

Application Number	17/2266/LBC	Agenda Item	
Date Received	10th January 2018	Officer	Mairead O'Sullivan
Target Date	7th March 2018		
Ward	Queen Ediths		
Site	Homerton College Hills Road Cambridge CB2 8PH		
Proposal	Demolition of existing conference reception building to create new Dining Hall.		
Applicant	Ms Deborah Griffin Homerton College, Hills Road Cambridge CB2 8PH		

SUMMARY	The development accords with the Development Plan for the following reasons: - The proposed development would protect the special interest of the Listed Ibberson Building
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site falls within the main campus of Homerton College. The site lies on the southern side of Harrison Drive. Harrison Drive is a private road and was until recently a back lane predominantly used for servicing. The character has begun to change over recent years with the construction of a mix of student and market housing on the western end of the lane.
- 1.2 There are a number of other live applications in the vicinity, within Homerton College, which are under consideration by the council. A number of other applications have also been considered over the past two years. Many of these proposals are tied into the dining hall application
- 1.3 The site does not fall within a conservation area. The Ibberson Building which forms part of the application site is a Grade II Listed Building. The area to the rear of the site is Protected Open Space. The site lies within a TPO area.

2.0 THE PROPOSAL

- 2.1 The application seeks Listed Building Consent for the demolition of the existing conference reception building and construction of a new Dining Hall. The application is accompanied by an application for full planning permission which will be heard concurrently at planning committee.
- 2.2 The application has been revised since submission to overcome concerns raised by the Conservation Officer. Amendments have also been made to the full planning application to overcome concerns from the Tree Officer and the Lead Local Flood Authority.
- 2.3 The proposed development results from a need to modernise the college's kitchen and to deal with an increased student population (the number of students within the college has doubled since its last kitchen installation). The Dining Hall will be used to meet the college's daily dining needs as well as college events/celebratory meals. It will free up the Great Hall, which is currently used for dining but not adequately large to accommodate all users, for use for lecturers. The proposal is to meet with existing needs and is not proposed to increase student or staff numbers.

3.0 SITE HISTORY

Reference	Description	Outcome
19/0237/LBC	Fire safety compliance work, including an improvement to an existing staircase to form a secure fire escape route, and providing a second means of escape from a second-floor conference room via a new external staircase.	Pending consideration
18/1769/S73	Section 73 application to remove condition 28 of 18/0173/FUL (Demolition of two existing single storey extensions and construction of a four storey extension incorporating a finishing kitchen, plant room and	Pending consideration

	multi-purpose space (auditorium) at ground floor and conference hotel quality bedrooms for conference delegates and students of Homerton college on the upper floors.) to remove the restriction on who can occupy the hotel quality rooms.	
18/1116/FUL	Erection of a new children's day nursery on the existing Faculty of Education car park, with associated outdoor playspace, alterations to the car park, provision of new bicycle and buggy parking, landscaping and ancillary works.	Permitted
18/0174/LBC	Demolition of two existing single storey utility buildings, making good of external wall where extensions were removed and insertion of new window to match existing.	Permitted
18/0173/FUL	Demolition of two existing single storey extensions and construction of a four storey extension incorporating a finishing kitchen, plant room and multi-purpose space (auditorium) at ground floor and conference hotel quality bedrooms for conference delegates and students of Homerton college on the upper floors.	Permitted
17/2265/FUL	Demolition of existing conference reception building and construction of a new Dining Hall, buttry area, kitchens and associated facilities and new areas of hard and soft landscaping.	Pending consideration
17/2247/FUL	Construction of two storey rear and side extension to grounds maintenance building and insertion of dormers and velux roof lights	Permitted

