

**Premier Inn
Kelso Road
Bicester
OX26 1AN**

18/01208/F

Applicant: Premier Inn Hotels Ltd

Proposal: Two and three storey 56 bedroom hotel extension and alterations to the car park layout

Ward: Bicester South And Ambrosden

Councillors: Cllr David Anderson
Cllr Dan Sames
Cllr Lucinda Wing

Reason for Referral: Major application

Expiry Date: 23rd November 2018 **Committee Date:** 22nd November

Recommendation: Approved subject to legal agreement and conditions

EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION

Proposal

The application relates to a proposed extension to the existing Premier Inn in south west Bicester. The extension would have 56 bedrooms (resulting in a total of 140 bedrooms) and the car park would be reconfigured to increase its capacity from 123 to 147 spaces. The extension would be 2 and 3 storey and face onto Pioneer Way.

Consultations

No consultees have raised objections to the application

2 letters of objection have been received.

Planning Policy

The site is located in the built up limited of Bicester in the south west Bicester development. The application has also been assessed against the relevant policies in the NPPF, the adopted Local Plan and other relevant guidance.

Conclusion

The key issues arising from the amended application details are: (list the key issues below as identified in the report)

- Principle of Development;
- Design;
- Highways and Parking

The report looks into the key planning issues in detail, and officers conclude that the proposal is acceptable for the following reasons:

The proposal is for an extension to the existing hotel on a previously allocated site for a hotel. It is in an area that serves the strategic road network and Bicester Village and is considered to be acceptable in principle. The design would be in keeping with the existing

building and the application submission has demonstrated that the extended car park would have capacity to accommodate the extension.

RECOMMENDATION - GRANT PERMISSION SUBJECT TO COMPLETION OF A LEGAL AGREEMENT AND CONDITIONS

Members are advised that the above is a summary of the proposals and key issues contained in the main report below which provides full details of all consultation responses, planning policies, the Officer's assessment and recommendations, and Members are advised that this summary should be read in conjunction with the detailed report.

MAIN REPORT

1. APPLICATION SITE AND LOCALITY

- 1.1. The application site is located within the South-West Bicester phase 1 development. It is situated adjacent to the junction between the A41 and Pioneer Way and consists of part 3 storey and part 2 storey rendered and stone building with glazed feature which operates as a hotel with 84 bedrooms (Premier Inn). A shared car park with the adjacent restaurant (222 covers) exists to the north of the building and accommodates 123 parking spaces.
- 1.2. Planning consent has been granted for a large retail and leisure development to the north of the site (18/00488/OUT). However, at the current time this has not been implemented. A school and residential development exist to the west of the site.

2. DESCRIPTION OF PROPOSED DEVELOPMENT

- 2.1. The current application seeks permission to erect a 56 bedroom extension (140 rooms in total) to the existing hotel which would be constructed of render and bradstone and be a mix of 2 and 3 storeys in height. It would have a flat roof with overhanging eaves like the existing building.
- 2.2. This would extend along the frontage of Pioneer Way on an areas currently laid to grass and car parking. It is also proposed to reconfiguration the car park including the loss of a number of landscaped areas. Overall the capacity of the shared parking areas would increase from 123 spaces to 147 spaces.

3. RELEVANT PLANNING HISTORY

3.1. The following planning history is considered relevant to the current proposal:

<u>Application Ref.</u>	<u>Proposal</u>	<u>Decision</u>
06/00967/OUT	Outline - Up to 1585 no. dwellings; health village to include health and employment uses and elderly persons nursing home; B1 and B2 employment uses; local centre comprising of shops, a pub/restaurant, children's day nursery, offices and a community centre; 2 no. primary schools and 1 no. secondary school; a hotel; a sports pavilion; formal and informal open space; a link road between A41 and	Application Permitted

Middleton Stoney Road/Howes Lane junction; associated new roads, junctions, parking, infrastructure, earthworks and new accesses to agricultural land (as amended by plans and documents received 24.10.06).

