

**PLANNING COMMITTEE****Date: 4<sup>th</sup> March 2015**

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<b>Application Number</b>	14/1740/FUL	<b>Agenda Item</b>	
<b>Date Received</b>	28th November 2014	<b>Officer</b>	Mr Sav Patel
<b>Target Date</b>	27th February 2015		
<b>Ward</b>	Market		
<b>Site</b>	Doubletree By Hilton Granta Place Cambridge CB2 1RT		
<b>Proposal</b>	e-cladding of existing facade and erection of third floor extension to provide 16no additional bedrooms and associated works.		
<b>Applicant</b>	Mr C/o Agent United Kingdom		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <p>The proposed development would enhance the existing appearance of the southern wing and improve views of the hotel from the land to the south.</p> <p>The design of the proposed extension would not have a detrimental impact on the character or appearance of the Conservation Area or setting of the adjacent listed building.</p> <p>The proposed development would provide a form of short-stay accommodation within the city centre which is compliant with policy 6/3.</p>
RECOMMENDATION	APPROVE

## **1.0 SITE DESCRIPTION/AREA CONTEXT**

- 1.1 The application site, which extends to 1.4 hectares lies on the eastern bank of the River Cam, between Sheep's Green to the west and Coe Fen to the east. It is accessed from Granta Place off Mill Lane.
- 1.2 The application site accommodates the Doubletree Hilton Hotel, formerly known as the Garden House Hotel. The hotel was reconstructed in the mid 1960's and then altered and extended following major fire damage in 1972. Further extensions were added in the 1980's and 1990's when a leisure club and swimming pool were incorporated. The current hotel is a bulky building of two phases; the majority of the building constructed in 1972 and the remaining elements of the pre-1972 hotel that were not destroyed in the fire. These sit uncomfortably with one another, their different architectural approaches, further disjointed by the leisure centre to the far south of the building on the site.
- 1.3 The site's linear nature, on a north to south axis, presents a significant frontage along the River Cam to the West. The building is in close proximity to the listed buildings of Peterhouse College and the Fitzwilliam Museum. The linear nature also presents issues for access, entrances and the servicing of the hotel with the car park located to the south, approximately 125 metres from the main entrance on Granta Place. Most visitors arriving by car use a secondary entrance adjacent to the car park.
- 1.4 The application site is within Conservation Area No. 1 (Central). The hotel buildings are not listed nor are they buildings of local interest (BLIs) but the location of the site is within the setting of adjacent listed buildings. Coe Fen and Sheep's Green are within the Green Belt and are designated as County Wildlife sites and Local Nature Reserves. There is a Tree Preservation Order (TPO) protecting four trees on the site and the site is within the Controlled Parking Zone (CPZ).

## **2.0 THE PROPOSAL**

- 2.1 The proposal seeks planning permission for a third storey extension to the existing hotel to provide an additional 16 bedrooms. The proposed also includes the re-cladding of the

existing façade and an extension to the existing plant room on the rooftop.

- 2.2 This planning application follows on from planning application 13/1207/FUL which was for the conversion of the existing leisure centre to form 13 additional bedrooms including removal of pyramidal roof and re-cladding of existing façade and erection of third floor extension to provide 16 additional bedrooms. Planning permission (13/1207/FUL) was refused at Planning Committee on 6 August 2014 on the basis on the loss of the existing leisure centre and failure to secure transport mitigation measures and public art contributions.
- 2.3 The current application relates to the third floor extension and recladding. It should be noted that no refusal reason was attributed towards the third floor extension when the previous application was determined. This is a material planning consideration.
- 2.4 The application is accompanied by the following supporting information:
1. Design and Access Statement
  2. Heritage Assessment and Conservation Area Assessment
  3. Transport Statement including Travel Plan
  4. Energy Statement
  5. Planning Statement
  6. Sustainability Checklist
  7. S106 draft Heads of Terms

### **3.0 SITE HISTORY**

<b>Reference</b>	<b>Description</b>	<b>Outcome</b>
10/0103/FUL	Erection of an extension to provide 56 additional bedrooms and a new leisure club at the Cambridge Doubletree Hilton Hotel, Granta Place.	REFUSED
11/0988/FUL	Demolition of existing single storey leisure centre, and erection a three storey extension	REF/Appeal Dismissed

	to provide 31 additional bedrooms and a new leisure centre	
11/0975/CAC	Demolition of existing single storey leisure centre	REF/Appeal Dismissed
13/1207/FUL	Proposed conversion of existing leisure centre to form 13no additional bedrooms including removal of pyramidal roof and re-cladding of existing facade. Erection of third floor extension to provide 16no additional bedrooms and associated works.	REFUSED

3.1 The previous planning application (13/1207/FUL) was refused for the following reasons:

1. The proposed development would result in the loss of a well-used, highly valued and centrally located Leisure Centre which meets the needs of the local community and which does not operate as an ancillary facility to the primary use of the site as a hotel but which has become established as an independent D2 use. The leisure facility is neither replaced to at least the existing scale and quality within the new development nor relocated to another appropriate premises or site of similar or improved accessibility for its users. The loss of the Leisure Centre therefore represents an unnecessary loss of a valued facility which would reduce the community's ability to meet its day-to-day needs. The proposed development is contrary to Cambridge Local Plan policy 6/1 and to advice provided in paragraphs 70 and 74 of the National Planning Policy Framework 2012.
2. The proposed development does not make appropriate provision for transport mitigation measures, public art and monitoring in accordance with Cambridge Local Plan 2006 policies 3/7, 8/3 and 10/1 and as detailed in the Planning Obligation Strategy 2010, the Public Art Supplementary Planning Document 2010 the Southern Corridor Area Transport Plan 2002

3.2 Amended floor plans have been received which corrects the discrepancies identified regarding the balconies depths on the first, second and third floors, and a privacy issues affecting room 320. The amended plans are considered to be acceptable.

