

Application Ref:	12/00329/OUT
Proposal:	Extension of existing hotel together with new office building with retail A1 restaurants A3 and six apartments, including part demolition of the extension to the east and outbuildings to the north of the hotel building
Site:	Great Northern Railway Hotel, Station Road, Peterborough, PE1 1QL
Applicant:	Great Northern Hotel UK Ltd
Agent:	Assael Architecture Limited
Referred by:	Head of Planning, Transportation and Engineering Services
Reason:	The application is of wider public interest
Site visit:	24.05.2012
Case officer:	Miss A McSherry
Telephone No.	01733 454416
E-Mail:	amanda.mcsherry@peterborough.gov.uk
Recommendation:	GRANT subject to the signing of a LEGAL AGREEMENT and relevant conditions

1 Description of the site and surroundings and Summary of the proposal

The application site is approximately 0.75 hectares and is bound to the east by Bourges Boulevard and to the south, west and north by Station Road. The site lies within the city centre boundary and the Railway Station Opportunity Area and on the edge but outside the Central Retail Area, as defined in the Adopted Peterborough Local Plan (First Replacement) 2005. The site contains a hotel building with 33 rooms, a large area of surface car parking to the east and a small garden area to the south and is accessed via Station Road. The site is generally flat and enclosed by mature trees along the northern, eastern and southern boundaries. The surrounding context comprises a mixture of uses and is dominated by hard infrastructure including the railway line to the west and the Bourges Boulevard dual carriageway/public transport corridor and main transport link to the city to the east; beyond which is a 4/5 storey car park associated with the Queensgate shopping centre. The site is situated directly north of the station surface car park and multi storey Perkins car park and lies directly opposite the railway station building to the west. To the north of the site is the former Royal Mail Sorting Office, currently used as a temporary surface car park and where Outline planning permission has recently been granted for 'Redevelopment to provide office (B1) and retailing (A1, A3 and A4)' (ref. 10/01461/OUT). The site is also in close proximity to the North Westgate Opportunity Area.

Proposal

The application seeks outline planning permission to establish;

- The principle of development
- The quantum of development on the site.
- Access to the site

All matters relating to layout, scale, appearance and landscaping reserved to a later stage. Indicative plans of the layout, floor plans and elevations showing the heights, widths and depths of the proposed scheme are also provided. The proposal includes demolition of an extension to the east of the hotel building that contains the largest function room and outbuildings to the north. A new extension to the hotel would be built to the north (rear) of the hotel and a new office development is proposed on the eastern side, to be accommodated over 6 storeys stepped up in stages from the existing hotel building. The ground floor would provide café/retail uses with active frontages. Six residential apartments would be provided on the top floor of the office building. The development would provide two concealed parking areas, both of which would be accessed off

Station Road to the north. 20 no space would serve the hotel and 31 no spaces would serve the office/commercial/residential uses. A large public realm area would be located to the south of the site.

The proposal would provide:

- 13,010m² Gross Internal Area (GIA) B1 (office accommodation)
- 801m² GIA A1 (retail) and 801m² A3 (restaurant/café)
- 1,735m GIA C1 (hotel) extension to provide 47 additional bedrooms
- 6 no. residential apartments (3 x 3-bed and 3 x 2-bed)
- 51 car parking spaces
- 200 no. cycle parking spaces

2 Planning History

Reference	Proposal	Decision	Date
09/00708/FUL	Construction of car park associated with Hotel	Application Permitted	04/09/2009
10/00786/FUL	Construction of car parking and improved service and delivery yard	Application Permitted	05/08/2010

3 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

The National Planning Policy Framework

Peterborough Core Strategy DPD (2011)

CS03 - Spatial Strategy for the Location of Employment Development

Provision will be made for between 213 and 243 hectares of employment land from April 2007 to March 2026 in accordance with the broad distribution set out in the policy.

CS04 - The City Centre

Promotes the enhancement of the city centre through additional comparison retail floor space especially in North Westgate, new residential development, major new cultural and leisure developments and public realm improvements, as well as protecting its historic environment.

CS10 - Environment Capital

Development should make a clear contribution towards the Council's aspiration to become Environment Capital of the UK.

CS11 - Renewable Energy

Opportunities to deliver on site or decentralised renewable or low carbon energy systems will be supported on appropriate sites where there are no unacceptable impacts.

CS12 - Infrastructure

Permission will only be granted where there is, or will be via mitigation measures, sufficient infrastructure capacity to support the impacts of the development.

CS13 - Development Contributions to Infrastructure Provision

Contributions should be secured in accordance with the Planning Obligations Implementation Scheme SPD (POIS).

CS14 - Transport

Promotes a reduction in the need to travel, sustainable transport, the Council's UK Environment Capital aspirations and development which would improve the quality of environments for residents.

CS15 - Retail

Development should accord with the Retail Strategy which seeks to promote the City Centre and where appropriate the district and local centres. The loss of village shops will only be accepted subject to certain conditions being met.

CS16 - Urban Design and the Public Realm

Design should be of high quality, appropriate to the site and area, improve the public realm, address vulnerability to crime, be accessible to all users and not result in any unacceptable impact upon the amenities of neighbouring residents.

CS17 - The Historic Environment

Development should protect, conserve and enhance the historic environment including non scheduled nationally important features and buildings of local importance.

CS21 - Biodiversity and Geological Conservation

Development should conserve and enhance biodiversity/ geological interests unless no alternative sites are available and there are demonstrable reasons for the development.