17/1855/FUL	Construction of small infill extension on Biology Block and demolition of existing Lecture Theatre & Dance Studio buildings. New hard standing for cycle storage and new accessible path to link extension to car park and footpath on Harrison Drive.	Permitted
17/0274/LBC	Internal remodelling including the relocation of the existing oak staircase and continuation to second floor via a new oak stair and widening of the central circulation concourse with improved access to the Combination Room. Addition of new external fire escape door to the East elevation, and a new first floor east-west corridor between the existing roof structures.	Permitted
17/0273/FUL	New first floor east-west corridor between the existing roof structures.	Permitted
17/0097/FUL	Three storey extension to rear to form new stair enclosure to DE Block. Construction of three storey extension to rear to West Wing. Extension to K Block above first floor level to enclose the stairwell and provide new staircase and in-filling of an existing external courtyard. Raised parapet and new windows, doors and rooflights to Paupers Walk and associated hard landscaping.	Permitted

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	National Planning Policy Framework July 2019 National Planning Policy Framework – Planning Practice Guidance from 3 March 2014 onwards Circular 11/95 (Annex A)
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6.0 CONSULTATIONS

Historic England

6.1 No objections.

Urban Design and Conservation Team

Conservation Officer

First comment

6.2 Objection: The Dining Hall is the best element of the proposal. The design is interesting without being overbearing or trying too hard to outshine the nearby Listed Building. Subject to materials and detailing, it has good potential to work well with the rest of the college campus and to provide the facilities required. The

internal space should be quite dramatic and the exterior eye-catching. Getting the faience cladding right will be a significant concern and the proposed use of *in situ* concrete also of some concern. Concrete can be a remarkable material but if cast poorly, mix design inappropriate and not properly weather-detailed it can deteriorate rapidly and appear awful. This element of the scheme could be supported subject to Conditions.

- 6.3 The kitchen is, by comparison with the dining hall, rather bland and fails to provide an interesting companion to it and doesn't present a very appetising façade to Harrison Drive. The entrance doors & surrounds give no real 'sense of arrival' to the foyer of the main building behind. The characterless patio doors proposed underplay the visual importance of this area. The patterned brickwork around the kitchen windows helps uplift the kitchen block somewhat and, if well executed, could give this element a bit more character. The proposed artificial stone band course and copings, if well chosen, could also help render this block less box-like.
- 6.4 The element that links the Listed Building (LB) to the proposed entrance and foyer to the main building [the Dining Hall] behind is of great importance to the overall scheme in both its relationship – physical and visual – to the older parts of the college campus and its contribution to the fairly long façade to Harrison Drive, which is how passers-by will perceive the project.
- 6.5 The proposal to demolish the Conference Reception wing of the Listed Building is unacceptable and unjustified. It is particularly inappropriate when the proposed replacement building is merely to house toilets and meeting rooms and the access passage from the adjacent Listed Building. There is no reason why the existing building could not be incorporated into the scheme to better illustrate the further evolution of the architecture of the college. It is certainly capable of having the interior altered to incorporate toilets and it should be possible to raise the roof to accommodate some meeting rooms and the First Floor passage. The Ground Floor access passage could

be either incorporated into the existing (behind the French doors) or by creating a further element of colonnade in front of the South elevation. This option does, in fact, offer much more opportunity for creative design than is suggested by the token effort illustrated on Page 6 of the Heritage Statement. There is an opportunity for an interesting roof solution and reflecting the glazing design of the existing Listed Building and the new Dining Hall and kitchen block in the passage and the meeting rooms at First Floor.

Second comment

- 6.6 Objection: Amendments have been made to the linking building and kitchen. Following the submission of further information about the finish of the linking block the Conservation team were willing to support the demolition of part of the listed building subject to conditions. However during the course of the application amendments were also made to the dining hall due to concerns regarding means of escape raised by the Fire Officer. The changes dilute the design of the Dining Hall. It is concerning that the fire escape concerns appear so late in the design process rather than being included in the original design approach. None of the options put forward are wholly acceptable. However the escape stair within the spine wall and external escape stair appear to have some merit.
- 6.7 The deletion of the ground floor colonnade and the first floor gallery is unacceptable. These were important features in the strong support for the scheme originally and the quality of the dining hall design was one reason why the demolitions around the LB were very reluctantly agreed. If the quality of the main element of the scheme is to be downgraded then this brings the whole scheme into doubt and would change the assessment of positives against negatives with the scheme which is finely balanced in terms of justification for the loss of part of the listed building.
- 6.8 The relationship of the colonnade to the outdoor space [Eastern Courtyard] is an important element to the assemblage of buildings – particularly including the LB – around the space and