#### 4.0 PUBLICITY

4.1 Advertisement: Yes  
 Adjoining Owners: Yes  
 Site Notice Displayed: Yes

#### 5.0 POLICY

5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2006 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

Cambridge Local Plan 2006

PLAN	POLICY NUMBER
Cambridge Local Plan 2006	3/1 3/2 3/3 3/4 3/7 3/9 3/11 3/12 3/13 3/14
	4/1 4/2 4/3 4/4 4/6 4/10 4/11 4/13 4/14 4/15
	6/1 6/3
	8/1 8/2 8/3 8/4 8/6 8/10 8/16 8/18
	10/1

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework March 2012 National Planning Policy Framework – Planning Practice Guidance March 2014 Circular 11/95 Community Infrastructure Levy Regulations 2010
Supplementary Planning	Sustainable Design and Construction Waste Management Design Guide

Documents	<p>Planning Obligation Strategy</p> <p>Public Art</p>
Material Considerations	<p><u>Central Government:</u></p> <p>Letter from Secretary of State for Communities and Local Government (27 May 2010)</p> <p>Written Ministerial Statement: Planning for Growth (23 March 2011)</p>
	<p><u>Citywide:</u></p> <p>Biodiversity Checklist</p> <p>Cambridge City Nature Conservation Strategy</p> <p>Cambridge and South Cambridgeshire Strategic Flood Risk Assessment</p> <p>Strategic Flood Risk Assessment (2005)</p> <p>Cambridge and Milton Surface Water Management Plan</p> <p>Cambridgeshire Quality Charter for Growth</p> <p>Cambridge City Council - Guidance for the application of Policy 3/13 (Tall Buildings and the Skyline) of the Cambridge Local Plan (2006) (2012)</p> <p>Cambridge Walking and Cycling Strategy</p> <p>Cambridgeshire Design Guide For Streets and Public Realm</p> <p>Air Quality in Cambridge – Developers Guide</p>
	<p><u>Area Guidelines:</u></p> <p>Southern Corridor Area Transport Plan</p> <p>Old Press/Mill Lane Supplementary Planning Document (January 2010)</p> <p>Conservation Plan – Coe Fen and Sheep’s Green (2001)</p>

## 6.0 CONSULTATIONS

### Cambridgeshire County Council (Engineering)

6.1 No detailed comments to make.

### Cambridgeshire County Council (Transport)

6.2 No objection to the proposed development subject to the SCATP contribution totalling £23,616 (64 new trips x £369) and Travel Plan being secured via a S106 agreement. The Travel Plan to contain measures including personal travel planning for staff, travel information notice boards in staff areas and promotion of car share schemes. In addition travel information packs containing sustainable transport information should be made available in guest rooms, through the website and made available at the time of booking a room. Provision should also be made to promote the travel plan to visitors and users of the fitness centre and other on site uses. The travel plan should commit to monitoring of the Travel Plan annually for a five-year period.

### Planning Policy Team:

6.3 The policy team has advised that the comments made on the refused 2013 application regarding the new hotel rooms are still relevant and they have nothing more to add. I set out below the policy team's comments on the new hotel rooms:

#### *Planning Policy Team*

#### 6.4 *New Hotel Rooms*

##### *Policy 6/3 Tourist Accommodation*

*This policy supports the maintenance, strengthening and diversification of the range of short-stay accommodation in Cambridge.*

*The Cambridge Hotel Futures Study 2012 was endorsed in June 2012 at Development Plan Scrutiny Sub-Committee for use as an evidence base for the review of the Local Plan and as a material consideration in planning decisions.*

*This study identified a need for between 979 and 2,013 new hotel bedrooms up to 2031. The Local Plan 2014 proposed submission document adopts the medium growth scenario, roughly halfway between these figures, and states the likely need is for 1,500 new hotel bedrooms. The study also noted a potential supply pipeline of 1,708 new hotel bedrooms in the area, although not all of these may be delivered.*

*However the study notes that:*

- The firm proposals for 4 star and boutique hotels in Cambridge city centre fall short of the forecast levels of demand, combined with which there are fewer potential sites for hotel development here than in edge of city and out of centre locations. This points to action to bring further sites and schemes forward;*
- There is no immediate potential for a new 3 star hotel currently in the city centre, unless one or more of the existing 3 star hotels chooses to re-position which could open up an opportunity. Beyond 2026, however, an expanded market might support a 3 star hotel. A hotel of 3 star standard has been mooted for the Red House site;*
- If all the hotel proposals for 3 and 4 star hotels on the outskirts of the city go ahead, this will more than meet the requirement identified in the forecasts. They will need to generate significant levels of additional business through supply-led growth, particularly from leisure markets, and conference centre demand - which has not been factored into our calculations;*
- At budget level, the two Travelodge hotels at Orchard Park and Newmarket Road meet the medium level growth rate projections for budget hotel demand through to 2031, and will be operational in 2013. If the Premier Inn at Intercell House is also to go ahead, the market would need to expand at the high growth rate to meet this requirement. A budget level hotel could also be proposed for the station area, at CB1.*

*The study recommended that new hotel bedrooms be located within, or on locations accessible to, the city centre.*

*The proposal for additional 4 star hotel bedrooms on a site adjacent to the city centre would appear to be the kind of development that the Cambridge Hotels Futures Study 2012 would indicate there is a need for in the future.*

*The proposal would therefore appear to meet the first line of Policy 6/3 in that it would be strengthening the range of short-stay accommodation in Cambridge, furthermore by assisting the viability of the rest of the Doubletree Hotel, it would also be helping to maintain the range of short-stay accommodation in the city centre.*

### **Head of Refuse and Environment**

- 6.4 No objection in principle subject to conditions on construction hours and noise insulation.