Peterborough Local Plan (First Replacement) (2005)

R14 - Service Access (In City Centre, District and Local Centres)

Provision should be made for rear access servicing. Development should not result in a loss of or prejudice use of a service yard.

CC15 - Car Parking

Parking will not be permitted where off street parking is available. New provision should serve operational requirements/those with mobility difficulties only.

CC16 - Cycle Parking

New development should provide safe, secure, convenient and high quality cycle parking.

CC12 - Railway Station Opportunity Area

Permission will be granted for comprehensive redevelopment. Redevelopment must improve pedestrian and cycle accessibility

CBE11 - Buildings of Local Importance

Demolition/substantial alteration will not be permitted unless reasonable steps have been taken to retain the building unaltered or the benefits outweigh the harm to the building.

LNE09 - Landscaping Implications of Development Proposals

Adequate provision should be made for the retention/protection of trees and other natural features and for new landscaping.

Material planning considerations

Peterborough Station Quarter Development Brief 2008

Peterborough Public Realm Strategy 2008

Peterborough Local Transport Plan 3 2011

4 Consultations/Representations

PCC Transport and Engineering Services - No objection – A Transport Assessment has been undertaken in support of this application. The proposal would result in an impact on the highway network and so some form of mitigation is required as part of the proposal. The Peterborough Local Transport Plan 3 identifies improvements to Bourges Boulevard and it is appropriate for this development to contribute towards those improvements, in lieu of carrying out specific junction/link improvements. A contribution of £1 million is sought. Also a submitted Framework travel plan is broadly acceptable though requires amendments to include specific targets and more robust measures to encourage the use of non car modes of travel. This should be secured by a S106

planning obligation. Together these requirements will address any impact on the highway network resulting from the development. It is noted that the proposal includes the potential for improved pedestrian/cycle access to/from the city centre which would include a link to the existing way finding route to the city centre. The details shall be secured by condition. 200 cycle parking spaces would be required and the details will be provided at reserved matters stage.

PCC Landscape Officer – No objection - The tree survey has been carried out in accordance with BS5837:2005. However, the trees have been made to fit the design rather than the tree constraints informing the layout. It is preferred not to see the loss of category A and B trees which are a material planning consideration and appropriate mitigation planting should be provided to offset the loss of trees. Replacement planting and landscape details should be secured by condition.

PCC Wildlife Officer – No objection – It is recommended that assessments are undertaken on trees and buildings for the likely presence of bats. An initial check is being made at this time to assess the likelihood of bats being present. Trees and shrubs might provide suitable habitat for nesting birds and a condition should be appended to restrict works during the nesting season. The incorporation of features to support bats and birds on the building should be explored. The proposal for the inclusion of green and or brown roofs into the development is welcomed.

PCC Conservation Officer – No objection in principle – Concerns regarding the form, massing and scale of the new build. It is preferred that the height of the building does not exceed the height of the nearby multi-storey car parks. Significant dialogue will be required to achieve an acceptable scheme prior to the submission of reserved matters. It is agreed that the site can accommodate the quantum of development proposed; however, the form and massing may require modification. For example, the element in line with the hotel forming the backdrop to the proposed public realm area should be of a similar scale to the hotel. The indicative step up to the multi-storey is inadequate lacking the necessary width. Further work will also be required on the hotel extension; the present pattern of fenestration is somewhat random and discordant. The eastern elevation is too close to the boundary and requires the removal of a number of trees of reasonable quality and the indicative footprint would restrict the opportunity for replanting. Careful consideration should be given to choice of materials and subsequent maintenance.

PCC Section 106 Officer – No objection - POIS contributions sought.

PCC Travel Choice – No objection – Recommends changes to the Framework travel plan to include: the Travel Plan co-ordinator must be identified prior to occupation with contact details supplied to PCC. The Framework Travel Plan should include baseline targets; measures should be implemented and not just talked about as measures that could be implemented; no. of cycle parking spaces and should look to promote the Peterborough wide car share scheme that has already been set up by PCC.

PCC Building Control Surveyor – No objection Building Regulations approval is required. Part M relating to disabled requirements is applicable. Note that sewers cross site.

PCC Archaeological Officer – No objection - The proposed development affects a building of local interest and Iron Age, Roman and medieval artefacts have been found in the area. A condition requiring a programme of archaeological work to include evaluation by trial trenching is recommended.

PCC Pollution Team – No objection – A contamination report has been provided however additional information is required to enable a more accurate assessment to be made. A noise assessment should be undertaken due to the close proximity of a busy road and the railway line. The proposal includes restaurants and therefore odour control management would need to be provided. These details should be secured by condition.

Police Architectural Liaison Officer – No objection – Access to undercroft parking areas should be securely gated with access control. If this conflicts with Highways, gates should be recessed. The following measures should be given consideration prior to any future detailed design submissions – sufficient CCTV coverage which should be linked to the City Centre CCTV monitoring station, detail designs should be discussed with Police Counter Terrorist Security

Advisors, in any detailed submission the applicant should demonstrate that the development would be capable of providing full and continued Airwave connectivity (a radio system used by Emergency Services). This should be secured by condition; public realm and lighting should be designed to ensure safety of access, clarity of views in public spaces and co-ordinated with city wide CCTV coverage.

Environment Agency – No objection - The proposed development site is less than 1 ha located in Flood zone 1. The application site should be considered under Flood Risk Standing Advice. Applicant should consider the surface water management good practice advice.

