

WEST AREA PLANNING COMMITTEE

16th January 2018

Application Number: 17/02762/FUL

Decision Due by: 7th February 2018

Extension of Time: n/a

Proposal: Demolition of existing Leisure Suite. Erection of four-storey extension to hotel plus roof plant.

Site Address: Holiday Inn, Peartree Roundabout, Woodstock Road, Oxford, OX2 8JD

Ward: Wolvercote Ward

Case Officer: Nadia Robinson

Agent: Mr Stephen Brooker **Applicant:** Mr Justin Robinson

Reason at Committee: Major application

1. RECOMMENDATION

1.1. 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 and grant planning permission; 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.

2. EXECUTIVE SUMMARY

2.1. This report considers an application for the demolition of the leisure suite at the Peartree Holiday Inn and the erection of a four-storey extension to the building.

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

- **Principle of development**
- **Design**
- **Loss of leisure facilities**

- **Transport**
- **Residential amenity**
- **Sustainability**
- **Trees and landscaping**
- **Flooding and drainage**
- **Other matters**

3. LEGAL AGREEMENT

3.1. A unilateral undertaking by the applicant is to be entered into in respect of a Travel Plan monitoring fee payable to the Highways Authority.

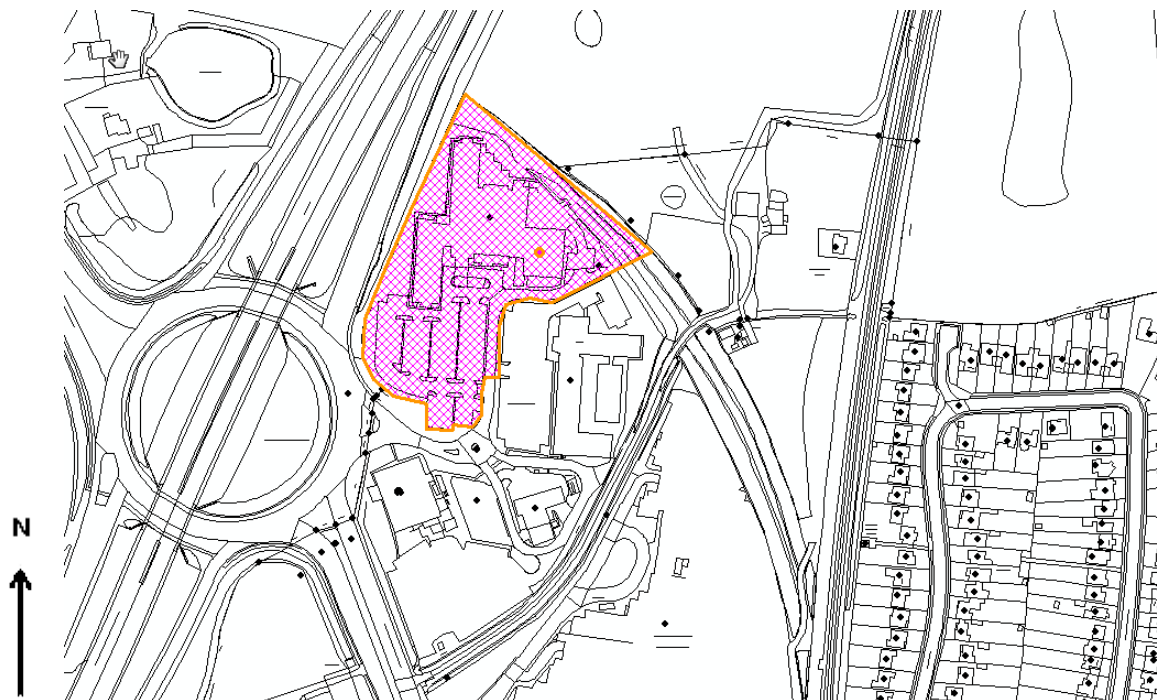
4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The proposal is liable for a CIL contribution of £35,559.30.

