

East Area Planning Committee

14th May 2015

Application Number: 15/00288/RES

Decision Due by: 4th May 2015

Proposal: Linked three storey extension to existing hotel to provide 63 bedrooms, extended and amended reception areas, 69 car parking spaces, landscaping and ancillary works (total 202 bedroom and 256 car parking spaces). (Reserved matters of planning permission 12/01424/EXT seeking permission for access, appearance, landscaping, layout and scale).

Site Address: Premier Inn, The Longwall Garsington Road (**site plan: appendix 1**)

Ward: Lye Valley Ward

Agent: Mr Mark Thackeray

Applicant: Premier Inn Hotels Limited

Recommendation:

The East Area Planning Committee is recommended to approve planning permission for the following reasons:

Reasons for Approval

- 1 The proposed development has already been granted outline planning permission for hotel use (Class C1) under 91/01303/NO and latterly 12/01242/EXT. In accordance with the matters reserved at outline stage, the scale, layout, access, appearance and landscaping of the proposed development would create an appropriate visual relationship with the existing hotel complex and wider business park. The proposal would not create any particular adverse impacts in terms of highway safety, flooding, archaeology, sustainability, drainage, biodiversity, and contaminated land that could not be successfully mitigated through appropriately worded conditions. The proposal would accord with the aims of the National Planning Policy Framework and the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and the Sites and Housing Plan 2011-2026. No third party comments have been received.
- 2 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation

and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions

1. Time Limit
2. Approved Plans
3. Materials
4. Landscaping details
5. Landscape completion
6. Lighting Scheme
7. Sustainability
8. Biodiversity enhancements
9. Revised parking layout
10. Cycle Parking
11. Travel Plan
12. Construction Traffic Management Plan
13. Drainage Strategy – incorporating SUDS techniques
14. Phase 1 contaminated land
15. Unsuspected contamination - EA
16. Archaeology - WSI

Principal Planning Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- CP22** - Contaminated Land
- TR1** - Transport Assessment
- TR2** - Travel Plans
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities
- TR14** - Servicing Arrangements
- NE14** - Water and Sewerage Infrastructure
- TA4** – Tourist Accommodation

Core Strategy

- CS2_** - Previously developed and greenfield land
- CS9_** - Energy and natural resources
- CS11_** - Flooding
- CS12_** - Biodiversity

CS13_ - Supporting access to new development
CS18_ - Urban design, town character, historic environment
CS27_ - Sustainable economy
CS28_ - Employment sites

Sites and Housing Plan - Submission

SP42_ - Oxford Business Park

Other Planning Documents

National Planning Policy Framework
Planning Practice Guidance

Planning History

91/01303/NO - Demolition of all buildings. Construction of buildings for B1 business use (125,023 square metres) & a hotel (10,451 square metres) incl. new roads, car parking, infrastructure & landscaping (Amended Plans) (Oxford Business Park, Garsington Road): Approved

94/00287/NF - Erection of 1 and 2 storey restaurant and public house with garden and children's play area and a 3 storey 60 bedroom hotel with 140 parking spaces, including 7 disabled parking spaces, cycle park and associated landscaping (amended plans): Approved

96/01399/NF - Erection of 3 storey building to provide hotel (61 bedrooms) and provision of 65 parking spaces off existing hotel / restaurant access & alterations to service road (Amended plans): Approved

99/01351/VF - Variation of condition 1 on permission NO/1303/91 to allow submission of reserved matters application until 26.11.2004: Approved

03/01153/FUL - Three storey extension to provide ground floor meeting rooms and additional 30 guest bedrooms above. Rearrangement of car parking to provide 188 spaces (from 202) and new pedestrian/cycle access to Garsington Road (Amended plans): Approved

04/00215/VAR - Variation of condition 1 on permission 99/01351/VF to allow submission of reserved matters application until 30.11.2012: Approved

06/00601/FUL - Two storey, 22 bedroom extension to hotel. Cycle/footpath link to Garsington Road: Approved

12/01424/EXT - Extension to the outline planning permission 91/01303/NO for Class B1 business use, hotel, associated roads, car parking, infrastructure and landscaping: Approved

Public Consultation

Statutory Consultees

- Natural England
No objection. The development will not have an impact upon the Lye Valley and Brasenose Wood and Shotover Hill Sites of Special Scientific Interest (SSSI).

The impact upon protected species has not been assessed. The scheme may provide opportunities for biodiversity and landscape enhancements.

