

WEST AREA PLANNING COMMITTEE

Application Number: 18/01341/LBC

Decision Due by: 18th July 2018

Extension of Time: 19th October 2018

Proposal: Application for listed building consent for alterations and extension to library to provide new auditorium with foyer, lecture theatre and teaching spaces, administrative offices and student rooms with ancillary support spaces.

Alterations to Parks Road wall to form temporary construction access, widen vehicular entrance and construct new lean-to gardener's buildings.

Site Address: Trinity College , Broad Street, Oxford, OX1 3BH

Ward: Carfax Ward

Case Officer Gill Butter

Agent: Natasha Ireland **Applicant:** Trinity College

Reason at Committee: The application relates to major development.

1. RECOMMENDATION

West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report, grant listed building consent and

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary and issue the listed building consent.

2. EXECUTIVE SUMMARY

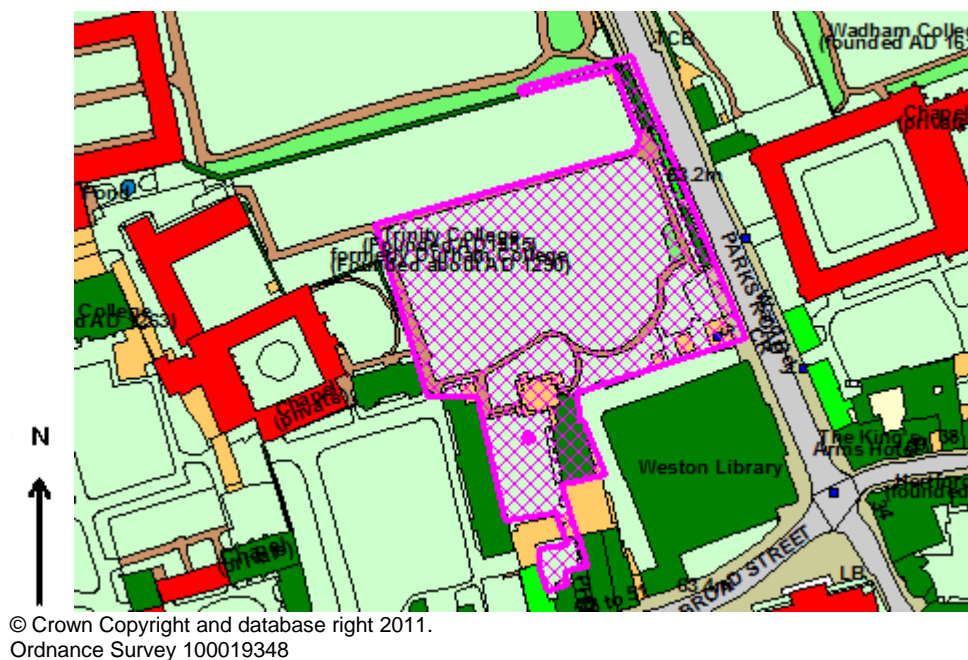
2.1 This report considers the impact of the proposed development on the architectural and historic significance of the grade II listed New Library.

2.2 The key matters for assessment set out in this report include the following:

- the demolition of Cumberbatch 2 building
- the impact to the architectural and historic significance of the New Library building of proposed alterations to that building including an extension.
- the impact of the alteration to the existing gates, gate piers and part of the boundary wall to Parks Road.
- the impact of the construction of a glass house against the north boundary wall of the Trinity College Gardens.

3. SITE AND SURROUNDINGS

- 3.1 The site is located within the main campus of Trinity College which is bounded by Balliol College to the west, St John's College to the north, Broad Street to the south and Parks Road to the east.
- 3.2 The site includes the two Cumberbatch buildings, North and South which create Rose Quad to the south and library Quad to the north and the southern part of the Trinity College Gardens including Giles Gilbert Scott's garage building, formerly part of the Weston Library and now the college President's garage.
- 3.3 Site Location Plan



4. PROPOSAL

- 4.1 The application proposes alterations to the New Library building at Trinity College through the demolition of Cumberbatch North and the addition of a new range of buildings to accommodate an auditorium with ancillary spaces, teaching rooms and student bedrooms. In addition and to facilitate the construction of the new buildings it is proposed to dismantle the Stuart Gates, demolish the existing gate piers in the east boundary wall that faces onto

Parks Road together with a short section of the wall to the south of the existing entrance. These structures will be re-built at the end of the development, relocating the gates slightly further south than they are presently. Finally it is proposed to relocate an existing glass house against the north boundary wall to the garden in the north-east corner of the site. Other works are proposed for which planning permission, not listed building consent is required and a concurrent planning application ref. 18/01340/FUL has been submitted to the local planning authority and is to be determined at this same planning committee meeting.

