

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

7 July 2010

AUTHOR/S: Executive Director (Operational Services)/
Corporate Manager (Planning and New Communities)

S/0551/10/F - DUXFORD

**Alterations and extensions, The Red Lion Hotel, Station Road East
For Ms Sophie Gregorios-Pippas**

Recommendation: Delegated approval/refusal

Date for Determination: 25 June 2010

S/0552/10/LB - DUXFORD

Part demolition, alteration and refurbishment; demolish single-storey extensions to rear/eastern elevation; resite fire escape, remodel internal spaces; construct new kitchen, dining and function rooms: The Red Lion Hotel, Station Road East

Recommendation: Delegated approval/refusal

Date for Determination: 10 June 2010

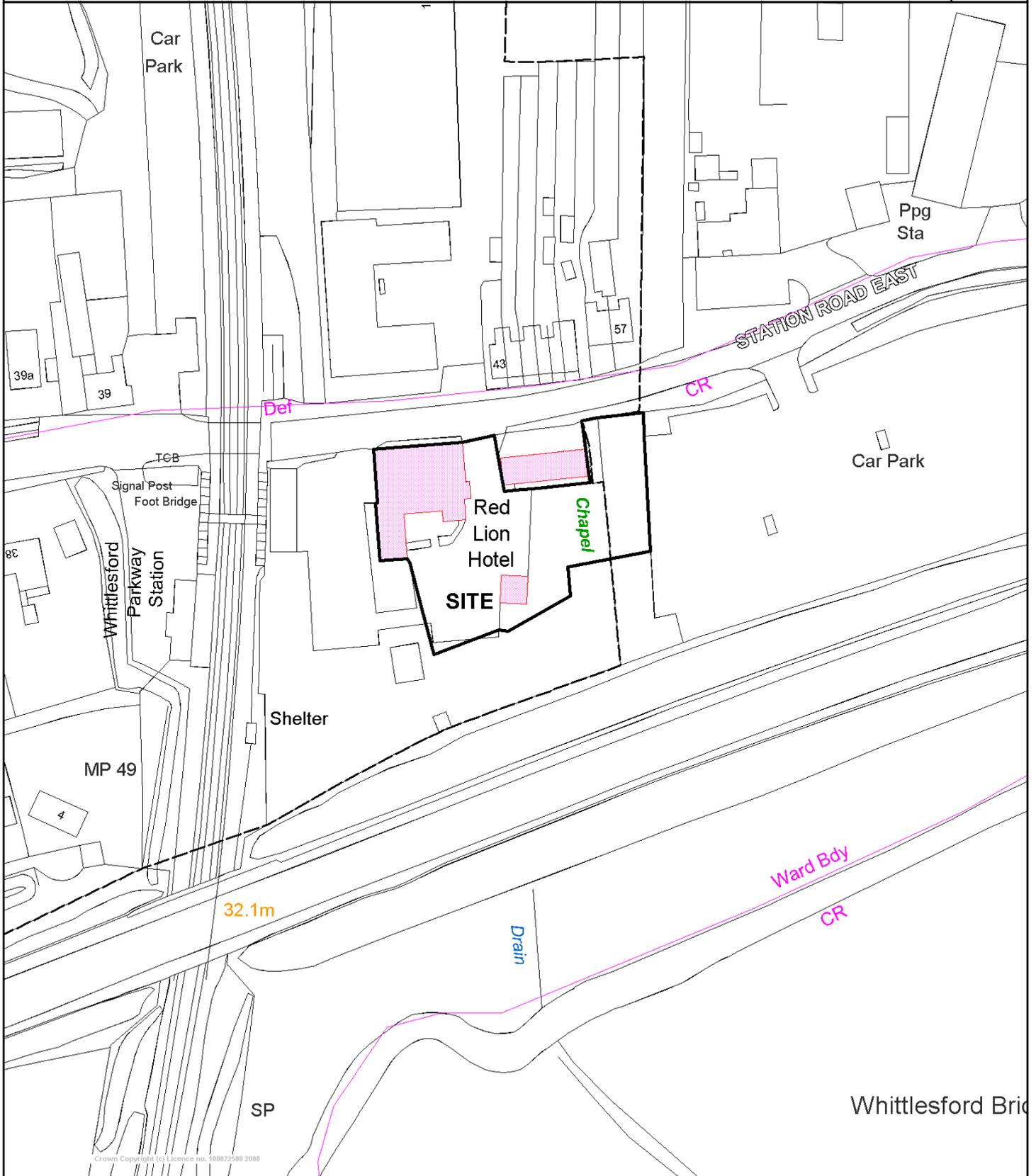
Notes:

This Application has been reported to the Planning Committee for determination at the request of Cllr J Williams.

Members will visit this site on 7 July 2010

Site and Proposal

1. The proposal relates to The Red Lion Hotel, a grade II listed building, which is adjacent to Duxford Chapel, a grade II (star) listed building and a scheduled ancient monument. The chapel is also an Historic Property in the care of English Heritage and which is open to the public. The site lies within the village framework for Whittlesford Bridge (Inset Map 107 of the Adopted Proposals Map), adjacent to the railway line and Whittlesford Station, and an elevated section of the A505. To the east the site is adjoined by the railway station car park.
2. A hotel is currently under construction in the south west end of the Red Lion Hotel's curtilage, adjacent to the A505. This was granted planning permission under reference S/1862/08/F.
3. The proposal requires both planning permission and listed building consent. These applications were submitted dated 6 April 2010. The proposal is to demolish some of the 20th century additions to the southern and eastern side of the building. The kitchen, which is at present within these additions, is to be relocated to the western wing, which will enable it to be larger. Toilets are to be relocated to the western wing and provided with disabled facilities. Disabled circulation within the building is to be improved.



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Scale 1/1250 Date 21/6/2010

Centre = 548493 E 247246 N

July 2010 Planning Committee

4. The proposal will provide a larger dining area with kitchenette, and an additional casual seating area. The former kitchen area is to be re-used as a coffee room/ snug. The proposal will add approximately 192 sqm of floorspace. The rear of the hotel is to be extended back a distance of between 9.5 and 12.5m. On the eastern elevation, the fire escape stairs are to be relocated and set behind a new screen wall. A new opening is to be made at first floor level through the historic fabric to gain access to the relocated fire escape.
5. Amended plans were received, date-stamped 15 June 2010, which show an amended position for the new eastern screen wall and to minimise the openings made in it. These followed discussions with English Heritage with the intention of improving the setting of the Chapel.
6. Externally, parking is to be relocated away from the rear of the hotel and Chapel, and this area is to be landscaped, to improve the setting of the buildings.
7. The proposal also includes the change of use of an additional piece of land to the east of the Chapel, with length 34m and width 14m. This is to form an extension to the landscaped area of the hotel and to improve the setting of the Chapel.
8. Parking is to be increased from 70 to 81 spaces to cater for the increased dining area. The number of bedrooms in the new hotel is to increase from 71 to 73. These proposals are the subject of separate but related planning applications.
9. This application includes revisions to the hard and soft landscaping works to the immediate environs of the hotel and Chapel. The only trees to be removed are within the area of additional land to the east of the Chapel, where new planting is proposed.
10. The applications are supported by a Design and Access Statement; Planning Statement; Historic Building Analysis; Heritage Statement; Statement of Archaeological Potential; Transport statement; Extended Phase 1 Habitat Survey; Land Contamination Report; Services Statement; Preliminary Schedule of Alteration Works and Repairs.

