

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

10th January 2007

AUTHOR/S: Executive Director / Head of Planning Services

S/2156/06/RM - IMPINGTON

**Erection of 137 Room Hotel with Ancillary Bar/Restaurant, Car Parking and Access,
At land at Arbury Camp, Kings Hedges Road, Impington.**

Recommendation: Approval

Date for Determination: 5th February 2007

Notes:

This Application has been reported to the Planning Committee for determination because the Parish Council is likely to raise an objection and to ensure that the application is consider prior to the expiry of the 13 weeks dead line.

Members will visit this site on 8th January 2007

Site and Proposal

1. The 0.52 Ha application site forms part of the larger development area known as Arbury Park approved under planning application S/2379/2001/O. As Members will be aware the approved scheme of this area is for a mixed-use development comprising residential, employment, retail, leisure, social/community uses, open space, educational facilities and associated transport infrastructure. Works on a number of the housing sites with approved reserved matters are currently under construction and the base infrastructure across the site has also been provided.
2. The site for the hotel is located in the northern part of the Arbury Park site with the immediate northern boundary formed by the A14 and its associated embankment. To the south the boundary of the application site is marked by land parcels E1 and E2, which have reserved matters approval for residential development in the form of 31 and 42 affordable units in blocks of 4 storey high apartments under S/1417/06/RM and S1418/06/RM. To the east the boundary is currently un-marked but will form part of the commercial area of the site while to the west the boundary is marked by the infrastructure serving the application site and the electricity sub-station.
3. The application proposes has a five-storey building, which backs onto the A14 to act as a noise buffer for the adjacent residential development. The design of the hotel is essentially linear with a kink in the centre created by a full height stairwell and service area. The building will have an overall length of 76 metres, a maximum width of 26 metres, with a roof height of 15.5 metres increasing to a maximum height of 18 metres to the top of the stairwell. In terms of materials and appearance the building would comprise textured masonry in pewter on the ground floor, self-coloured rendering on the first to fourth floors with the use of aluminium curtain walling on the top floors, ends and central service core area. The rendering would be in two colours with the stairwells and central and end elevations in purple with the remainder of the building in off white/pale yellow. The roof area is flat but with the top floor being slightly set back from the other

floors and using aluminium curtain walling will give the appearance of a 'floating' roof. On the fourth floor level the roof area over the third floor would be extensively planted with Sedum.

4. Parking within the site would be contained as a surface car park around three sides of the hotel namely to the front, eastern side and rear elevation of the building. The parking area will provide a total of 98 parking spaces with the main vehicular access point located at the front of the building via the site access road already provided.

Planning History

5. **S/2379/01/O** Outline consent for residential, employment, retail, leisure, social/community uses, open space, education facilities and associated transport infrastructure.
6. **S/2298/03/F** Approval of strategic infrastructure comprising spine roads and footpaths, cycle ways, surface water drainage, foul water drainage and strategic services.
S/0765/06/RM Erection of a hotel with associated car parking withdrawn.
S/1417/06/RM Approval of 31 flats on parcel E1.
S/1418/06/RM Approval of 42 flats on parcel E2.

Planning Policy

7. South Cambridgeshire Local Plan 2004 ("The Local Plan") **Policies CNF1 Cambridge Northern Fringe; CS2 Water resources; CS3 Foul and surface water drainage; CS4 Ground water protection; SC5 Flood protection; EN4 Historic landscapes; EN5 Landscaping of new development; EN7 New tree and hedge planting; ES2 Road and footway lighting; ES3 Commercial and recreational lighting facilities; ES5 Recycling/waste minimisation; ES6 Noise and pollution; ES7 Noise from road traffic; TP1 Planning for more sustainable travel; TP3 St. Ives transport corridor; Appendix 7/1 Standards for car parking provision; Appendix 7/2 Standards for cycle provision; Appendix 11/1 Adopted noise standards; Appendix 11/2 Adopted protection against road noise.**
8. Cambridgeshire and Peterborough Structure Plan 2003 ("The County Structure Plan") **Policies P1/1 Approach to development; P1/2 Environmental restrictions on development; P1/3 Sustainable design in built development; P2/1 Employment Strategy; P4/1 Tourism, recreation and leisure strategy; P/6/4 Drainage; P7/4 Landscape; P7/7 Renewable energy generation; P8/1 Sustainable development – links between land use and transport; P8/4 Managing demand for car travel; P8/5 Provision of parking.**
9. Government Policies **PPS1 Delivering sustainable development; PPS6 Planning for town centres; PPS22 Renewable energy; PPS25 Development and flood risk; PPG13 Transport; PPG24 Planning and noise; Good practice guide on planning for tourism; Regional Spatial Strategy 6.**