5. RELEVANT PLANNING HISTORY

5.1 The table below sets out the relevant planning history for the application site:

01/01204/L - Staircase 15 - Listed building consent for installation of heating system _ provision of fire safety measures involving internal alterations _ erection of a ventilation grille in Garden Quad.. PER 24th December 2001.
02/00273/LBC - Listed Building consent for erection of gas meter housing abutting kitchen garden wall, Parks Road.. PER 3rd October 2002.
02/00274/FUL - Planning permission for erection of gas meter housing abutting kitchen garden wall, Parks Road.. PER 3rd October 2002.
02/00816/LBC - Listed Building consent for internal alterations involving installation of new electrical, heating and washing services and facilities in basement and on ground, first and mezzanine floors, Staircase 16, Trinity College. PER 4th July 2002.
54/03685/A_H - Alterations to presidential. PER 8th June 1954.
55/04486/A_H - Alterations to stores. PER 31st May 1955.
55/04487/A_H - Flat and garage to replace cottage. WDN 31st December 1955.
55/04908/A_H - Flat and Garage. PER 8th November 1955.
58/06932/A_H - Modifications to cornice and windows of existing top stories of north wing. PER 27th May 1958.
61/11194/A_H - Conversion of basement with lavatories, showers and cloakroom. PER 12th September 1961.
62/11829/A_H - Alterations to basement to form law library. PER 27th March 1962.
63/14234/A_H - Extension to college including teaching and residential accommodation and extension to book shop for offices, sale and storage. PER 12th November 1963.

64/14234/AA_H - Extension to college including teaching and residential accommodation and extension to book shop for offices, sale and storage (revised). PER 5th May 1964.

64/14234/AB_H - Extension to college including teaching and residential accommodation and extension to book shop for offices, sale and storage (revised). PER 14th July 1964.

71/24550/L_H - Re-surfacing the garden quadrangle with second hand randomly rectangular York stone slabs and Crowborough rough stock bricks laid to pattern. PER 17th August 1971.

81/00175/NFH - Demolition of brick-built gardeners store and erection of two new garden stores. PER 5th May 1981.

84/00547/NFH - Change of use of existing basement into Library Reading Room, including new door in existing window opening.. PER 22nd August 1984.

84/00548/L - Listed Building consent for change of use of existing basement in Library Reading Room, including new door in existing window opening.. PER 22nd August 1984.

95/01169/L - Listed Building consent for installation of surveillance system on the following locations, Old Library, Chapel, Garden Quadrangle, Jackson Building (east and west elevations), Lodge Cottages (2 locations).. PER 30th November 1995.

95/01170/NFH - Installation of surveillance system on the following locations, Old Library, Chapel, Garden Quadrangle, Jackson Building (east and west elevations), Lodge Cottages (2 locations).. PER 30th November 1995.

04/00674/LBC - Listed Building consent for installation of platform hoist to library main entrance involving alterations to existing external stairs, provision of disabled access ramp and new doorway to staircase 7. Internal alterations involving new partitions and up-grading facilities to provide disabled w.c. facilities at ground and first floor level - staircase 7. (Amended plans). PER 9th July 2004.

04/00675/FUL - Planning Permission for installation of platform hoist to library main entrance involving alterations to existing external stairs and provision of disabled access ramp and new doorway to staircase 7. (Amended plans). PER 9th July 2004.

05/00144/LBC - Listed Building consent for installation of platform lift to external steps to library (revised scheme). PER 23rd March 2005.

05/00145/FUL - Planning permission for installation of platform lift to external steps to library (revised scheme). PER 23rd March 2005.