- Environment Agency Thames Region
No objection, subject to a condition being attached which requires a remediation strategy to be developed if any unsuspected contamination is found.
- Highways Authority
No objection, subject to conditions requiring swept path analysis should be provided for the new car park to demonstrate safe access to the extended parking area; a reduced number of parking spaces; cycle parking detail; and a travel plan to be prepared before first occupation.
- Thames Water Utilities Limited
Thames Water recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

Insufficient documentation containing confirmed details of the proposed drainage plan could be located on the local authority website. In order for Thames Water to determine whether the existing sewer network has sufficient spare capacity to receive flow from the proposed development, a drainage strategy must be submitted detailing both the foul and surface water strategies. Details of any proposed connection points or alterations to the public system, including; calculated peak foul and surface water discharge rates for both the pre and post development site, details of any pumped discharges (maximum pump rates), attenuation details with accompanying capacity requirement calculations, and details of incorporated SuDS must be included in the drainage strategy.

If initial investigations conclude that the existing sewer network is unlikely to be able to support the demand anticipated from this development, it will be necessary for the developer to fund an Impact Study to ascertain, with a greater degree of certainty, whether the proposed development will lead to overloading of existing waste foul and surface water infrastructure, and, if required, recommend network upgrades.

In accordance with part H of the Building Regulations Act 2002. Positive connection to a public surface water (or combined) sewer will only be consented when it can be demonstrated that the hierarchy of disposal methods have been examined and proven to be impracticable. The disposal hierarchy being ;- 1st Soakaways; 2nd Watercourses; 3rd Sewer. Thames Water's preferred option would be for all surface water to be disposed of onsite using SUDs.

Third Parties

None

Officers Assessment:

Background to Proposals

1. The site is located on the northern side of Garsington Road, and close to the junction of the eastern bypass (A4142) which lies to the east (**appendix 1**).
2. The site comprises an area of undeveloped land to the rear of the Premier Inn Hotel which is situated within the Oxford Business Park. It is bordered by the David Lloyd Leisure Complex to the east, the Kidsunlimited Nursery to the south-west and the hotel and Garsington Road to the south.
3. The Premier Inn Hotel has 143 bedrooms within two principal blocks and an annex. The Longwall Restaurant is between the two blocks and provides breakfast for hotel guests. There is a car park in the frontage with 191 spaces which is accessed from Garsington Road.
4. In November 1992 outline planning permission was granted for the development of the Oxford Business Park and the construction of buildings for B1 Business Use (125,023m² floorspace); a hotel (10,451 m² floorspace); new roads; car parking; infrastructure and landscaping under reference 91/01303/NO. At the time outline permission was granted a number of matters were reserved for approval such as scale, layout, access, appearance and landscaping. The timeframe for these matters to be agreed has been extended under a number of applications with the most recent being 12/01424/EXT which extended the time limit to the 13th December 2022.
5. The application is a reserved matters application for the erection of a three storey extension to the western block of the hotel to create 63 rooms (including 3 accessible rooms), an extended and altered reception area, 69 car parking spaces, landscaping, and ancillary works.
6. Officers consider the principal determining issues to be:
 - principle of development;
 - site layout and built forms;
 - transport;
 - landscaping
 - flood risk and drainage;
 - biodiversity;
 - sustainability
 - archaeology
 - contaminated land

Principle of Development

7. The principle of developing the Oxford Business Park for B1 business use (125,023m²) and a hotel (10,451m²) has already been established through outline planning permission 93/01303/NO. This permission has subsequently been extended with the most recent for the remaining undeveloped portions of the site approved under 12/01242/EXT
8. The hotel use has been implemented and currently includes two three storey blocks (one of which has had a small extension added to it) and an ancillary bar/restaurant. The Planning Statement submitted with the application confirms that the complex has a total floor area of 6,475m², with a 5,070m² for the hotel and 1,405m² for the restaurant, all of which have been approved through reserved matters and full applications. The hotel is the only C1 use within the park, and there remains a level of developable floor space for this use under the terms of the original outline planning permission.
9. The proposed extension would seek permission to add 2,055m² of floorspace to the hotel complex which would increase the overall floor area of the complex to 8,530m². This would fall within the unfulfilled commitment of the outline planning permission (93/01303/NO).
10. Therefore officers consider that this reserved matters application would fall within the scope of the outline planning permission and as such there would be no reason to object to the general principle of extending the hotel.

