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WALSINGHAM PLANNING

SPECIALIST PLANNING & DEVELOPMENT CONSULTANTS

Planning Statement

Including Design & Access Statement

Uxbridge Travelodge
Colham House, Bakers Road, Uxbridge

On behalf of Pickering Developments Ltd
and Whitbread Group Plc

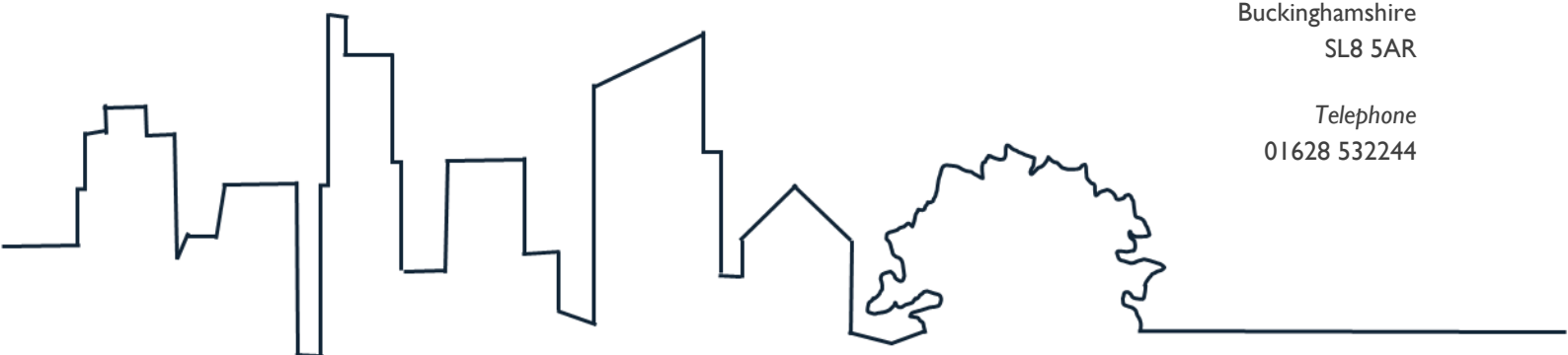
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CONTENTS

1	INTRODUCTION.....	1
2	SITE AND SURROUNDINGS.....	2
3	THE PROPOSAL	5
4	PLANNING POLICY.....	6
5	REASONED JUSTIFICATION	9
6	DESIGN AND ACCESS STATEMENT	11
7	CONCLUSION	12

I INTRODUCTION

- I.1 Walsingham Planning has been instructed by Pickering Developments Ltd and Whitbread Group Plc to submit an application for planning permission to the London Borough of Hillingdon Council (LBH) for the change of use of the part of the ground floor of the Uxbridge Travelodge to hotel use in order to provide additional bedrooms to the existing hotel elsewhere in the building. The description of development is as follows:

“Change of use of the vacant Metropolitan Police Safer Neighbourhood Unit (Class E Use) at ground floor level to hotel use (Class C1 Use) to provide a restaurant and bar ancillary to the main hotel use.”

- I.2 This report provides background information on the site and an assessment of the proposals in relation to planning policy and other material considerations, and is set out under the following sections:

1. Chapter 2 provides the factual background to the site;
2. Chapter 3 sets out the proposals;
3. Chapter 4 sets out the relevant planning policy and guidance;
4. Chapter 5 discusses the planning issues and considerations; and
5. Chapter 6 sets out our conclusions.

Supporting information

- I.3 This Planning, Design, and Access Statement should be read in conjunction with the following drawings submitted in support of the application:

- Site location plan
- Existing ground floor plan
- Existing second floor plan
- Proposed ground floor plan
- Proposed second floor plan

