which should be secured by way of a condition.

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

6.8	Part Object/Part Support: There are many aspects of the scheme that are supported, including:
	The hierarchical approach to reducing carbon emissions; The proposals to exceed policy requirements for renewable energy through the use of ground source heat pumps; Sourcing of local materials where possible, zero pvc, all timber to be responsibly sourced (FSC) and the use of low toxicity materials; The use of Mechanical Ventilation with Heat Recovery (MVHR), which will help to maintain a healthy indoor environment;
	Recycling of construction waste, although no target has been set  There are some areas where further consideration is required:
	Water use -the specification of a green wall could lead to considerable water use from irrigation. The applicant should

- clarify whether any consideration has been given to minimising the use of potable water for irrigation of this feature;
- □ Recommend use of solar control glazing on Christ's Lane windows to combat excessive summer solar gain. Confirmation sought;
- ☐ Share the concerns of the Council's Sustainable Drainage Engineer regarding the lack of consideration of drainage as part of this scheme.

# Renewable Energy Provision

6.9 In accordance with the requirements of policy 8/16 of the Cambridge local Plan 2006, the technology being employed to meet the 10% requirement is ground source heat pumps, an approach that is supported. Carbon calculations have been provided show that compared to a non-renewable approach, the use of the Ground Source Heat Pump will lead to a reduction of 14,085 Kg/CO<sub>2</sub>/annum, which equates to a 31% reduction in emissions. This approach, which exceeds the requirements of policy 8/16 is supported.

### **Conclusion**

6.10 Unable to give full support until further information related to drainage is provided in consultation with the Council's Sustainable Drainage Engineer. Recommends securing renewable energy provision through condition.

# **Landscape Officer**

6.11 No Objection: A green wall has been proposed at the eastern end of the glass covered atrium space. Green walls present a very significant maintenance burden in the form of irrigation requirements, replacement planting, fertilisation and the machinery/pumps etc. which maintain the health of the plants. As the area is enclosed, further care may be needed to control moisture/humidity requirements for some plants. Recommend that thorough research is done on any system the College might want to use so that success is achieved. Even standard bedding would be challenging in this area as no natural precipitation would be available so all watering would be through artificial means.

# **Cambridgeshire County Council (Archaeology)**

6.12 The site has high archaeological potential. Recommends a condition to secure a programme of archaeological works/recording.

### **Access Officer**

6.13 No Objection: Asks for dropped height counters and hearing loops.

# **Design and Conservation Panel: Meeting of 8 June 2011**

The Panel's comments are as follows:

The Glazed Roof. The issue of how the new glazed roof touches the existing fabric has been successfully addressed, as
had the associated issues of drainage, cleaning and environmental control.
Glazed bridge. The Panel, although keen for alternatives to be
explored last time, accept the college's reasons for its retention
and feel that, with the sense of animation brought to the
northern end of the court by the access now provided to the
buttery, there is no danger of the space to the north of the
bridge being a 'dead end'.
Christ's Lane elevation. The Panel thought this, particularly the
introduction of paired Oriel windows greatly improved. The
Panel did, however, express some concerns about the
maintenance of glazed apertures along the Lane. Louvre screen. The Panel wondered whether this could be used
as an opportunity for art.
Levels. The change in levels along Christ's Lane might be
emphasised by the introduction of a stone 'skirting' running
along the base of the library wall.
Brick choice. The Panel strongly urges the choice of a high
quality brick and wondered whether a local company might be
approached to achieve a good match to the existing brick.
The Panel welcomed the movement away from stack bonding.
Sliding (glazed) door to G staircase. The provision of a glazed
screen, an issue raised in Historic England's discussion with the
College, was discussed by the Panel who concluded that if it was to be kept open most of the time, it would be an ineffective
were to be kept open most of the time, it would be an ineffective barrier against heat loss (at a time when energy saving should
be a key concern.) The Panel on the whole remained
at the state of th

ambivalent to the inclusion of the screen and noted that, whatever the outcome of the discussion with Historic England, the qualities of the project were not imperilled.

### Conclusion

The Panel judged that the designers had successfully addressed the concerns about the glazed roof and the elevation to Christ's Lane expressed last time. The Panel welcomed the elegance of the solution to the problems of supporting, draining and cleaning the glazed roof, were persuaded that the environmental qualities of the proposed court had been appropriately explored and thought the scheme would represent a very real enhancement of the College and Christ's Lane.

# **VERDICT – GREEN (unanimous)**

# **Disability Consultative Panel:**

- 6.14 No Objection: The Panel would expect this to be a high quality proposal incorporating a variety of accessible features. The provision of a variety of seating styles as well as a visual and an audio alarm system is emphasised. The designers behind the Christ's College library to be invited to a future Panel meeting to describe their proposal in detail.
- 6.15 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

### 7.0 REPRESENTATIONS

- 7.1 The owners/occupiers of the following addresses have made representations:
  - -10 Quaker Lane, Waltham Abbey EN9 1FB
  - -12 Parkway, Romford rm2 5nt
  - -14 Bollard Circuit, Clear Island Waters, QLD, Australia
  - -14 Kendal Avenue, Maplewood, New Jersey
  - -16, Bepton Close, Midhurst gu29 9qr
  - -17 Gidea Close, Romford
  - -19 Meadway Romford RM2 5NU
  - -34 Meadway, Gidea Park, Romford

- -42 Maple Avenue, Madison, Wisconsin
- -67 Highview Avenue, Bernardsviile, New Jersey
- -86 Bodmin Road, Chelmsford
- -117 Curtain Road, London
- -141 Washington Avenue, Basking Ridge, New Jersey
- -154 Rogers Ave Apt 4L, Birmingham
- -155 Hadlow Road, Tonbridge TN10 4HF
- -414, 2nd Street, Jersey City
- -1625 Country Club Circle, Charlottesville
- -Chatterwood, Huntsbottom Lane, Liss
- -The Warehouse, Castle Wharf, Ravens lane, Berkhamsted Hertfordshire HP4 2DZ
- -University Heights, Newark

# 7.2 The representations can be summarised as follows:

### Glazed Atrium

The atrium is out of character with the historical context and will make a continuous historical and contemporary space, harming the integrity of the setting of the historic facades.
The exterior walls will become interior walls and will not age and weather in time.
The glass atrium would create reflections and glare and with automated skylight shading, it would result in a loss of daylight to windows and rooms within the Old Library.
The blending/merging of building structures with the atrium is misguided and nadve and whilst the scheme represents the current educational fashion of informal
study, it is misused in this case.
A glazed roof presents technical issues.  The proposed glazed atrium will obscure the original roof
form of the South Range, including its chimneys and dormers.
The atrium will connect awkwardly to the listed building.
The design of the atrium where it rises over/within the castellations of the Bodley Library wall is unacceptable. To provide a water tight seal along the gutter line will require channels, holes and other points of attachment to the historic structure. This damage cannot be undone. The proposal would result in a 200ft long recessed gutter which would be prone to water infiltration and would be inaccessible.