12/00063/REM	Reserved Matters (Outline Application 06/00967/OUT) - Part 3 storey, part 2 storey hotel, part single, part 2 storey pub/restaurant, access and parking - Hotel Site	Application Permitted
12/00140/DISC	Discharge of Conditions 4, 14, 17, 18, 19 of 12/00063/REM	Application Permitted
12/00142/DISC	Discharge of Conditions 2, 3, 6, 7 & 16 of 12/00063/REM	Application Permitted

3.2. The following applications have been approved on the land to the north of the site:

<u>Application Ref.</u>	<u>Proposal</u>	<u>Decision</u>
18/00488/OUT	Variation of condition 4 (plans) and 12 (plant compounds) of 16/02505/OUT - substitute the approved plans in respect of Block A to widen the building to enable a reconfiguration of the service yard, extended front colonnade and car park alterations to facilitate the subdivision of Block A. Revisions to block B to facilitate a new service corridor between Unit D and E and to realign the external walls at ground and first floor level which results in an increase in floor space of Block B and revised plans showing plant compounds and variation of condition 26 to allow the sub-division of Unit B within Block A.	Application Permitted
16/02505/OUT	Bicester Gateway (Kingsmere - Retail) Four Class A1 (retail) units, one Class A3 (cafe/restaurants) unit, a Class D2 (gym) unit, surface level car parking, access, servicing and associated works	Application Permitted
17/02320/REM	Reserved Matters pursuant to outline permission 16/02505/OUT as amended by S73 18/00488/OUT for proposed soft and hard landscaping.	Application Permitted

4. PRE-APPLICATION DISCUSSIONS

4.1. No pre-application discussions have taken place with regard to this proposal.

5. RESPONSE TO PUBLICITY

5.1. This application has been publicised by way of a site notice displayed near the site, by advertisement in the local newspaper, and by letters sent to all properties immediately adjoining the application site that the Council has been able to identify from its records. The final date for comments was 12.11.2018, although comments received after this date and before finalising this report have also been taken into account.

5.2. The comments raised by third parties are summarised as follows:

- Impact on parking provision which is already problematic.
- Impact on air quality.
- Electric vehicle charging points should be included.

5.3. The comments received can be viewed in full on the Council's website, via the online Planning Register.

6. RESPONSE TO CONSULTATION

6.1. Below is a summary of the consultation responses received at the time of writing this report. Responses are available to view in full on the Council's website, via the online Planning Register

STATUTORY CONSULTEES

6.2. OCC SINGLE RESPONSE: **Comments on amended plans are awaited.**

6.3. Originally objected to the application as there was insufficient information on the traffic impact of the development on the Pioneer Way/A41 Oxford Road junction as a percentage of the peak given its location close to Bicester 4 and Bicester 10 and the potential cumulative impact. In terms of car parking provision raised objections that the car parking survey was not carried out during a neutral month and was therefore not robust.

6.4. Additional information has been provided on the traffic impact of the development at the A41 Oxford Road/Pioneer Way junction and this indicates approximately a 0.5% increase in traffic movements which is not significant and would not exceed the thresholds the county council apply. Therefore there is no objection in respect of traffic.

6.5. A revised parking survey has been undertaken in a neutral month and additional information provided on the other Premier Inn hotels and the occupancy rate of the hotel. The car park survey shows the area typically operates with a degree of spare capacity. Taking this spare capacity into account it is considered that the proposed extension to the hotel and associated extension to the car park is unlikely to lead to issues with overspill parking as a result of car parking demand exceeding capacity. Therefore the County removes its objection in this respect.