5. SITE AND SURROUNDINGS

5.1. The site takes up an area to the north of the Peartree Interchange, a service area close to the A34 and accessed from the A44 Woodstock Road. It is bounded to the north-east by farmland, and to the north-west by the A34. The hotel has a western wing at five storeys with a link, containing the reception area, to the 2.5-storey leisure wing to the east. A parking area lies to the south of the hotel building, with servicing to the rear of the east wing. There is a three-storey Travelodge hotel to the south of the site, also within Peartree Interchange Services.

5.2. See site location plan below:



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Ordnance Survey 100019348

6. PROPOSAL

- 6.1. The proposal seeks to demolish the existing wing of the hotel that contains the fitness suite, and erect a four-storey extension containing 64 new bedrooms, a small gym, meeting rooms and various supporting facilities. The existing hotel comprises 154 guest rooms, a restaurant, bar/lounge area, fitness suite and meeting rooms. The proposals will result in a total of 218 guest rooms in the hotel. It will also create an additional 10 employees, bringing the total to 40.

7. RELEVANT PLANNING HISTORY

- 7.1. The table below sets out the relevant planning history for the application site:

00/00277/NF - Amended scheme in relation to permission 99/00229/NF for erection of 3-4 storey 154 bed hotel plus function facilities and single storey health and fitness club. 171 visitors and 10 staff parking spaces, access road and service yard. (Holiday Inn, Peatree Roundabout, Woodstock Road). Approved 15th May 2000.

99/00229/NF - Erection of building (mainly 3-4 storey) to provide hotel (153 bedrooms) plus conference facilities plus 2 storey health & fitness club. 172 visitors & 10 staff parking spaces, access road & service yard. (Holiday Inn, Peatree Roundabout, Woodstock Road). Approved 26th October 1999.

97/00691/NX - Demolition & comprehensive redevelopment for new & replacement services including petrol & derv refuelling facilities, restaurant with ancillary facilities, hotel & health & leisure facilities. (Extension of 92/647/NFY). Approved 23rd July 1997.

92/00647/NFY - Redevelopment for new & replacement services inc. petrol & derv refuelling facilities, restaurant, offices, retail, public WCs, parking, 40 bedroom Travelodge, replacement hotel accommodation (107 beds) & ancillary facilities. Approved 10th November 1992.

8. RELEVANT PLANNING POLICY

- 8.1. 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	Paras 56–68	CP1 CP8 CP9 CP10	CS2 CS18	HP14	Northern Gateway AAP NG7

Commercial	Paras 18–27	TA4	CS1 CS6 CS32		Northern Gateway AAP NG2
Natural Environment	Paras 109–125, 142–149	CP11 NE15	CS12		
Social and community	Paras 69–78	CP13	CS21		
Transport	Paras 29–41	TR2 TR3 TR4 TR14			Northern Gateway AAP NG4 NG5 NG6 Parking Standards SPD
Environmental	Paras 93–108	CP22 CP21 CP23 CP18	CS9 CS10 CS11		Natural Resource Impact Analysis SPD
Misc	Paras 42–46	CP13		MP1	

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 13th November 2017 and an advertisement was published in The Oxford Times newspaper on 16th November 2017.

Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

- 9.2. No objection subject to conditions. Overall it is not considered that this proposal will have a significant impact upon the transport network. Therefore, providing the recommended conditions are met, Oxfordshire County Council does not object to this application.

Oxfordshire County Council (Drainage)

- 9.3. No objection subject to condition.

Public representations

- 9.4. Fifteen local people commented on this application from addresses in Churchill Road, Five Mile Drive, Godstow Road, Grove Road, Hatch Way, Home Close, Kingston Road, Linkside Avenue, Lonsdale Road, Templar Road, The Paddocks and Woodstock Road. Comments were also received from addresses in Freeborn Close, Kidlington and High Street, Eynsham.

9.5. In summary, the main points of objection were:

- Loss of leisure facility
- No replacement facility proposed
- Excessive height of proposed development
- Insufficient parking at peak times
- Loss of skilled jobs despite overall increase in jobs

Officer comments

9.6. The application indicates that there would be an overall increase in jobs as a result of the proposal. The possible variation in skill level of the jobs alluded to in the public consultation, given the small number of jobs affected and that this application is for the extension of an existing development, is not considered harmful.