the transparency/accesses of the buildings into this constrained space that then flows out into the wider campus is vital. To blank off the 'gable' end of the dining hall fronting this space is unacceptable. The "civic approach" CGI is particularly telling in that it clearly shows the dining hall seemingly 'closed off' and unwelcoming when viewed from that direction – the opposite of what it should be.

- 6.9 The value of the gallery to the internal space of the dining hall is immense and it appears to be significant to the good functioning of the space for many college events. The interior CGIs showing "development image – proposed hall interior" are convincing arguments for the visual contribution the gallery makes to the way the hall might look and work.

Third comment

- 6.10 No objection: The scheme has been revised to reflect more the original concept of the main dining hall and to return the important elements that formed part of the setting of the Listed Building.
- 6.11 Dining Hall: This has now reverted to an acceptable design. This should be the centrepiece of the development but will only be so if the detailing, choice of materials and execution are exemplary. Conditions are recommended as before but should now include one to refer to the external window glazing, framing & surrounds. The Eastern Courtyard colonnade provides a good setting for the Listed Building (subject to the detailed landscaping) and the internal gallery provides an excellent connection with traditional college forms. It is understood that the earlier fire escape problems can now be dealt with in an acceptable way. The roofing of this hall (and other elements) should be the subject of a Condition.
- 6.12 Kitchen: The kitchen block is the more functional element of the scheme but it has an important street façade which will be the 'public face' of the design from Harrison Drive. Good, detailed, large-scale drawings have been produced showing how decorative brick detailing and surface modelling can raise this

above its functional status. These should form part of the 'approved drawings' aspect of any consent granted to ensure that they are included as part of the final build.

- 6.13 Foyer: This is vitally important in showing first-time visitors (for conferences, etc.) how to use the building. A well-designed entrance is central to the success of this group from the Harrison Drive perspective. The serious underplaying of the doors and entrance is very disappointing and has been raised before. This should be the subject of a condition. Likewise the way in which the top edge of the building is terminated needs proper consideration and should also be the subject of a condition. Perhaps a good landscaped front area (including the tree) can help overcome the lack of visual impact.
- 6.14 Link Block: This does not appear to have changed radically since the demolition and so on were agreed earlier. Getting the materials and detailing right will be important. In this, and other, areas where there is floor-to-ceiling glazing the agents will need to demonstrate that the lower portions of glazing are translucent rather than transparent to avoid the sight of office or other junk being piled against glass and visible from the outside.
- 6.15 Listed Building: Since the demolition of the current reception area and its replacement by the Link Block [see above] has been informally accepted it will be important to understand how the later construction is removed from the LB and how the new-build element is attached to the former gymnasium. This will require a demolition Method Statement which should include any aspect of making good and then describe how the new work is constructed and built-in (or otherwise fixed) to the historic fabric. It should be noted that joints involving visible mastic will not be acceptable. These items should be the subject of a condition.
- 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 There are no representations relating to the listed building consent. There are a number of representations from 5 Harrison Drive on the full planning application. These are summarised and addressed as part of the committee report which accompanies the full application.

