

UTT/14/2812/OP - TAKELEY

MAJOR

PROPOSAL: Outline application with some matters reserved for the development of a hotel comprising 8,670 sqm of accommodation space (329 bedrooms) and associated parking and vehicle access

LOCATION: Land south west of Enterprise House, Stansted Airport

APPLICANT: Stansted Airport

AGENT: Stansted Airport (Mr A Andrew)

EXPIRY DATE: 22 December 2014

CASE OFFICER: Karen Denmark

1. NOTATION

1.1 Within Development Limits/Policy AIR1: Development in the Terminal Support Area.

2. DESCRIPTION OF SITE

2.1 The application site is located to the south west of Enterprise House. It comprises the majority of what is currently the upper section of the staff car park, which currently accommodates 339 car parking spaces. There are some small trees planted within the car parking area but these are still very immature. To the North West boundary is the operational airfield. To the north east are Enterprise House, a glazed office building, and then the terminal building. To the south west is the lower section of the staff car park and the control tower beyond. To the south east are Bassingbourn Road and Coopers End Road/Terminal Road North, with the railway line running between the two roads. There is a grassed area and footpath along the south eastern side of Bassingbourn Road. There is a "temporary" staircase providing pedestrian access to the operational level of the terminal building and the bus station.

3. PROPOSAL

- 3.1 The proposal relates to an outline application for the erection of a 329 bedroom hotel with associated parking and vehicle access. The matters to be reserved are appearance and landscaping. The matters to be considered now are access, scale and layout.
- 3.2 The drawings indicate that the proposed scale of the hotel would be approximately 34.25m to the road frontage. It is indicated as having a depth of around 72.5m and a maximum height of 23.9m. The proposed height would match that of the existing terminal building.
- 3.3 The proposed layout of the site indicates that the proposed hotel would be located adjacent to Enterprise House. It would be a U-shaped building with the recessed area forming the frontage to the hotel. The depth of the building would be slightly greater than Enterprise House with the hotel sitting slightly forward and beyond the side elevations of Enterprise House. The proposed service yard would be located to the

rear of the building, adjacent to Enterprise House. The layout indicates that there would be 170 car parking spaces, including 10 disabled spaces.

- 3.4 The proposed ground floor would accommodate a gym, 5 meeting rooms and a break-out meeting room, administration areas, linen and housekeeping, kitchen and stores, staff dining and changing areas, plant room, toilets, lifts, a lounge, reception and public areas (restaurant). It is proposed that there would be 7 additional floors, each with 47 bedrooms. Each floor would also have a linen store.
- 3.5 The access is shown as being at the north-western corner of the site ensuring that the entrance and exit to the site are located prior to the barriers controlling vehicular access to the front of the terminal building.
- 3.6 Appearance is a matter that will be reserved until such time an operator has been selected. The Design and Access Statement includes images from other hotels within the airport boundary as an indication of potential appearance approaches.
- 3.7 Landscaping is also a matter to be reserved and indicative details indicate replacement tree planting within the car park.

4. APPLICANT'S CASE

4.1 The application is accompanied by the following documents:

- Design and Access Statement
- Planning Statement
- Preliminary Ecological Appraisal Report
- Drainage Rationale
- Transport Statement
- Travel Plan

4.2 Summary and Conclusion of Planning Statement:

- It is proposed to develop the hotel to add supply to the on-site airport stock in order to meet an identified need and to provide additional competition and choice for passengers. There are no sequentially preferable locations for a hotel that is terminal linked. Given the airport is planned to grow to 35 million passengers and it has returned to annual passenger growth, the hotel will add much needed ancillary infrastructure capacity, without having a significantly adverse impact on any local centre.
- It has been demonstrated that the development has no significant environmental effects. Some short term impacts of lost landscaping will be redressed by replacement landscaping, designed to reflect the high quality development proposed.
- The parameters of the design, set by the scale and layout of the details submitted as part of this outline application, provides for a building that will fit within the scale and visual setting created by the existing buildings close to the application site; namely the terminal. Although appearance and landscaping remain reserved, significant design cues have been adopted into the proposal to ensure compliance with the relevant design conditions that apply.
- The development of the hotel is therefore wholly consistent with adopted and emerging local policy and reflects the aims of the airport as set out in its emerging Sustainable Development Plan.