# Design of the New Library The proposed design is not in context or sympathetic and would not preserve the character of the heritage asset. The wall onto Christ's lane would be over-scaled. A modern structure should not be proposed for a historic

building.
The scheme is too bulky and would dominate the listed building in terms of scale, materials and siting and harm the setting of adjacent listed buildings.

The proposal is overly ambitious for the restricted site.

# Damage to Historical Fabric

The proposal would damage the range internally and externally.

The internal gutter would be difficult to maintain and may cause water damage and will require support from the existing historic building.

The placement of a new building so close to a 500 year old structure, which has no foundation, would be detrimental to its fabric causing in time, fissures, distorting of timbers distress to masonry and altering soil pressures.

There is no technical data to demonstrate that damage would not occur to the South Range from the construction of the new basement. Independent expert advice needs to be sought with regard to this issue.

# Impact on the Conservation Area

☐ The outside face of the scheme would be detrimental to the character and appearance of the Conservation Area.

☐ The scheme would not better reveal the significance of the Conservation Area.

☐ The proposal is contrary to paragraph 133 of the NPPF.

There would be minimal wider public benefit which would not outweigh the harm to the Conservation Area

☐ The scheme would reduce wider views of Bath Court.

☐ The streetscape would be harmfully narrowed by the proposal.

### Other Issues

	Alumni.
	Other locations should be explored for a new library.
	The Chapel window engraving of the layout of the College
	grounds would no longer be accurate.
	Christ's College is one of the few colleges that has not
	been altered since 1690 and this is how it should remain.
	The scheme is no different to the one submitted and
	approved previously.
	The policy context has changed and the NPPF, Section
	12, would indicate that substantial harm would result.
	Cultural, environmental and visual harm would arise from
	granting permission.
	Interior spaces would be shaded.
	The 1970's Library was an error of judgement. The new
	library is larger and closer and should not be attached to
	the Old Library.
	Removal of the Old Library welcomed.

Poor public consultation and engagement, especially with

7.3 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

### 8.0 ASSESSMENT

# **Background**

- 8.1 Both the current application for planning permission and listed building consent are identical to previous applications 11/0495/FUL and 11/0516/LBC granted on 5 July 2013. Both applications lapsed this year. The physical constraints of the site have not altered. The same heritage issues apply to the consideration of the current applications as they did before.
- 8.2 In terms of policy, the Cambridge Local Plan (2006) was in place then as it is now. National policy context has changed since consideration by Members of the Planning Committee and the NPPF and its associated guidance have replaced PPS1 and PPS5. Section 12 of the NPPF (particularly paras. 131-134) is relevant with regard to conserving and enhancing the historic environment. Paragraph 134 indicates that where development will lead to less than substantial harm to the significance of a designated heritage asset, the harm should be weighed against the public benefits of the proposal, including securing its

optimum viable use. The earlier approvals, whilst not implemented and whilst they do not bind Members, indicate a need for consistency in how to approach the decisions.

# **Principle of Development**

- 8.3 The application building and the immediate surroundings are well-established and prominent parts of the street scene in the City centre. The principle of the need to upgrade existing facilities is set out clearly within the supporting documentation to the application(s). This includes: a lack of shelf, archive space and associated reading room space; inadequate study, social/meeting room areas and staff space; and poor access arrangements. The library facilities also suffer from poor temperature regulation and exposure to noise. The Design and Access Statement includes a Statement of Need which sets out the existing current issues for the College in great detail and goes on to justify the College's needs and hence the various components that make up the brief.
- 8.4 The needs are recognised and accepted and have not been questioned by any of the consultees or third parties. The principle of the development is acceptable and in accordance with the thrust of policy local plan policy 7/5 in that it would support the provision of new premises which better suit contemporary teaching and research needs and thus foster Cambridge's knowledge based economy. This support, in principle, is subject to the scheme passing local plan policies 4/10, 4/11 and NPPF guidance in respect of the impact on the heritage assets.

# Context of site, design and external spaces

# Historical and Architectural Significance of the Site

- 8.5 The site lies within the Central Conservation Area within Christ's College grounds adjacent to and incorporating Grade I listed buildings. The utmost care therefore needs to be taken to ensure that the impact of the scheme on the various heritage assets that are involved is appropriate. The application includes a Heritage Statement, which details the importance of these.
- 8.6 In relation to the scheme, by virtue of the Grade I listing, the site is regarded as having a very high significance in terms of its

- architectural and historical interest. In particular the following should be noted:
- 8.7 South Range: Christ's College is one of the earliest Colleges in Cambridge and this range is one of only a few which dates from the early C16 without significant alteration, particularly the south elevation of the South Range which faces Bath Court. Charles Darwin lived in the South Range. The Darwin Room retains much original fabric and there is documentary record that survives, including written documents by Darwin, in which he records his memories of his time at the College.
- 8.8 Bath Court: Enclosed by the South Range to the north, the 1970's Grillet Library to the south, the Bodley Library to the west and more modern C20 additions to the east, it's use has primarily been functional, currently adjacent to the kitchens. It was used as a garden originally, but incremental development led to erection of the Grillet Library within it. It is not a principal court and in terms of the remaining external space, this is deemed to have a low significance, consisting of modern materials and a lonesome Chusan Palm tree. Its eastern half is dominated by a fire escape. The space is difficult to access. There is high archaeological potential within the court.
- 8.9 Grillet Library: This is not recognised in the Heritage Statement as worthy of retention. Built in the 1970's, it is contemporary in architectural style and is awkwardly juxtaposed adjacent to the South Range and the Bodley Library. It presents a poor and unrewarding southern brick facade to the re-opened Christ's Lane and an uncompromising metal and dark glass facade on its northern side facing the South Range, which is typical of its period. The Grillet Library incorporates a bridge to the adjacent West Range.
- 8.10 West Range: This is the most publicly visible and recognisable range, which includes a C19 southern Gothic style extension by Bodley, considered to be one of the most important Victorian ecclesiastical architects and a fine example of his work. The exterior is dressed in Ketton Stone, with stone mullioned windows, stone banding and a crenellated parapet. The interiors of the library are of high quality, incorporating decorative panelling, plasterwork and fireplaces. In particular, the first floor of the library retains many of its C19 features

- including regularly spaced bookcases and radiators, which formed part of Bodley's design.
- 8.11 The Heritage Statement concludes that Bath Court presents a clear opportunity for enhancement to improve the quality of the space and that the Grillet Library, while of good quality, is showing its age and is beginning to fail. The Grillet Library is not considered to have exceptional architectural or historical interest in its own right. I do not disagree with this assessment.
- 8.12 As such, both Bath Court and the Grillet Library present an opportunity for redevelopment, but only of the highest quality given the architectural and historical significance of the adjacent buildings. In my opinion, there are clearly opportunities to improve the setting of the South and West Ranges in terms of proximity of build, to improve the appearance of Bath Court itself as it faces internally to these ranges but also externally onto Christ's Lane. Taken together with the various internal alterations to rooms and the assessment of their significance, I am satisfied that in principle the site for the new library is justified, subject to an assessment of the merits of the scheme in relation to adopted policy and national guidance.