18/01340/FUL - Demolition of the existing building and the erection of a replacement building to provide a new auditorium, teaching, and student communal area. On the lower floors together with administration offices and student accommodation to the upper floors. The relocation and widening of the existing vehicular access from Parks Road further South. External alterations to the rear of the President's Garage. Landscape enhancements to the immediate setting of the proposed new building, library quad and the small quad to the south of library quad. Provision of covered cycle parking and replace glass house and machinery and tool store for the gardeners.. PCO .

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6. Relevant planning policy

6.1 The following policies are relevant to the application:

Topic	National Planning Policy Framework (NPPF)	Local Plan	Core Strategy	Sites and Housing Plan	Other Planning Documents
Design	12 Paragraphs 127,128,129 and 130	HE.3	CS18	n/a	
Conservation/ Heritage	16 Paragraphs 184,190, 192, 193, 194, 196, 198 and 199.	HE.3			

7. CONSULTATION RESPONSES

- 7.1 Site notices were posted around the application site on 5th June and an advertisement was published in The Oxford Times newspaper on 7th June 2018. Following the submission of additional information further site notices were posted on 12th September and the application was re-advertised in The Oxford Times newspaper on

Statutory and Non-Statutory Consultees

Historic England

- 7.2 In a letter dated 13th June 2018 Historic England advised that on the basis of the information available to date they did not wish to offer any comments and suggested that the views of the authority's specialist conservation adviser be sought.

Oxford Preservation Trust

- 7.3 OPT initially responded to the concurrent planning application in a letter dated 4th July in which they express their sadness at the loss of the Cumberbatch Building but acknowledge that Historic England considered that it failed to meet the criteria for statutory listing and recognise that it therefore has no protection from demolition. They could see no reason to object to the new building, considering the architecture to be "safe" and observing that the building would be largely hidden from public view. The letter did make reference to the concerns raised subsequently by the Bodleian Library in respect of potential harm to the significance of that listed building. OPT then submitted a further letter dated 14th August, addressing this response to both the planning and listed building consent applications which expresses stronger concern at what it considers will be an adverse impact on the Reading Rooms of the Weston Library.

Bodleian Library

- 7.4 A letter dated 9th July 2018 was submitted on behalf of the Bodleian Library addressed to both the planning and listed building consent applications which raises concern that the proposed development will have a harmful impact on the significance of the Weston Library. The letter concerns issues that fall to be considered under the planning application not the listed building consent application which concerns alterations to the listed buildings within the site.

Public representations

- 7.5 There were no representations from members of the public.

Officer Response

- 7.6 Whilst not to be dismissed, the substantive concerns raised on behalf of the Bodleian and by OPT relate to the significance of the setting of the new Bodleian (Weston) Library and therefore fall to be considered under the planning application and not this listed building consent application.

8. MATERIAL CONSIDERATIONS

- 8.1 Officers consider the determining issues to be:

- i. The contribution that Cumberbatch North makes to the architectural significance of the New Library building and the consequent impact of its loss
- ii. The impact that the proposed alterations, including extensions to the New Library building have on its architectural and historic significance.
- iii. The harm that would arise to the significance of the east boundary wall from the proposed alteration of the southern gateway and to the Stuart Gates from their dismantling and subsequent re-assembly.
- iv. The impact that the construction of the existing glasshouse against the north boundary wall of the Trinity Gardens would have on that structure's architectural and historic significance.

i. Cumberbatch North

- 8.1 Cumberbatch North is currently attached to the northern end of the New Library building and forms part of a group of buildings that were designed and built for the college in 1964-5 by Robert Maguire and Keith Murray.
- 8.2 The building displays strong references to the traditional Japanese architecture that influenced its architects, appearing as a four storey pavilion. Three, repetitive, relatively simple upper storeys of residential accommodation over architecturally dynamic, a strong play of light and shade, ground and basement floors effectively closes the northern end of Library Quad. Whilst the lower floors are an excellent example of seminal architecture of the period, the upper floors are considered to be less significant and are evidently flawed in terms of their functionality. For this reason together with the building's standard although well executed detailing the building was considered in 2016 not to meet the extremely rigorous criteria for inclusion of post-war buildings in the statutory list and was granted a certificate of immunity from listing for five years to May 2021.
- 8.3 Whilst not imposing itself on the New Library building (1925-7) Cumberbatch North is certainly not in any way deferent to the earlier, classical building whose significance is derived much from its well-proportioned, neo-Georgian architecture offering a rare example of generosity in a period of extreme austerity. It must therefore be considered that the removal of Cumberbatch North would not have a harmful impact on the significance of the listed building.