2 SITE AND SURROUNDINGS

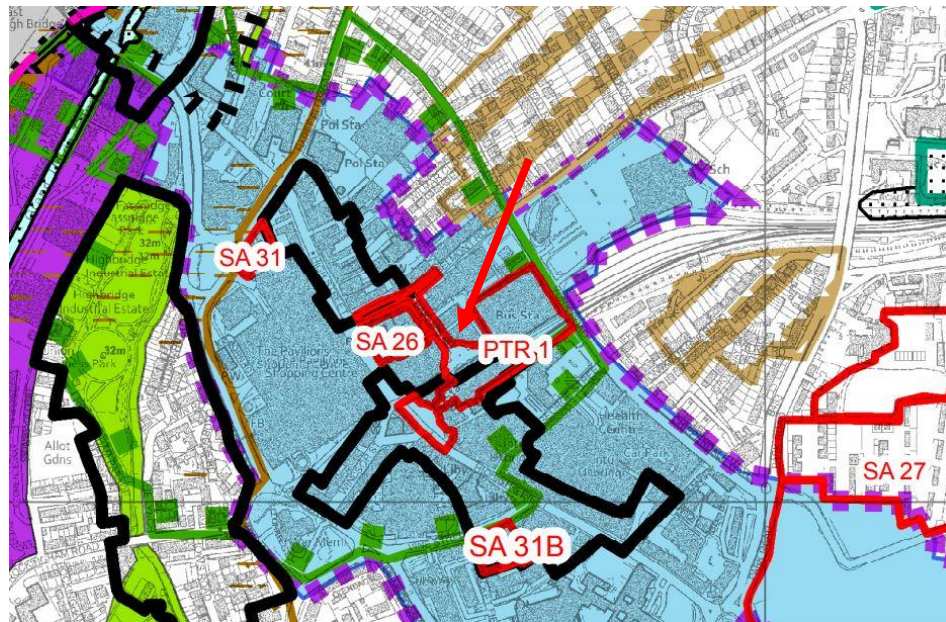
- 2.1 The Uxbridge Travelodge is a 9-storey purpose-built hotel granted consent in 2007 and constructed shortly afterwards.
- 2.2 The consented scheme provided for Class A1-A5 Uses and the hotel entrance at ground floor level, with hotel accommodation at first floor level and above.
- 2.3 In 2009 temporary permission was granted for the change of use of part of the ground floor for use as a Metropolitan Police Safer Neighbourhood Unit, which was subsequently implemented and converted. This unit is now vacant, and in accordance with Condition 2 of the 2009 consent the unit has reverted back to Class E Use.



Current hotel entrance and adjacent ground floor unit with separate entrance

- 2.4 The current Travelodge provides 121 bedrooms with a restaurant/bar at 2nd floor level, ancillary to the main hotel use.
- 2.5 The site is wholly developed, with the building footprint occupying the entirety of the site except for the service yard at the rear. There is a vehicle pick up and drop off layby at ground floor level in front of the hotel entrance. In this same location there are 2 disabled parking spaces. There is no other parking on the site.

- 2.6 The building is not listed and does not lie in a Conservation Area. The site lies within a designated Town Centre – Uxbridge Metropolitan Centre – and a designated Hotel and Office Growth Location. Site Allocations PTR1 and SA26 lie adjacent to the application site.



Extract from Hillingdon's LPP2 Policies Map

- 2.7 The site lies within the heart of Uxbridge town centre, immediately adjacent to Uxbridge Underground station and with access to numerous bus stops and bus routes. It benefits from excellent public transport accessibility with a PTAL rating of 6a.

Relevant Planning History

- 2.8 As set out above, in January 2007 planning permission was granted (ref. 27298/APP/2006/875) for the “erection of a 9 storey building incorporating class A1-A5 uses at ground floor level and Class C1 (hotel) on floors 1 to 8 inclusive (involving demolition of Colham House)”. This consent was implemented and completed, and the current hotel forms the starting point of this application.
- 2.9 Advertisement consent was granted in September 2007 (ref. 27298/APP/ADV/2007/93) for the “installation of 1 single sided internally illuminated fascia above the front entrance, 1 double sided internally illuminated vertical projecting sign and 2 single sided internally illuminated fascias on the front elevation”.

- 2.10 Planning permission was granted in August 2009 (ref. 27298/APP/2009/929) for the “*change of use from retail (A1) to a Metropolitan Police Safer Neighbourhood Unit (B1)*”. This application related to Unit 1 of the Travelodge at ground floor level.
- 2.11 The consent was in effect temporary, with Condition 2 stating “*the Use Class B1 hereby permitted shall be discontinued and revert back to Use Class A1 should the Metropolitan Police Safer Neighbourhood Unit vacate the premises.*” With the unit now vacant, it has reverted to Class E Use.

