

Application Number	18/1931/LBC	Agenda Item	
Date Received	7th January 2019	Officer	Tony Collins
Target Date	4th March 2019		
Ward	Market		
Site	Redevelopment Area Of Mill Lane Cambridge Cambridgeshire		
Proposal	Demolition of rear two storey extension to Kenmare House, dwarf wall of Kenmare House fronting Trumpington Street, narthex, foyer spaces, lobby, two storey school rooms and north gable end of Emmanuel United Reformed Church; and alterations to 1 Mill Lane, Kenmare House, and Emmanuel United Reformed Church, in connection with expansion of Pembroke College.		
Applicant	Pembroke College		

SUMMARY	The development accords with the Development Plan for the following reason: It would enhance the setting of, and secure the future of, listed buildings within the site.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The site, close to the city centre, between Trumpington Street and the river, is part of an area designated U1 in the Proposals Schedule of the Cambridge Local Plan (2018), and subject to a site-specific policy in the plan (Policy 26).

- 1.2 The site falls within the Historic Core conservation area. There are on the site, a number of listed buildings. These are shown in Table 1 below. The site occupies the major part of the irregular quadrilateral formed by Trumpington Street, Mill Lane, Little St Mary’s Lane and Granta Place. It has extensive frontages on the first two of those streets and minor frontages on Little St Mary’s Lane. Mill Lane and Granta Place are described as ‘significant’ streets in the Historic Core Conservation Area

Appraisal, while Little St Mary's Lane is accorded 'high' significance in the appraisal, and Trumpington Street 'very high' significance.

Table 1: existing listed buildings within the application site

Name	Status	Position
1 Mill Lane	Grade II listed	On the corner of Mill Lane and Trumpington Street; NE corner of site
Emmanuel United Reformed Church	Grade II listed	Corner of Trumpington Street and Little St Mary's Lane. SE corner of site.
Kenmare House, 74 Trumpington Street	Grade II listed	Faces Trumpington Street
74a Trumpington Street	Grade II listed	Faces Trumpington Street, to the north of No.74
Hobson's Conduit	Grade II listed	Runs alongside Trumpington Street, on both east and west sides

2.0 THE PROPOSAL

- 2.1 The elements of the proposal which require listed building consent are confined to the eastern part of the site.
- 2.2 The eastern part of the site is currently occupied by a complicated group of buildings. In the north-east corner are Kenmare House (74 Trumpington Street) and its north-eastward extension (74a), and Nos. 1 and 4 Mill Lane, which are all interconnected. 74, 74a and No.1 Mill Lane are listed, but No.4 Mill Lane is not. It is proposed to demolish the two-storey, twentieth-century extension at the south-west corner of Kenmare, and to remove the dwarf wall separating the paved area in front of Kenmare from the highway. All of the remainder of these buildings, which lie outside the application site would be retained: their interiors reconfigured for College use, but their external appearance unaltered.

- 2.3 In the south-east corner of the site is Emmanuel United Reformed Church which dates from 1874. It has ancillary buildings and spaces on its north side and to the rear: the School Hall, to the rear, built at the same time as the church; the additional schoolroom, east of the Hall, added in 1897, and the single-storey narthex at the northeast corner of the church, and the corridor linking it to the schoolroom, which were added in the 1990s. Between the church and Kenmare are two three-storey buildings facing Trumpington Street (Nos. 75 and 76), until recently linked to Kenmare, and used with it by the University Estate Management Service.
- 2.4 It is proposed to retain the church building, No.76 Trumpington Street, and the southernmost section of the Church Hall building, including the whole of its south gable, but to demolish the remainder of the buildings in this group: No.75 Trumpington Street, the later rear extension of No.76, the modern narthex and northern corridor of the church, the 'schoolroom' building to the north of the church, and all of the northern part of the church hall.
- 2.5. On the site of the present No.75, a new College gatehouse would be erected. This building would replicate the height and mass of No.75 on Trumpington Street, and would be physically attached, as No.75 is, to Kenmare. No.76 would be retained
- 2.6 To the rear of the new gatehouse, a long single-storey space (8m x 17m) would be created, with glazing all along the north wall facing the proposed new Kenmare garden. This space would serve as the principal entrance to, and foyer for, a proposed new performance space in the URC church building, and would be attached to it. The church would be retained largely unaltered. No changes to it at all are proposed in the present application, but a future listed building consent application is expected to make relatively minor alterations to the interior. The foyer would connect the gatehouse to a bar and toilets contained within the footprint of the present Church Hall. The existing south gable, and part of the fabric of the west wall of the Hall would be retained, a new pitched roof would be constructed at a similar height to the present roof, and a new north gable added, with doors leading out to the Kenmare garden. A new single-storey link, faced in stone, would replace the existing narthex.