6.6. Vehicular and pedestrian access would be as existing and are considered to be acceptable.

- 6.7. Seeks contribution of £22,927 for the installation of a south bound bus shelter and real time information facilities on the eastern side of the A41 Oxford Road south of the A41 Oxford Road/Lakeview Drive junction to make the development more accessible by bus for customers and employees. A S278 is required to be entered in to complete these works. Also provides a number of detailed comments on the travel plan and request a travel plan monitoring fee.
- 6.8. The drainage strategy includes the use of permeable paving and porous sub base to manage surface water from the development using infiltration. Whilst infiltration is used at the current site further tests are required to ensure this is feasible and details of the seasonal high ground water level at the site. A calculation of the storage volumes that will be needed is also required. Detailed design is also required of the proposed SUDs along with flood exceedance route plans and maintenance and management plans. These matters can be controlled though condition.
- 6.9. HIGHWAYS ENGLAND: **No objections.**
- 6.10. THAMES WATER: **No objections.** The foul water sewage network infrastructure has capacity for the development. Surface water will not be discharge to the public network.

NON-STATUTORY CONSULTEES

- 6.11. CDC LANDSCAPING: **No objection** subject to conditions on hard and soft landscape layout, and tree pit details.

7. RELEVANT PLANNING POLICY AND GUIDANCE

- 7.1. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 7.2. The Cherwell Local Plan 2011-2031 - Part 1 was formally adopted by Cherwell District Council on 20th July 2015 and provides the strategic planning policy framework for the District to 2031. The Local Plan 2011-2031 – Part 1 replaced a number of the ‘saved’ policies of the adopted Cherwell Local Plan 1996 though many of its policies are retained and remain part of the development plan. The relevant planning policies of Cherwell District’s statutory Development Plan are set out below:

CHERWELL LOCAL PLAN 2011 - 2031 PART 1 (CLP 2031 Part 1)

- PSD1 – Presumption in Favour of Sustainable Development
- SLE2 – Securing dynamic town centres
- SLE3 – Tourism
- SLE4 – Traffic
- Bicester 5 – Bicester town centre
- ESD15 - The Character of the Built and Historic Environment

CHERWELL LOCAL PLAN 1996 SAVED POLICIES (CLP 1996)

- C28 – Layout, design and external appearance of new development
- C30 – Design
- ENV1 – Environmental

- 7.3. Other Material Planning Considerations

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)

8. APPRAISAL

8.1. The key issues for consideration in this case are:

- Principle of development
- Design, and impact on the character of the area
- Highways matters
- Residential amenity
- Other matters

Principle

- 8.2. Policy SLE3 of the Cherwell Local Plan 2015 states that the Council will support proposals for new or improved tourist facilities in sustainable locations to increase overnights stays and visitor numbers in the District. Therefore there is general support for such development.
- 8.3. The NPPF advises that hotels are main town centre uses and that the sequential test should be applied to such uses, which is also echoed in Policy SLE2. This means such uses should be located in town centres, then edge of centre locations and only if suitable sites are not available should out of centre site be considered.
- 8.4. The Planning Practice Guidance notes that the application of the sequential test should be proportionate and appropriate for the given proposal and flexibility should be applied. It goes on to state that the sequential test should recognize that certain main town centre uses have particular market and locational requirements, which means that they may only be accommodated in specific locations. Robust justification must be provided where this is the case.
- 8.5. In terms of the sequential test the current site is located in an 'out of centre' location. However, the current proposal is for an extension to an existing hotel so is not establishing a new use on the site and it therefore needs to be considered in the context of being an extension. Furthermore the application site forms part of the South West Bicester Phase 1 planning approval which was allocated under Policy H13 of Non-statutory Cherwell Local Plan for a mixed use development, which included the provision of a hotel on the land and the current proposal is contained within the same red line as was approved under the reserved matters application for the original hotel.
- 8.6. The applicant has also stated that the locational requirements are also relevant in this case. The hotel provides accommodation with easy access to the motorway and also provides accommodation for visitors to Bicester Village which is a major visitor attraction in the district within the proximity of the application site. The applicant also states that given the high occupation rates of the hotel (on average weekly occupancy rates of over 90%) demonstrates there is a high demand for accommodation in this area. Given the scale of the proposed development and nature of the use an impact assessment is not required.
- 8.7. Overall, taking all these matters into account, the proposal is considered to be acceptable in this regard and would serve the locational needs of the area on an existing authorised site that was supported by the Council's earlier planning policy framework. The principle of extending the hotel is therefore considered to be acceptable subject to other considerations.