- As such, with respect of the planning policies contained within the adopted 2005 Local Plan and the submission draft 2014 Local Plan as well as the policies and principles of the NPPF, outline planning permission should be granted.

5. RELEVANT SITE HISTORY

- 5.1. There are numerous planning applications relating to Stansted Airport. In terms of this particular site, planning permission has been granted on appeal for an office building under reference UTT/0717/06/FUL (Generation 1). This has a condition restricting the height to no more than 18m above existing ground levels.

6. POLICIES

6.1 National Policies

- National Planning Policy Framework

6.2 Uttlesford District Local Plan 2005

- Policy S4: Stansted Airport Boundary
- Policy GEN1: Access
- Policy GEN2: Design
- Policy GEN3: Flood Protection
- Policy GEN7: Nature Conservation
- Policy GEN8: Vehicle Parking Standards
- Policy E3: Access to Workplaces
- Policy ENV10: Noise Sensitive Development and Disturbance from Aircraft
- Policy LC2: Access to Leisure and Cultural Facilities
- Policy AIR1: Development in the Terminal Support Area

6.3 Uttlesford District DRAFT Local Plan

- Policy SP4: Land within the Airport
- Policy SP12: Accessible Development
- Policy DES1: Design
- Policy EN6: Minimising Flood Risk
- Policy EN7: Surface Water Flooding
- Policy SP11: Protecting the Natural Environment
- Policy NE1: Protecting and Enhancing the Natural Environment
- Policy TA1: Vehicle Parking Standards
- Policy EN5: Noise Sensitive Development
- Policy Stansted Airport 2: Development in the Terminal Support Area

7. PARISH COUNCIL COMMENTS

- 7.1 Takeley Parish Council would advocate further consideration to be made regarding parking provisions. Will existing parking facilities be replaced and additional spaces created for the increase in visitors. Staff parking should be provided before the hotel is in operation.

8. CONSULTATIONS

Environment Agency

- 8.1 The site is less than 1 hectare and is not in a flood zone. Assessment of the surface water management is therefore for the lead local flood authority.

Airside OPS Limited

- 8.2 Proposed development could conflict with safeguarding criteria unless any planning permission granted is subject to conditions requiring the submission of a Construction Management Strategy, and a Bird Hazard Management Plan.

Natural England

- 8.3 No objections in relation to potential impacts on Elsenham Woods Site of Special Scientific Interest. Refer to Standing Advice for Protected Species.

Thames Water

- 8.4 With regard to sewerage infrastructure capacity, we would not have any objection to the above planning application.

Network Rail

- 8.5 No observations to make.

ECC Highways

- 8.6 Proposals are acceptable subject to membership of the existing airport wide travel plan.

ECC Ecology

- 8.7 The site has little ecological value, comprising mostly of hard standing. Therefore have no objections.

NATS

- 8.8 The development as proposed is predicted to have a detrimental impact on the operation of the NERL air-ground-air communications systems at Stansted Airport. Accordingly NATS objects to the proposal.
- 8.9 Response from 24 October: NATS (En-Route) PLC objected to the proposal as a preliminary assessment showed that the development had the potential to cause an adverse impact. This impact was upon its aeronautical communications equipment located at Stansted but used to provide a service from the London Control Centre based at Swanwick in Hampshire. The objection was based on the standard CAA guidance and a number of assumptions around the Stansted installation which was only recently transferred to NATS. Following confirmation of characteristics of the specific installation and a recent site visit, a further technical assessment was carried out. This assessment has shown that the impact of the development is acceptable. As such, NATS (En Route) PLC wishes to withdraw its objection to the proposed development.

Access and Equalities Officer

- 8.9 Usual requirements to comply with Part M of the Building Regulations and to ensure level access into the site.

ECC Education

- 8.10 Financial contributions will be required for early years and childcare education provision.

Highways Agency

- 8.11 Directs that planning permission not be granted until after 21 November 2014.

