

SCHEDULE A: Applications with Recommendation

16/0723

Item No: 05

Date of Committee: 21/10/2016

Appn Ref No:
16/0723

Applicant:
Carlisle Cathedral

Parish:
Carlisle

Agent:
Feilden Fowles Architects
Ltd

Ward:
Castle

Location: The Fraternity, 7 The Abbey, Carlisle, CA3 8TZ

Proposal: Removal Of 19th Century Porch And Erection Of New Entrance,
Hospitality Annexe With Cafe And Interpretation Spaces; Modifications
To Existing Doorway To North Elevation And Internal Works (LBC)

Date of Receipt:
08/08/2016

Statutory Expiry Date
03/10/2016

26 Week Determination

REPORT

Case Officer: Stephen Daniel

1. Recommendation

- 1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 Impact On The Listed Building

3. Application Details

The Site

- 3.1 The Fraternity is a Grade 1 Listed Building which stands prominently in the cathedral precinct. It is the surviving refectory of the former Augustinian Priory and it formed the south range of the now lost cloister to the south of the cathedral.
- 3.2 The date of the building is uncertain, but there is evidence of two phases of building, one perhaps in the 14th century, and the other in the late 15th century. The building was altered in the late 17th century and again

between 1808-1811 when Sir Robert Smirke inserted a new doorway into the north west corner of the building. Further work was undertaken to the building between 1875 and 1880, by George Street, who removed the 17th century work, took out Smirke's doorway and reversed it and created a new porch.

- 3.3 The building has a fine vaulted undercroft which is accessed via steps. This space is currently occupied by a café and toilets. The first floor hall, which is also accessed via steps through the Street Porch, houses the cathedral's library, which includes the third largest cathedral collection of 17th century printed volumes in the country.

The Proposal

- 3.4 The proposal is seeking to remove the Street Porch and to add a new glazed link building which would connect the Fraternity to a new single-storey pavilion. The new extension would sit perpendicular to The Fraternity and would be connected to its north-west corner.
- 3.5 The link building would be constructed of fabricated bronze sheet and glass, under a standing seam zinc roof. The pavilion building would be constructed of local red sandstone to blend with the Fraternity and Cathedral, in a contemporary design which draws inspiration from the Gothic architecture of the medieval buildings.
- 3.6 The link building would contain stairs and a platform lift which would provide access to the both the undercroft and the hall. A viewing point would also be provided in the link building and this would give views across the Cathedral Precinct to the east and west.
- 3.7 The pavilion would incorporate a café space at its northern end and this would also function (out of hours) as a breakout space for events in the main hall. The southern end of the building would accommodate a kitchen and toilets. Entrance doors would be provided in both the east and west elevations of the pavilion.
- 3.8 The main Fraternity Hall would be used for interpretation, exhibitions and events. The inner screen and kitchen would be removed from the hall and the bookcases would be relocated. A large projection screen would be installed in the eastern end and exhibition panels would be added to the book cases. The Smirke doorway would also be repositioned and reversed. The undercroft would be used as a teaching and learning space and the kitchen, toilets and internal partitions would be removed, with new toilets and partitions being added. A new entrance would also be created to the undercroft through the external wall.
- 3.9 An enclosed courtyard would be created to the east of the pavilion building. This would be landscaped and would contain a planting bed and a pedestrian link to the main entrance to the pavilion. Natural stone pavers would be used in this area to mark out the cloister area. Street furniture and outdoor seating would also be located in this area, together with the bronze model of the Cathedral Precinct.

- 3.10 A block paved and landscaped area would also be created to the west of the pavilion building and this would be accessed by a doorway in the west elevation of the pavilion building.