Site Layout and Built Forms

11. Policy CS18 of the Oxford Core Strategy 2026 requires development to demonstrate high-quality urban design responding appropriately to the site and surroundings; creating a strong sense of place; contributing to an attractive public realm; and providing high quality architecture.
12. 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. This is supported through Policy CP8, which states that the siting, massing, and design of new development should create an appropriate visual relationship with the built form of the surrounding area. Policy CP10 of the Local Plan requires development proposals to be sited in a manner which meets functional need, but also in a manner that safeguards the amenities of other properties.
13. The proposed siting of the new wing to the rear of the western block in the undeveloped plot to the rear of the complex allows a suitable link to be established between the dwellings. The proposed building would not create any adverse impacts upon the other adjoining units within the park. The size and scale of the building would be consistent with the western block and would be three-storey with a hipped roof. The design of the building would again mirror the western block with blockwork at ground floor level, facing brick above, and render

at the top floor. The development would also require appropriate minor alterations to the western block with the relocation of the existing stairwell and changes to the entrance through a single storey pitched roof extension.

14. Officers consider that the overall built form and site layout would be consistent with the existing hotel buildings on this plot. Therefore the new buildings would suit the sites capacity, and create an appropriate visual relationship with the existing buildings and the business park as a whole. Therefore officers consider that the proposal would satisfy the requirements of Policy CS18 of the Oxford Core Strategy 2026, and Policies CP1, CP6, CP8, and CP10 of the Oxford Local Plan 2001-2016.

Transport

15. A Transport Statement and Travel Plan have been included with the application, which considers the highway impacts of the proposed development.
16. Traffic Generation: The Transport Statement shows that the proposed extension will be a net increase of 58 rooms. The trip generation for the proposed extension would be 26 two-way trips in the AM peak and 22 two-way trips in the PM peak. This would be considered reasonable and although the local highway network is congested at peak times, the Local Highways Authority has indicated that the traffic generation would be unlikely to have a significant effect on the local highway network including surrounding junctions.
17. Access and Parking Layout: The proposed layout presented in drawing 3100/P105, shows the new parking access road located immediately to the west of the 'Existing Premier Inn Hotel'. There is a concern that the width of the access road would not be sufficient to enable two vehicles to pass each other at this section of the road. Therefore the Local Highways Authority have requested that a condition be imposed which requires details of the access road and a swept path analysis be provided to demonstrate this. The Local Highways Authority has also noted that the access road connects to the existing car park at the access point to the nursery. As both accesses lead from an existing car park rather than a main thoroughfare, it is considered that there would be limited scope for conflict given the speeds of vehicles travelling throughout the parking areas. Nevertheless, officers consider that the condition for the access road should also include details of all signage and road markings in this location.
18. The Transport Statement indicates that an additional 69 spaces would be provided including 3 disabled spaces. 5 existing spaces would need to be removed to accommodate the new parking access road, resulting in a net increase of 64 spaces. This would exceed the maximum parking standards as set out within the Oxford Local Plan which would only require 58 spaces. The Transport Statement explains that this additional capacity would mean that at particularly busy times, there would not be any overspill on surrounding streets. However, it does not say how often such particularly busy conditions would occur and officers consider that there is no justification for the parking provision to exceed the maximum standards of 58 new parking spaces including 3 disabled parking spaces to include provision for guests and staff. That said it is also recognised that this additional parking needs to be viewed within the overall parking provision for the hotel complex which includes the hotel rooms and also the Longwall restaurant. Therefore a condition should be attached requiring

revised details of the new parking area, to ensure that the overall parking for the hotel does not exceed the maximum standards.

19. In order to support the reduction in car parking spaces, more cycle parking spaces should be provided. Currently, the proposals include only 10 spaces (5 stands). A minimum of 20 spaces or 10 stands should be an achievable target for cycle parking. This should be provided in a location as close to the entrance of the building as possible. It should be undercover and use Sheffield type stands. This should be secured by condition
20. Travel Plan: The cycling and walking facilities are very good right to the site and there are buses that serve the site directly or that stop only a very short walk away. The Travel Plan describes the bus services available at the bus stops located on the Garsington Road, but does not make reference to the frequent and comprehensive bus services available at the Original Swan bus stops, some 600 metres from the hotel entrance and gives guests and employees access to a very frequent bus service to the City Centre including direct buses to/from the rail station and late night operation until 0300. There is also a comprehensive bus service to the Headington area from the Original Swan stops. The Hotel should commit to promoting public transport use through a revised and targeted Travel Plan in order to mitigate the impact of additional traffic on the congested Garsington Road area. More targeted information would be beneficial for future hotel residents and employees, stressing the excellent public transport which is available 600 metres from the hotel. This could take the form of maps and notices in the hotel foyer and literature in guest bedrooms. It's suggested that the generic Traveline-style information on the hotel website is modified to give clear information about the high-frequency services available within walking distance of the hotel. The Travel Plan could be secured by condition.