# Overview of the Scheme

- 8.13 The new library is sited along Christ's Lane. It incorporates a basement, ground, first, second and third floors.
- 8.14 The basement contains racking space, a double height reader space and a plant room. The basement extends underneath Bath Court close to the South and West Ranges.
- 8.15 At ground floor, reading space is provided together with staff, office space, toilet facilities, a lift and various staircases internal and external to the building. The ground floor proposal includes the provision of a library court a glazed atrium social meeting place with direct access reformed through a blocked-up entrance to the Buttery and improved direct access from First Court at staircase G. Works are proposed to the ground floor of the Bodley Library to provide 4 supervision/meeting rooms.
- 8.16 At first floor further library space is provided, including shelving, discussion rooms, office space and window seats to projecting bays onto Christ's Lane. From the western elevation of the new

library, a new bridge is proposed to connect to the Bodley Library in the same location as that existing. The first floor central aisle of the Bodley Library is to be cleared of clutter, the lighting improved and original bookcases by Bodley retained in position. At the northern end of this, new glazed sliding doors are proposed to allow for the conversion of the old library office into a new exhibition/reception area which in turn leads onto a newly converted study room.

- 8.17 Also at first floor, the northern elevation of the new library seeks to provide an angled new bridge over the library court below, connecting to the South Range and adjacent Charles Darwin Room and Fellows Parlour.
- 8.18 At second floor level, the form of the building steps back to provide an outdoor terrace along the western edge of the new library. Further reader space and informal seating is provided. A plant room is located at the eastern end of the floor separated by the stairwell.
- 8.19 At third floor level the form of the building steps back again to provide another outdoor terrace along the western edge of the new library. A large open and flexible space is provided which could be used as a lecture room.
- 8.20 The various floor levels of the new library provide all the necessary requirements of the College. The proposed links from and to the new library together with the modifications to the West and South Ranges greatly improve the circulation of the library facility as a whole and provide disabled access to the South Range via a new bridge.
- 8.21 The ground floor footprint of the new library is broadly in alignment with the existing Grillet Library on its northern side (proposed width to south of South Range 3.5 5m compared to existing width of 5m). On its western side, the existing Grillet Library is angled into the Bodley Library creating a narrow space of approximately 1.6m, which is uncomfortably close. The western side of the new library is set further back at 6.4m from the Bodley Library and its building line here runs parallel to it. This arrangement is much more comfortable and allows the eastern elevation of the Bodley Library to 'breath' more easily and opens up views of Bath Court rather than restrict them as some third parties have suggested. In terms of footprint at

ground floor level, the proposed scheme represents an improvement in the setting and juxtaposition of buildings within what is a confined setting.

# Scale of New Buildings

- 8.22 The existing Grillet library is lower in scale than the South Range. The new library incorporates a basement and four storeys from ground level upwards and is higher than the South and West Ranges. The third (top) floor is stepped in from its northern and southern sides to mitigate its impact. The western edges of the new library are stepped in with the use of a series of external terraces facing the Bodley Library. From the covered library court, the top floor of the new library would only be noticeable from oblique views through the glazing. The new library would not be visible from the northern extreme at first floor level of First Court.
- 8.23 The applicants have provided cross-sections and CGI's from various vantage points to demonstrate the acceptability of the scheme in terms of scale.
- 8.24 The Urban Design and Conservation Team and some third party representations are concerned that the scheme is too dominant in scale and in particular that the metal-clad third floor would be too bulky. This is not a view that is shared by the Design and Conservation Panel or Historic England, the latter of which state:
- 8.25 'The Christ's Lane elevation will only be seen in oblique views up and down the lane, and the illustrative material accompanying the application suggests that a well-detailed building in this form would offer real enhancement to this part of the Cambridge Central Conservation Area.'
- 8.26 My view is that the additional height of building form onto Christ's Lane, which amounts to an additional two storeys, is not objectionable. The enclosed form proposed is typical of many central Cambridge streets and the scale of build is appropriate. When seen obliquely, the scale would positively reinforce the character and appearance of the Conservation Area by providing a meaningful insertion of built form into an area of streetscape that appears left over and run-down, having been

- exposed through the redevelopment of the Bradwell's Court site.
- 8.27 In my opinion, the scale and massing is acceptable, it would not be harmful to the character or setting of the listing buildings or the character or appearance of the Conservation Area.

# **Elevations of New Buildings**

- 8.28 The Christ's Lane elevation incorporates, at ground floor, English garden wall bonded brickwork reflecting the previous wall to the Bath Court garden within which sit a number of embrasures. The ground floor is separated from the upper floors by an expressed string course, which aligns with the stone string course of the Bodley library. The Urban Design and Conservation Team advise that the materials and finishes of the street elevation will need to be very good and should be an improvement on the very poor current situation.
- 8.29 A stretcher bond, with inset oriel windows the detail of which is controlled via proposed conditions 14 and 21 is used for the two floors above. These will animate and enliven Christ's Lane. The vertical glazing retreats down the Christ's Lane side, which gives a transparency between the Bodley Library and the new library. Further east at first floor a louvered screen hides plant behind. The top floor is set back behind a parapet wall, which aligns with the existing parapet wall of the Upper Hall building to the east. This floor is to be clad in metal. The Christ's Lane elevation will only be viewed from oblique angles.
- 8.30 The proposed treatment of this elevation reflects the established tradition of many Colleges as inward looking, becoming more open at upper floors. My view is that the Christ's Lane elevation will be a great improvement on that existing, subject to conditions.