4. Summary of Representations

- 4.1 This application has been advertised by means of site and press notices as well as notification letters sent to nineteen neighbouring properties. In response one letter of objection and one letter of support have been received.
- 4.2 The letter of objection makes the following points:
- The buildings in the Cathedral Close, especially those between the Cathedral's doorway and the Prior Slee's (Abbey) Gate, form the finest urban space in the city. The buildings themselves are all of great architectural quality and historic significance. The construction of the pavilion centrally placed in the space would obstruct views to all of these buildings and would destroy the quality of the space.
 - Whilst greater access to the Fraternity is desirable and the requirement for a café are understood there are alternative solutions and this proposal is too high a price to pay.
- 4.3 The letter of support makes the following points:
- Very few people have ever been into the Fraternity – it is a shame that such an important building has remained largely unused and unloved for so long.
 - The opening up of this building along with the uses proposed will benefit those who live locally but will increase visitor numbers to Carlisle. A redeveloped Fraternity could prove to be a major tourist attraction.
 - The previous design for the new building was strongly criticised. The present proposal which will now house the café as well as providing access to the Fraternity is a big improvement and probably the best we will ever get.
 - A number of the existing buildings within the Cathedral grounds would once have been modern additions and that English Heritage used to ask that we should not try to copy existing buildings.

5. Summary of Consultation Responses

Historic England - North West Office: - no objections on historic environment grounds, subject to conditions;
Georgian Group - Amenity: - no comments received;
Victorian Society - Amenity: - no comments received;
National Amenity Society: - no comments received;
Carlisle & District Civic Trust: - no comments received.

6. Officer's Report

Assessment

- 6.1 Section 54a of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- 6.2 The relevant planning policies against which the application is required to be assessed are the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG), Policies LE12, LE13 and CP5 of the Carlisle District Local Plan 2001-2016 and Policies HE3 and SP6 of the emerging Carlisle District Local Plan (CDLP) 2015-2030.
- 6.3 Carlisle's emerging new Local Plan 'The Carlisle District Local Plan 2015 - 2030' was submitted to the Secretary of State on 22nd June 2015 under Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 6.4 Paragraph 216 of the National Planning Policy Framework identifies that:
- “From the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:*
- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);*
 - the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*
 - the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given)”.*
- 6.5 Carlisle City Council resolved at their meeting of the 10th February 2015, with regards to the emerging Local Plan, that *“once published for consultation, weight be given to the Carlisle District Local Plan (2015–2030) as a material consideration when exercising Development Management policy decisions, in accordance with paragraph 216 of the National Planning Policy Framework”.*
- 6.6 In exercising a decision on the proposal regard has therefore been had to the relevant policies and proposals within the emerging Carlisle District Local Plan 2015-2030 (Proposed Submission Draft and Proposed Main Modifications). The particular weighting afforded to policies and proposals of relevance has been arrived at by considering each in turn and by way of reference to the provisions of paragraph 216 of the NPPF.
- 6.7 The proposal raises the following planning issues:
1. Impact On The Listed Building

- 6.8 Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of Local Planning Authorities whilst exercising of their powers in respect of listed buildings. The aforementioned section states that:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".

- 6.9 As set out in the NPPF, in determining planning applications Local Planning Authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation (paragraph 131); when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (paragraph 132); Local Planning Authorities should refuse consent for any development which would lead to substantial harm to or total loss of significance of designated heritage assets (paragraph 133); and where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 134).
- 6.10 Policy LE12 (Proposals Affecting Listed Buildings) of the adopted Local Plan states that proposals for new development which adversely affects a listed building or its setting will not be permitted. Any new development within the setting of a listed building should preserve the building's character and its setting. This requirement is also contained within Policy HE3 (Listed Buildings) of the emerging Local Plan.
- 6.11 Policy LE13 (Alterations to Listed Buildings) of the adopted Local Plan states that applications for alterations or extensions to listed buildings must have regard to the scale, proportions, character and detailing of the existing building (both internally and externally) and of its windows and doorways. Any proposals which have an unacceptable impact on the listed building will not be permitted. Applications will be assessed against a series of criteria which include the importance of the building; the setting of the building and its contribution to the local scene; and the extent to which the proposed works would bring substantial benefits for the community. These requirements are carried forward into Policy HE3 (Listed Buildings) of the emerging Local Plan.
- 6.12 One of the main aims of the project is to improve access to The Fraternity by providing a new DDA compliant entrance to both the undercroft and the first floor. The project is also seeking to develop teaching and learning on site and a dedicated, secure and equipped teaching and learning space is, therefore, required.
- 6.13 The proposal would lead to the removal of the Street Porch and the addition

of a new glazed link building which would connect the Fraternity to a new single-storey pavilion. The new extension would sit perpendicular to The Fraternity and would be connected to its north-west corner. This would reduce the impact of the extension on the Fraternity and would define a new cloister like space between the Cathedral and the Fraternity.