9. REPRESENTATIONS

- 9.1 This application has been advertised and 2 letters of representation have been received. Notification period expired 23 October 2014.
- 9.2 Vice Chairman of Uttlesford Area Access Group: In the Design and Access Statement it is said that the developers and/or their agents would be willing to meet with and discuss design in relation to accessibility with any nominated access group. UAAG as the local group would welcome this opportunity and would ask that the planning authority make the applicants aware of this.
- 9.3 Holiday Inn Express wish to register a holding objection. There are serious consequences for local employment within existing hotels serving the airport at a time when there is questionable need for additional hotel capacity. Also have concerns about the substance of the application and the extent to which it is valid.

10. APPRAISAL

The issues to consider in the determination of the application are whether:

- A The development of a hotel in this location is appropriate (ULP Policies S4, AIR1, ENV10; NPPF; DLP Policies SP4, Stansted Airport 2, EN5)**
 - B The scale and layout of the proposals is acceptable (ULP Policy GEN2; DLP Policy DES1)**
 - C Access and parking issues are acceptable (ULP Policies GEN1, GEN8, E3, LC2; DLP Policies SP12, TA1)**
 - D Whether there are any potential flood risk issues (ULP Policy GEN3; DLP Policies EN6, EN7; NPPF)**
 - E Whether there are any potential ecological issues (ULP Policy GEN7; DLP Policies SP11, NE1; NPPF)**
 - E Any other material conditions**
- A The development of a hotel in this location is appropriate (ULP Policies S4, AIR1, ENV10; NPPF; DLP Policies SP4, Stansted Airport 2, EN5)**
- 10.1 The application site is located within the airport boundary adjacent to Enterprise House. Policy S4 permits development directly related or associated with Stansted Airport. Policy AIR1 sets out the types of development that would be acceptable in the Terminal Support Area, including a hotel. Draft Local Plan Policy SP4 supports airport related

development where the land is used efficiently. Draft Policy Stansted Airport 2 reiterates the adopted policy AIR1.

- 10.2 The proposal relates to the erection of a hotel, a use clearly associated with the airport and its operations. It is intended that the airport would be “terminal linked” by a pedestrian walkway and lift. The walkway would utilise an existing grass verge adjacent to the site and Enterprise House, running alongside Bassingbourn Road.
- 10.3 The scale of the proposed hotel is indicated as being 23.9m, the same height as the existing terminal building, but 8m higher than Enterprise House. Planning permission has previously been granted for an office building on this site, subject to a height restriction of 18m.
- 10.4 Although there is an 8m difference in height between Enterprise House and the terminal building, due to the scale of the buildings and the separation distance this is not immediately apparent in views of the buildings. It is acknowledged that a taller structure immediately adjacent to Enterprise House will appear noticeably taller in some views. However, given the scale of the buildings this should not appear to be overbearing or dominant. In addition, the taller structure allows for a more efficient use of land and allows the hotel to have a smaller footprint.
- 10.5 The site is located in very close proximity to the boundary with the airside section of the airport. As such the location is subject to significant noise levels. This would not preclude the construction of a hotel in this location. However, the design and construction of the building would need to be led by an appropriate acoustic report to ensure that users would not be adversely affected by noise.

B The scale and layout of the proposals is acceptable (ULP Policy GEN2; DLP Policy DES1)

- 10.6 As discussed in paragraph 10.3 above, the proposed building would be 8m taller than Enterprise House. There would be approximately 11m separation distance between the two buildings. Enterprise House is an office building and therefore there are no habitable rooms that would be adversely affected by the proposals. The scale of the building is therefore considered appropriate.
- 10.7 Appearance is a reserved matter until such time an operator has been selected. The indicative information in the Design and Access Statement shows the range of styles incorporated into the existing hotels within the airport. It is considered that the proposed development should be in keeping with Enterprise House and the terminal.

C Access and parking issues are acceptable (ULP Policies GEN1, GEN8, E3, LC2; DLP Policies SP12, TA1)

- 10.8 Access to the site would be via a new access point prior to the barriers on Bassingbourn Road. No objections are raised in respect of the location or design of the access point.
- 10.9 The building will be required to have level access and full access for all potential users, including those with limited mobility. The plans indicate a level access from the car parking area. Disabled car parking spaces are proposed within 5m of the main entrance to the building. Lifts are shown to each floor and there are disabled toilets and hotel rooms included within the scheme. The Design and Access Statement states a desire to work with the Uttlesford Area Access Group in drawing up the final details and it has been confirmed that UAAG would welcome the opportunity to do so.