British Transport Police - No objection - The hotel is not policed by British Transport Police, but is obviously close to the station. It is not anticipated that the proposal would impact on the station other than possible traffic congestion if larger events are taking place within the hotel.

Anglian Water Services Ltd – No objection – There are assets owned by Anglian Water or those subject to an adoption agreement within or close to the development boundary that may affect the layout of the site. The site layout should take this into account and accommodate these assets within either prospectively adoptable highway or public open space. An informative should be appended to any grant of consent. The Flag Fen STW has capacity for foul drainage. The foul sewerage network has capacity for these flows. SUDS is the preferred method of surface water disposal – details should be secured by condition.

Neighbourhood And Empowerment Section – No objection – Comments given in respect of the priorities identified in the Community Action Plan where S106 monies could be directed.

Local Residents/Interested Parties

Peterborough Local Access Forum – Objection - Concerns regarding pedestrians and cyclists being directed to one of the most dangerous parts of the dual carriageway. How does this tie in with pedestrian movements resulting from other redevelopment in the area? Will the footbridge still be in use and how much will it be used if it is possible to cross the main carriageway at ground level? Once across the road pedestrians will be directed straight into the vehicle entrance/exit from the multi storey car park – how will this be managed safely? The safe movement of pedestrians/cyclists needs to be addressed before encouraging additional people to use this space.

Peterborough Civic Society – Objection – The retention of the historic part of the hotel is welcomed and the transition between the western elevation of the hotel and the extension is better. The relocation of the vehicular access to the hotel car park to the north side and a reduction in height of the transitional block on the south side is supported. Concern remains regarding the height of the new office building. The 5 storey office element tightly abutting the existing Great Northern Hotel dominates the 3 storey building. A 5-6 storey building would be more appropriate so as not to impinge on views of the Cathedral when the skyline of Peterborough City Centre is viewed from the western side of the city. None of the planning studies produced between 2000 and 2005 was proposing development above 5 storeys. 6 residential units sit unhappily on top of the office building. It is not a workable solution for residents and office workers to share the same entrance, stairway and access. The eastern elevation presents only a sheer, blank, flat façade and is the most visible. This elevation should be reduced by at least 1 storey. The balconies at the south eastern corner are unsatisfactory. The floorspace to the balconies are outside the application site and have been included in the floor space. The floor space should be checked and revised certificates requested. The separating mass between the 3 storey hotel and 7 storey office block seems to float unhappily over the ground and first floor frontage. The 8 storey building will overshadow the station egress road and site to the north where a new area of pedestrian public realm space is proposed as part of the IGN development. This will reduce the attractiveness of this space as it becomes shaded. Suggest a wind impact analysis be undertaken. The western elevation will be the first impression for travellers leaving the station. The relationship with the existing hotel remains poor. It should be a more subservient structure, set back 2-3m from the building line of the existing hotel. The height of the extension, irregular fenestration pattern and a view into the undercroft car park is not acceptable and should match scale and mass of existing hotel. The main mass should be no higher than the eaves level of the existing building. The top

floor bedrooms could be accommodated within a mansard-type roof above the eaves line and would be less dominant on the original building. The design of the staircase at the north end of the bedroom block looks weak. There is no proposal to replace the large function room which may affect the viability of the hotel. The Network Rail short stay car park bites into the site. Its acquisition would enable an improved scheme. The Council should seriously consider compulsory purchase. The scale of the ground floor retail units are substantial and have the potential to further undermine retailing in the North Westgate area. The holding of a public exhibition for 6 hours on the afternoon of a working day is inadequate. The Massing Strategy Block Diagrams shows a diagrammatic profile of the Cathedral which is incorrect. The viewpoint on page 56 is misleading and should be considering views towards the Cathedral, not a vista from the west front outwards. The atrium will be dark and gloomy given that the 7 storey offices on the south side shade this area. The elevation drawings are inconsistent with the plans.

Network Rail Network Rail – Objection – The proposal along with the ING application lacks a comprehensive approach and is a missed opportunity to deliver a better planned mixed-use station precinct. There is concern regarding the traffic movements both at the front of the hotel and service area to the rear which will require awkward manoeuvring to exit the service entrance placed close to one of the station's car parks. The mixed use would require frequent deliveries and is incompatible with an already busy station approach road. As part of the station redevelopment proposals there are attempts to rationalise existing traffic and the proposal would increase traffic which would be counterproductive to our work. The transport assessment has not fully taken into account the road layout changes. There should be more comprehensive planning of how the proposal along with the ING application relates to the northern branch of Station Road. Funds should be obtained via a S106 agreement to contribute to the mitigation or improving Station Road. Conditions should be applied to the consent limiting the hours of servicing etc. so that vehicles avoid peak hours. The layout of the service area should be amended so that vehicles can leave in forward gear reducing disruption to vehicles on station road. There is concern that the proposal will impact on the existing Station car parks. If the parking for the hotel is unmonitored it could result in people using the station car park without paying. A condition should be appended requiring a parking management plan i.e. retail use could have a maximum of 2-4 hours and the hotel could provide permits. Conditions and informatives are suggested.

5 Assessment of the planning issues

a) Background

The application is subsequent to a pre-application submission where the principle of the proposal was supported. At that time advice was provided by the Local Planning Authority on a number of aspects that needed further consideration, including, inter alia: that the scheme should demonstrate its relationship with the surrounding built form, improvements required to the transition between the existing hotel building and the new extension and office development to enable the historic building to retain a stronger presence within the street scene, access arrangements should avoid conflict with vehicle users along Station Road and the scheme should indicate a desire line to encourage pedestrians/cyclists to a route to the rear of the multi storey car park to discourage pedestrians/cyclists using the route across Bourges Boulevard.