Landscaping

21. A Landscaping Strategy has been submitted with the application, which provides full details of the soft landscaping for the proposed development.
22. The planning statement indicates that the landscape strategy has been developed with the overall masterplan for the business park in mind. Officers welcome the approach to providing an indicative strategy for the site, which would attempt to integrate the site with the structural landscaping throughout the park in accordance with Policy CP11 of the Oxford Local Plan 2001-2016. A condition should be imposed which requires this landscape plan to be developed further and carried out prior to completion of the development.

Flood Risk and Drainage

23. The Environment Agency has raised no objection on grounds of Flood Risk, but recommended a condition requiring a watching brief for any unsuspected land contamination which may have an impact on groundwater.
24. Thames Water suggests that the existing waste water infrastructure may not be sufficient to accommodate the needs of the application. In the event that permission is granted a condition should be attached which requires a drainage strategy for any on and/or off site drainage works should be submitted in

consultation with Thames Water and that no drainage into the public system shall be allowed until the agreed drainage works have been carried out. They have also requested that all surface water drainage should use sustainable urban drainage techniques.

Sustainability

25. An Energy Recovery Statement and Natural Resource Impact Analysis have been submitted with the application
26. The NRIA scores 6/11 and states that layout of the development has been designed to maximise solar gain; the extension will be designed to a high insulation standard to reduce the levels of heating energy required; and high water efficiency methods. It will also include the use of air source heat pumps. The NRIA states that the existing hotel has had newly installed photovoltaic panels added to it, although there is no suggestion they will be used on the extension. This may be a lost opportunity. The building will be constructed from locally sourced materials. Therefore officers consider that the proposed development would accord with the aims and objectives of Oxford Core Strategy Policy CS9 subject to a condition which requires details of the sustainable design and technologies to be incorporated into the building.

Biodiversity

27. An Ecological Appraisal has been submitted with the application which states that the site comprises semi-improved and amenity grassland, ornamental hedgerows and planting, hard-standing and small species of poor hedgerow. The loss of these species could have an impact upon the potential habitat for nesting birds and as such it recommends that all vegetation is cleared outside of the bird nesting season. Furthermore biodiversity enhancements such as bat and bird boxes are recommended for the walls of buildings or trees within any landscaped scheme. The appraisal also recommends that any grassland replaced within the scheme should be sown with wildflower lawn mix to provide better sources for invertebrates and foraging birds.
28. Natural England has raised no objection to the proposal. A condition should be attached requiring the conclusions of the appraisal to be implemented in accordance with Oxford Core Strategy Policy CS12.

Archaeology

29. An archaeological desk based assessment by Museum of London Archaeology (2012) was submitted with the recent extension to the outline permission. The report noted the potential for Roman archaeology in this location and that whilst the site is located some distance from the known centres of settlement, there remains potential for Roman features (pottery kilns, and/or settlement or agriculture associated with the Roman road to the east) to extend into the site. Furthermore the report notes that the site was formerly occupied by a building belonging to the 20th century Morris Car Works. Any early remains that may contribute to our understanding of the car plant layout would be of local interest.

Therefore a condition should be attached requiring a written scheme of investigation to be carried out.

Contaminated Land

30. The site is located on the former Rover Car Assembly Works. Seven above ground oil storage tanks are known to have been housed on the proposed hotel extension site. Remediation works were undertaken in the early 1990's. Remediation work involved removal and disposal of mineral oil, copper and lead contaminated soils. The remediation target levels used were based on now out of date guidance.

31. It is the developer's responsibility to ensure that the site is suitable for use and therefore a risk assessment should be provided within sufficient information to adequately assess the risks at the site. A condition should be attached requiring the provision of an assessment.

Conclusion:

32. The proposal is considered to be acceptable in terms of the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and Sites and Housing Plan 2026 and therefore approval is recommended.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

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 safety.

Contact Officer: Andrew Murdoch

Extension: 2228

Date: 1st May 2015