### **Urban Design and Conservation team**

- 6.5 The three storey wing will clearly be increased in height and bulk which will be particularly evident from the south. Nevertheless, the position arrived at with the previous application in this respect was that it was not opposed. The application 13/1207/FUL was due to the loss of the leisure facility and not down to the design of the proposals.
- 6.6 There is a concern about the loss of privacy to Room 320 due to the balcony on the room located to the south due to the projection of the balcony (drawing no: 14 028 101). On the submitted west elevation (drawing no: 14 028 105), the balcony is not shown as extending but does show the projections diminish by floor going up the building. This discrepancy needs to be clarified.
- 6.7 The application is supported subject to clarification of the privacy issues on the identified room 320 and subject to the following conditions:
- Sample panel
  - Full details of non-masonry walling systems
  - Full details of all windows and doors
  - Details of the balconies
  - Cycle parking arrangements

### **Environment Agency**

- 6.8 No objections have been raised to the proposed development and condition/informatives and recommendations have been

requested regarding flood planning to include appropriate method of flood warning and evacuation, and flood resilience and resistance measures.

### **Drainage Officer**

- 6.9 Although the proposed development appears to be within flood zone 2 there are no proposals that appear to affect the ground floor or a change of use and therefore there are no flood risk issues associated with the application.

### **Landscape Officer**

- 6.10 In the absence of a landscape plan and key views it is difficult to assess the visual impact of this scheme on the greenbelt/conservation area, as the context of the building and any landscape proposals need to be fully considered.

### **Sustainability Officer**

#### Sustainable Development

- 6.11 For the most part, the measures being implemented related to sustainable design and construction are supported, including: The promotion of the use of materials that are locally sourced where possible, have lower embodied energy and A/A+ Green Guide ratings. Reference to the use of materials that can be recycled at the end of their life is welcomed; The consideration given to elevational treatment and the fenestration pattern in order to maximise natural daylight in order to reduce energy demands. While this approach is supported, it does need to be balanced against the need to minimise excessive summer solar gain, and it is noted that overheating is already an issue for existing south facing bedrooms in the hotel. As such consideration should be given to the specification of solar control glazing where required along with consideration of other measures such as the use of interstitial blinds. The aim should be to reduce the need for mechanical cooling. The proposed use of an extensive green roof is supported, although further detail on the layout of this roof would be welcomed, including how it relates to the proposed solar thermal panels. The proposal for the use of an extensive green roof is supported, although further detail on the layout of this roof would be

welcomed, including how it relates to the proposed solar thermal panels.

### Renewable Energy

- 6.12 In terms of renewable energy provision, the proposed use of solar thermal panels air source heat pumps are predicted to lead to an 11.9% reduction in carbon emissions which is supported. It would be helpful if the location of the solar thermal panels could be shown on a roof plan, including how these relate to the proposed green roof.
- 6.13 The approach to sustainable design and construction and renewable energy provision is supported, although an updated roof plan showing the location of the solar thermal panels and how these relate to the proposed green roof would be welcomed.

### English Heritage

- 6.14 The proposed development would result in some harm to the character and appearance of the conservation area which will need to be weighed against public benefit arising from the application including provision of additional hotel bedrooms in a central location. Mitigation could be provided through enhanced landscaping of the garden fronting the river and removal of existing clutter. Conditions landscaping and to prevent the introduction of further structures or fence could be imposed to enhance the garden fronting the river.
- 6.15 There is inconsistency between the elevation and layout plans regarding the balconies. The balconies should be contained between the bays if this application is to be approved.
- 6.16 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

## 7.0 REPRESENTATIONS

- 7.1 The owners/occupiers of the following addresses have made representations in objection to the proposed development:

– 19 Leys Road

- 1 Cofte Close
- 35 Panton Street
- 43 Grantchester Street
- 66 Grantchester Meadows
- 75 Gough Way
- 11 Wordsworth Grove
- 18 Wordsworth Grove
- 84 Windsor Road
- 107a Grantchester Meadows
- 3 The Cenacle
- 10 The Lawns, Clerk Maxwell Road
- 4 Hardwick Street
- 12 Cherwell Court
- 10 Summerfield
- 29 Selwyn Gardens
- 7a Adams Road
- Church Rate Corner, Malting Lane
- Frostlake Cottage, Malting Lane
- Granary Yard, Malting Lane
- 1 Brookside Lane
- 82 Highsett
- 11 Latham Road
- 19 Millington Road
- Cambridge Past, Present and Future

7.2 The owner/occupier of the following address has made representation in support of the proposed development:

- 84 Windsor Road

7.3 The representations can be summarised as follows:

Impact on Conservation Area:

- Out of keeping with the conservation area and would not enhance the conservation area
- Visual intrusion would affect the amenities of the area
- Not compatible with the green and peaceful areas of Sheep's Green and Coe Fen
- Windows and lighting would be very intrusive
- No more erosion of conservation area
- Incongruous breach of the fen