3 THE PROPOSAL

- 3.1 The proposal involves the change of use of the vacant ground floor Metropolitan Police Safer Neighbourhood Unit (formerly Class B1 Use but now Class E Use) into C1 hotel use.
- 3.2 The floorspace will be used as a breakfast bar/restaurant ancillary to the main hotel use primarily to serve hotel guests, although it will be open to members of the public.
- 3.3 At second floor level the existing hotel restaurant will be converted to provide 7 additional bedrooms. Planning permission is not required for the change of use of this area because it is currently in use as C1 hotel floorspace and will be retained in this use.
- 3.4 For the avoidance of doubt, no external alterations are proposed by this application. It is concerned solely with the change of use of the ground floor unit.
- 3.5 The existing signage will be replaced on a like for like basis, albeit with new 'Premier Inn' branding replacing the existing 'Travelodge' branding. Should the Council consider advertisement consent is required for like for like replacement then a separate application would follow in due course.

4 PLANNING POLICY

- 4.1 Section 38(6) of the 2004 Planning & Compulsory Purchase Act requires that determination of any planning application must be in accordance with the development plan, unless material considerations indicate otherwise.
- 4.2 In this instance for the purposes of determining the application the Development Plan comprises The London Plan (March 2016) supplemented by the London Plan Intend to Publish Version was published in December 2019. For the purposes of this application those policies which are not the subject of the Directions issued by the SoS on 13/3/20 are considered to carry weight in decision-making and its policies are set out below.
- 4.3 At the local level the Development Plan comprises the London Borough of Hillingdon's Local Plan Part 1 Strategic Policies (Nov 2012), Local Plan Part 2 Development Management Policies (Jan 2020), and Local Plan Part 2 Site Allocations and Designations (Jan 2020).
- 4.4 Also of relevance is the National Planning Policy Framework (2019) and associated Guidance.

The London Plan

- 4.5 With regards to hotel development and hotel rooms Policy E10 'visitor infrastructure' states: *"London's visitor economy and associated employment should be strengthened by enhancing and extending its attractions, inclusive access, legibility, visitor experience and management and supporting infrastructure."* Amongst other things it also requires sufficient choice for people who require accessible bedrooms.
- 4.6 Paragraph 6.10.1 of the London Plan states:

"Given the importance of tourism to London's economy, London needs to ensure that it is able to meet the accommodation demands of tourists who want to visit the capital. It is estimated that London will need to build an additional 58,000 bedrooms of serviced accommodation by 2041, which is an average of 2,230 bedrooms per annum. In addition to leisure visitors the needs of business visitors require consideration, including provision of suitable facilities for meetings, conferences and exhibitions in both hotels and purpose-built convention and exhibition centres."
- 4.7 Policy GG2 seeks to make the best use of land by *"applying a design-led approach to determine the optimum development capacity of sites"*

Hillingdon Local Plan

- 4.8 The London Borough of Hillingdon's Local Plan Part 2 (LPP2) was adopted in January 2020. Policy DME 5 'hotels and visitor accommodation' states:

"The Council will support a range of visitor accommodation, conference and related uses in accessible sustainable locations, as defined in the Site Allocations and Designations document, subject to:

- i. A high standard of building and site design, including landscaping and placement of signage that makes a positive contribution to local amenity and the streetscape;*
- ii. Provision of an accessible layout and rooms in accordance with Policy DME 6: Accessible Hotels and Visitor Accommodation; and*
- iii. No adverse impact on nearby land uses or on the amenity of either adjoining occupants or proposed occupants by virtue of noise, lighting, emissions, privacy, overlooking, any other potential nuisance, parking or traffic congestion."*

- 4.9 The supporting text at paragraph 2.24 states that *"hotel growth will be encouraged in Uxbridge and Hayes. These areas are identified and designated in the Site Allocations and Designations document."* As set out in Chapter 2 of this report, the site lies within a designated Hotel Growth Location.

- 4.10 More broadly, Policy DMTC 1 'town centre developments' states that *"the Council will support 'main town centre uses' where the development proposal is consistent with the scale and function of the centre."*

- 4.11 Policy DMTC 2 seeks to ensure vitality and a mix of uses within the main town centres including active frontages and uses which support the function of the centres.

National Planning Policy Framework

- 4.12 The National Planning Policy Framework sets out the Government's intention for the planning system to contribute to the achievement of sustainable development, performing an economic, social and environmental role.

- 4.13 At the heart of the NPPF is a presumption in favour of sustainable development (paragraph 11) which for decision-taking means that development proposals that accord with the development plan should be approved without delay.
- 4.14 Section 11 is concerned with making effective use of land, and paragraph 117 states how *“planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.”*
- 4.15
- 4.16 Paragraph 118 continues, stating that planning policies and decisions should *“give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs”*.
- 4.17 Paragraph 86 of the NPPF requires planning applications for main town centre uses that are not in an existing “town centre” or “edge of centre” location to be the subject of a sequential assessment. Annex 2 of the NPPF defines main town centre uses to include hotels, and the application site is located in a town centre location.