2.7 The full scheme as proposed in 18/1930/FUL, would involve alterations to Hobson's Conduit. The Conduit is listed in its own right, but changes to it are not sought in this listed building application. A future listed building application seeking consent for works to the Conduit is anticipated.

3.0 SITE HISTORY

3.1 This is a large and complex site, with a lengthy planning history. I have limited the list below to applications made in the two decades prior to the present application. I do not consider that any of the earlier applications on the site are of relevance.

3.2

Ref.	Site	Description	Outcome
98/0186	Stuart House	Platform lift	Approved with conditions
98/0309	Kenmare	Internal alterations to reception area	Approved with conditions
01/0314	4 Mill Lane	Fire escape door	Approved with conditions
01/0315	4 Mill Lane	Fire escape door	Approved with conditions
01/0625	Kenmare	Security cameras	Approved with conditions
02/0067	Kenmare	Security cameras	Withdrawn
02/0068	Kenmare	Security cameras	Approved with conditions
04/0054	Kenmare and 4 Mill Lane	Cycle parking stands and shelter; installation of fire escape door.	Approved with conditions
04/0859	Bailey Grundy Barrett Building	Forming of new opening and installation of window.	Approved with conditions
05/0431	Mill Lane Lecture Rooms	External fire exit staircase and air handling unit.	Approved with conditions
12/0078	Kenmare	Internal alterations to ground floor and first floor.	Approved with conditions

14/0150	Millers' Yard	Proposed change of use of premises from a mixed use Class (B1(a) office) and Class A3 (restaurant use) to a sui-generis graduate student accommodation development, including alterations and extensions to provide a total of 97 study bedrooms including ancillary facilities.	Withdrawn
16/0011	Bailey Grundy Barrett Building	Vary condition 2 of C/98/0433 to allow the building to be used for general office (B1a) use rather than being limited to University use.	Approved with conditions
18/1011	Kenmare	External repairs and re-decorations and internal refurbishments.	Approved with conditions
18/1930	Whole block south of Mill Lane	Redevelopment of site to form expansion of Pembroke College comprising repurposing of existing buildings, demolition and erection of new buildings for a mix of uses comprising student residential units, office floorspace, teaching space, College leisure and community floorspace, commercial retail and food and drink floorspace; and ancillary uses.	Under consideration

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 2018 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN	POLICY NUMBER
Cambridge Local Plan 2018	61

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	<p>National Planning Policy Framework July 2018</p> <p>National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards</p> <p>Circular 11/95 (Annex A)</p>
<p>Previous Supplementary Planning Documents</p> <p>(These documents, prepared to support policies in the 2006 local plan are no longer SPDs, but are still material considerations.)</p>	<p>Old Press/Mill Lane Supplementary Planning Document (January 2010)</p>
Material Considerations	<p><u>City Wide Guidance</u></p> <p>Air Quality in Cambridge – Developers Guide (2008)</p>

	<p>Arboricultural Strategy (2004)</p> <p>Biodiversity Checklist for Land Use Planners in Cambridgeshire and Peterborough (March 2001).</p> <p>Cambridge and Milton Surface Water Management Plan (2011)</p> <p>Cambridge and South Cambridgeshire Strategic Flood Risk Assessment (November 2010)</p> <p>Cambridge City Council Draft Air Quality Action Plan 2018-2023</p> <p>Cambridge City Nature Conservation Strategy (2006)</p> <p>Cambridge Walking and Cycling Strategy (2002)</p> <p>Cambridgeshire Design Guide For Streets and Public Realm (2007)</p>
	<p><u>Area Guidelines</u></p> <p>Cambridge Historic Core Conservation Area Appraisal (2015)</p>

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

6.1 No comment made.

Conservation Team

6.2 74 Trumpington Street – The rear two storey extension (extreme western gault brick addition of 1906) is not of importance to the significance of the Listed building and so its demolition is considered acceptable. Demolition of dwarf wall to street frontage represents a low level of less than substantial harm.