9.7. The remaining points of objection are addressed in the following section of the report.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- i. Principle of development
- ii. Design
- iii. Loss of leisure facilities
- iv. Transport
- v. Residential amenity
- vi. Sustainability
- vii. Trees and landscaping
- viii. Flooding and drainage
- ix. Other matters

i. Principle of development

10.2. Policies CS32 of the Core Strategy and TA4 of the Oxford Local Plan support the principle of development that maintains and modernises existing short-stay accommodation in Oxford, providing it is acceptable in terms of access, parking, highway safety, traffic generation, pedestrian and cycle movements. The hotel is located on Woodstock Road, which is an acceptable location under policy TA4. Similarly, policy CS6 of the Core Strategy and the Northern Gateway Area Action Plan (AAP) are supportive of hotel uses in this location.

10.3. The NPPF (paragraph 24) requires planning authorities to apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. As noted above, the proposal accords with an up-to-date Local Plan and so a sequential test is not required.

10.4. Therefore the principle of this development – an extension to an existing

hotel – is acceptable.

ii. Design

- 10.5. Policy CS18 of the Oxford Core Strategy 2026 requires development to demonstrate high-quality urban design that responds appropriately to the site and surroundings; creates a strong sense of place; attractive public realm; and high quality architecture. The Oxford Local Plan 2001-2016 requires development to enhance the quality of the environment, with Policy CP1 central to this purpose. Policy CP6 emphasises the need to make an efficient use of land, in a manner where the built form and site layout suits the sites capacity and surrounding area. Policy CP8 states that the siting, massing, and design of new development should create an appropriate visual relationship with the built form of the surrounding area.
- 10.6. The Northern Gateway AAP notes that the site occupies a prominent position at the gateway to Oxford and that the Council would seek improvements to the urban design in the area to enhance this entrance.
- 10.7. The footprint and siting of the proposed extension broadly matches those of the existing wing. At four storeys, the height is lower than that of the main bulk of the western wing of the hotel; the proposed wing would result in a well-proportioned addition to the existing. Given the existing built form and the character of the immediate area, being the area of services, the scale and massing is considered appropriate.
- 10.8. The new wing would follow a similar palette of materials to the existing hotel, for instance through the use of buff brick and white render. A more contemporary architectural style is proposed, with good quality brick detailing, stone-effect horizontal ledges, and deep window reveals with metal windows. The proposal would integrate well visually with the existing and provide activity on and passive surveillance from the southern elevation.
- 10.9. The roof plant includes a small enclosure that would project above the top storey, as well as the rear stair enclosure. This occupies a small area and is set well back from the principal, most visible (southern) elevation and is therefore considered acceptable.
- 10.10. The proposal is considered to comply with the relevant local plan policies in respect of design. Conditions are recommended to secure material samples and window reveal details.

iii. Loss of leisure facilities

- 10.11. The existing development's primary use is hotel accommodation. It has a fitness suite including swimming pool which is an ancillary use, i.e. a subsidiary or secondary use closely associated with the main use of the building. Members of the public can subscribe to a membership scheme to gain access to the fitness suite, along with hotel guests. This arrangement is made at the discretion of the hotel; public access is not secured through planning, for instance through a condition on a previous permission.

- 10.12. It is noted from the public consultation that the fitness suite, and in particular the swimming pool, will be missed by some local residents. It is also noted from the planning statement that the hotel has not found the facility to be successful or viable. A small gym is proposed for use by hotel guests, not the public.
- 10.13. Policy CS21 of the Core Strategy states that planning permission will only be granted for development resulting in the loss of existing sports and leisure facilities if alternative facilities can be provided and if no deficiency is created in the area. However, in this instance, the fitness suite is not an independent planning unit and so the demolition of this part of the hotel does not constitute the loss of a leisure facility for the purposes of policy CS21. It would therefore not be reasonable to refuse planning permission on the basis of the loss of the fitness suite nor to require the applicant to justify its loss or make re-provision of alternative facilities. The proposal is not contrary to policy CS21.