5 REASONED JUSTIFICATION

- 5.1 The existing Metropolitan Police Safer Neighbourhood Unit (formerly Class BI Use but now Class E Use) is vacant, and has been vacant for some time. An opportunity therefore exists to introduce a new town centre use to the location. Currently the unit isn't contributing to the street or to the function and vitality of the wider town centre (Uxbridge Metropolitan Centre).
- 5.2 Previously a BI Use, this type of use has been subsumed into the new Class E Use which includes a variety of 'town centre' uses, with the intention of allowing greater flexibility and movement between these compatible uses.
- 5.3 Were the proposed use - a ground floor breakfast bar / restaurant - an independent unit, then planning permission would not be required to change between different types of Class E Use (the vacant unit has reverted back to Class E Use in accordance with Condition 2 of the 2009 consent). However, because the proposed use is ancillary to the main hotel which it serves, planning permission is required to change the Class E floorspace into a C1 hotel use and an application is made accordingly.
- 5.4 The loss of the vacant unit and change of use of Class E floorspace to another town centre use is in accordance with all levels of planning policy. Currently the unit is not contributing to the town centre, and it is not the role of the planning system to protect vacant or underutilised floorspace; paragraphs 117 and 118 of the NPPF promote the sustainable reuse of land and buildings.
- 5.5 The change of use is required to support the viability of the existing hotel use, as part of the wider rebranding of the hotel.
- 5.6 Opening the unit as part of the hotel will enhance the character and function of the town centre in accordance with the NPPF, the London Plan, and Hillingdon's Local Plan.
- 5.7 By creating a new hotel lobby, breakfast bar / restaurant to the ground floor, the existing restaurant at second floor level can be converted to additional hotel bedrooms. 7 new rooms will be created by reconfiguring the floorspace within the hotel. No external changes are proposed, and planning permission is not required for these internal alterations because no change of use will occur – it is currently hotel floorspace and will remain as such.

- 5.8 New hotel floorspace and bedrooms are encouraged at all levels of planning policy in this location, including Local Plan Policy DME 5 and its supporting text. Specifically, it is a hotel growth location and an area towards which new hotel floorspace including bedrooms is directed in Hillingdon.
- 5.9 The new ground floor breakfast bar / restaurant will provide activity and vitality at ground floor level in this location, complementing and enhancing the Metropolitan Centre. It is a use that is well-suited to this location, which will introduce an active frontage and activity at ground floor level in accordance with Local Plan Policies DMTC 1 and DMTC 2.
- 5.10 Ultimately, by relocating the breakfast bar / restaurant to ground floor level, the proposed development will achieve the following benefits:
- Reuse of a vacant ground floor unit in a town centre
 - Creating an active frontage and introducing vitality and animation to the location
 - Creating 7 additional hotel bedrooms
 - Supporting the viability of the hotel

6 DESIGN AND ACCESS STATEMENT

- 6.1 No external elevational changes are proposed by this application, it is concerned solely with the change of use of the ground floor unit.
- 6.2 No physical changes to the existing access arrangements are proposed by this application, the existing entrances to the building will be utilised.
- 6.3 The current access to the police unit will become a new hotel entrance with the creation of a new hotel lobby internally, and the existing hotel entrance will be retained for use by the hotel but will become a secondary entrance/exit.

7 CONCLUSION

- 7.1 The ground floor unit at the Uxbridge Travelodge – formerly a Metropolitan Police Safer Neighbourhood Unit – currently sits vacant, and an opportunity therefore exists to increase the amount of hotel floorspace in order to support the viability of the hotel as part of the wider rebranding.
- 7.2 The change of use is in accordance with all levels of planning policy. Indeed, new hotel floorspace and bedrooms are explicitly encouraged in this Metropolitan Centre hotel growth location.
- 7.3 The ground floor unit is the ideal location for the new breakfast bar / restaurant as well as a new hotel lobby, and in doing so this new use within the hotel will introduce activity and vitality to this part of the street and town centre.
- 7.4 Relocating the restaurant from the second floor allows the creation of 7 new bedrooms, in accordance with the London Plan and Hillingdon's Local Plan.
- 7.5 For all of the above reasons, it is considered that planning permission should be granted for the change of use of the ground floor unit from Class E use to Class C1 hotel use.