Consultation

10. **Design Officer** confirms that the revisions to the proposal are a distinct improvement and provides some much needed vertical subdivision within the horizontal structure. He supports the revised elevations.
11. **Highways Agency** considered that the application would have an effect on the trunk road, and the Secretary of State has therefore treated the application as if it were referred to him under the terms of Article 10(1)(e) of the General Development Order.

The advice from the Secretary of State is that the Highways Agency is unable to comment on the planning application due to a discrepancy within the Transport Assessment. The submitted Transport Assessment, is for a 154 bedroom hotel and the application is for a 137 bedroom hotel. The Highways Agency will make comments on this application once the new Transport Assessment has been supplied.

12. The applicant had been advised by officers of this possible outcome on the submission of the Transport Assessment but stated that as the size of the hotel was smaller than that stated in the report any impact would be less and as such no need for a revised report. However a revised Transport Assessment has now been received and the comments of the Highways Agency sought.
13. **Landscape Officer** requests a number of amendments to the landscaping around the site. An amended scheme is awaited.
14. **Tree Officer** confirms no objections or comment.
15. **Ecologist** welcomes the landscaping measures such as the green roof and use of climbing plants on the sides of the building that will provide for biodiversity. In the Sust/Ecology Statement there is mention made of provision of nest boxes and bat boxes, and further details need to be secured by a condition requiring a scheme of ecological enhancement. In addition to the bat boxes I would suggest that consideration is given to the incorporation of nest boxes for swifts as these birds are only present for a few months of the year and leave little mess.
16. **Environment Operations Manager** requests further information on the storage compound, that access is via slopes (no kerbs), the recycling facilities and confirmation that the road will withstand 26 tonne gvw.
17. **Cambridgeshire Fire and Rescue Service** requests a condition or Section 106 agreement for the provision and position of fire hydrants.
18. **Police Architectural Liaison Officer** has recommended a secure perimeter fence of at least 2 metres high to be provided and to be of a material more robust than chain link. Gates at entrances should also be fitted to a similar height and strength. Lighting should also be provided to the car parking areas by means of column mounted white down lighters. Any lighting system should be designed taking into account any other security measures such as CCTV.
19. **Arts Development Officer** welcomes the reference to public art within the scheme but requests the submission of the brief for this work.
20. **County Archaeology** confirms that this site was the subject of an extensive study under the Outline approval and as such raise no further comments.

Comments still awaited from:

21. **Parish Council; County Engineers; Environmental Health Officer; Drainage Engineer; Environment Agency; and Cambridge City Council;**

Representations

None received.

Planning Comments – Key Issues

Principle

22. Under the approved layout for the Arbury Park re-development this part of the site is allocated as an area for commercial development such as office/light industrial use (Class B1), and stretches along almost the entire northern boundary of the Arbury Park development. The purpose of locating the commercial development within this area of the site was to allow taller development to act as a noise attenuation screen between the A14 and the more sensitive residential development. In addition to the commercial area there is also five further mixed-use areas allocated around the whole re-development site as areas, where a varied type of use would be encouraged.
23. In terms of principle, the development of a hotel on the site is considered acceptable as the Outline Consent specifies the development of a hotel as being a suitable use within the site. There is however the issue that the hotel development was considered as an appropriate use within one of the mixed-use areas rather than as part of the commercial area. This issue was considered as part of the previous application for a hotel on the site where the applicant obtained advice from counsel. In this advice counsel considered conditions 27 and 30 attached to the outline consent relating to mixed uses and floor areas. Condition 27 amongst other things operates to limit the maximum area of land, gross floor space for buildings within the use classes shown on a table attached to the consent. This table includes a hotel (Class C1), which is not to exceed, and area of 1.73Ha. Condition 30 required the submission of details of the proportion of mixed-use development upon the site within 6 months of the commencement of development. Counsel considered that whilst the development should be undertaken in accordance with the Development Framework Plan this was capable of amendment by way of an approval of reserved matters. It was also considered that the Local Authority had anticipated that there may be reserved matters which were inconsistent with the Framework Plan which could be permitted and therefore amend the Framework Plan. From this the view of counsel was that the Local Authority had accepted the principle of a hotel development on the site as being appropriate and as such an application would not be required to satisfy all of the PPS6 tests as though it were an entirely new and untested proposal.
24. The application site area for this current application is stated as 0.517Ha and as such complies with the condition on floor area on the Outline Consent while the issue of land allocation is already covered in the advice by counsel. For these reasons the principle of a hotel development in this area of the site is considered acceptable.