# The Proposed Atrium

8.31 Central to the design is the proposed library court, which sits between the existing South and West Ranges and which will be covered with a glazed atrium roof. This results in the external south wall of the South Range and east wall of the West (Bodley) Range to be enclosed. The enclosure provides a year round social space between old and new buildings. This is a

- fundamental change to the setting of the listed buildings and must be carefully considered.
- 8.32 The proposed glazing is formed into a series of 'ridges and furrows' that are held together by laminated glass beams that in turn sit on steel fins which connect to vertical columns that are placed at 6-8m intervals alongside the South Range. As such, the structure does not derive support from the South Range which does not have any foundations it floats above its eaves. This in turn enables the removal of modern clutter from the south elevation of the South Range, including plastic down pipes, guttering, cabling and lighting, greatly improving the appearance of the facade. Adjacent to the Bodley Library, the glazing rises over the castellated parapet wall and projecting bay before resting behind it. The applicants state that the Bodley Library (a Victorian extension) was built with foundations and its wall is of significant thickness to withstand the minimal additional load proposed.
- 8.33 Historic England considers that the roofing will have a dramatic impact on the space between buildings stating that this is not a formal college court and was previously a garden prior to the construction of the Grillet library, which does not address the space positively. Historic England consider that on balance, the enclosure of the Court is acceptable. Likewise, the Urban Design and Conservation Team considers that the provision of an enclosed Bath Court for the proposed social meeting space has merit, especially where it is adjacent to the South Range. However, there is concern regarding the junction of the glazing with the Bodley Library and the form of this rising over the castellations and its attachment to the parapet gutter.
- 8.34 The applicants have previously discussed this aspect of the design with the Urban Design and Conservation Team. There is no alternative scheme put forward to suggest that the means of providing a roof in this location could be improved. The detailing is relatively simple and clean in terms of design. Historic England state that subject to conditions to ensure the final glazing design does not rival the views of the historic fabric, that the atrium is acceptable. I note that the Design and Conservation Panel are content with this aspect of the design in terms of its maintenance, environmental performance and the proposed elevation to Christ's Lane. In my view, given the awkward proximity (1.6m) of the existing Grillet Library adjacent

- to the Bodley Library compared to the set-back position (6.4m) of the new library, the setting of the West Range of the Bodley Library with the atrium glazing in place will be improved.
- 8.35 I note the substantial concern raised by third parties in relation to the glazed atrium and recognise that what is being created is a contemporary covered space which encloses two highly significant Grade I facades. It is essential that the development preserves or enhances the setting and character of these buildings. Given the poor quality of the existing Bath Court space and functional 'back-of house' relationship between the Grillet Library and the two ranges, in proposing a light and simple atrium structure - the detailed design of which is secured via condition 17 - which relies on minimal historical intervention and which, in the round, significantly improves the quality of the space and interrelations between the various buildings. I am of the opinion that the proposed atrium is acceptable as judged against adopted policies 4/10 and 4/11 and NPPF guidance (paragraph 134), in that the overall impact of the scheme on the fabric and setting of the Heritage assets is an improvement to that existing.
- 8.36 A number of issues have been raised by third parties in relation to the Atrium and its reflectivity, heat loss and energy, comfort of the space for users, noise, weathering and lighting. The applicants have dealt with a number of these issues within their submission.
- 8.37 Reflectivity of the glazing and lighting can be resolved through the appointment of an appropriate glazing contractor and lighting specialist and through planning condition 17. I note from the Design and Access Statement that the applicants propose a low reflectivity glazing type and low energy lighting. As such, I am not convinced that the provision of the atrium would result in an issue of the reflectivity of the glazing or its illumination visually competing with the setting of the listed buildings.
- 8.38 The degree of heat loss will depend on the glazing specification, but overall the scheme is energy efficient and proposes to use ground source heat pumps to provide a 21.7% carbon saving. The applicants have undertaken a part L calculation in response to concerns raised by third parties to demonstrate that the atrium space would not overheat and I note that the library and

- atrium spaces will be separately regulated in terms of heating and cooling.
- 8.39 The new library and atrium will be mechanically ventilated using a displacement system with an air handling unit. In summer and winter times energy can be recovered by the ventilation system using a hygroscopic thermal wheel, to temper the incoming supply of fresh air. The applicants state that the strategy works well with the concrete frame of the new library building and will result in a comfortable environment for users. I have no reason to question this and given that the system does not rely on openable windows, it will ensure that users will not be exposed to external noise from Christ's Lane and St Andrew's Street. The library court is acoustically and environmentally separated from the library at all levels. I note that internally, the facade of the new library onto the library court will be treated with an acoustic render to absorb noise within this space.
- 8.40 Concerns with regard to enclosure of the ranges, absence of natural weathering and exposure to different environmental conditions with the potential threat to the historical fabric have been raised with the applicants. They have responded that the air within the new library court will be of continuous flow and that at present the elevations are exposed to extremes of year round temperature and humidity that will, as a result of the atrium, be regulated. The applicants do not anticipate any issues but have indicated that they would introduce humidity control. I am satisfied with this response and have suggested condition 18 to control this aspect of the proposal.

# The Proposed Bridges

- 8.41 Two new bridges are proposed. The first bridge connects the western elevation of the new library to the Bodley Library. This is located in the same position as an existing bridge from the Grillet Library. The structure is lightweight and acceptable in principle.
- 8.42 The second glazed bridge, also at first floor, diagonally connects the northern elevation of the new library to the South Range. This in turn provides access to the adjacent Charles Darwin Room and Fellows Parlour. This involves the removal of an existing window in the original fabric of the South Range.

- 8.43 Neither Historic England nor the Design and Conservation Panel raise the provision of either bridge access as a concern. The Design and Conservation Panel state that:
- 8.44 'although keen for alternatives to be explored last time, [they]accept the college's reasons for its retention and feel that, with the sense of animation brought to the northern end of the court by the access now provided to the buttery, there is no danger of the space to the north of the bridge being a 'dead end'.
- 8.45 The Urban Design and Conservation Team take a different view in that they consider the bridge, which involves the conversion of the window to a door for access to the proposed external bridge link, is not justified in LBC terms because:
- 8.46 'If older Fellows find it hard to access the parlour, the first thought should be to find a more suitable room, <u>not</u> to knock holes in a Grade I LB.'
- 8.47 And in terms of planning permission because it:
- 8.48 'would break up the volume of the newly created court in an obtrusive and detrimental way to the setting of the LBs and hence is unacceptable in PP terms too.'
- 8.49 It is a matter of judgement as to whether the benefits of the provision of the link and associated works outweigh the harm caused to the original fabric of the listed building and its setting. In my view, the benefits as tested against policy 4/10 and paragraph 134 of the NPPF are that:
  - □ there is an overall improvement to the setting of the South Range within the newly formed library court, including the removal of modern clutter from its elevation which must be taken into account.
  - ☐ the proposal is the least damaging of potential options, as minimal intervention is to be carried out.
  - in light of the improvements for disabled access that will be made to these historically important rooms, the intervention is a clear benefit for the use of the building and special interest of

- these rooms resulting in a wider public benefit should they be opened for access to the public.
- 8.50 In my view, subject to condition 19, the provision of the bridges should be supported as they conform to planning policies and NPPF guidance.

# **Demolition of Grillet Library**

8.51 This is not recognised in the Heritage Statement as worthy of retention. Built in the 1970's, it is awkwardly juxtaposed adjacent to the South Range and the Bodley Library. It presents a poor and unrewarding southern brick facade to the re-opened Christ's Lane and an uncompromising metal and dark glass facade on its northern side facing the South Range. No objection is raised by the Conservation and Design Team or Historic England regarding its demolition.