- 6.14 A previous proposal, which was drawn up in 2014, had a single-storey extension running along the full length of the north façade of the Fraternity, with a two-storey element at its eastern end but it was considered that this proposal would have had a significant impact on The Fraternity building.
- 6.15 The new building has been designed to be subservient to the listed building in terms of scale and design and to avoid comparison with the existing building. This approach is advocated by Historic England where new work is clearly differentiated from old work but built to a respectful scale and form using similar materials.
- 6.16 The link building would be a light weight structure which would be constructed of fabricated bronze sheet and glass, under a standing seam zinc roof. The pavilion building, whilst being contemporary in style, draws inspiration from the Gothic architecture around it and would be constructed of local red sandstone to blend with the Fraternity and cathedral.
- 6.17 The removal of the existing Street Porch would cause some harm to the Listed Building. However, the level of harm would be less than substantial given that it is less significant than the rest of the Fraternity and a small component of the whole building, which was added at a later date. Historic England acknowledges that the Street Porch is a much later addition and whilst it was designed by an important architect of the late 19th century, it is a minor work which is not among Street's more important work and is certainly less significant than the medieval fabric of the building. The removal of the 19th century screen at the western end of the upper floor of the Fraternity and the relocation of the bookcases would also cause harm to the Fraternity as would the formation of a new entrance in the external wall.
- 6.18 Historic England considers that the proposed extension would provide enhanced facilities for education, interpretation and hospitality, whilst the new vertical access to the Fraternity would greatly improve accessibility to the building. These public benefits would significantly outweigh the harm which would be caused to the Fraternity. The proposed extension has been carefully designed, using appropriate materials, to be respectful of its context. Historic England, therefore, has no objections to the proposal on historic design grounds, subject to conditions requiring the approval of details of finishes of stonework and external features such as doors and windows and of the commissioning of agreed schemes of building recording of the Street Porch, internal features prior to their removal and of the Smirke doorway prior to dismantling and re-positioning. The applicant has also confirmed that Street Porch would be stored on site for possible future use. These conditions would largely mitigate the harm that would be caused to the Fraternity.
- 6.19 The Council's Heritage Officer agrees that the tabled design is of high quality and welcomes its modern-Gothic inspiration and use of a palette of materials

which would allow it to 'bed in' to the other buildings in the precinct.

- 6.20 In light of the above, it is considered that the benefits of the proposal would outweigh the harm to the Fraternity building, which would not be significant.

Conclusion

- 6.21 In overall terms, it is considered that the benefits of the proposal would outweigh the harm to the Fraternity building, which would not be significant. In all aspects, the proposal is considered to be compliant with the objectives of the relevant adopted Local Plan policies.

7. Planning History

- 7.1 There is no planning history relating to this site.

8. Recommendation: Grant Permission

1. The works shall be begun not later than the expiration of 3 years beginning with the date of the grant of this consent.

Reason: In accordance with the provisions of Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

2. The approved documents for this Listed Building Consent comprise:
1. the submitted planning application form, received 8 August 2016;
 2. Planning, Design & Access Statement (including Heritage Impact Statement; Fraternity Porch Statement of Significance; Bat Survey; Archaeological Evaluation & Impact Statement; Statement of Community Involvement); received 8 August 2016;
 3. Existing Site Location Plan, received 8 August 2016 (Dwg CFR_EX_000 Rev A);
 4. Existing Block Plan, received 8 August 2016 (Dwg CFR_EX_001 Rev A);
 5. Existing Landscape Plan, received 8 August 2016 (Dwg CFR_EX_010 Rev A);
 6. Existing Undercroft Plan, received 8 August 2016 (Dwg CFR_EX_109 Rev A);
 7. Existing Main Fraternity Space Plan, received 8 August 2016 (Dwg CFR_EX_111 Rev A);
 8. Existing North Elevation, received 8 August 2016 (Dwg CFR_EX_200

Rev A);