Design/Appearance

25. Due to the position of the site and the overall scale of the building the development will be clearly visible from outside the site along the A14 as well as from within the site by residents in the adjoining flats on parcels E1 and E2. For these reasons the design of the hotel has been a matter of a number of meetings with the applicant prior to the submission of the planning application and subject to further negotiations as part of the planning process. At the Arbury Camp Design Review Panel the hotel proposal was last considered on 9 October, which was prior to the submission of the current application. At this meeting the panel considered that in terms of design the scheme needed to incorporate public art, that the five storey element facing north could be improved by setting the top floor back, and that the fenestration needed further consideration in terms of grouping or a simple approach adopted. There was also concern over the design in terms of the sites prominent location.

26. As a result of this and further meetings with officers of the Council changes to the overall scheme were provided of which the main areas were to the fenestration details on the north and south elevations of the building and alterations to the height of the building. The previous design showed a regular pattern of square windows being repeated across all floors above the ground floor level, which created a poor design, and officers considered could be improved upon. Further revisions by the applicant grouped windows and provided windows with deeper cills, and provided vertical subdivision of the building. This revision is considered to be an improvement upon the original scheme with a combination of both vertical and horizontal emphasis being created on the main elevations. In terms of building height the applicant has adopted the approach suggested by officers in that the fourth floor has been stepped back from the main building line which together with the use of a glazed curtain wall and an over sail roof area will create the appearance of a 'floating' roof. This will help reduce the bulky appearance and overall height of the building when viewed from both inside and outside the site. The use of glazing on the top floor and which will continue down either end of the building to the stairwells, will help 'lighten' the appearance of the building.
27. As with all new development the proposal needs to demonstrate that there will be a commitment to reducing carbon and use of fossil fuels. The applicant has submitted a BREEAM pre-assessment report of the proposed scheme, which demonstrates that the scheme would have a BREEAM Bespoke rating of 'Good'. To obtain this rating the applicants have stated that amongst other measures, the development would provide a Sedum roof over the third floor, which is equal to 45% of the total roof area, and which will reduce the level of storm water run-off during peak rain falls. Furthermore the applicant also confirms that more than 15% of the hotels energy will be obtained by the provision of a combined heat and power system (CHP), which is considered a low carbon producing energy source. The drainage of the site is linked to the overall drainage strategy of the main Arbury Park re-development. However there is no specific attenuation measures related to the hotel development only that the drainage would link into the main drainage strategy for the Arbury site provided by the main developers. For this reason a condition should be attached to any planning permission granted for this development requiring details of drainage measures relating to the hotel development. A revised sustainability report from the applicant is also awaited to provide a full explanation on the provision of renewable energy source for this development.

Highway/parking issues

28. The proposal allows for a total of 98 car parking spaces arranged around the front, eastern side and rear of the hotel building. This level of parking fails to comply with the current Parking Standards as provided within the South Cambridgeshire Local Plan adopted 2004, which would require the provision of 178 parking spaces around the site. The applicant is aware of the fact that the application fails to meet the standards however in response to this, points out that in their experience of operating over 450 other hotels throughout the country there should be no fewer than 0.7 spaces per room for a hotel of this size and location. To back this the applicant has provided evidence of parking use at two other similar hotels in the south east which have less parking than room space but where it is demonstrated even in the event of the hotel being at full capacity there was no over spill of parking and even surplus parking in one instance.
29. Further support for the level of parking is provided with the submission of a green travel plan for staff members. This plan would seek to appoint a Travel co-ordinator within the hotel who would be responsible for organising staff surveys to establish existing and preferred means of travel to work. This role would also include collection and co-ordination of incentives suggested by staff that might further reduce the dependence upon the private car as a source of travel. These incentives include the provision or

review of inducements such as subsidised or loans for bus passes or cycle purchase. The applicant has also demonstrated through both the green travel plan and the revised ground floor layout that with the provision of an area of cycle racks together with a dedicated staff room, providing a shower, changing area and lockers there will be an encouragement for staff to either cycle or walk to their place of work. Furthermore the applicant is of the view that the overall site will be well served by new and existing public transport links such as the Cambridge Guided Bus route and that the new cycle route through the site will encourage cycle use.