Planning History

Current applications:

11. **S/0544/10/F** - Variation of condition 10 revision of approved car-parking layout
S/0546/10/F - Car park extension for 81 spaces
S/0548/10/F - Variation of condition 10 to permit extension of car parking layout

Determined applications

12. **S/0543/10/A** - Display of illuminated signage Part approved, part refused 23.6.10
13. **S/1874/09/LB** - Demolition of freestanding garden retaining wall and attached lamp post Approved 12.2 10
14. **S/1862/08/F** - Erection of 70-bedroom hotel with associated car parking and landscaping. Approved 21.9.09. Section 106 Agreement sealed 11.9.09.
15. **S/1161/08/F** - Erection of 70-bedroom hotel with associated car parking and landscaping. Refused 29th September 2008. Appeal withdrawn.

16. **S/1231/08/LB** - Total demolition of air raid shelter – approved 9th September 2008.
17. **S/0417/79/F** and **S/0418/79/LB** - Extensions to the rear of the hotel were approved in 1979 but not implemented.
18. **SC/0535/72/O** - outline planning permission for a 20-room freestanding block was granted in 1973 but was not implemented.
19. **SC/59/403** - Improvement to catering store facilities Approved 11.1.60

Planning Policy

Planning Policy Statement 5: 'Planning for the Historic Environment' (2010).

East of England Plan 2008

E6 (Tourism)

ENV6 (The Historic Environment)

*South Cambridgeshire Local Development Framework Development Control Policies
DPD 2007*

DP/1 (Sustainable Development)

DP/2 (Design of New Development)

DP/3 (Development Criteria)

DP/7 (Development Frameworks)

Objective ET/f (Growth of Tourism)

ET/5 (Development for the Expansion of Firms)

Objective SF/a (Services and Facilities)

SF/1 (Protection of Village Services and Facilities)

CH/2 (Archaeological Sites)

CH/3 (Listed Buildings)

CH/4 (Development Within the Curtilage or Setting of a Listed Building)

TR/1 (Planning for More Sustainable Travel)

TR/2 (Car and Cycle Parking Standards)

TR/3 (Mitigating Travel Impact)

Supplementary Planning Documents

Listed Buildings SPD (2009)

Landscape in New Developments SPD (2010)

20. **Circular 11/95 - The Use of Conditions in Planning Permissions:** Advises that conditions should be necessary, relevant to planning, relevant to the development of permitted, enforceable, precise and reasonable in all other respects.

Consultation

21. **Duxford Parish Council** – approval, with no additional comments.
22. **Whittlesford Parish Council** - approval, with no additional comments.
23. **Council's Conservation Officer** - recommendation of refusal. The Conservation Officer comments:

24. The Red Lion Public House is listed grade II, dates from the fifteenth century and was built as a coaching inn. It is on a thirteenth century hospital site of which the chapel remains and is listed grade II*.
25. The application follows pre-application discussions about extension with English Heritage and ourselves although the submitted scheme was not previously discussed. Further negotiation has taken place regarding some of the concerns.
26. In principle it is accepted that some extension is justified due to the previous consent for the hotel currently under construction, in order to provide the dining facilities that are linked to this. There is also some potential to improve the appearance of the building by removing the less attractive twentieth century extensions and there is the opportunity to move the kitchen from the most sensitive part of the building into an extension on the eastern end of the building as we previously suggested or into the early twentieth century western wing as proposed.
27. Some concerns, discrepancies in the drawings and additional information about details can be covered by condition and I would recommend that any approval would have conditions to cover investigative opening up, retention of historic features, support for the historic structure, structural alterations, roof alterations, chimney alterations, infilling of openings, ramps, alterations to fireplaces, alterations to the ancient door, proposed doors, windows, screens, eaves & verge, rooflights, canopy, vents, heating system (boiler position and vents), fire alarms, security fixtures, lighting, signage, re-rendering (extent and type), air conditioning units, wiring, and cleaning of historic structure.
28. Two further concerns are the subject of some amended drawings. This covers the extent of loss of fifteenth century structure on the ground floor of the east wing and the design of the proposed entrance and extent of proposed flat roof within the courtyard area, and the amended scheme as discussed is expected to overcome the concerns.
29. There are two significant concerns that remain. I have suggested alternatives that would be more sympathetic and less destructive but these would involve a change to the floor plan and therefore I have been informed that the applicants are unwilling to negotiate further. The first is the extent of the extension and the second is the extent of removal of fifteenth century structure on the first floor of the original eastern wing. On plan, the footprint area taken by the extension is almost the same as the extent of the remains of the current building and considerably exceeds the footprint of the original building prior to the twentieth century. This would result in an extent of modern building that competes with the historic building. From the A505, this would dominate the foreground views and this would be a significant increase on the existing flat roof and modern extension. The amended drawings are intended to reduce the visual extent of the large flat roof and to allow views of the gables behind the extension but would not overcome the spread of the extension. As the existing roof form with its numerous gables are significant as part of the character of the building and the flat roofs are unsympathetic to that, their extent should be minimised. The modest spans and small scale of the existing building are also an important part of its significance and character and the proposed large roofs and large open plan spaces would dwarf this, to the detriment of the listed building. In case of identified harm such as this, PPS5 considers that there may be mitigating circumstances that need to be considered. However, the greater the loss, the greater the justification that is needed, alternatives should be considered to achieve the justified aim with the