### Massing, Scale, Height

- It would represent an abrupt and aggressive block from Fen Causeway;
- The top storey will greatly increase the mass of the southern block and will loom over the adjoining river and fen;
- Scale out of keeping
- Too dominant for this sensitive area and make this eye sore even worse
- Hotel should be made smaller and more beautiful as it faces the green corridor along the river
- Too massive already
- Height of the additional storey should be made to minimise the visual impact and dominance
- Plant room is dominant and unacceptably large and should be resited
- Proposed building will have considerably greater mass and appear out of kilter with the rural feel of Coe Fen

### Design and materials:

- Proposed choice of materials on the new extension will result in clashing styles of architecture with the existing building and appear incomplete;
- Bog standard design will be disastrous on the amenity area
- Too ugly a building already
- Application description includes a 'part ground floor extension' no details provided
- Proposed extension will add to the mish-mash

### Views:

- Coe Fen and Sheep's Green are very important open areas
- Negative impact
- The building will appear as one monolithic block
- Block views of trees beyond
- Visible from a distance
- The proposal would increase views of an already unattractive building

### Traffic:

- Increase traffic and pedestrian in this cul-de-sac location
- Insufficient car parking
- Increase congestion and risk of accidents
- Impact on traffic from Peterhouse College

- Contrary to the council's central area objectives on reduction of vehicular traffic and ease of movement for pedestrians and cyclist
- Too much traffic to the hotel already
- The proposal would add to traffic and overcrowding
- Increase in pollution levels

7.4 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

## **8.0 ASSESSMENT**

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development and relationship with previous schemes
2. Context of site, design and external spaces and impact on the Heritage Assets
3. Lighting
4. Renewable energy
5. Disabled access
6. Amenity of nearby occupiers
7. Refuse arrangements
8. Highway safety
9. Car and cycle parking
10. Archaeological Interest
11. Third party representations
12. Planning Obligation Strategy

### **Principle of Development**

8.2 This is the fourth application for the expansion of Doubletree Hotel to be submitted since 2010. The principle of the expansion of the hotel has been argued as acceptable in principle in relation to the previous application (13/1207/FUL) and the refusal of planning permission have not reflected any concerns regarding the principle of the extension/expansion of the hotel use.

8.3 Policy 6/3 (Tourist Accommodation) states that development which maintains, strengthens and diversifies the range of short-

stay accommodation will be permitted. The proposal complies with this policy.

- 8.4 In my opinion, the principle of the development is acceptable and in accordance with policy 6/3 of the Local Plan.

### **Context of site, design and external spaces and impact on the Heritage Assets**

- 8.5 The application site sits on the eastern bank of the River Cam and is surrounded by the protected green open space of Coe Fen to the east and south, and Sheep's Green to the west. These large, open, natural spaces make the site highly visible with long views afforded of the hotel from across this surrounding fen land.
- 8.6 This setting allows an awareness of the composition of the hotel buildings as two obvious phases. The main building constructed in 1972, and the remaining part of the pre-1972 hotel that was destroyed in a fire. The single storey pyramid shaped leisure centre further extends the main mass of the building albeit less noticeable from longer views due to its comparatively small scale. Given the sensitivity of the site and its exposed position by virtue of the surrounding undeveloped land, this phased approach of the building is very apparent.
- 8.7 It is acknowledged that the wholesale redevelopment of the site would be advantageous to the enhancement of the surrounding conservation area and the heritage assets within this setting. However, this is not what has been brought forward by this application and cannot therefore be seen as a constraint or a material consideration of this application.

#### External materials:

- 8.8 In the previous scheme, the proposed extension was similar to that proposed under this current application. The main difference from the previous scheme is the proposed use of zinc panel cladding with gault facing brick on the second and third floor. The proposed materials would be used to overclad the existing terracotta tiled bays and recessed balconies. Other than this, the proposed scheme is the same in terms of scale and room numbers as the previous scheme.

8.9 The full palette of proposed materials includes:

- Cambridge gault brick
- Prefab polished concrete sandwich panels – soffits
- Treated larch timber boarding
- Aluminum faced laminated timber curtain walling, doors and windows
- Zinc metal rain screen cladding
- Green roof

8.10 Having assessed the external appearance of the proposed extension, I am satisfied that the proposed palette of materials would provide an interesting contrast with the existing hotel and significantly improve the external appearance of the hotel, particularly when viewed from the south. The combination of dark zinc and light gault facing brick would give the southern wing a softer appearance and contribute towards reducing the perceived scale of the extension, particularly from distance views.

8.11 The proposal includes green roofing the roof terrace of the proposed extension using a plug planted Bauder green roof system. Access will be restricted to the roof. No details of this have been provided. I have therefore recommended a green roof condition so that details can be agreed.

Scale, Height and Appearance:

8.12 The proposed third floor extension will increase the height of the south wing of the hotel from 10.3 metres (overall) to 13.9 metres with a plant room which would project 2.3 above the proposed third floor and bring the maximum height of this part of the hotel to 16.2 metres. The proposed extension would in my view enhance the northern, western and southern elevations of the southern wing and hotel overall. Whilst the proposed extension would be visible from the south and beyond, I do not consider the impact on the character or appearance on the Conservation Area to be adverse enough to warrant refusal. The additional storey and recladding would, in my view, enhance the existing appearance of the southern wing which is currently a poor elevation in a prominent location.

8.13 The proposed plant room on roof of the third storey would be set 23.5 metres away from the southern edge and positioned

nearer to the main body of the hotel. The plant room would be clad with vertical paneling, have a flat roof and sit below the highest point of the hotel. In my view this element of the proposal would blend into the main hotel building and not have a significant detrimental impact on views from the land to the south.