# Glass Doors: Bodley Library and Staircase G

- 8.52 These elements are for consideration as part of the application for listed building consent. The first set of listed alterations mainly concern the first floor central aisle of the Bodley Library which is to be cleared of clutter, the lighting improved and the original bookcases by Bodley retained in position. The works are intended to improve the accessibility and use of the library. Neither Historic England nor the Urban Design and Conservation Team have concern with regard to these works, which will improve the focus of the library down its central aisle.
- 8.53 At the northern end of the aisle, new glazed sliding doors are proposed to allow for the conversion of the old library office into a new exhibition/reception area that can be accessed via staircase K. This will allow visibility into the Bodley Library down its central aisle, provide a security barrier and a barrier to noise. The sliding doors are to be discretely hidden behind a pair of bookcases when not in use but pulled across these spaces as appropriate to the use of the exhibition/reception area. The original doors are to be retained in situ in a fixed open position.
- 8.54 Both Historic England and the Urban Design and Conservation Team have raised concern regarding the introduction of the glass doors. The need for some form of barrier for security for the book collection and management of visitors is accepted, but

- whether this should be a modern insertion is questioned. The Design and Conservation Panel is ambivalent.
- 8.55 The second set of listed alterations concerns a glass door which is proposed at ground floor level between First Court and the new library court (Bath Court) at staircase G. The associated works resulting in the provision of the door allow for the reconfiguration of a 1970's staircase to allow more direct access into the new library court. Historic England has raised concern with regard to the suitability of the door given the tradition of open staircases from college courts but notes that discussions with the applicants has suggested that it could be placed under or behind the line of the repositioned staircase, which would not alter the appearance of First Court.
- 8.56 Both Historic England and the Urban Design and Conservation Team accept that conditions could be appended to any consent to deal with the issues posed by the glass doors. I do not consider that the determination of the overall proposal should rest on the merits of the provision of the glass doors. I propose two conditions on the listed building consent, in line with those recommended, to control the detailed execution of these elements to seek the best available solutions.

# Damage to Historical Fabric through Construction

- 8.57 A number of third party representations have raised concern that the proposal would damage both the West and South Ranges internally and externally, particularly the South Range due to its age and lack of foundations causing fissures, distorting of timbers and distress to masonry.
- 8.58 The proposal incorporates a large basement area and in order to construct this, piling in close proximity to the South Range is required. The applicants have submitted a Stage C Structural report which assesses the potential for ground movement in relation to the proximity of the development to the listed buildings. It proposes a secant piled wall and concludes that ground movements around the basement perimeter due to basement excavation are likely to be modest (5-10mm) and that movements of this order are unlikely to affect adjacent structures. Subject to conditions to ensure that the construction is carried out in accordance with these recommendations and that the buildings are monitored before, during and after

construction for any such movement, I am satisfied that the works would not result in any significant damage to the listed buildings. The Urban Design and Conservation Team were previously satisfied with the findings of the report and recommend a monitoring condition accordingly (see proposed LBC conditions).

# Stone Cleaning

- 8.59 The Bodley Library is made of Ketton Stone, the east wall of which has darkened and stained due to its sheltered position adjacent to the Grillet Library. The applicants propose to clean this elevation using recognised conservation methods to improve its appearance.
- 8.60 Both Historic England and the Conservation and Urban Design Team originally expressed some concern with regard to this aspect of the proposal. Cleaning for cosmetic reasons is not usually favoured as it can result in damage to the fabric of the building and result in harm to the appearance of the building by removal of its aged and weathered character. Historic England has subsequently agreed to a form of cleaning which would be sensitive to the fabric and appearance of the listed building. The Urban Design and Conservation Team is satisfied with a condition.
- 8.61 Subject to a detailed condition ensuring agreement of the final methodology of the cleaning and inspection on site in test areas to ensure the special character and appearance of the building is safeguarded, the works are acceptable.

# **Summary of Heritage Impacts**

- 8.62 The key factor in considering these applications is the impact of the proposals on the special architectural and historical interest of the grade I listed buildings within Christ's and the consequential impact on the character and appearance of the Conservation Area with regard to policies 4/10 and 4/11 of the Cambridge Local Plan 2006, NPPF Guidance with regard to paragraph 134 and consultee advice.
- 8.63 In my view, the applications have been found to be justified and well-informed and would protect the special interests of these heritage assets. The Urban Design and Conservation Team has expressed the view that the application should be withdrawn to

allow time for the Council's and Historic England's concerns to be addressed. If the concerns are not addressed they recommend refusal of both the application for planning permission and listed building consent with reference to issues surrounding the link bridge to the South Range and the bulkiness of the building onto Christs Lane with reference to the top floor.

- 8.64 Historic England advise that their concerns with regard to the glass doors can be addressed through planning condition and whilst uncomfortable with this approach, the Council's Urban Design and Conservation Team do not explicitly recommend refusal on these grounds. Neither Historic England nor the Council's Design and Conservation Panel raise any particular issue with regard to the design or scale of the proposal or the link bridge.
- 8.65 I am mindful that this proposal is identical to that proposed and approved previously and I personally have no particular issue with the design or scale of build. Technical issues surrounding the design and location of the glass doors are relatively minor and it is reasonable to deal with these through condition. The link bridge to the South Range poses an altogether more difficult issue of heritage impact that forms a central component scheme the applicants cannot address through amendment. It either remains or is removed entirely from the scheme, the latter option of which the applicants are unwilling to undertake. As discussed in my assessment, my view is that the less than substantial harm caused by the bridge as identified by the Councils Urban Design and Conservation team is outweighed by the heritage benefits to the fabric and setting of the listed buildings as described. In the round and in addition to the positive impact that would arise from the scheme on the character and appearance of the Conservation Area, the proposal is therefore acceptable.
- 8.66 As such, the proposal accords with both local (policies 4/10 and 4/11) and national policy guidance (para. 134) in relation to heritage impact (with reference to sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990), and adequately responds to its context, sense of place and is of good design.

# **Residential Amenity**

- 8.67 The Christ's Lane development opposite (formerly Bradwells Court) contains a number of maisonettes at the upper levels, which are accessed from Christ's Lane and a high level walkway along this side. The rooms to the flats sit above the roof-line of the proposed new library and their private gardens are located on the south side of the building, away from the proposed development. I do not consider the impact of the proposed scheme to be harmful to the amenity of the occupants of this scheme. There are no other residential properties in the vicinity of the site.
- 8.68 The application accords with local plan policies 3/4 and 3/12.