least harm to the significance of the heritage asset and where there are less damaging alternatives, the harm should not be permitted (Policy HE9.4).

30. The justification for the extension was that it was necessary as part of the agreement for the hotel and would ensure the survival of the listed building as a public house with visitors from the hotel dining and using the listed building. The proposed extension doubles this accommodation by providing for a full 70 dining spaces with secondary kitchen, and also a further space for 70 people to wait in order to dine. It is unlikely that all 70 people from the hotel would be using the dining facilities at the same time and any waiting should be managed to be as short a period as possible in order to give good service and could equally be accommodated within the original building or bar area, where it would help to ensure the future viability of these historic spaces.
31. The alternative we suggested retains the seating area for 70 diners but turns the dining area 90 degrees so it includes the entrance lobby and so does not extend further than the existing western wing, thus reducing the bulk of the extension and roofs and following the extent of the existing wings. The roof could be similar to the amended scheme to allow views of the gables, but would be significantly smaller as the flat roofed element with central gable would be set back behind the gables facing the A505. On this basis therefore there is at least one alternative that would achieve the viability needed for the future of this listed building, without the harm that the proposed scheme shows.
32. The loss of historic fifteenth century structure on the first floor results from the proposal to relocate the fire escape door into the bedroom that forms the end of the original eastern wing. This involves the extension of an existing (early twentieth century) window into a door. However, only part of the historic frame is visible and the applicant is unwilling to carry out the necessary opening up to identify the full extent of the implication on the historic structure. The timber frame construction typical of the end of a fifteenth century structure includes substantial arched braces that go from the corner post to the mid rail and to the eaves beam. Sometimes these are exposed as they are both decorative and practical to stiffen and support the gable and to prevent racking of the structure. It is likely that the lower arched brace still remains in its entirety and that the original lower timber studwork remains below the window and this would also be lost. There is another structural concern in that in the early twentieth century the timber frame directly below this was removed in order to extend the kitchen. As this was prior to listing this destructive work could not then be controlled, but it means that there would be a band of missing structure running vertically up the building in the area of the proposed doorway, with only the mid rail providing any tie to the structure. Any new material or openings in this area would not provide the continuity and consistency that the original frame did. As the historic building assessment included with the submission identifies visible distortion of the historic frame and particular structural movement already having occurred in this area, to weaken the historic structure further and to put unreasonable strain on the mid rail and roof would risk an increase of this structural movement. Both the loss of important historic structure and the potential long term damage would be detrimental to the special interest and character of this listed building.
33. The alternative we suggested was to provide the fire escape through modern structure in the central bedroom, where a corridor could be formed through the existing lobby and shower room to lead onto the flat roof. From there a fire escape staircase could be formed between the historic east wing and the proposed dining room extension. Further discussion would be needed about details such as the handrail across the roof (I suggest it is simple so resembles a solid balustrade), fire