8.0 ASSESSMENT

- 8.1 From the consultation responses and from my inspection of the site and the surroundings, I consider that the main issue to be considered as part of the listed building consent application is the impact on the Grade II Listed Ibberson Building. Other matters are considered as part of the accompanying full planning application.
- 8.2 The primary concern in heritage terms when the application was submitted was the demolition of the conference reception of the Listed Building. The Conservation Officer did not consider the demolition to be justified given the new replacement building was to provide toilets and meeting rooms; the Conservation officer felt the existing reception wing could be amended to provide the elements needed and shown in the new block. Following extensive discussions with the applicant, additional detail was provided about the finish of the linking block. The additional detail shows flint work detailing on the replacement building which would tie in with the Listed Ibberson Building. Highlight bricks picking out a pattern on the Harrison Drive elevation are proposed and a concrete band lintel which picks up on the Dining Hall materials. These additional details were considered sufficient in principle to overcome the Conservation Officer's concerns about the loss of the reception building as the detailing to the replacement building is considered to provide a sufficiently high quality finish to justify the loss of the reception building. Further details are recommended to be required by condition on the full planning application.
- 8.3 The design of the Dining Hall as originally submitted was considered to be high quality. Both the Urban Design and Conservation Officer supported this element of the proposal. The Conservation Officer notes that the high quality of the design of the Dining Hall was important in balancing the impact of the loss of the reception wing to the Listed Building.

However, the assessment of the quality of the Dining Hall changed following an amendment where the colonnade and first floor gallery were removed from the plans. The Conservation Officer feels that these elements are important features of the building which make it successful in design terms. The colonnade plays an important role in the way that the Dining Hall relates to the open lawn space and surrounding building. The removal of the colonnade and gallery changes the appearance of the building giving it a flat gable end which in turn changes the way the building relates to the surrounding spaces and listed building. Both elements were removed due to concerns raised by the fire officer regarding means of escape. Following comments from the Conservation Officer, the applicant spent some time reviewing the proposal and submitted a document to analyse different options to overcome the fire officer's concern. The Conservation Officer agreed with parts of the document but felt that some of the options, put forward and discounted by the applicant, which involved the retention of the colonnade and gallery had potential.

- 8.4 The applicant has provided revised plans which retain the gallery and colonnade. I have reviewed these with the Conservation officer and we are satisfied that the retention of these elements overcomes his concerns. The revised Dining Hall building, retaining the ground floor colonnade and the first floor viewing gallery is considered to be a high quality design subject to the approval of detailed design elements including material, faience detail, and glazing detail. This changes the planning balance in terms of the assessment of harm from the loss of the element of the listed building and this is now accepted subject to further detail about the brickwork detailing and material. Conditions are recommended on the full application.

9.0 CONCLUSION

- 9.1 The amendments to the proposal since submission to provide further detail of the quality of ornate brickwork detailing to the linking block, which is the replacement to the Conference Reception wing of the Listed Building, and the reinstatement of the ground floor colonnade and first floor gallery of the Dining Hall have overcome the Conservation Officer's concerns. The revised proposal is considered to preserve and enhance the

special interest of the listed Ibberson building subject to conditions.

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. Prior to the commencement of development, a Method Statement describing the means of demolition and making good shall be submitted to and approved in writing by the Local Planning Authority. The following item(s) may be demolished in a careful & controlled manner in order to avoid damage to any underlying historic fabric / feature: Conference Reception wing of the Listed Building

Once the underlying historic feature / fabric has been revealed, all work in the vicinity shall cease and the Local Planning Authority shall be afforded reasonable notice and opportunity to inspect. Following the site visit further information including detailed drawings, materials samples or construction information may be required to be submitted to discharge the condition. Work shall thereafter be in accordance with the approved details.

Reason: To avoid harm to the special interest of the Listed Building (Cambridge Local Plan 2018, policy 61).

4. Prior to commencement of above ground works, full details of the means of attaching to or abutting the Listed Building with new construction shall be submitted to and approved in writing by the Local Planning Authority. Thereafter new work shall be undertaken adjacent to the Listed Building only in accordance with the approved details.

Reason: To avoid harm to the special interest of the Listed Building (Cambridge Local Plan 2018, policy 61).