# Renewable Energy, Sustainable Drainage and Landscaping

- 8.69 The applicants have submitted a Sustainable Design and Construction SPD checklist document. The technology proposed to meet renewable policy 8/16 are ground source heat pumps. Carbon calculations have been provided show that compared to a non-renewable approach, the use of the Ground Source Heat Pump will lead to a reduction of 14,085 Kg/CO<sub>2</sub>/annum, which equates to a 31% reduction in emissions. This approach, which exceeds the requirements of policy 8/16 (10%) is supported subject to proposed condition 23.
- 8.70 In terms of sustainable construction, the Sustainability Officer supports the following aspects:

The hierarchical approach to reducing carbon emissions; The proposals to exceed policy requirements for renewable energy through the use of ground source heat
pumps;
Sourcing of local materials where possible, zero pvc, all timber to be responsibly sourced (FSC) and the use of low toxicity materials:
The use of Mechanical Ventilation with Heat Recovery (MVHR), which will help to maintain a healthy indoor environment;
Recycling of construction waste, although no target has been set

- 8.71 The Council's Sustainability Officer, Drainage Officer and the Local Lead Flood Authority have asked for information and further consideration of surface water drainage from the site and consideration of water use with specific reference to the irrigation and maintenance of the proposed green wall. The applicants have subsequently met with the Drainage Officer and I have received a surface water strategy which now has the support of the Local Lead Flood Authority and the Council's Drainage Officer subject to a more detailed system design coming forward via proposed condition 22. Surface water runoff rates will not be increased as a result of this proposal. The applicants have also confirmed that the green wall will be irrigated through surface water collected from the roof to a rainwater harvesting tank. This aspect of the scheme is proposed to be controlled via condition 17.
- 8.72 Subject to condition, the application has addressed the issue of sustainability and renewable energy and the proposal is in accordance with NPPF guidance and the Sustainable Design and Construction SPD 2007.

# **Archaeology**

8.73 The applicants have submitted a desktop archaeological assessment. The County Council Archaeological Officer states that the site has a high archaeological potential and should be investigated. This is to be secured via condition 12. Subject to this, I consider that the scheme complies with local plan policy 4/9.

### **Disabled access**

8.74 The Design and Access Statement includes a detailed access statement demonstrating how the various parts of the scheme will meet Part M of the Building regulations. The Disability Panel made detailed comments in relation to internal fixtures and fittings, particularly desks, glass ceilings, noise, toilets, lifts, bridges and ramps and concluded that the scheme was a very interesting proposal. Fixtures and fittings are particularly significant for the visually impaired as they need to include colour contrasts and manifestations. The Panel stated they would look forward to seeing this proposal at a later stage, when this and other elements have been considered in greater

- detail. The architects have agreed to this and an informative is attached to the permission recommending this to occur.
- 8.75 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/7 and 3/12.

# **Environmental Impact**

- 8.76 The Head of Environmental Services has made several comments in relation to air quality, noise, plant and waste in relation to various technical reports submitted with the application. A number of conditions are proposed to cover these various aspects.
- 8.77 In my view, the key condition will relate to securing a traffic management plan (see condition 5). A draft construction strategy is included with the application. This proposes that deliveries are from St Andrew's Street, with an unloading zone and associated hoarding on Christ's Lane. There will be no parking on site. The distribution of materials will be via a tower crane. Given the central location of the site adjacent to a major thoroughfare, the approval and adoption of a traffic management plan will be critical.
- 8.78 Subject to appropriate conditions (3-10) to mitigate the environmental impact of the proposed development, in my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 4/13.

# **Highway Safety**

- 8.79 It is not anticipated that the scheme will give rise to any additional traffic movements as it effectively replaces one library with another. The Highways Engineer has not raised an objection to the proposal. No significant adverse effect on the adjacent public highway would result.
- 8.80 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

### **Public Art**

8.81 The application is silent with regard to proposals concerning public art. With the earlier applications, a public art delivery plan

was submitted but was deemed to be unacceptable as it would have had limited visibility from the public realm and resulted in minimal public benefit. As such, it was agreed with the applicants that they develop a public art scheme for the square adjacent to Christs Pieces/back of Bradwell's Court/Bus Station to a value of 1% of the capital construction costs of the project. This was secured via a S106.

8.82 Since the previous grant of planning permission, CIL regulations have introduced statutory tests in relation to sought S106 obligations in that they must be necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. A number of appeal decisions that the Council has received have questioned the necessity and reasonableness of requiring public art provisions to be made as part of development proposals with reference to the CIL regulations. In this case, there is very limited opportunity to provide any meaningful public art of benefit to users of Christ's lane resulting from the new library façade. The square onto Christs Pieces is also newly complete and landscaped and my view is that it would be difficult to require provision here.

# **Third Party Representations**

8.83 The substantive representations raised by third parties have been assessed in the preceding paragraphs of this report. Those matters not considered are dealt with in the table below:

Issue	Response
Poor consultation by the College	All applicants are encouraged to carry out pre-application consultation, the form and extent of which is the responsibility of the applicants. I note that some of the third party representations are from individuals related to the College. The Council has carried out all of the necessary statutory consultations since the applications have been registered.
Other locations for the new library should be	The applicants have addressed the merits of the proposed site for

considered	a new library and all that this entails in terms of reconfiguration of spaces both internally and externally. The Design and Access Statement also explains that an alternative site off the North Range was considered at an early stage, but this was discounted due to the difficult links and remoteness to the Bodley Library. In my view, the proposed site is ideally located to promote links to the Bodley Library and the scheme seeks to and will resolve existing shortcomings in terms of access and circulation throughout both the old and new library facilities.
The Chapel window engraving of the layout of the College grounds would no longer be accurate.	None of the statutory consultees have raised this as an issue. It is not untypical of Colleges to alter and expand over time.
Christ's College is one of the few colleges that has not been altered since 1690 and this is how it should remain.	As above
The scheme is no different to the one submitted and approved previously.	Agreed.
The policy context has changed and the NPPF, Section 12, would indicate that substantial harm would result.	Conservation Officer has advised

	spatial relationship of the new library with the Bodley Library compared to that existing.
Interior spaces would be shaded	Bath Court and interior spaces facing onto them are already tightly confined. It is for the College to arrange the appropriate use of adjoining rooms.
The 1970's Library was an error of judgement. The new library is larger and closer and should not be attached to the Old Library.	The new library is larger and at ground floor level is part closer part further away than the existing South Wing. The 1970's library is a product of a very different planning system and the current context of Christ's Lane has revealed what is very much a back of house and unattractive view of the College that would not have been apparent when the former Bradwell's Court retail site was open. The re-instatement of Christ's Lane as a through route provides an opportunity for a new library building to more properly address the street.

## Other Issues

8.84 The applicants have asked for a longer period of 5 years to be granted to implement the permissions. This is based upon the complexities of the project and lead in times for fundraising. I see no harm in granting a longer term to implement the permission given the circumstances of the case. This approach accords with NPPG advice which states that a longer time period may be justified for very complex projects where there is evidence that three years is not long enough to allow all the necessary preparations to be completed before development can start.