10.10 The application site currently forms part of the staff car park and this would result in the loss of 340 spaces, although 170 would be retained for use for the proposed hotel. The loss of staff car parking is an issue that is proposed to be addressed by creating a decked car park on the lower section of the existing car park. These details have been submitted under permitted development. Subject to the works under permitted development being carried out prior to the commencement of work on this proposal it is considered that there are no issues in relation to parking and the proposals comply with policy.

D Whether there are any potential flood risk issues (ULP Policy GEN3; DLP Policies EN6, EN7; NPPF)

10.11 The existing site is hardstanding, except for a few immature trees. The proposed development would not significantly increase the flood risk within the site or on adjoining land. The airport has its own integrated drainage system and there is adequate capacity within this to accommodate the surface water drainage. It is considered that the proposals are acceptable.

E Whether there are any potential ecological issues (ULP Policy GEN7; DLP Policies SP11, NE1; NPPF)

10.12 The proposals would involve the loss of trees within the site. These are immature trees and do not provide any potential habitat for protected species. The existing site is hardstanding and as such is unlikely to provide any suitable habitats. The proposals are in accordance with policy.

E Any other material conditions

10.13 The Highways Agency has placed a Holding Directive on the application stating that no decision can be made before 21 November 2014. However, following conversations with the Highways Agency it is understood that there are no objections in principle to the proposals.

11. CONCLUSION

The following is a summary of the main reasons for the recommendation:

- A The principle of a building on this site has previously been agreed, subject to a condition restricting the height to 18m. Whilst this proposal would be for a taller building it is considered that the visual impact would be acceptable and it allows for more efficient use of land.
- B The scale of the building is acceptable and the design concepts shown in the Design and Access Statement are likely to be appropriate, but appearance is a reserved matter.
- C The access and parking arrangements are considered appropriate, subject to the works to the staff car park, which are permitted development, are carried out prior to work commencing on site.
- D There are no flood risk issues arising from the proposals.
- E There are no ecological issues arising from the proposals.

RECOMMENDATION subject to the removal of the Holding Objection from the Highways Agency – CONDITIONAL APPROVAL

Conditions/reasons

1. Approval of the details of the landscaping and appearance (hereafter called "the Reserved Matters") shall be obtained from the Local Planning Authority in writing before development commences and the development shall be carried out as approved.

REASON: To comply with the provisions of Article 3 of the Town and Country Planning (General Development Procedure) Order 1995 and Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. (A) Application for approval of the Reserved Matters shall be made to the Local Planning Authority not later than the expiration of 3 years from the date of this permission.

(B) The development hereby permitted shall be begun no later than the expiration of 2 years from the date of approval of the last of the Reserved Matters to be approved.

REASON: To comply with the provisions of Article 3 of the Town and Country Planning (General Development Procedure) Order 1995 and Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

3. Prior to the commencement of the development hereby permitted a construction management strategy shall be submitted to and approved in writing by the Local Planning Authority covering the application site and any adjoining land which will be used during the construction period. Such a strategy shall include the following matters:
 - *details of cranes and other tall construction equipment (including the details of obstacle lighting) – Such schemes shall comply with Advice Note 4 ‘Cranes and Other Construction Issues’(available at www.aoa.org.uk/policy-campaigns/operations-safety/).*
 - *control of activities likely to produce dust and smoke etc.*
 - *details of temporary lighting – Such details shall comply with Advice Note 2 ‘Lighting Near Aerodromes’ (available at www.aoa.org.uk/policycampaigns/operations-safety/).*
 - *control and disposal of putrescible waste to prevent the attraction of birds*

The approved strategy (or any variation approved in writing by the Local Planning Authority) shall be implemented for the duration of the construction period.

REASON: To ensure that construction work and construction equipment on the site and adjoining land does not breach the Obstacle Limitation Surface (OLS) surrounding Stansted Airport and to ensure that the development does not endanger the safe movement of aircraft or the operation of Stansted Airport through interference with communication, navigational aids and surveillance equipment.