iv. Transport

- 10.14. The proposals will result in the addition of 64 bedrooms, closure of the publically-accessible gym and addition of ancillary gym open to hotel guests only (therefore would not generate trips in its own right). All other aspects of the hotel will remain unchanged. Therefore, the trip generation analysis contained within the Transport Statement focuses on the addition of bedrooms.
- 10.15. The County Council's calculations show a more significant rise in the traffic generation caused by the development than the information provided in the Transport Statement. However, due to the location and the volume of traffic the Peartree roundabout already facilitates, it is unlikely the traffic generated by the development will cause an overly adverse effect on the local transport network.
- 10.16. The existing car park has 159 bays allocated towards both the existing gym and hotel. These are to be retained and will remain the same for the new use. The number of bays provided exceeds the Highway Authority's standards and those of Oxford City Council's Local Plan by 30 bays. A proportion of the existing use will be from the gym; these trips will be removed and will be replaced by the additional guest rooms.
- 10.17. Whilst the number of bays exceeds the adopted policy in regards to hotel guests and staff, the meeting rooms will generate parking which will make use of the remaining bays. The level of car parking is therefore considered acceptable.
- 10.18. There is a lack of information provided on cycle parking. The Transport Statement does not provide a number of spaces and the plans do not show where the existing cycle parking is located. Sufficient space for patrons and staff must be constructed and included within curtilage of the site. Showers and lockers for staff commuting by bike are also needed. A condition is recommended to secure this.

- 10.19. The Transport Statement confirms that the servicing and delivery of the hotel would not change as a result of the proposals.
- 10.20. A travel plan has been submitted as part of the application which does not meet the criteria of the Highway Authority. A number of specific revisions have been requested by the County Council to secure a satisfactory travel plan, which officers propose be secured via condition.
- 10.21. Overall it is not considered that this proposal will have a significant or harmful impact upon the transport network, subject to the recommended conditions.

v. Residential amenity

- 10.22. Policy HP14 of the Sites and Housing Plan states that development should provide reasonable privacy and daylight for the occupants of both existing and new dwellings. This is supported by Oxford Local Plan Policy CP10.
- 10.23. The new development is over 160 metres from the nearest residential property at Peartree Hill Farm, with properties in Linkside Avenue just beyond this property, on the other side of the railway line. There is therefore not considered to be any impact on residential amenity.

vi. Sustainability

- 10.24. A revised energy statement, dated 28 December 2017, was submitted by the applicant. The measures proposed include lighting improvements, space heating and climate control built into the design, along with low carbon technologies for space heating, hot water production and climate control.
- 10.25. The energy statement demonstrates that the development will achieve a 24.4 per cent reduction in carbon dioxide emissions as compared to a baseline case in which Building Regulations compliance is just met. This exceeds the 20 per cent target for renewable energy and low carbon technology set out in the Natural Resource Impact Analysis SPD.
- 10.26. It is recommended that a condition be applied to ensure that the development is built out in accordance with the final energy statement to comply with policy CS9 of the Core Strategy.

vii. Trees and landscaping

- 10.27. The proposed extension should not harm any existing trees that are significant to public amenity, as required by policies CP1, CP11 and NE15 of the Oxford Local Plan.
- 10.28. Retained trees will need to be adequately protected during the demolition and construction phases. Any new underground utility services and drainage should be located to avoid damage to retained trees. Details of these matters are recommended to be required by planning conditions.
- 10.29. The existing area in front of the fitness facility on the southern elevation is

pleasantly landscaped with some seating. The retention of a similar area of soft landscaping would help the development sit comfortably and therefore a landscape plan and its implementation are recommended to be secured by condition.