Design and impact on character and appearance of the area

- 8.8. Policy ESD15 seeks to ensure that new development contributes positively to an area's character and identity. It goes on to note that development should be designed to deliver high quality safe, attractive and durable places to live and should be designed to integrate with existing streets and respect the form, scale and massing of existing properties.
- 8.9. The site is located with the wider Kingsmere development site and therefore regard also needs to be given to the approved design code for the wider development as a material consideration. In this respect the site is noted to be located within the employment area of the design code.
- 8.10. The site currently forms a landmark building at one of the main entrances to the wider development. The proposal would extend the built frontage along Pioneer Way and be situated opposite the 3 storey residential buildings which exist to the west of Pioneer Way and the bund associated with the playing field serving St Edburgs School. To the north of the site the land is currently developed. However, planning consent has been granted for a large, mixed use retail and leisure development, which would substantially alter the character of that site. This includes a glazed, metal and timber clad building along the Pioneer Way frontage with a height of approximately 12.5 metres (tallest element approx. 15m).
- 8.11. The proposed development has been amended during the course of the application to address concerns that the proposed extension lacked articulation and variation and appeared rather monolithic. The revised proposal now seeks to follow a similar design approach to the existing building, which is considered to be acceptable as it would clearly be read as an extension but also part of the same building given its physical attachment and relationship.
- 8.12. The proposal would create a stronger building frontage onto Pioneer Way and would replace an area of inactive frontage which currently consists of the car parking area associated with the application site and a bund associated with a playing field on the opposite side of Pioneer Way. The creation of an active frontage in this location would be beneficial to the character and appearance of the area and would help to enclose this part of the perimeter block.
- 8.13. The amended proposal consists of 2 and 3 storey elements to break up the massing and bulk of the building and create a sense of rhythm. This follows a similar approach and use of materials to the existing building with the use of render and reconstituted stone panels. The variation in the roof heights, the steps in the building line and creation of smaller bays all help to break up the massing of the building. The height of the building would be within the parameters of the design code (max. 11.5m whilst the Design Code allows for up to 14.5m) and whilst it is noted that the design code seeks to have the tallest part of the hotel building close to the A41 the proposal is not considered to unduly compete with the main part of the building closest to the A41 as it is considered the existing element will still retain its prominence and landmark status on the site given the glazed design of the corner. Furthermore the height of the building is considered to be appropriate given the height of the buildings opposite and those which have permission to the north of the site.
- 8.14. The parking layout has also been amended during the course of the application and now includes further opportunities for planting to create an attractive environment.
- 8.15. Overall, therefore, the design of the proposal is considered to be appropriate for the site.

Highways matters

- 8.16. Policy SLE4 of the Cherwell Local Plan 2015 states that development is not suitable for the roads that serve the development and which have a severe traffic impact will not be supported. Paragraph 108 of the NPPF states that in assessing planning applications it should be ensured that safe and suitable access can be achieved for all users and that development will be refused there is an unacceptable impact on highway safety.

Access and impact on junction

- 8.17. The proposed development would be served from the existing access which is considered to be acceptable by the highway authority. The applicant was also requested to provide further information on the impact of the development on the Pioneer Way/A41 junction and this demonstrates that the impact on the junction would not be significant due to the small impact of traffic stemming from the proposal in the peak hours (15 two way movements in the AM peak and 12 in the PM peak). The development is therefore considered to be acceptable in this regard.