- 6.3 Emmanuel United Reformed Church. This 19th century church was Grade listed Grade II in August 1996. The narthex and the lobby within the tower are 1990s additions. The proposals would create a new gallery/foyer space along the north side of the church, attached to the existing building. These alterations are considered acceptable. The demolition of the two storey classroom additions of c.1897 (not considered a significant element) is also acceptable.
- 6.4 The Sunday schoolroom however, was an original part of the church building and though it has been previously substantially altered, still has significance and residual historic fabric (internally - the original upper roof trusses). Its substantial demolition is a negative impact and is to suit the forming of the proposed gallery/foyer.
- 6.5 Overall the proposals for the church building re-purpose it from its current (but reportedly shortly to cease) ecclesiastic use and this is preferable to the building becoming redundant.
- 6.6 Summary of impact the Listed Buildings. The low degree of harm involved needs to be seen against the benefits to the Listed Buildings concerned. In terms of the NPPF, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. NPPF para 196. These would appear to be chiefly associated with the reuse of the church.

Historic England

Background

- 6.7 The existing buildings and their layout reflect the evolution of this edge of historic town area. The earliest structures appear to date from the Georgian era, although clearly plot divisions and other evidence reflect the earlier history of this area of the town, traditionally associated with the mills on the Cam, and lying outside the King's Ditch. Rebuilding schemes in the past have erased some aspects of the site's former character.

Former United Reformed Church

- 6.8 The incorporation of the United Reformed Church within the Pembroke scheme gives the opportunity for considerable public

benefits, which have been embraced by the evolving proposals. The location of the proposed entrance pavilion at 75 Trumpington Street also allows its facilities to be incorporated into the support spaces for the reuse of the URC building. Although intervention to the listed church itself would be minimal, the proposals include the replacement of almost all of its secondary buildings. Most of these are modern and of little or no heritage value. The former school block to the north-west corner of the URC site does, however, have some significance. Under the proposals this building would be largely demolished, with the exception of the southern gable and part of the side wall. The main historic interest is undoubtedly in the gable, and the powerful presence it has when seen from the south, from Little St Mary's Lane. The information supporting the scheme has shown that the remainder of the building has been heavily altered, to the point that what significance it might have had can be said to have been seriously compromised. In our opinion this level of demolition has been justified.

The wider scheme

- 6.9 The design of the main buildings of the new Dolby Court has been carried out in such a manner as to respect and enhance the key elements of the site and its wider context. The southern range of the court is stepped down in scale to respect the existing domestic buildings on Little St Mary's Lane, which lie outside the scheme. As noted above, we particularly note the care with which the handling of the elevations of the block that will replace the Lecture Rooms building has been handled. This elevation, and particular its corner, are prominent in views down Mill Lane from Pembroke Street due to the shape of the street. The incorporation of Stuart House as the east side of the new court is also to be welcomed, as well as The conversion of Kenmare House and other Trumpington Street buildings to appropriate new uses is welcomed.

Summary

- 6.10 The proposal provides an opportunity to enhance this extensive site within the conservation area, including the re-use of existing historic buildings, several of which are listed. Although some buildings will be lost, we have considered the justification provided, and the evidence of the options explored for potential retention, and believe that a convincing case has been made for their removal.

- 6.11 Historic England has no objection to the application on heritage grounds. We consider that the application meets the requirements of the NPPF, in particular paragraph numbers 184, 193 & 196.

Design and Conservation Panel

- 6.12 Following two presentations of a masterplan for the whole Mill Lane site, a detailed proposal for the present application site was brought to Panel in October 2018. The conclusions of the Panel meeting were as follows:

(Reminder - CABE 'traffic light' definitions: GREEN: a good scheme, or one that is acceptable subject to minor improvements. AMBER: in need of *significant* improvements to make it acceptable, but not a matter of starting from scratch. RED: the scheme is fundamentally flawed and a fresh start is needed.)

- 6.13 The Panel generally welcomed the design developments that had taken place since their last consideration of these proposals, and in particular regarding their previous concerns about site access and cycle parking provision. The Panel also welcomed the interaction of the development with the public realm on Trumpington Street. However, the Panel considered that the proposals would benefit from further design development for the top floor of Dolby Court and 75 Trumpington Street, together with refinement of the landscaping to Kenmare House forecourt.