viii. Flooding and drainage

- 10.30. The site is not at significant flood risk from any sources of flooding.
- 10.31. The Flood Risk Assessment states that details of the existing drainage network are not known, and does not provide a drainage strategy for the proposed development. Details of this are recommended to be required by condition.
- 10.32. Given the overall increase in impermeable area, details of the drainage infrastructure will be required prior to commencement, and also details on how this is to be maintained in order to ensure the systems remains safe and functional for the lifetime of the development. In line with Policy CS11 of the Core Strategy, it is expected that Sustainable Drainage systems (SuDS) would be used unless shown not to be feasible. Conditions are recommended accordingly.

ix. Other

- 10.33. Accessibility: Five per cent of the 64 new bedrooms, i.e. three, are proposed to be fully accessible by wheelchair users, as set out in the Design and Access Statement.
- 10.34. Biodiversity: Officers concur with the recommendations of the submitted Preliminary Ecological Appraisal. These include:
- Bats are unlikely to be using the building, but care should be taken during demolition.
 - Birds may use trees, shrubs, etc. for nesting.
 - Lighting should be designed so as not to light surrounding trees, shrubs etc., so that it does not disrupt bat flight routes.
 - Biodiversity enhancement measures in the form of swift boxes should be installed.
- 10.35. In addition to the above, officers also recommend that any landscape planting should incorporate nectar and berry-producing plants (i.e. non-double, non-hybrid types) as these will be of most benefit to insects and birds.
- 10.36. Air quality: Both the submitted Air Quality Assessment and the Transport Assessment confirm there would be a reduction of daily traffic trips post-development. There are also no energy systems to be installed on site, or as part of the extension. The dust mitigation measures proposed during the construction phase (according to the level of risk identified) are adequate. Officers recommend the dust mitigation measures be considered and included in the site's Construction Environmental Management Plan (CEMP),

to be secured by condition.

- 10.37. Land quality: A Phase 1 Desk Study Report is submitted with the planning application. No significant potential pollution risks have been identified on site by the desk study report and it is considered that the risk of any significant contamination being present on the site is low. An informative is recommended to be placed on any planning permission regarding unexpected contamination that may be identified on site during the course of development.

11. CONCLUSION

- 11.1. The extension to the hotel proposed is appropriate in design terms and would not result in the loss of leisure facilities. The proposal would therefore comply with local plan policies and the NPPF and is considered sustainable development.
- 11.2. It is recommended that the Committee resolve to grant planning permission for the development proposed.

12. CONDITIONS

1 The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

2 The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

3 Prior to the commencement of construction works above ground level (excluding the demolition of the existing structures and site clearance), samples of the exterior materials and sample panels of brickwork and brick course to be used shall be submitted to, and approved in writing by, the local planning authority and only the approved materials and details shall be used.

Reason: In the interests of visual amenity in accordance with policies CP1 and CP8 of the Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

4 Prior to the commencement of construction works above ground level (excluding the demolition of the existing structures and site clearance), details of secure, covered cycle parking in line with standards in the Oxford Local Plan 2001-2016, including means of enclosure, and details of shower and locker facilities for staff shall be submitted to, and approved in writing by, the Local Planning Authority.

The development shall not be brought into use until the cycle parking, shower and locker facilities have been provided within the site in accordance with the approved details and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in line with policy TR4 of the Oxford Local Plan 2001-2016.

5 The submitted travel plan shall be revised in accordance with guidance contained within the Oxfordshire County Council document 'Guidance for new development - Transport Assessments and Travel Plans' March 2014, and resubmitted to and approved by the local planning authority before first occupation. The accommodation shall be operated in accordance with the approved details.

Reason: In order to encourage the use of sustainable modes of transport, in accordance with policies CP1, TR2 and TR12 of the Adopted Oxford Local Plan 2001-2016.

6 A Construction Traffic Management Plan (CTMP) shall be submitted to the local planning authority and agreed prior to commencement of demolition and construction and should follow Oxfordshire County Council's template if possible. This should identify:

- The routing of construction vehicles and management of their movement into and out of the site by a qualified and certificated banksman,
- Access arrangements and times of movement of construction vehicles (to minimise the impact on the surrounding highway network),
- Details of wheel cleaning / wash facilities to prevent mud, etc from migrating on to the adjacent highway,
- Contact details for the Site Supervisor responsible for on-site works,
- Travel initiatives for site related worker vehicles,
- Parking provision for site related worker vehicles,
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours,
- Engagement with local residents

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times in accordance with policies CP1, CP19, CP21 and TR2 of the Adopted Oxford Local Plan 2001-2016.