The application has been considered by the Design Review Panel on 24th May 2012. The Panel considered the scale of development and the proposed floorspace would not represent an overdevelopment of the site and that the site could accommodate the proposed building heights without detriment to the street scene context. The panel considered the large area of public realm proposed along the southern frontage would improve the pedestrian experience of this area and their journey into the city centre and improve the setting and appearance of the Great Northern Hotel by removing existing car parking on its frontage. It was acknowledged the design of the elevations would need to be more cohesive and at present there were too many ideas. The western elevation of the hotel extension raised concern; an active frontage would be desirable and further consideration given to the elevation design and upper storey, given that this would be the first thing visitors see when they leave the station.

b) The principle of development

The application site falls within the Railway Station Opportunity Area as defined in policy CC12 of

the Adopted Peterborough Local Plan (First Replacement) 2005. The policy seeks a comprehensive redevelopment across the area which would create an integrated and seamlessly connected mixed use city quarter focussed around a revitalised railway station area. The aspirations for this area is to provide a vibrant focus for the city which combines high quality design and creates a transformational gateway to the city centre. The station and its surroundings offer a first glimpse of the city and is where visitors form their first impression. It is considered a vital gateway to the city and its image is of great importance. The strategic objectives for the station quarter are to:

- Create a new commercial and mixed use Quarter
- Create a new high quality Gateway
- Reduce Severance and improve connections
- Create new areas of public realm

Policy CC12 states that the most appropriate way forward for the opportunity area is for a comprehensive redevelopment across the whole site and therefore the proposal is contrary to the provisions as set out in the policy. Notwithstanding the above and given the austere economic climate, the vision of a comprehensive redevelopment is unlikely to be realised in the foreseeable future. The proposal would consist of high quality office accommodation, and extension to the hotel accommodation, residential units and retail/restaurant/café uses at ground floor level providing active frontages of a type complementary to the station. The proposal would not prejudice the potential for the development of other sites within the Station Quarter Opportunity Area.

Office development

B1 Office development within the Railway Station Opportunity Area is listed as a potential use under policy CC12. The proposal would provide 13,010m² of new office floorspace within the city centre and the indicative plans demonstrate that the proposed quantum of office space could be accommodation within the site. In addition, the supporting text to policy CS3 of the Adopted Peterborough Core Strategy DPD states that one of the priorities for the Peterborough economy is to increase the supply of modern office space at higher densities in the city centre as such the equivalent of at least 3.5 hectares of employment land is proposed in the city centre. The proposal therefore accords with the provision of this policy. The development of further office floorspace is desirable in terms of the future well being of the economy and is welcomed.

Retail development

The scheme proposes A1/A3 uses at ground floor level which would provide active frontages and animation to the street scene. It is considered that this level of floor space would be complementary to the existing station and would not harm the vitality or viability of the central retail area and accords with policy CC12 of the Adopted Peterborough (First Replacement) 2005 and Policy CS15 of the Adopted Peterborough Core Strategy DPD.

Housing development

The scheme proposes 6 no apartments on the top floor of the office building. The site is a sustainable location adjacent to the railway station and within a few minutes walk to the bus station. The site is also well related to services and facilities that would serve the residential needs of the future occupiers of the apartments. The city centre is promoted as a location for a substantial amount of residential development under policy CS4 of the Adopted Peterborough Core Strategy DPD. One area for concern is the noise implications likely to arise from the railway station and details of noise mitigation measures would be secured by condition. The shared access arrangements for the residential and office units has been questioned, however this is an outline scheme and this issue can be considered further at reserved matters stage.

Hotel Accommodation

There is no objection to the loss of the hotel extension which is a later addition and is of low architectural merit. The extension to the hotel building would be complementary to the characteristics of the site and is an acceptable use as proposed under policy CC12 of the Adopted Peterborough Local Plan (First Replacement) 2005.

Public realm

The creation of a large open space area to the south of the site is a positive element to the scheme and accords with a key objective of the Station Quarter Development Brief and the Public Realm Strategy and with the aspirations as set out under policy CS4 of the Adopted Peterborough Core Strategy DPD. The area currently has poor legibility from the station to the city centre. This element would enhance the sense of arrival to the city and clearly improve the way finding and define the route the city centre as well as creating an area of activity, accentuated by the ground floor shops and café spill out areas. The proposal accords with policy CS4 and CS16 of the Adopted Peterborough Core Strategy DPD.

c) Heritage Asset

The Great Northern Hotel is one of a limited number of surviving buildings which date from the days of the railway expansion period of the city in the 19th century. The building has been identified by the city council as a 'building of local importance' on the draft listing for its contribution to the character of the area, its historic significance and architectural interest and its retention is welcomed. The proposal includes the demolition of a 1970s extension to the east of the hotel building and outbuildings at the rear; and the erection of an extension to the rear of the existing hotel fronting the station. It is noted that a number of concerns have been raised regarding the detail of both the hotel extension and the new office development and it is acknowledged that the transition between the old and the new is an important element and further consideration is needed on this element of the scheme in order to preserve the architectural interest of the historic building. However, the application is in outline and the detailed design will be considered at reserved matters stage. The provision of a new public space to the south of the hotel would enhance its setting. The proposal does not offend policy CBE11 of the Adopted Peterborough Local Plan (First Replacement) 2005.

d) The scale and form of development

The application seeks outline planning consent to establish whether the quantum of development could be satisfactorily accommodated on the site. The appearance of the development is a matter that would be the subject of a reserved matters application. The proposed scheme has taken on board the comments provided by the Local Planning Authority in the pre application submission. The step treatment between the hotel and the office/commercial building to the east and hotel extension to the west now proposes setting the buildings back to create a shadow gap and junction between the new developments and the existing hotel building. The connections are designed to be constructed in glass to provide a clear visual separation between the new and the old.