ii. Alterations and extensions

- 8.4 Having removed Cumberbatch North the application proposes some alteration of the original north gable of the New Library building in order to enable addition of a new three storey, part basement building providing a link between the principal west-east wing of the extension. This façade of the Library building was altered when Cumberbatch was added. Much of the façade would become internal fabric with a small alteration to the ground/lower ground floor doorway to enable disabled access. In addition the coped parapet of the north gable is proposed to be given a larger, more generous proportion in order to give the end of the Library more distinction.

These alterations are relatively small and would have little impact on the architectural significance of the listed building and certainly no impact that would harm that significance.

- 8.5 The principal element of the extension is proposed to be a new three storey plus basement and attic wing that is sited to run west east from the north end of Library Quad to the west side of the President's Garage. The building range will by virtue of its alignment and siting, its separation from the New Library building and the fact that it primarily addresses the former "wilderness garden" not compete architecturally with the New Library building which will remain the primary building in Library Quad. The "safe" classical architecture of the extension will, subject to careful execution act as a restrained foil to the exuberance of the New Library's principal façade (the secondary façade is of no architectural merit). Consequently it must be considered that the extension will have no harmful impact on the significance of the New Library.

iii. East Boundary (Parks Road) Wall and Stuart Gates.

- 8.6 The East Boundary wall is an C18, tall, coursed rubble wall that forms the southernmost section of a wall that extends along much of the west side of Parks Road and provides the eastern boundaries of both Trinity and St John's College gardens. The significance of the wall derives from the contribution that it has historically made to enclosure of the formal college gardens and provides a symbolic separation between public and private as well as to the contribution that it makes to the character and appearance of Parks Road, with a similar boundary wall on the east side of Parks Road enclosing Wadham College and Rhodes House gardens.
- 8.7 The application seeks consent to remove the C20 gate piers and a small section of wall to the south of them to enable access to the site and to re-build this entrance immediately to the south of its current location. The justification for this alteration is firstly to enable construction access but ultimately to adjust the alignment of the existing access (a later addition to the original boundary wall, contemporaneous with the Gilbert Scott garage) such that the it aligns more appropriately with the east façade of the new building range and creates a more functional space between this building and the existing garage building. The gate piers and gateway form part of albeit a more recent intervention in the original C18 wall and therefore their re-siting will have an impact on the historic significance of the wall but any harm would be at the low end of less than significant and will be mitigated by careful (conditioned) re-use of the existing fabric.
- 8.8 The application also seeks consent to temporarily remove the Stuart Gates which also sit in the East Boundary wall but further north than the simpler gate. The Stuart Gates are a pair of ironwork gates with fixed side panels that date from the early C18, are probable contemporaneous with the wall and are thought to be by William Townsend who built up a reputation as a master mason as well as a designer of buildings. His work can be seen at many prestigious sites across the city. The gates would be removed to provide construction access. The application provides an appropriate

methodology for the careful removal and then storage of the gates and appropriate conditions will provide surety for the careful dismantling and re-building of the ashlar gate piers. These gates contribute to one of the seminal “glimpsed” views in the city, not quite as popular as that on Broad Street but nevertheless significant. The removal of the gates and encapsulation of the gate piers, albeit for a temporary period will be harmful, but the harm will be less than significant and the proposal has some justification. There will be no harm to fabric provided that the piers are carefully protected (conditioned).

iv. Works to North Boundary Wall

- 8.9 The North Boundary Wall forms the northern boundary to Trinity College and the north boundary to the registered garden. The wall, a rubble stone wall probably built at the same time as the East Boundary Wall, derives its significance from its contribution as a boundary to the college and the backdrop to the registered gardens. The application seeks consent to relocate an existing glasshouse from its existing location at the south-east corner of the site adjacent to the garage to the north-east corner of the gardens. The glasshouse would be built as a lean-to structure against the wall. The significance of the wall would be impacted by the intervention of the glass house however it must be considered that as the wall derives some of its significance as a garden structure the further its alteration by the addition of another garden structure would seem to be entirely reasonable and justified.
- 8.10 It is unclear from the information submitted in support of the application as to the nature and extent of supporting structure that would be required beneath the new tool shed which is proposed to be sited adjacent to the North Boundary Wall, immediately to the east of the glass house or indeed the extent of wall support structure, footings etc. that exists below ground level however it is considered reasonable and necessary to condition any consent to ensure that such work is carried out in such a manner as to limit the impact on the wall and the harm to historic fabric.