7 Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes

- Maintenance and management of SUDS features
- Sizing of features - attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout with pipe numbers
- SUDS (list the suds features mentioned within the FRA to ensure they are carried forward into the detailed drainage strategy)
- Network drainage calculations

Reason: To prevent flooding affecting the highway and to prevent an increase in flood risk in accordance with policy CS11 of the Oxford Core Strategy.

8 Detailed measures for the protection of trees to be retained during the development shall be submitted to, and approved in writing by, the Local Planning Authority (LPA) before any works on site begin. Such measures shall include scale plans indicating the positions of barrier fencing and/or ground protection materials to protect Root Protection Areas (RPAs) of retained trees and/or create Construction Exclusion Zones (CEZ) around retained trees. Unless otherwise agreed in writing by the LPA the approved measures shall be in accordance with relevant sections of BS 5837:2012 Trees in Relation to Design, Demolition and Construction-Recommendations. The approved measures shall be in place before the start of any work on site and shall be retained for the duration of construction unless otherwise agreed in writing by the LPA. Prior to the commencement of any works on site the LPA shall be informed in writing when the approved measures are in place in order to allow Officers to make an inspection. No works or other activities including storage of materials shall take place within CEZs unless otherwise agreed in writing by the LPA.

Reason: To protect retained trees during construction. In accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

9 Prior to the start of any work on site, details of the location of all underground services and soakaways shall be submitted to and approved in writing by the Local Planning Authority (LPA). The location of underground services and soakaways shall take account of the need to avoid excavation within the Root Protection Areas (RPA) of retained trees as defined in the British Standard 5837:2012- 'Trees in relation to design, demolition and construction-Recommendations'. Works shall only be carried in accordance with the approved details.

Reason: To avoid damage to the roots of retained trees; in support of Adopted Local Plan Policies CP1,CP11 and NE15.

10 Prior to the commencement of the development, details of biodiversity enhancement measures including at least 6 x bird nesting devices (swift boxes) shall be submitted to and approved in writing by the local planning authority. The approved measures shall be incorporated into the scheme and be fully constructed prior to occupation of the approved dwellings and retained as such thereafter.

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026.

11 No development shall take place until full details of external lighting have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the location, height, type and direction of light sources and intensity of illumination. Any lighting which is so installed shall not thereafter be altered without the prior consent in writing of the Local Planning Authority other than for routine maintenance which does not change its details.

Reason: To ensure that flight paths of protected species are not disturbed in accordance with paragraph 117 of the NPPF.

12 The development shall be carried out in accordance with the approved Energy Statement dated 28 December 2017, unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of sustainable energy use in accordance with policy CS9 of the Core Strategy 2026.

13 Prior to commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority.

The plan may refer, inter alia, to the following matters:

- signage for construction traffic, pedestrians and other users of the site;
- controls on arrival and departure times for construction vehicles;
- piling methods (if employed);
- earthworks;
- hoardings to the site, including to future adjacent development plots;
- noise limits;
- hours of working;
- vibration;
- control of emissions including dust, odours and dirt;
- waste management and disposal, and material re use;
- prevention of mud / debris being deposited on public highway;
- materials storage; and
- hazardous material storage and removal

All the dust mitigation measures identified in the Dust Assessment, as part of the submitted Air Quality Assessment shall be included in the CEMP.

The approved CEMP shall be implemented accordingly throughout the construction phase of development.

Reason: In the interests of the amenities of neighbouring occupiers, in accordance with policies CP1, CP19 and CP21, CP23 of the Oxford Local Plan 2001-2016.

13. APPENDICES

- **Appendix 1 – Site Location Plan**

14. HUMAN RIGHTS ACT 1998

- 14.1. 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.

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- 15.1. 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 grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.