An analysis of the heights of building in the immediate context has been submitted with the application. Directly to the south east is the Perkins Car Park which has 6 storeys and the multi storey car park on the eastern flank of Bourges Boulevard is of similar height. The Bourges Boulevard dual carriageway provides sufficient separation between the development site and the adjacent car parks to avoid a canyon effect. The characteristics of the site, its gateway location and surrounding built form lends itself to being able to accommodate a tall building. It is considered that the site can accommodate elements of 7/8 storey development without detriment to the immediate setting. The station area currently offers a poor sense of arrival and the proposal would provide a high quality landmark building and provide a sense of place which is important for the city's image in attracting major companies and investment in to the city.

The Civic Society has pointed to the ING development to the north of the site where a new area of public realm space is proposed and the possible overshadowing created by the 8 storey building. The concern regarding this aspect is noted, however, planning permission has been granted in outline only for the ING development and the relationship of the proposed scheme with that of the ING scheme would be considered under the reserved matters application.

e) Highway implications

The site benefits from excellent public transport links being immediately opposite the railway station and within 5 minutes walk of the bus station and in close proximity to the city centre and main shopping centre.

The current proposals represent a significant reduction in parking currently serving the existing hotel. Secure parking is provided for the hotel, residential and offices. The reduction in car parking accords with policy CC15 of the Adopted Peterborough Local Plan (First Replacement)

2005 which states that parking in the city centre should serve operational requirements and the needs of motorists with mobility difficulties. Measures to improve accessibility by means of transport other than the car should be provided in preference to new car parking. A Framework Travel Plan has been submitted with the application which is generally acceptable subject to the inclusion of target and robust measures to encourage alternative modes of transport other than the car. Once agreed the Framework Travel Plan will form part of a S106 agreement. It is proposed that 200 secure cycle spaces would be provided in line with policy CC16 of the Adopted Peterborough Local Plan (First Replacement) 2005. It is considered that the proposal would not unduly impact on the surrounding highway network and accords with policy CS14 of the Adopted Peterborough Core Strategy DPD.

Network Rail raises concern regarding the traffic movements resulting from the development both to the front of the hotel and the service area to the rear and in particular the manoeuvring of large vehicles into the service area. The proposals for the station are designed to minimise conflict by directing the public to enter and leave via the southern section of Station Road. Taxis and buses will still be permitted to use the route along the station frontage and the northern section. The Local Highway Authority considered that given the low levels of parking that the development would not cause significant transport problems. Tracking plans for large delivery vehicles are currently under consideration.

Network Rail wish to see contributions secured for enhancements to the Station Road as part of this development however, it should be borne in mind that because these roads are for the most part private this is not be possible in planning terms. The LHA have requested developers to contribute to the Bourges Boulevard Enhancement Scheme which does include the two station access road junctions.

In respect of car parking it is assumed that, given the limited number of car parking spaces serving the hotel the developers would wish to limit any knock on effect on the station car parks; however, this is out of the control of the Local Planning Authority.

The Peterborough Local Transport Plan 3 identifies improvements to Bourges Boulevard which currently creates a major barrier and severance between the station and the retail core. Pedestrian permeability is poor and there are limited crossing points for visitors arriving at the station who are presently forced to use either subways or the footbridge over Bourges Boulevard. The indicative plans included in the Design and Access Statement show an 'at level' pedestrian/cycle route crossing Bourges Boulevard and a number of concerns have been raised regarding this aspect. The plans however, are indicative and this detail is not under consideration as part of the outline application. Improvements to the Bourges Boulevard and improved connectivity with the Queensgate Shopping Centre/City Centre are under consideration and a financial contribution is sought through this proposal towards those improvements. The proposal accords with policy CS4 of the Adopted Peterborough Core Strategy which seeks to improve connectivity with the City Centre.

f) Landscape Implications

The site contains trees that are protected by Tree Preservation Orders (TPO) to the south of the site and mature trees to the north and east. The trees are considered to add positively to the visual amenity of the area giving the current site a particularly verdant feel. The application is supported with a tree survey, arboricultural implications report and arboricultural method statement which have been considered by the Landscape Officer. In his view the trees have been made to fit the design rather than the tree constraints informing the layout. The indicative layout would require the removal of trees along the northern and eastern boundaries. Although some of the trees are within category A and B, many of the trees highlighted for removal are diseased, in poor condition or would be better replaced with a more appropriate specimen. For example the Group B Leyland Cypress trees to the east of the site provide good screening qualities however, the report states that the management of these trees would become increasingly difficult in the future. Inside the site the proposed car parking layout implicates the removal of Group A trees within the site. The report notes that while the trees are of reasonable quality their value is predominantly limited to the site. Whilst it is preferred that these trees are retained, their retention would prejudice the development of the site and given that the site lies within a development opportunity area it is considered that the benefits of the redevelopment outweighs the need for the retention of these trees. Replacement tree planting will be considered as part of a comprehensive landscaping

scheme which would be considered at reserved matters stage. The proposal therefore accords with the principles of policy LNE9 of the Adopted Peterborough Local Plan (First Replacement) 2005.