- 6.14 VERDICT – GREEN (4), AMBER (2)

- 6.15 The full relevant sections of the minutes of the panel meeting is attached to this report as Appendix A.

- 6.16 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 occupiers of the following addresses have made representations about the scheme proposed in this application and its linked planning application 18/1930/FUL

- 6 Dane Drive (owner of 6 Little St Mary's Lane)
- 15 Latham Close
- 2 Little St Mary's Lane
- 6 Little St Mary's Lane (two representations)
- 7 Little St Mary's Lane (two representations)
- 8 Little St Mary's Lane
- 9 Little St Mary's Lane
- 4 Pearce Close
- 4 Russell Street
- 52 Ealing Village, Ealing, W5

7.2 The majority of the representations concerned issues outside the scope of this listed building application, but the following issue was raised.

- Damage to listed buildings

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

8.1 The main issues are:

1. Impact on the Kenmare group of buildings
2. Impact on the listed URC church
3. Third party representations

Kenmare group

8.2 I concur with the conservation officer that the demolition of the later rear extension is acceptable because this element is not important to the significance of the listed building.

8.3 The dwarf wall across the front of the Kenmare forecourt plays a small role in the setting of this building, establishing it as a building of stature, with its own defined separate space in front,

distinct from the highway. The loss of the wall would diminish this significance slightly. However, the application proposes new paving, which would draw a clear distinction between the street footway and the forecourt. In my view this would restore much of the limited lost significance. A condition is necessary to control the precise details of this paving.

Emmanuel Church

- 8.4 Most of the original church building lies outside the application site, and will be the subject of a later listed building consent application for minor changes to the interior.
- 8.5 In my view, the removal of the 1990's narthex, the internal entrance lobby beneath the tower, the connecting corridor, and the 1897 schoolroom and toilets would enhance the significance of the listed building, revealing more of its original appearance and eliminating clutter and elements whose form reads awkwardly against the original design.
- 8.6 I accept the view of the conservation officer that the original School Hall is an element of greater significance, and that some of the church's significance will be lost as a result of the demolition of the majority of this element. However, in my view, the loss of significance is relatively minor, both because the most significant part of the Hall, its south gable, is proposed for retention, and because previous alterations to the building have compromised its significance, especially by completely altering the roof structure.
- 8.7 Furthermore, I consider that the limited harm caused by the partial demolition of the Hall would be outweighed by the following factors.
- It would provide a secure, active and viable future for the church building, avoiding its becoming redundant.
 - It would considerably enhance the setting of the church by revealing its presently hidden north and west sides, enabling them to be appreciated from a well-designed open space, and by enabling the construction of an appropriate new addition to the building which would provide an appropriate entrance route to it.

Third party representations

- 8.8 I do not consider that any of the proposed demolitions and alterations would cause unacceptable harm to the listed buildings.

9.0 CONCLUSION

- 9.1 In my view, the very limited loss of significance to the listed buildings in this application is outweighed by the wider public benefits of improving the setting of the church and the rear elevation of Kenmare, and facilitating long-term secure and viable use of the listed buildings.

10.0 RECOMMENDATION

APPROVE subject to the following conditions

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

Reason: To comply with the requirements of Section 18 of the Planning (Listed Building & Conservation Areas) Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

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

Reason: In the interests of good planning and for the avoidance of doubt.

3. No work on the resurfacing of the Kenmare forecourt shall take place until full details of the proposed paving, additional step and granite dividing strip adjacent to the footway have been submitted to, and approved in writing by, the local planning authority. Paving shall take place only in accordance with the approved details.

Reason: To protect the significance of the Listed Building (Cambridge Local Plan 2018 policy 61).

4. Work shall not commence on the demolition of the rear extension to Kenmare, until a demolition method statement has been submitted to, and approved in writing by, the local planning authority. Demolition shall proceed in accordance with the approved method statement.

Reason: To protect the significance of the Listed Building (Cambridge Local Plan 2018 policy 61).

5. No work shall be join the new gatehouse building to Kenmare shall be commenced until details of the junctions between these two buildings have been submitted to, and approved in writing by, the local planning authority. Construction shall take place only in accordance with the approved details.

Reason: To protect the significance of the Listed Building (Cambridge Local Plan 2018 policy 61).