- 8.14 The overall size of the proposed extension would be similar to the extension in the previous scheme and does not include any additional increase in the footprint of the hotel. It is important to note that the extension element in the 2013 application was considered to be acceptable did not form part of the refusal reason for the previous application.

Impact upon the Heritage Assets, the Green Belt and Protected Open Space:

- 8.15 The existing southern wing of the hotel is architecturally and visually weak, and fails to relate or address sympathetically with the sensitive context to the south. The proposed extension would, in my view, mend this visual deficiency of the south wing by introducing a high quality finish to the extension and part of the second floor, which be a significant visual enhancement.
- 8.16 The application is supported by a Heritage Assessment and Conservation Area Statement. This document considers the character of the area and the contribution of individual buildings such as Peterhouse Masters Lodge. An assessment is made of the development against identified heritage assets and consideration is also given to its impact on the Green Belt. The document concludes that the proposals will not have an adverse impact on the setting or character of the conservation area or the significant local heritage assets. In particular it is noted that 'the new building will not be higher than the immediate adjoining section of the existing hotel and the elevational treatment responds to the existing hotel continuing the rhythmic theme' and that 'the proposed extension and landscaping proposals are considered to retain the special interest and setting of the adjacent listed buildings, and preserve and enhance the character and appearance of the conservation area.'
- 8.17 The proposed approach of using a mixture of brick and zinc cladding delivers a 'perceived' reduction in mass and bulk which

is my view is successful. The site does sit adjacent to a very sensitive environment but the third floor extension as now designed will read as an enhanced part of the existing hotel. It is accepted that the hotel itself detracts from the visual amenity of its surroundings but I do not consider it possible to justify refusal of a satisfactory extension to the main body of the building on such grounds.

8.18 The application site is not within the Cambridge Green Belt. However, it does lie adjacent to land designated as green belt. The proposed development would be visible from the Green Belt but I do not consider the visual impact would be significantly adverse enough to warrant refusal, particularly as the extension would improve the appearance of the existing southern wing.

8.19 English Heritage accept the existing hotel is of no architectural merit and whilst the increased mass and bulk would undoubtedly result in some harm to the character and appearance of the conservation area they do not consider the degree of harm would cross the threshold of significant harm. EH consider the harm needs to be weighed against the public benefit arising from the proposed extension such as providing additional hotel rooms in a very central location.

Conclusion - Context of site, design and external spaces and impact on Heritage Assets:

8.20 The proposals for the extensions to the hotel have come a long way in addressing the constraints of this sensitive setting. The amendments to the elevational treatment of the third floor extension have led to a further perceived reduction in height, scale, mass and bulk over and above that delivered by the scheme as submitted.

8.21 I am convinced that the choice and simplification of the materials palette, and the retention of the position of the footprint in relation to the River means the proposed extension is sympathetic to its setting. When compared to the existing semi-transparent leisure centre, which is out of character with the building and surrounding area, it will have a positive, enhancing impact upon the surrounding Conservation Area/setting of listed buildings, protected open space and the adjacent Green Belt. English Heritage have requested a

condition to prevent further structures or fencing on the garden area. I do not consider such a condition is necessary to the proposed development, as any new structures or fencing are likely to require planning permission and therefore would be assessed separately on their own merits.

- 8.22 In my opinion the proposed development is successful in its response to the context of the surrounding area and its sensitive setting. The proposal is compliant with Cambridge Local Plan 2006 policies 3/4, 3/7, 3/14, 4/1 and 4/11 and to guidance provided by the NPPF 2012.

### **Lighting**

- 8.23 The applicants have not submitted details of external or internal lighting. I have therefore recommended a condition to agree these details. In my view this would address concerns raised by third parties. In my view subject to such a condition, I am satisfied that the application complies with policy 4/13 Cambridge Local Plan 2006.

### **Renewable energy and sustainability**

- 8.24 The Energy Statement has been submitted with the application includes an analysis of the projected energy consumption for the development. This demonstrates a consideration of various other technologies in order to argue the case for use of solar panels and air source heat pumps. These are considered a suitable technology and it is demonstrated that they will meet the 10 percent on site requirement of energy generation. Details are needed of the visual and noise impact of this equipment including the green roof. I have recommended a renewable energy condition and green roof condition to agree these details prior to development.

- 8.25 In my view subject to such a condition, I am satisfied that the application is compliant with Cambridge Local Plan 2006 policy 8/16 and the Sustainable Design and Construction SPD 2007

### **Disabled access**

- 8.26 Hotels or guest houses with over ten bedrooms should have between 6 and 10 per cent of accessible rooms. The new build

accommodation with will provide 1:5 accessible rooms with a link room from the adjoining room being included.

8.27 The proposal will be required to conform to Part M of the current Building Regulations. The new facilities include:

- Nine disabled parking bays are proposed, equivalent to one in fifteen of the car parking provision on site
- Level access into the building at all entrances at ground floor
- All levels of the hotel will be accessible by lift.

8.28 I am satisfied that the proposed extension has thoroughly considered accessibility and inclusive access for all those who visit the building. The proposal is compliant with Cambridge Local Plan (2006) policies 3/7, 3/12 and 6/3.

### **Residential Amenity**

Impact on amenity of nearby occupiers

8.29 Whilst the surrounding undeveloped open space constrains the proposed development, the uses adjacent to the application site are almost wholly commercial and University uses. As such, I do not consider there to be any privacy issues from overlooking or that the extension will have an enclosing or overbearing impact upon the occupiers of any neighbouring buildings. It will be the demolition and construction phases of the development which are likely to have a more significant impact upon the neighbouring university lecture and conference facilities in terms of noise and disturbance unless well managed.