30. Finally the applicant has also emphasised that under PPG13 (Transport) the level of parking provided on a development is now a maximum rather than a minimum and that local authorities should not require more spaces than a developer considers adequate to serve their development, other than in exceptional circumstances. In this instance the case for a lower the parking provision on the site has been made and although the parking is below that normally expected for this type/size of development it is not considered that a refusal on the grounds of parking could be substantiated.

Recommendation

31. That reserved matters approval be granted subject to the following conditions:

- (i) Standard Condition 52 – Implementation of landscaping (Reason 52);
- (ii) Sc60 – Details of boundary treatment (Rc60);
- (iii) Surface water drainage details;
- (iv) Foul water drainage details;
- (v) Restriction of hours of use of power operated machinery;
- (vi) Details of Art;
- (vii) Details of hard surfaces;
- (viii) Ecological details;
- (ix) Cycle storage;
- (x) Developers compound;
- (xi) Finished floor levels;
- (xii) Lighting details;
- (xiii) Access provided;
- (xiv) Provision of car parking;
- (xv) Fire hydrants;
- (xvi) Details of refuse/storage area.

Informatives

Reasons for Approval

1. The development is considered generally to accord with the Development Plan and particularly the following policies:
 - **Cambridgeshire and Peterborough Structure Plan 2003: P1/1** (Approach to development); **P1/2** (Environmental restrictions on development); **P1/3** (Sustainable design in built development); **P2/1** (Employment Strategy); **P4/1** (Tourism, recreation and leisure strategy); **P/6/4** (Drainage); **P7/4** (Landscape); **P7/7** (Renewable energy generation); **P8/1** (Sustainable development – links between land use and transport); **P8/4** (Managing demand for car travel); **P8/5** (Provision of parking).

- **South Cambridgeshire Local Plan 2004: CNF1** (Cambridge Northern Fringe); **CS2** (Water resources); **CS3** (Foul and surface water drainage); **CS4** (Ground water protection); **SC5** (Flood protection); **EN5** (Landscaping of new development); **EN7** (New tree and hedge planting); **ES7** (Noise from road traffic); **TP1** (Planning for more sustainable travel); **TP3** (St. Ives transport corridor).
2. The development is not considered to be significantly detrimental to the following material planning considerations, which have been raised during the consultation exercise:
 - Residential amenity including noise disturbance and overlooking issues
 - Highway safety
 - Visual impact on the locality
 3. All other material planning considerations have been taken into account. None is of such significance as to outweigh the reason for the decision to approve the planning application.
 4. All of the conditions, contained in the outline planning permission, continue to apply so far as the same are capable of taking effect but subject to the additional conditions set out above.
 5. The applicant attention is drawn to condition 10 of the outline planning consent S/2379/01/0 which requires compliance with the agreed noise attenuation scheme. This requires a simple noise mitigation schedule that will identify the noise levels, NEC classification and mitigation measures (as specified in SCLP Appendix 11/2). The noise mitigation schedule will take account of the attenuation provided by the proposed built-form of the buildings themselves and of the layout of the rooms within the buildings.
 6. The building shall be accessible to disabled persons and provide facilities for them.
 7. Surface water from impermeable vehicle parking areas and service areas shall not be discharged other than through a storm by-pass oil interceptor the details of which shall have been previously submitted to and approved in writing by the Local Planning Authority.
 8. Any oil or liquid chemical storage tanks and associated pipework shall be sited within an impervious bunded area details of which shall have been previously submitted to and approved in writing the Local Planning Authority.
 9. Save with the written consent of the Local Planning Authority, all pipes, meter boxes, fibres, wires and cables required by statutory undertakers and other appropriate bodies including cable TV operators shall be placed underground or in suitably concealed locations, provided this would not damage areas of ecological or archaeological importance.

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

- South Cambridgeshire Local Plan 2004
- Cambridgeshire and Peterborough Structure Plan 2003
- S/2379/01/O; S/2298/03/F; S/0765/06/RM; S/1417/06/RM and S/1418/06/RM.

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