## 9.0 CONCLUSION

- 9.1 The key factor in considering the application has been the impact of the proposal on the special architectural and historical interest of the grade I listed buildings within Christ's. The application has been found to be justified and well-informed and would protect the special interests of these heritage assets. The proposals accord with both local and national policy guidance in relation to historical conservation, context, place-making and building design. Furthermore, the proposals would enhance the character and appearance of this part of the Conservation Area. Related issues of residential amenity, renewable energy, archaeology, disabled access, environmental impact and highway safety have all been considered. Subject to various conditions, the applications are considered to accord with policy.
- 9.2 This is a well-considered and high quality scheme befitting the status of the associated College buildings and location of the site within this sensitive location in the heart of the City. The application should be approved.

## 10.0 RECOMMENDATION

- 1. APPROVE application 16/0405/FUL subject to the following conditions:
- 1. The development hereby permitted shall be begun before the expiration of five years from the date of this permission.
  - Reason: In accordance with the requirements of section 91(1)(b) of the Town and County (Planning) Act 1990.
- 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.

 No construction work or demolition work shall be carried out or plant operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 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. There should be no collection or deliveries to the site during the demolition and construction stages outside the hours of 0800 hours and 1800 hours on 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)

- 5. Before the development hereby permitted is commenced details of the following matters shall be submitted to and approved by the local planning authority in writing.
  - i) contractor's access arrangements for vehicles, plant and personnel
  - ii) contractor's site storage area/compound
  - iii) the means of moving, storing and stacking all building materials, plant and equipment around and adjacent to the site
  - iv) the arrangements for parking of contractor's vehicles and contractors personnel vehicles
  - v) movement and control of muckaway lorries and control of dust, mud and debris

Thereafter the development shall be undertaken in accordance with the approved details.

Reason: To protect the amenity of the adjoining properties during the construction period and in the interests of highway safety. (Cambridge Local Plan 2006 policy 4/13 and policy 8/2)

6. Prior to the commencement of the development hereby approved (including any pre-construction, demolition, enabling works or piling), the applicant shall submit a report in writing, regarding the demolition / construction noise and vibration impact associated with this development, for approval by the local authority. The report shall be in accordance with the provisions of BS 5228:2009 Code of Practice for noise and vibration control on construction and open sites and include full details of any piling and mitigation measures to be taken to protect local residents from noise and or vibration. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

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

7. In the event of the foundations for the proposed development requiring piling, prior to the development taking place the applicant shall provide the local authority with a report / method statement for approval detailing the type of piling and mitigation measures to be taken to protect local residents from noise and/or vibration. Potential noise and vibration levels at the nearest noise sensitive locations shall be predicted in accordance with the provisions of BS 5228-1&2:2009 Code of Practice for noise and vibration control on construction and open sites. Development shall be carried out in accordance with the approved details.

Due to the proximity of this site to existing residential premises and other noise sensitive premises, impact pile driving is not recommended.

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

8. No development shall commence until a programme of measures to minimise the spread of airborne dust from the site during the demolition / construction period has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved scheme.

Reason: To protect the amenity of nearby properties Cambridge Local Plan 2006 policy4/13

9. Prior to the occupation/use of the development, details of equipment for the purpose of extraction and filtration of odours shall be submitted to and approved in writing by the local planning authority. The approved extraction/filtration scheme shall be installed before the use hereby permitted is commenced and shall thereafter be retained as such..

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

10. Prior to the installation of any plant and equipment, a noise impact assessment of plant and equipment and a noise insulation scheme as appropriate, in order to minimise the level of noise emanating from the said plant and equipment shall be submitted to and approved in writing by the local planning authority. The scheme as approved shall be fully implemented before the use hereby permitted is commenced and shall be retained thereafter.

Reason: In order to safeguard residential amenity (Cambridge Local Plan policy 4/13).

11. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2006 policy 4/9)

12. Prior to the installation of any artificial lighting an external artificial lighting scheme shall be submitted to and approved in writing by the local planning authority. Internal lighting within the proposed covered Library Court shall also be considered. The scheme shall include details of any artificial lighting of the site and an artificial lighting impact assessment with predicted lighting levels at proposed and existing residential properties shall be undertaken (horizontal / vertical isolux contour light levels and calculated glare levels). Artificial lighting on and off site must meet the Obtrusive Light Limitations for Exterior Lighting Installations contained within the Institute of Lighting Professionals - Guidance Notes for the Reduction of Obtrusive Light - GN01:2011 (or as superseded). The artificial lighting scheme as approved shall be fully implemented before the use hereby permitted is commenced and shall be retained thereafter.

Reason: In order to protect residential amenity and to safeguard the setting of the adjacent listing buildings and character and appearance of the Conservation Area (Cambridge Local Plan policies 4/10, 4/11 and 4/13)

- 13. Prior to the commencement of development of any of the following items, samples or details as specified shall be submitted to and approved in writing by the Local Planning Authority:
  - a) Samples on site of proposed brick, bond, mortar mix design and pointing technique. The approved panels are to be retained on site for the duration of the works for comparative purposes.
  - b) Detailed plans or samples of all proposed wall copings, piers and pier capstones including type, design [cross-sectional drawings may be appropriate], fixings and materials.
  - c) Details of existing wall / new wall junction(s), including bonding in, fixing, and material(s). Where new walls directly abut existing walls with decorative features [quoins, band courses, mouldings, pilasters, projecting eaves courses, window & door surrounds, etc.] new work must be scribed around the existing historic work and not cut into it.
  - d) Details of all lintels and sills to new/altered openings for doors and windows.

The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

14. No metal-clad or other non-traditional roofs shall be erected until full details thereof, including materials, colours, surface finishes and relationships to rooflights or other rooftop features have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

15. Prior to the installation of any rooftop plant, full details, to a large scale, of the rooftop plant screening system shall be submitted to and approved in writing by the local planning authority. This may include the submission of samples of mesh/louvre types and the colour(s) of the components. Colour samples should be identified by the RAL or BS systems. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

- 16. Prior to the installation of the roof glazing systems, full details of the following shall be submitted to and approved in writing by the local planning authority:
  - a) the design of the glazed structure(s)
  - b) details of all junctions with Listed Buildings
  - c) rainwater disposal system(s), including a system of rainwater harvesting for the green wall
  - d) samples of glass including any reflectivity coating
  - e) edge and flashing methods
  - f) cleaning/maintenance access system(s),

Large-scale cross-section drawings may be appropriate to show details. The submission shall include both the courtyard glazed roof and the roof-light to the new library roof. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11).