8.30 Conditions have been suggested by the Environmental Health Officer to mitigate the impact of the development upon nearby uses during the construction and operational stages of the development and to deal with matters such as noise insulation and contaminated land remediation. In my view I am confident that these conditions would provide an appropriate degree of control over these potential adverse impacts to comply with Cambridge Local Plan (2006) policies 3/4 and 4/13.

Amenity for future occupiers of the site

8.31 The proposal enhances and improves the facilities on the site. In my opinion the proposal provides a high-quality environment

and an appropriate standard of amenity for future guests to the hotel, and I consider that in this respect it is compliant Cambridge Local Plan (2006) policies 3/7 and 3/14.

### **Refuse Arrangements**

- 8.32 The applicant has not provided detailed information on waste and recycling but has confirmed that existing facilities will be used. I have nevertheless recommends a condition to secure these details. I am confident that refuse arrangements can be satisfactorily agree and subject to this the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.
- 8.33 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

### **Highway Safety**

- 8.34 A number of issues have been raised by third parties with regard to highway safety. These express concern about the potential increase in pedestrian/vehicular/cyclist conflicts as a result of the likely increase in footfall and movements. This is not only on Granta Place but on the roads which provide access to it, namely Silver Street, Mill Lane and Laundress Lane. The Highway Authority has considered the proposals and is aware of the concerns of local residents. Officers are satisfied that the proposal will not give rise to any significant implications for highway safety and as such do not object to the proposal.
- 8.35 It is important to note that this was the conclusion also reached when considering the previous proposals. As such, I am of the view that the proposal will not have any adverse impact in terms of highway safety, and consider the proposal compliant with Cambridge Local Plan (2006) policy 8/2.

### **Car and Cycle Parking**

#### Car parking

- 8.36 The existing car park to the south of the leisure centre makes provision for a total of 174 car parking spaces, 9 of which are dedicated for disabled users. These spaces are shared between the hotel and leisure facility, but this area is also open for use to the general public.

8.37 Third party representations have included the view that given the additional 16 rooms and resultant additional guests who will be travelling to the hotel, there should not be a loss in the provision of on-site car parking spaces. The existing parking provision of 174 spaces is being maintained and would accords with the current City Council's Car Parking Standards as set out in Appendix C of the Cambridge Local Plan 2006 and the site is located within the Controlled Parking Zone (CPZ). I am satisfied that the proposal is compliant with Cambridge Local Plan 2006 policy 8/10.

#### Cycle parking

8.38 The site currently makes provision for 34 cycle parking spaces; this is to be increased to provide a total of 43 cycling parking spaces, an increase of 9 cycle parking spaces. If the Cycle Parking Standards are applied to the total number of hotel rooms in the expanded hotel then this would represent an under provision of cycle parking. In my view such an approach is unreasonable and the uplift should be considered in relation to the additional rooms that are generated by this proposal only. The Cycle Parking Standards require 1 space for every two members of staff and 2 spaces for every 10 bedrooms. There are 16 additional bedrooms which would generate a requirement for 4 cycle spaces. The application form indicates that no additional members of staff will be appointed. Nine additional spaces are to be provided which exceeds the cycle parking requirement. I have recommended a planning condition to secure details of the location of the additional cycle parking. In my view subject to such a condition, I am satisfied that the proposal is compliant with Cambridge Local Plan 2006 policy 8/6.

8.39 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

#### **Archaeological Interest**

8.40 The site is in an area of archaeological potential as it is considered likely that important archaeological remains survive on and around the site known for multi-period remains. Immediately to the northeast is the site of a friary of the friars of the Sack dating from the 13<sup>th</sup> to 14<sup>th</sup> Centuries. To the north and

around Peterhouse medieval structures are known to remain. County Archaeology has previously recommended that a negative condition could be used to ensure proper archaeological investigation and recording. I would have recommended such a archaeology condition. In my view subject to such a condition the proposal is compliant with Cambridge local Plan 2006 policy 4/9.

### **Third Party Representations**

8.41 The principal issues raised by the third party representations received to this application were concerned with the scale and design of the scheme in such a visible and sensitive site given the surrounding context of the River Cam, protected open space, conservation area and setting of listed buildings, and impact on traffic generation. I have addressed these concerns in the above relevant sections.

### **Planning Obligations**

8.42 The Community Infrastructure Levy Regulations 2010 have introduced the requirement for all local authorities to make an assessment of any planning obligation in relation to three tests. If the planning obligation does not pass the tests then it is unlawful. The tests are that the planning obligation must be:

(a) necessary to make the development acceptable in planning terms;

(b) directly related to the development; and

(c) fairly and reasonably related in scale and kind to the development.

8.43 In bringing forward my recommendations in relation to the Planning Obligation for this development I have considered these requirements. The Planning Obligation Strategy (2010) provides a framework for expenditure of financial contributions collected through planning obligations. The Public Art Supplementary Planning Document 2010 addresses requirements in relation to public art. The proposed development triggers the requirement for the following community infrastructure:

## Transport

- 8.44 Contributions towards catering for additional trips generated by proposed development are sought where 50 or more (all mode) trips on a daily basis are likely to be generated. The site lies within the Southern Corridor Area Transport Plan where the contribution sought per trip is £369.
- 8.45 The applicants have submitted a Transport Assessment. This acknowledges that there will be an increase in the number of trips from all modes of transport to the site as a result of the proposed development of approximately 64 additional trips. The Highway Authority has accepted this figure and requested that Southern Corridor Area Transport Plan payment of £23,616 is secured by way of a Section 106 agreement.
- 8.46 The County Highways Authority has also requested a Travel Plan to be entered into. Details of the travel plan are to be agreed with the County Highway Authority but essentially the plan will be used to promote sustainable transport options to and from the hotel to patrons, visitors and staff.
- 8.47 The applicant has agreed to enter into an agreement to secure the above obligations. I have requested that the Committee grant delegated powers to officers to negotiate and complete a S106 planning obligation or to accept a Unilateral Undertaking to secure the requirements of the Planning Obligation Strategy 2010 in the event of an appeal. The proposal accord with the Cambridge Local Plan 2006 policies 8/3 and 10/1.