g) Ecology

The wildlife officer has recommended that the trees to be felled and buildings to be demolished be assessed for the presence of bats to determine whether further survey work is required. If this is the case then the surveys should be carried out and a report containing details of measures to mitigate any impact on biodiversity would need to be agreed prior to determining the application. It is considered that the likelihood of bats being present would be low given that the building is currently still used but an initial assessment is currently being undertaken and the information would be provided as an update to Members. The Wildlife Officer welcomes the provision of green roofs. A condition would be appended to ensure trees are not felled within the nesting season and to agree features that would support biodiversity gain. The proposal accords with policy CS21 of the Adopted Peterborough Core Strategy DPD.

h) Archaeology

Iron Age, Roman and medieval artefacts have been found in the area and there is the potential for the site to include heritage assets with archaeological interest. In accordance with policy CS17 of the Adopted Peterborough Core Strategy a desk based assessment has been prepared and submitted with the application. A condition requiring a programme of archaeological work to include a written scheme of investigation would be secured by condition in accordance with the requirements of the National Planning Policy Framework Section 12 and policy CS17 of the Adopted Peterborough Core Strategy DPD.

i) Environment Capital

The aspiration is for the development to achieve a BREEAM Excellent rating for the commercial space and Code Level 4 for the residential. The development would be designed to be a low carbon development and to exceed the minimum Building Regulations Requirement. The proposal will seek to deliver the aspirations outlined within policy CS11 'Renewable Energy' in the detailed design stage. The scheme also proposes green roofs to reduce run off and enhance biodiversity gain. The proposal accords with the provisions of Policy CS10 of the Adopted Peterborough Core Strategy DPD.

j) Crime prevention

The development is not compromised by excessive permeability caused by the inclusion of too many routes through the site. Vehicle, pedestrian and cycle routes are visually open, direct and well used and are not segregated. The Police Architectural Liaison Officer has advised that the undercroft parking areas should be gated. The application states that contact would be made with the local Crime Prevention Design Adviser before any detailed scheme is submitted which will need to provide details on CCTV, Anti-terrorism measures and Airwave connectivity in accordance with policy CS16 of the Adopted Peterborough Core Strategy DPD.

k) S106 obligations

In accordance with policy CS13 of the Adopted Peterborough Core Strategy the development would have a burden on the services and infrastructural needs of the City and the following site related contributions, plus monitoring fee, are sought:

POIS contributions

- Commercial use (A1 Retail/A3 Restaurant) – 1,602m² - £54,067.50
- Office Space (B1) 13,010m² - £58,545.00
- Residential (3 x 3-bed flats and 2 x 2-bed flats) - £27,000

Section 106 Matters

- Completion of Travel Plan and monitoring fee - £3,750
- Contribution towards Bourges Boulevard Enhancement Works - £1,000,000

The contributions are considered to be reasonably related to the development and accord with the

tests as set out under regulation 122 in respect of Community Infrastructure Levy.

l) Issues raised not covered in the report

- Inconsistency of plans – The plans are indicative and the scheme is not seeking approval of layout or elevation detail at this stage
- The Council should consider the compulsory purchase of the Network Rail short stay car park – this is not considered to be in the wider public interest for the City Council to enter into any compulsory purchase due to size and scale of land and nature of development proposed. The development of the site is not essential to include this piece of land.
- Loss of hotel conference facility and future viability of the hotel – The owners of the hotel would not prejudice the viability of their business. The Local Planning Authority could not insist upon its retention. Increased viability it likely to result from the increase number of bedrooms available.
- A wind survey should be undertaken to assess impact of taller buildings – This is not considered necessary in this instance. This is a city centre site where taller buildings are considered acceptable. Both the application under consideration and the ING scheme are outline proposals and the exact relationship between buildings would be considered at the reserved matters stage.
- The floorspace to the balconies are outside the application site and have been included in the floor space. The floor space should be checked and revised certificates requested - The quantum of floor space is supported; the precise layout is not agreed at this stage.
- The holding of a public exhibition for 6 hours on the afternoon of a working day is inadequate – There is no set requirement for style and length of public consultation.

6 Conclusions

- The proposal would provide 13,010m² of new office floorspace within the city centre and the site can accommodate the quantum of development within the indicative heights without detriment to the immediate context;
- The proposed A1/A3 uses would provide active frontages and are complementary to the existing station;
- The site is also well related to services and facilities that would serve the residential needs of the future occupiers of the apartments;
- The extension to the hotel building would be complementary to the characteristics of the site and would enable the continued operation of one of Peterborough's historic asset;
- The public realm would enhance the sense of arrival to the city and improve the legibility to the city centre;
- The proposal would not unduly impact on the surrounding highway network;
- The proposal does not have an unsatisfactory impact on any ecological feature or trees of significant value;
- the proposal makes satisfactory and justified off site provision towards improvements to Bourges Boulevard a contribution towards the social and physical infrastructure demands that it will place on the city; and
- The proposal would provide a high quality landmark building important to the city's image and would not prejudice the potential for the development of other sites within the Station Quarter Opportunity Area.