officer requirements regarding the corridor within the building (which may for instance need an additional lobby), the extent of any increased ground floor area (up to 1.2m increase on the extension length but compensated by the loss of the prominent front part of the flat roofed extension facing the entrance road where the escape staircase is located in the submitted scheme), the access to the roof space of the kitchen area of the dining room extension (possibly by setting the doorway into the roof) and the relocation of the shower room within the twentieth century structure of the bedroom. On this basis therefore there is at least one alternative that would achieve the fire escape needed for the first floor of this listed building, without the harm that the proposed scheme shows.

34. The application therefore does not comply with the relevant guidance in PPS5. I therefore recommend refusal due to the bulk and form of the proposed extension and the loss of historic structure, which would be detrimental to the interest of the listed building and contrary to Policies HE7.5, 9.1 and 9.4 of PPS5 and Policy CH/3.
35. **English Heritage:** English Heritage has been involved in pre-application consultations concerning the Red Lion and we are currently processing a Scheduled Monument Consent application for works associated with this matter. In connection with the SAM consent application, English Heritage has no objection in principle to the works in the area of the scheduled monument and, subject to the agreement of conditions, this application will be approved shortly.
36. With reference to the planning and listed building application for works to the existing public house; this proposal includes relocating the service yard from the east side of the public house to the west side (including associated refuse storage etc). This has two distinct advantages in respect of the setting of the Scheduled Monument; firstly it will remove the need for service vehicles to enter the site past the west gable of Duxford Chapel and secondly it will remove the visual clutter associated with the storage of refuse, crates of empty bottles, recycling etc from areas adjacent to the Chapel. The works to the east elevation of the public house will also provide visual enhancements, including rationalisation of the waste water pipework and better screening of the fire escape staircase. As part of the pre-application consultations we made representations in respect of the extension in so far as it impacts on the setting of the Scheduled Monument and are satisfied that the current proposals are a significant improvement and will not result in harm to the setting of Duxford Chapel. Furthermore, the changes to the service arrangements will offer the opportunity for improvements to the surface treatment in the vicinity of the west gable of the Chapel and English Heritage would wish to see a condition included in any permission requiring agreement over the hard and soft landscape treatment in this area.
37. English Heritage does not wish to comment on the other aspects of the proposals that do not impact on the setting of the Chapel, and are content for the local planning authority to assess these aspects of the scheme in light of national and local planning policies. In the event that the scheme is to be approved, and in order to ensure the proposed enhancements to the setting of the chapel are delivered, English Heritage would wish to see a suitably worded condition included that would prevent the new accommodation from being brought into use until all the agreed landscaping and other enhancement works have been completed.
38. **Disability Forum-** Entrance doors to disabled WC should be widened to 900mm.
39. **Environmental Health Officer** – Concern at possible issues of noise disturbance to nearby residents. Recommended conditions to submit for agreement details of

extract vents and external lighting, restricted hours of use of power operated machinery during the construction period.

Agent's Statement

40. The agent has included a Planning Statement which indicates that the proposals are part of a major refurbishment of the building to facilitate its long term conservation. This, in conjunction with Phase 1, will enable the site to remain economically viable as a hotel/inn into the long-term future. The refurbishment and expansion of the existing building offers hotel guests food and beverage facilities on the site as well as the atmosphere of a traditional country pub.
41. In 1979, a scheme was granted but not implemented for a substantial rear extension to both cross wings of the building, forming an H shape addition and doubling the size of the existing building.
42. The new hotel has been approved with 70 car parking spaces. An application has been submitted to increase the capacity of the new hotel to 73 units, and other applications to increase the on-site parking to 81 spaces. The agent considers that this remains ample to both the new hotel and the extended Red Lion, due to the excellent access to the local rail and bus network. Moreover, a number of car sharers are expected. The hotel is adjacent to a 185-space car park run by NCP for the users of the railway, which is largely empty at night when the main demand for hotel guests will occur.
43. The Phase 2 proposal takes full advantage of the new single access driveway serving the site as a whole, by relocating deliveries away from the Chapel and memorial garden.