## Public Art

- 8.48 The development is of a scale that requires provision to be made for public art. The applicants propose to make a public art contribution in accordance with the Public Art SPD. In my view this is an appropriate approach given the comparatively small value of 1% of construction costs and that it was proving difficult to provide any form of meaningful public art in relation to the previous schemes which would have generated a higher figure. Public Art is necessary to ensure that future users of the

development who will use city centre facilities will benefit from enhanced public art in the City.

- 8.49 The applicant has agreed to enter into an agreement to secure the public art contribution. I requested that the Committee grant delegated powers to officer to negotiate and complete a S106 planning obligation or to accept a Unilateral Undertaking to secure the requirements of the Planning Obligation Strategy 2010 in the event of an appeal. The proposal accord with Cambridge Local Plan 2006 policies 3/7 and 10/1 and the Public Art SPD 2010.

### Monitoring

- 8.50 The Planning Obligation Strategy (2010) requires that all new developments contribute to the costs of monitoring the implementation of planning obligations. It was agreed at Development Plans Scrutiny Sub- Committee on 25 March 2014 that from 1 April 2014 monitoring fees for all financial and non-financial planning obligations will be 5% of the total value of those financial contributions (up to a maximum of £50,000) with the exception of large scale developments when monitoring costs will be agreed by negotiation. The County Council also requires a monitoring charge to be paid for County obligations in accordance with current County policy
- 8.51 For this application 5% of the public art contribution and the County Council monitoring fee is required.

## **9.0 RECOMMENDATION**

**APPROVE** subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. Before starting any brick or stone work, a sample panel of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour and type of jointing and shall be agreed in writing with the local planning authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of visual amenity and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development. (Cambridge Local Plan 2006 policies 3/4 and 3/12)

4. Before starting any brick work, a sample panel of the facing materials to be used shall be erected on site to establish the detail of bonding, coursing and colour, type of jointing shall be agreed in writing with the local planning authority. The quality of finish and materials incorporated in any approved sample panel(s), which shall not be demolished prior to completion of development, shall be maintained throughout the development.

Reason: In the interests of the visual amenity and to ensure that the quality and colour of the detailing of the brickwork/stonework and jointing is acceptable and maintained throughout the development. (Cambridge Local Plan 2006 policy 3/12).

5. Full details of all non-masonry walling systems, cladding panels or other external screens including structural members, infill panels, edge, junction and coping details, colours, surface finishes/textures and relationships to glazing and roofing are to be submitted to and approved in writing by the LPA. This may consist of large-scale drawings and/or samples. Thereafter the development shall be undertaken in accordance with the agreed details unless the LPA agrees to any variation in writing.

Reason: To accord with Policy 3/4 and 3/12 of the 2006 Cambridge Local Plan.

6. Full details of all windows and doors, as identified on the approved drawings, including materials, colours, surface finishes/textures are to be submitted to and approved in writing by the LPA. This may consist of large-scale drawings and/or samples. Thereafter the development shall be undertaken in accordance with the agreed details unless the LPA agrees to any variation in writing.

Reason: To accord with Policy 3/4 and 3/12 of the 2006 Cambridge Local Plan.

7. Details of the appearance and materials of the proposed balconies on an appropriate scale drawing shall be submitted to and approved by the LPA prior to construction. Thereafter the development shall be undertaken in accordance with the agreed details.

Reason: To accord with Policy 3/4 and 3/12 of the 2006 Cambridge Local Plan.

8. No development shall commence until details of the covered, secured parking of bicycles of use in connection with the development hereby permitted shall be submitted to and approved in accordance with the approved details before use of development commences.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2006 Policy 8/6).

9. Prior to the commencement of the use hereby permitted, the on-site storage facilities for trade waste, including waste for recycling and the arrangements for the disposal of waste detailed on the approved plans shall be provided. The approved arrangements shall be retained thereafter unless alternative arrangements are agreed in writing by the local planning authority.

Reason: To protect the amenities of nearby residents/occupiers and in the interests of visual amenity (in accordance with policies 4/13 and 6/10 of the Cambridge Local Plan (2006))

10. Except with the prior written agreement of the local planning authority, there should be no collection or deliveries to the site during the demolition and construction stages outside the hours of 0700 hrs and 1900 hrs on Monday - Saturday and there should be no collections or deliveries on Sundays or Bank and public holidays.

Reason: Due to the proximity of residential properties to this premises and that extensive refurbishment will be required, the above conditions are recommended to protect the amenity of these residential properties throughout the redevelopment in accordance with policies 4/13 and 6/10 of the Cambridge Local Plan (2006)

11. Before the development hereby permitted is commenced details of the following matters shall be submitted to and approved by the local planning authority in writing.
  - i) contractors access arrangements for vehicles, plant and personnel,
  - ii) contractors site storage area/compound,
  - iii) the means of moving, storing and stacking all building materials, plant and equipment around and adjacent to the site,
  - iv) the arrangements for parking of contractors vehicles and contractors personnel vehicles.

Thereafter the development shall be undertaken in accordance with the approved details.