9. CONCLUSION

- 9.1 Having considered the evidence offered in support of the application and established the significance of the listed buildings to which it is proposed to make alterations and then looked at the impact of the proposed alterations extensions and additions to the listed buildings it is considered that the majority of the changes would not impact on the significance of the listed building in question. Where there would be some impact and that impact would be harmful, the initial harm would be at the low end of less than significant. The proposed changes in these cases have been clearly justified by the applicant and any resultant harm has been mitigated by careful, considered and respectful design.
- 9.2 It is recommended that the Committee resolve to grant listed building consent for the development proposed.

10. CONDITIONS

1. The works permitted shall be begun not later than the expiration of three years from the date of this consent.

Reason: In accordance with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

2. The buildings, including Cumberbatch North, the sections of boundary walls, gate piers and outbuildings shall not be demolished before listed building consent and planning permission for redevelopment are granted, agreed recording has taken place and a legally binding contract for the carrying out of the works of redevelopment of the site is made and evidence of the contract has been produced to and agreed in writing by the Local Planning Authority, or in the absence of such a contract an alternative confirmation of commencement of the development has been submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that the premature demolition of the buildings does not take place to the detriment of the architectural and historic significance of listed buildings and buildings of high architectural significance in accordance with policies CP1 and HE7 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

3. The applicant shall ensure the safety and stability of the South Boundary Wall both prior to and during demolition of Cumberbatch North, during excavation of basements and while the works the subject of this consent and the associated planning permission are carried out. Details of the measures to be taken to protect the adjoining listed buildings shall be first submitted to and agreed in writing by the Local Planning Authority and only the approved measures shall be carried out.

Reason: To ensure adequate protection to this and adjoining buildings and safeguard their special interest in accordance with policies CP1, HE3 and HE7 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

4. The demolition of the gate piers and section of South Boundary Wall adjacent to the Scott garage shall not take place until the applicant has made a drawn/photographic record of the structures and submitted a method statement to include the storage of material during the works and an agreed timescale for rebuilding. Both record and statement shall be agreed in writing with the LPA prior to commencement of demolition.

Reason:- In order to ensure an appropriate level of recording and agree a methodology for dismantling and storage of material prior to the work taking place to ensure the ability for rebuilding and to mitigate the overall level of

harm to the significance of the listed building in accordance with paragraphs 193 of the NPPF 2018 and policy HE.3 of the Local Plan.

5. The applicant shall ensure the protection of the gate piers to be retained on the removal of the Stuart Gates and shall provide drawn details and methodology of this protection to be submitted to and approved in writing by the LPA prior to the removal of the gates and only the approved measures shall be carried out. An agreed timescale for reinstatement shall be agreed in writing before practical completion of the development works.

Reason: To ensure adequate protection to the listed structures and safeguard their special interest in accordance with policies CP1, HE3 and HE7 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

6. The applicant shall provide drawn details of and a method statement for the attachment of the glass house to the North Boundary Wall together with details and methodology for slabs and footings adjacent to this wall all to be agreed in writing by the LPA prior to any of this work taking place and only the approved measures shall be carried out.

Reason: To ensure adequate protection to the listed wall and safeguard its special interest in accordance with policies CP1, HE3 and HE7 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

7. Any works of alteration repair and stabilisation required to the north façade of the New Library in order to facilitate the abutment of new buildings shall be submitted to and approved in writing by the LPA prior to commencement of any new building abutting this building facade.

Reason: To ensure survival of the existing façade of architectural importance in accordance with policies CP1, HE3 and HE7 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

11. APPENDICES

Appendix 1 – Site Location Plan

12. HUMAN RIGHTS ACT 1998

Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

13. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- a. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to approve planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.