17. Prior to the commencement of development of the glazed atrium, measures to control air circulation and ventilation, including a method by which relative humidity within the atrium space can be adequately controlled and monitored for a period of no less than 3 years, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

18. Prior to the commencement of development of works to link the new library with the listed buildings, full details of all bridge or other links between the new library and the Listed Building(s) including materials, junctions, soffits, and roofs shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

19. No boiler flues, soil pipes, waste pipes or air extract trunking shall be installed until the means of providing egress for all such items from the new or altered bathrooms, kitchens and plant rooms has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

20. Prior to the installation of any windows or doors (including oriel windows onto Christs Lane), full details of all external joinery, including finishes and colours, shall be submitted to and approved by the local planning authority in writing. Joinery is taken to mean all windows and doors, whether made of timber or not. The development shall be carried out in accordance with the approved details.

Reason: To protect the amenity of the Conservation Area and to avoid harm to the special interest of the listed building (Cambridge Local Plan 2006, policies 4/10 and 4/11)

- 21. No building hereby permitted shall be occupied until surface water drainage works have been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in The National Planning Policy Framework and associated Guidance, and the results of the assessment provided to the local planning authority. The system should be designed such that there is no surcharging for a 1 in 30 year event and no internal property flooding for a 1 in 100 year event + 40% an allowance for climate change. The submitted details shall:
  - i. provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters; and
  - ii. provide a management and maintenance plan for the lifetime of the development.
  - iii. The surface water drainage scheme shall be managed and maintained thereafter in accordance with the agreed details and management and maintenance plan.

Reason: To ensure a satisfactory drainage system is put in place in accordance with the requirements of paragraphs 103 and 109 of the National Planning Policy Framework.

22. The approved renewable energy technologies shall be fully installed and operational prior to the first occupation of the development and shall thereafter be retained and remain fully operational in accordance with a maintenance programme, which shall be submitted to and agreed in writing by the local planning authority.

In the event that the approved renewable energy technology(ies) cannot be installed due to grid capacity issues, then the requirements of this condition will be relaxed. In such a case, written evidence in the form of correspondence with the District Network Operator confirming that connection is not possible will need to be submitted to and approved in writing by the local planning authority.

Reason: In the interests of reducing carbon dioxide emissions and to ensure that the development does not give rise to unacceptable pollution. (Cambridge Local Plan 2006 policies 4/13 and 8/16).

**INFORMATIVE:** The developer is advised that part of the proposed structure supports the public highway. Prior to commencement the developer must contact the Highway Authority to provide an Approval In Principle document in accordance with BD2 Volume 1 Highway Structures: Approval Procedures and General Design, Section 1 Approval Procedures of the Design Manual for Roads and Bridges. No part of any structure may overhang or encroach under or upon the public highway unless licensed by the Highway Authority and no gate / door / ground floor window shall open outwards over the public highway.

It is strongly recommended that the developer make early contact with the Highway Authority's Traffic Manager's Office as the construction works have potential to seriously impact upon the safe and efficient operation of the public highway and public transport.

## **INFORMATIVE:** Dust condition informative

To satisfy the condition requiring the submission of a program of measures to control airborne dust above, the applicant should have regard to:

-Council's Supplementary Planning Document - "Sustainable Design and Construction 2007":

http://www.cambridge.gov.uk/public/docs/sustainable-design-and-construction-spd.pdf

-Guidance on the assessment of dust from demolition and construction

http://iaqm.co.uk/wp-content/uploads/guidance/iaqm\_guidance\_report\_draft1.4.pdf

-Control of dust and emissions during construction and demolition - supplementary planning guidance https://www.london.gov.uk/sites/default/files/Dust%20and%20Emissions%20SPG%208%20July%202014 0.pdf

**INFORMATIVE:** To satisfy the plant noise insulation condition, the rating level (in accordance with BS4142:2014) 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 correction in accordance with BS4142:2014. This is to 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 15 minute period).

It is recommended that the agent/applicant submits a noise prediction survey/report in accordance with the principles of BS4142: 2014 "Methods for rating and assessing industrial and commercial sound" 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.

It is important to note that a full BS4142:2014 assessment is not required, only certain aspects to be incorporated into a noise assessment as described within this informative.

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.

**INFORMATIVE:** To satisfy the odour/fume filtration/extraction condition, details should be provided in accordance with Annex B and C of the "Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems," prepared by Netcen on behalf of the Department for Environment, Food and Rural Affairs (DEFRA) dated January 2005 available at:http://www.defra.gov.uk/environment/quality/noise/research/kitchenexhaust/documents/kitchenreport.pdf

**INFORMATIVE:** It is a requirement of the Clean Air Act 1993 that no furnace shall be installed in a building or in any fixed boiler or industrial plant unless notice of the proposal to install it has been given to the local authority. Details of any plant to be installed should be provided using the Chimney Height Calculation form (available here: https://www.cambridge.gov.uk/chimney-height-approval).

**INFORMATIVE:** Demolition/Construction noise/vibration report

The noise and vibration report should include:

a) An assessment of the significance of the noise impact due to the demolition/construction works and suitable methods for this are to be found in BS 5228:2009 Part 1 Annex E - Significance of noise effects. It is recommended that the ABC method detailed in E.3.2 be used unless works are likely to continue longer than a month then the 2-5 dB (A) change method should be used.

b) An assessment of the significance of the vibration impact due to the demolition/construction works and suitable methods for this are to be found in BS 5228:2009 Part 2 Annex B - Significance of vibration effects.

If piling is to be undertaken then full details of the proposed method to be used is required and this should be included in the noise and vibration reports detailed above.

Following the production of the above reports a monitoring protocol should be proposed for agreement with the Local Planning Authority. It will be expected that as a minimum spot checks to be undertaken on a regular basis at site boundaries nearest noise sensitive premises and longer term monitoring to be undertaken when:-

- -Agreed target levels are likely to exceeded
- -Upon the receipt of substantiated complaints
- -At the request of the Local Planning Authority / Environmental Health following any justified complaints.

Guidance on noise monitoring is given in BS 5228:2009 Part 1Section 8.4 - Noise Control Targets and in Annex G - noise monitoring.

A procedure for seeking approval from the Local Planning Authority (LPA) in circumstances when demolition/construction works need to be carried out at time outside the permitted hours. This should incorporate a minimum notice period of 10 working days to the Local Planning Authority and 5 working days to neighbours to allow the Local Planning Authority to consider the application as necessary. For emergencies the Local Planning Authority should be notified but where this is not possible the Council's Out of Hours Noise service should be notified on 0300 303 3839.

Contact details for monitoring personnel, site manager including out of hours emergency telephone number should be provided.

**INFORMATIVE:** The applicants are invited to present details of the internal fixtures and fittings for the new library to the Council's Disability Panel once the project is established and these elements are being considered as part of the fit out of the new building.