Hence the proposal accords with policies CC12, CC15, CC16, LNE9 and LNE10 of the Adopted Peterborough Local Plan (First Replacement) 2005, policies CS3, CS4, CS10, CS12, CS13, CS14, CS16, CS17, CS21 and CS22 of the Adopted Peterborough Core Strategy DPD 2011 and the National Planning Policy Framework.

7 Recommendation

The Head of Planning, Transport and Engineering Services recommends that planning permission is **GRANTED** subject to the signing of a **LEGAL AGREEMENT** and the following conditions:

C 1 Approval of the details of the siting, design and external appearance of the building(s), the means of access thereto and the landscaping of the site (hereinafter

called 'the reserved matters') shall be obtained from the local planning authority in writing before any development is commenced.

Reason: To ensure that the development meets the policy standards required by the development plan and any other material considerations including national and local policy guidance.

C 2 Plans and particulars of the reserved matters referred to in condition 1 above, relating to the siting, design and external appearance of any buildings to be erected, the means of access to the site and the landscaping of the site, shall be submitted in writing to the local planning authority and shall be carried out as approved.

Reason: To ensure that the development meets the policy standards required by the development plan and any other material considerations including national and local policy guidance.

C 3 Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.

Reason: In accordance with the provisions of Section 92 of the Town and Country Planning Act 1990 (as amended).

C 4 The development hereby permitted shall be begun either before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason: In accordance with the provisions of Section 92 of the Town and Country Planning Act 1990 (as amended).

C 5 No development approved by this planning permission shall be commenced until:

a) A desk top study has been carried out which shall include the identification of previous site uses, potential contaminants that might reasonably be expected given those uses and other relevant information. And using this information a diagrammatical representation (Conceptual Model) for the site of all potential contaminant sources, pathways and receptors has been produced.

b) A site investigation has been designed for the site using the information obtained from the desktop study and any diagrammatical representations (Conceptual Model). This should be submitted to, and approved in writing by the LPA prior to that investigation being carried out on the site. The investigation must be comprehensive enough to enable:

- a risk assessment to be undertaken relating to human health and ground / surface waters associated on and off the site that may be affected, and
- refinement of the Conceptual Model, and
- the development of a Method Statement detailing the remediation requirements.

c) The site investigation has been undertaken in accordance with details approved by the LPA and a risk assessment has been undertaken.

d) A Method Statement detailing the remediation requirements, including measures to minimise the impact human health and on ground / surface waters, using the information obtained from the Site Investigation has been submitted to the LPA. This should be approved in writing by the LPA prior to that remediation being carried out on the site.

Reason: To ensure that the proposed site investigations and remediation will not cause a risk to human health or pollution of Controlled Waters and in accordance with the National Planning Policy Framework.

C 6 Construction work should not begin until a scheme for protecting the proposed residential apartments from noise has been submitted to and approved by the local planning authority; all works which form part of the scheme should be completed before any part of the noise sensitive development is occupied.

The World Health Organisation has provided guidance that "general outdoor noise levels of less than 55dB LAeq are desirable to prevent any significant community annoyance" and that "a level of less than 35dB(A) is recommended to preserve the restorative process of sleep". These recommendations should be regarded as the maximum noise levels to be permitted within or around the noise sensitive development.

Additional guidance on suitable internal noise levels can be found in BS 8233:1987 and in WHO Guidelines for Community Noise. The Building Research Establishment document "Sound Control For Homes" (ISBN 0-85125-559-0) provides guidance on scheme design and controlling external and internal noise.

Reason: In order to protect the amenity of the future occupiers and in accordance with policy H16 of the Adopted Peterborough Local Plan (First Replacement) 2005 and the National Planning Policy Framework.

- C 7 All ventilation of steam and cooking fumes from commercial kitchens to the atmosphere should be suitably filtered to avoid nuisance from smell, grease or smoke to persons in neighbouring or nearby properties. Details of the nature and location of such filtration equipment should be submitted to and agreed in writing by the Local Planning Authority before installation and should be installed before the use of the premises commences.**

Where mechanical extract ventilation is used, Sound Power Level (SWL) data is required by this Department to enable an adequate assessment of the likely impact on local residents.

Reason: In order to protect the amenity of the future occupiers and in accordance with policy H16 of the Adopted Peterborough Local Plan (First Replacement) 2005 and the National Planning Policy Framework.

- C8 No demolition/development shall take place/commence until a programme of archaeological work including a Written Scheme of Investigation and evaluation by trial trenching has been submitted to, and approved by, the local planning authority in writing. The Scheme shall thereafter be implemented as agreed.**

Reason: to secure the obligation on the planning applicant or developer to mitigate the impact of their scheme on the historic environment when preservation in situ is not possible, in accordance with Policy CS17 of the adopted Peterborough Core Strategy DPD and the National Policy Framework Section 12.

- C9 A community safety and crime reduction strategy shall be submitted to and approved in writing by the Local Planning Authority as part of any subsequent reserved matters application. This shall include details of measures of address anti terrorism, CCTV coverage, Airwave connectivity and lighting to ensure safety of access, clarity of views in public spaces and co-ordinated with city wide CCTV coverage. Development shall be implemented in accordance with the approved details and retained as such in perpetuity.**

Reason: In the interests of general amenity and crime prevention, in accordance with Policy CS16 of the Core Strategy DPD 2011.