Representations

44. None received.

Councillor J Williams as Local Member

45. Councillor Williams has stated:
'There are a number of separate applications going through at the moment but two in particular concern the quite significant extension proposed to the existing Red Lion building and it appears that there are Conservation concerns. The application numbers are S/0551/10/F (the detailed plans), and Listed Building consent S/0552/10/LB.

Apart from some comments in the Parish Council meeting about the design of the windows, Duxford Parish Council, have signified recommendation of all the applications.

Since the extension is an important application in itself, and officers' and Parish Council's recommendations may conflict, I would like ask for the relevant applications to go to Committee, and to have a site visit.'

Planning Comments

46. The proposals to refurbish and extend the existing hotel represent a second phase of development of the site. This phase is a requirement of the S106 Agreement attached to the planning permission for the new hotel, in order to secure the

necessary refurbishment works to the listed building. The proposal to extend the building arises from the need to service the food and beverage needs of the extra clients coming to the site, and has been part of the vision to keep the business viable into the future.

47. The proposals have been the subject of pre-application discussions, and subsequently, which have resulted in amended proposals. The Conservation Officer has identified two areas of continuing concerns, together with measures to overcome the concerns. Discussions are continuing with the agent in order to resolve these issues, and Members will receive an update on progress.
48. English Heritage has confirmed that the proposal to enlarge the hotel site by including land to the east of the Chapel is considered acceptable, subject to suitable landscape details being approved.
49. The occupation of the hotel extension, if approved, should be linked by condition to the enlargement of the car park to provide an additional 11 spaces, in order to improve on-site provision.

Recommendation

50. Both applications, as amended by plans date-stamped 15.6.10: Delegated approval/refusal, to enable further discussions to take place.

Conditions, if approved

S/0551/10/F

1. Time limit
2. Details of landscaping
3. Maintenance of landscaping
4. Details of external lighting
5. Details of extract vents and flues
6. Provision and retention of car parking
7. Restriction on hours of operation of machinery during the construction period.

S/0552/10/LB

1. Time limit (LBC1)
2. Investigative opening up in the presence of the Conservation Officer (LBC4)
3. The works shall be carried out so that no damage is caused to the fabric and features of this listed building (LBC5)
4. Scheme for the proper protection and shoring as work proceeds to be agreed (LBC6).
5. Precise details of the following items to be agreed:
 - a) structural alterations,
 - b) roof alterations,
 - c) chimney alterations,
 - d) infilling of openings,
 - e) ramps,
 - f) alterations to fireplaces,
 - g) alterations to the ancient door,
 - h) proposed doors, windows, screens, eaves & verge, rooflights,
 - i) canopy,
 - j) vents, heating system (boiler position and vents),
 - k) fire alarms, security fixtures,
 - l) lighting,

- m) signage,
- n) re-rendering (extent and type),
- o) air conditioning units,
- p) wiring,
- q) cleaning of historic structure. (LBC 28)

Reason, if refused (both applications)

1. The excessive bulk and unsympathetic form of the proposed extension, together with the loss of historic structure at first floor level to gain access to the proposed fire escape, would be detrimental to the interest of the listed building and contrary to Policies HE7.5, 9.1 and 9.4 of PPS5 and Policy CH/3.

Background Papers: the following background papers were used in the preparation of this report:

- PPS5: Planning and the Historic Environment 2010
- East of England Plan 2008
- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- Planning file refs: S/0551/10/F; S/0552/10/F

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