Parking

- 8.18. The main issue in respect of highway matters is considered to be the impact of the development on the parking provision serving the site. The parking area is shared with the adjacent restaurant and currently has 123 parking spaces. The proposed development includes the reconfiguration of the car park, which would provide a total of 147 spaces.
- 8.19. The applicant has undertaken week-long parking accumulation studies at the site. The first was undertaken in January and noted a peak accumulation of 76 vehicles (out of 123 parking spaces) at the existing site serving the hotel and the restaurant. Concerns were raised that the January period was not a 'neutral month' particularly in light of the car park area being shared with a restaurant. The applicant therefore undertook another week-long parking accumulation study in September which had a peak accumulation of 72 vehicles. They also included details of the occupation levels of the existing hotel, which showed that with the exception of the Sunday evening occupation rates were between 79-85 rooms (of the 86 rooms present at the site). Furthermore the applicant has provided survey data from comparatively located hotel and restaurant sites.
- 8.20. Based on this information the applicant has forecast the likely parking demand with the hotel extension, which indicates that the extended car park is still likely to operate within capacity (121 spaces out of 147 spaces occupied) at peak times. Furthermore the applicant proposes to implement a Travel Plan for the site to encourage other sustainable forms of travel to the site and this can be secured by condition with a monitoring fee secured through a legal agreement. The County Council as local highway authority (LHA) is now satisfied that based on the information provided that the extended site is unlikely to lead to issues with overspill parking and is therefore considered acceptable in this regard.
- 8.21. The applicant has amended the layout of the parking area during the application and has been requested to provide swept path analysis to show that adequate space exists for the hotel and restaurant to be serviced.

Bus Stop

- 8.22. The LHA has also requested the provision of a new south bound bus stop (layby) on the A41 and financial contribution towards the infrastructure including a real-time

passenger information system. This has already been secured under 16/02505/OUT for the retail and leisure development and also appears to be a commitment of the Bicester 4 scheme if planning consent is granted. However, neither of these schemes has been implemented and therefore it is uncertain that such infrastructure will be provided. The applicant has agreed in principle to this and officers are in discussions with the LHA regarding this matter.

Residential Amenity

- 8.23. Policy ESD15 of the Cherwell Local Plan Part 1 states that new development proposals should consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space. The NPPF also notes that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- 8.24. The proposed extension would impact on the outlook and privacy of the residential properties on the opposite side of Pioneer Way. However, the proposed development is separated from these properties by the road and the relationship between these properties is not dissimilar to what already exists between the buildings and what is common in built up areas. Therefore this impact is not considered to be significant.
- 8.25. The remaining land uses are commercial in nature and the proposal is considered to be acceptable in regard to these neighbours.

Other matters

- 8.26. The proposal would lead to some economic benefits including 15 additional staff according to the application and also the wider benefits of further spending in the locality associated with increase in overnight stays.
- 8.27. The site lies within Flood Zone 1 which is the lowest area of flood risk. The drainage strategy accompanying the application notes the proposal seeks to use permeable paving and porous sub base to manage surface water from the development using infiltration. The Lead Local Flood Authority has raised no objection to the proposal in these regards and full details including soakage tests, details of the seasonal high ground water level, details of design and management and maintenance of the SUDs can be controlled through conditions. Thames Water has raised no objection to the application in regard to water supply or foul water infrastructure.
- 8.28. Concerns have been raised in regard to the impact on air quality however given the limited traffic impact of the development this is not considered to result in a significant impact.

9. PLANNING BALANCE AND CONCLUSION

- 9.1. The proposed development would result in the extension of an existing hotel with high occupancy rates which was previously supported on the site through the local planning policy framework. The extension is contained to the previously approved site and has locational specific requirements for being on the site associated with its relationship with the strategic road network and Bicester Village. The proposed development is responsive to the design of the existing building and would provide a beneficial active frontage at one of the main entrances to this large development site where the frontage is rather weak. The proposed development is also considered to be acceptable in highway terms and is considered to provide adequate parking to

serve the development. It is therefore recommended that planning permission be granted.

10. RECOMMENDATION

Delegate to the Assistant Director of Planning Policy and Development to grant planning permission, subject to:

1. Completion of a planning obligation under Section 106 of the Town and Country Planning Act 1990, as substituted by the Planning and Compensation Act 1991, in accordance with the summary of the Heads of Terms set in para 8.22 and;
2. Conditions relating to the matters detailed below (the exact conditions and the wording of those conditions to be delegated to the Assistant Director for Planning Policy and Development).