9. Existing East Elevation, received 8 August 2016 (Dwg CFR_EX_201 Rev A);

10. Existing South Elevation, received 8 August 2016 (Dwg CFR_EX_202 Rev A);

11. Existing West Elevation, received 8 August 2016 (Dwg CFR_EX_203 Rev A);

12. Existing Section AA, received 8 August 2016 (Dwg CFR_EX_310 Rev A);

13. Existing Section BB, received 8 August 2016 (Dwg CFR_EX_311 Rev A);

14. Existing Section DD, received 8 August 2016 (Dwg CFR_EX_313 Rev A);

15. Existing Section EE, received 8 August 2016 (Dwg CFR_EX_314 Rev A);

16. Proposed Block Plan, received 8 August 2016 (Dwg CFR_001 Rev A);

17. Schematic Landscape Plan, received 8 August 2016 (Dwg CFR_010 Rev A);

18. Undercroft Plan, received 8 August 2016 (Dwg CFR_109 Rev A);

19. Pavilion Plan, received 8 August 2016 (Dwg CFR_110 Rev A);

20. Main Fraternity Space Plan, received 8 August 2016 (Dwg CFR_111 Rev A);

21. Pavilion Roof Plan, received 8 August 2016 (Dwg CFR_120 Rev A);

22. North Elevation, received 8 August 2016 (Dwg CFR_200 Rev A);

23. East Elevation, received 8 August 2016 (Dwg CFR_201 Rev A);

24. South Elevation, received 8 August 2016 (Dwg CFR_202 Rev A);

25. West Elevation, received 8 August 2016 (Dwg CFR_203 Rev A);

26. Section AA, received 8 August 2016 (Dwg CFR_310 Rev A);

27. Section BB, received 8 August 2016 (Dwg CFR_311 Rev A);

28. Section EE, received 8 August 2016 (Dwg CFR_314 Rev A);

29. Section FF, received 8 August 2016 (Dwg CFR_315 Rev A);
30. Section GG, received 8 August 2016 (Dwg CFR_316 Rev A);
31. Section II, received 8 August 2016 (Dwg CFR_318 Rev A);
32. Typical Bay Study, received 8 August 2016 (Dwg CFR_500 Rev A);
33. Link Bay Study, received 8 August 2016 (Dwg CFR_501 Rev A);
34. General Arrangement (Landscaping), received 8 August 2016 (Dwg P0253-LA-00-GA Rev A);
35. Cloister Garden, received 8 August 2016 (Dwg P0253-LA-00-(6) Rev A);
36. Sections (Landscaping), received 8 August 2016 (Dwg P0253-LA-10-(3) Rev A);
37. the Notice of Decision; and
38. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

3. Samples or full details of all materials to be used on the exterior shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The materials used shall be in strict accordance with these details.

Reason: To ensure that the proposed materials are acceptable in accordance with Policies LE13 and CP5 of the Carlisle District Local Plan 2001-2016 and Policies HE3 and SP6 of the emerging Carlisle District Local Plan 2015-2030.

4. Samples or full details of the proposed windows and doors to be used in the extension hereby approved shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The windows and doors installed shall then be in accordance with these details.

Reason: To ensure that the proposed materials are acceptable in accordance with Policies LE13 and CP5 of the Carlisle District Local Plan 2001-2016 and Policies HE3 and SP6 of the emerging Carlisle District Local Plan 2015-2030.

5. Prior to the carrying out of any construction works, the following elements of the historic fabric of the building, which will be impacted upon by the development, shall be recorded in accordance with a Level 3 Survey as described by Historic England's document Understanding Historic Buildings A Guide to Good Recording Practice, 2016: the Robert Smirke doorway in

the NW corner of the building; the GE Street porch that encloses Smirke's doorway; the 19th century screen at the west end of the upper floor and the associated bookcases. Within 2 months of the commencement of construction works a digital copy of the resultant Level 3 Survey report shall be furnished to the Local Planning Authority.

Reason: To ensure that a permanent record is made of the buildings of architectural and historic interest prior to their alteration as part of the proposed development, in accordance with Policy LE13 of the Carlisle District Local Plan 2001-2016 and Policy HE3 of the emerging Carlisle District Local Plan 2015-2030.

6. The Street Porch shall be carefully taken down and stored within the Cathedral Precinct in perpetuity, pending possible further re-use of the structure.

Reason: To ensure that the Street Porch is retained within the Cathedral Precinct so that it can be re-erected in the future, in accordance with Policy LE13 of the Carlisle District Local Plan 2001-2016 and Policy HE3 of the emerging Carlisle District Local Plan 2015-2030.