- C10 No development shall commence until a surface water disposal scheme has been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied until the works have been carried out in accordance with the approved scheme unless otherwise approved in writing by the Local Planning Authority.**

Reason: To prevent environmental and amenity problems arising from flooding and in accordance with policy CS22 of the Adopted Peterborough Core Strategy DPD.

- C11 (a) Works shall be carried out in strict accordance with the tree survey/tree protection measures submitted in support of this application dated 9th January 2012 which provides for the retention and protection of trees, shrubs and hedges growing on or adjacent to the site, including trees which are the subject of a Tree**

Preservation Order currently in force; no development or other operations shall take place except in complete accordance with the approved protection scheme;

(b) No operations shall commence on site in connection with the development hereby approved (including any tree felling, tree pruning, demolition work, soil moving, temporary access construction and/or widening or any operations involving the use of motorised vehicles or construction machinery) until the protection works required by the approved protection scheme are in place;

(c) No excavations for services, storage of materials or machinery, parking of vehicles, deposit or excavation of soil or rubble, lighting of fires or disposal of liquids shall take place within any area designated as being fenced off or otherwise protected in the approved protection scheme;

(d) Protective fencing shall be retained intact for the full duration of the development hereby approved, and shall not be removed or repositioned without the prior written approval of the Local Planning Authority;

Reason: In order to protect and safeguard the amenities of the area, in accordance with Policies LNE9 and LNE10 of the Peterborough Local Plan (First Replacement) 2005.

C12 A scheme for the landscaping of the site shall be submitted to and approved in writing by the Local Planning Authority as part of any subsequent reserved matters application. The scheme shall be carried out as approved no later than the first planting season following the occupation of any building or the completion of development, whichever is the earlier.

The scheme shall include the following details:

- Proposed finished ground and building slab levels**
- Planting plans for replacement trees, species, numbers, size and density of planting**

Reason: In the interests of the visual appearance of the development and the enhancement of biodiversity in accordance with policies LNE9 and LNE10 of the Peterborough Local Plan (First Replacement) 2005.

C13 No construction/demolition/excavation works or removal of hedgerows/site clearance works shall be carried out on site between the 1 March and 31 August inclusive in any year, unless otherwise approved in writing by the Local Planning Authority.

Reason: To protect features of nature conservation importance, in accordance with Policy CS21 of the Core Strategy.

C14 The development shall achieve as a minimum, an energy efficiency of 10% above the Building Regulations standard at the time of Building Regulations being approved for the development, unless this requires a zero carbon development.

As an alternative to the above energy efficiency requirement, a proposal which exceeds other requirements in policies CS10 and CS11 of the Adopted Peterborough Core Strategy and which is considered by the Local Planning Authority to be of greater benefit in achieving those policy objectives may be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: In order to deliver energy efficiencies in accordance with Policies CS10 and CS11 of the Adopted Peterborough Core Strategy DPD.

C15 A maximum GIA of 13,010m² B1 (Office) floorspace, a maximum GIA of 1,602m² A1/A3 (commercial) floorspace and a maximum 6 residential apartments (3 x 3-bed and 3 x 2-bed) will be provided within the development. The detailed layout of the development shall be submitted to and approved in writing as part of the reserved matters application

Reason: To enable the Local Planning Authority to control the amount of development on this site and in accordance with policies CS16 and CS17 of the Adopted Peterborough

- C16 A maximum GIA of 801m² A1 (retail) floorspace and a maximum GIA of 801m² A3 (restaurant/café use) will be provided within the development. The detailed layout of the A1 and A3 units will be submitted to and approved in writing as part of the reserved matters application**
Reason: In order to protect the vitality and viability of the City Centre in accordance with CS15 of the Adopted Peterborough Core Strategy
- C17 Measures to enhance and encourage biological gain within the site shall be submitted to and approved in writing by the Local Planning Authority as part of any subsequent reserved matters application. The enhancements shall include:**
- a range of bird and bat boxes that cater for a number of different species such as House Sparrow, Starling & Swift as well as for Bats.
 - details regarding numbers, designs and locations of the bird and bat boxes should be provided by the applicant
- Reason: To protect features of nature conservation importance, in accordance with Policy CS21 of the Core Strategy and PPS9
- C18 Prior to the occupation of any of the development hereby approved, the parking, turning/loading and unloading areas shall be laid out on site in accordance with the approved details and thereafter used for no other purpose than the parking, turning and loading/unloading of vehicles in connection with the development.**
Reason: In the interest of the safety of the users of the public highway in accordance with policy CS14 of the Adopted Peterborough Core Strategy DPD.
- C19 Prior to the first occupation of the development; an enclosed and secure cycle shelter to accommodate 200; cycles shall be installed on site in accordance with details to be submitted to and approved in writing by the Local Planning Authority. That area shall thereafter be retained for the purpose of cycle parking in connection with the use of the approved; in perpetuity.**
Reason: In the interest of Highway safety, and to encourage travel by sustainable modes in accordance with Policy T9 of the Peterborough Local Plan (First Replacement) 2005.
- C20 Prior to the commencement of the development details of the footway/cycleway link from the site to the existing designed pedestrian/cycle crossing point on the station approach road shall be submitted to and approved by the Local Planning Authority. The link shall be implemented prior to the occupation of any of the development.**
Reason: In the interest promoting the use of non-car modes to visit the site in accordance with Policy CS14 of the Adopted Peterborough Core Strategy DPD.

Copy to Councillor Mohammed Jamil, Councillor Nazim Khan MBE and Councillor Mohammed Nadeem

This page is intentionally left blank