Time Limit

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

Reason - To comply with the provisions of Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Approved Plans

2. Except where otherwise stipulated by conditions attached to this permission, the development shall be carried out strictly in accordance with the following plans and documents: Application form, Site Location Plan, Drawing numbers 4591/P19 Rev A, 4591/P20 Rev A, 4591/P16 Rev A, 4591/P17 Rev A, 4591/P18 Rev A and 803-SW-01 Rev B

Reason – For the avoidance of doubt, to ensure that the development is carried out only as approved by the Local Planning Authority and comply with Government guidance contained within the National Planning Policy Framework.

Hedgerow and landscape protection

3. No development shall take place until full details of the hedgerow and landscape protection for the existing retained landscaping on and adjacent to the site has been submitted to and approved in writing by the local planning authority. The development shall thereafter be carried out in accordance with the approved scheme. Any landscaping removed or damaged during construction shall be replaced in accordance with a scheme to be submitted and approved in writing (including timing of planting) by the local planning authority within 6 months of the occupation of the building.

Reason: To ensure the adequate soft landscaping is provided to ensure an attractive and well-designed place in accordance with Policy ESD15 of the Cherwell Local Plan Part 1 (2015) and advice in the NPPF.

Surface water drainage

4. No development shall take place 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 being occupied. 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
- Phasing
- No private drainage into the public highway drainage system.

Reason: In the interests of flood risk management in accordance with Policy ESD6 of the Cherwell Local Plan and advice in the National Planning Policy Framework.

Hard Landscaping Works

5. Prior to any works to the hard landscaping of the development hereby approved, a hard landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme for landscaping the site shall include details of the hard surface areas, including pavements, parking and manoeuvring areas, crossing points and steps. The development shall therefore be carried out in accordance with the approved details prior to the first occupation of the development hereby permitted and shall be retained as such thereafter.

Reason - In the interests of the visual amenities of the area, to ensure the creation of a pleasant environment for the development and to comply with Policy ESD15 of the Cherwell Local Plan (2011 - 2031) Part 1 and Government guidance contained within the National Planning Policy Framework.

Parking

6. Prior to the first occupation of the extension hereby permitted, the car parking and manoeuvring areas shall be laid out in accordance with the details as shown on the approved plans. They shall thereafter be retained and used for no other purposes.

Reason: To ensure there is adequate parking and manoeuvring space to serve the development in the interests of highway safety in accordance with Government guidance contained within the National Planning Policy Framework.

Travel Plan

7. Prior to the first occupation of the extension hereby permitted, a workplace travel plan must be submitted to and approved in writing by the Local Planning Authority. Thereafter, occupation shall only commence in accordance with the approved details.

Reason: In the interests of maximising the opportunities for travel by sustainable modes of transport in accordance with the National Planning Policy Framework.

Landscaping

8. The landscaping scheme as shown on drawing number 803-SW-01 Rev B shall be carried out in the first planting and seeding seasons following the first use of the extension or on the completion of the development, whichever is the sooner. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in accordance with BS 4428:1989 Code of Practice for general landscape operations (excluding hard surfaces), or the most up to date and current British Standard, Any trees, herbaceous planting and shrubs which, within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the current/next planting season with others of similar size and species.

Reason - In the interests of the visual amenities of the area, to ensure the creation of a pleasant environment for the development and to comply with Policy ESD15 of the Cherwell Local Plan (2011 - 2031) Part 1 and Government guidance contained within the National Planning Policy Framework.

Materials

9. The materials to be used in the construction of the extension hereby permitted shall match those used on the existing building.

Reason - To ensure the satisfactory appearance of the completed development and to comply with Policy ESD15 of the Cherwell Local Plan 2015 and Government guidance contained within the National Planning Policy Framework.

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