Reason: To protect the amenity of the adjoining properties during the construction period. (Cambridge Local Plan 2006 policy 4/13)

12. Except with the prior written agreement of the local planning authority no construction work or demolition shall be carried out or plant operated other than between the following hours: 0800 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

Reason: To protect the amenity of the adjoining properties.  
(Cambridge Local Plan 2006 policy 4/13)

13. Before the development/use hereby permitted is commenced, a scheme for the insulation of the building(s) and/or plant in order to minimise the level of noise emanating from the said building(s) and/or plant shall be submitted to and approved in writing by the local planning authority and the scheme as approved shall be fully implemented before the use hereby permitted is commenced.

Reason: To protect the amenity of nearby properties  
(Cambridge Local Plan 2006 policy 4/13)

14. No development shall take place until full details of any new external and internal lighting levels for the rooms in the third floor have been submitted and approval. The details shall include type of illumination, illumination levels and direction of illumination and mitigation measures to reduce the impact of lighting spillage. The lighting details shall thereafter be installed in accordance with the approved plans and details.

Reason: To avoid adverse effects of pollution (Cambridge Local Plan 2006 policies 4/13).

15. No development shall take place within the site until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason: To ensure that an appropriate archaeological investigation of the site has been implemented before development commences. (Cambridge Local Plan 2006 policy 4/9)

16. No development approved by this permission shall be COMMENCED prior to a contaminated land assessment and associated remedial strategy, being submitted to the LPA and receipt of approval of the document/documents from the LPA. This applies to paragraphs a), b) and c). This is an iterative process and the results of each stage will help decide if the following stage is necessary. (a) The contaminated land assessment shall include a desk study to be submitted to the LPA for approval. The desk study shall detail the history of the site uses and propose a site investigation strategy based on the relevant information discovered by the desk study. The strategy shall be approved by the LPA prior to investigations commencing on site. (b) The site investigation, including relevant soil, soil gas, surface and groundwater sampling, shall be carried out by a suitable qualified and accredited consultant/contractor in accordance with a quality assured sampling and analysis methodology. (c) A site investigation report detailing all investigative works and sampling on site, together with the results of the analysis, risk assessment to any receptors and a proposed remediation strategy shall be submitted to the LPA. The LPA shall approve such remedial works as required prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters. No development approved by this permission shall be OCCUPIED prior to the completion of any remedial works and a validation report/s being submitted to the LPA and receipt of approval of the document/documents from the LPA. This applies to paragraphs d), e) and f). (d) Approved remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance. (e) If, during the works contamination is encountered which has not previously been identified then the additional contamination shall be fully assessed and an appropriate remediation scheme agreed with the LPA. (f) Upon completion of the works, this condition shall not be discharged until a closure report has been submitted to and approved by the LPA. The closure report shall include details of the proposed remediation works and quality assurance certificates to show that the works have been carried out in full in accordance with the approved methodology. Details of any post-remedial sampling and analysis to show the site has reached the required clean-up criteria shall be included in the

closure report together with the necessary documentation detailing what waste materials have been removed from site.

Reason: To avoid adverse effects of pollution (Cambridge Local Plan 2006 policy 4/13).

17. No development shall commence until full details of the proposed renewable energy provisions (including ongoing maintenance schedules) as set out in the Energy Statement by Kehr and Tucker dated 29 August 2014 and full details of the proposed green roof, as set out on page 64-65 of the Design and Access Statement by infinit architects dated August 2014 shall be submitted to and agreed in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: To reduce carbon emissions (Cambridge Local Plan 2006 policy 8/16)

18. Prior to the occupation of the development hereby approved a Flood Plan shall be submitted to and approved in writing by the Local Planning Authority. The Flood Plan shall include the method of flood warning and evacuation procedure to ensure the safe use of the development in extreme circumstances. The approved Flood Plan shall thereafter be kept in an publically accessible location close to the main reception area.

Reason: To ensure the safety of those visiting the hotel (Cambridge Local Plan policies 3/7 and 3/12).

19. To satisfy standard condition 13 (Noise Insulation), the rating level (in accordance with BS4142:2014) from all plant, equipment and vents etc (collectively) associated with this application should be less than or equal to the existing background level (L90) at the boundary of the premises subject to this application and having regard to noise sensitive premises.

Tonal/impulsive noise frequencies should be eliminated or at least considered in any assessment and should carry an additional 5 dB(A) correction. This is to guard against any creeping background noise in the area and prevent unreasonable noise disturbance to other premises. This requirement applies both during the day (0700 to 2300 hrs over any one hour period) and night time (2300 to 0700 hrs over any one 5 minute period).

It is recommended that the agent/applicant submits a noise prediction survey/report in accordance with the principles of BS4142: 2014 "Method for rating industrial noise affecting mixed residential and industrial areas" or similar, concerning the effects on amenity rather than likelihood for complaints. Noise levels shall be predicted at the boundary having regard to neighbouring premises.

Such a survey / report should include: a large scale plan of the site in relation to neighbouring premises; noise sources and measurement / prediction points marked on plan; a list of noise sources; details of proposed noise sources / type of plant such as: number, location, sound power levels, noise frequency spectrums, noise directionality of plant, noise levels from duct intake or discharge points; details of noise mitigation measures (attenuation details of any intended enclosures, silencers or barriers); description of full noise calculation procedures; noise levels at a representative sample of noise sensitive locations and hours of operation.

**INFORMATIVE:** Under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws, the prior written consent of the Agency is required for any proposed works or structures in, under, over or within 9.00 metres of the top of the bank of the main river (Cam).