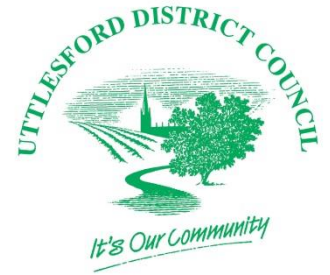
4. Prior to the commencement of the development hereby permitted a Bird Hazard Management Plan shall be submitted to and approved in writing by the local planning authority. The submitted plan shall include details of the management of any flat/shallow pitched roofs on buildings within the site which may be attractive to nesting, roosting and “loafing” birds. The management plan shall comply with Advice Note 8

'Potential Bird Hazards from Building Design' (available at www.aoa.org.uk/policy-campaigns/operation-safety). The Bird Hazard Management Plan shall be implemented as approved on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the local planning authority.

REASON: It is necessary to manage the site in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Stansted Airport.

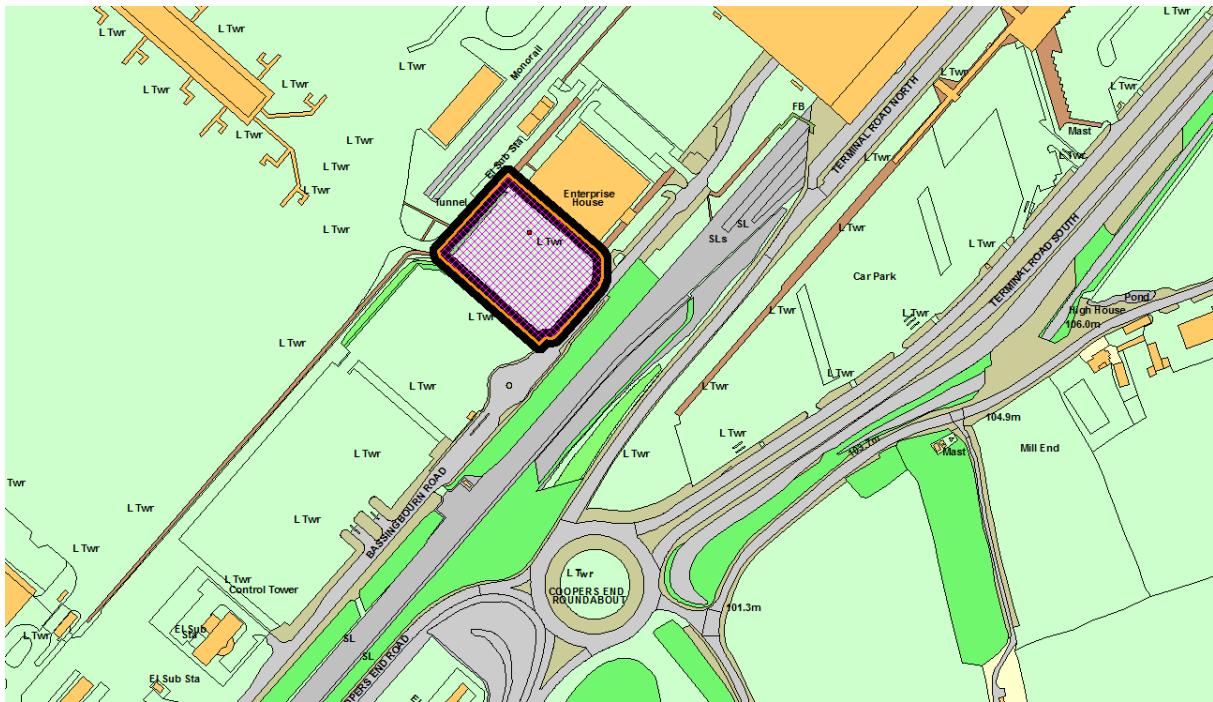
5. No works relating to the construction of the hotel hereby permitted shall be commenced until such time the works to the staff car park as shown on drawing no 7369-L(00)80A, dated 24 September 2014, contained in the document "Design Proposals for the Vertical Circulation Core and Horizontal Walkway" have been carried out and made available for staff use.

REASON: To ensure there is adequate parking within the airport boundary in the interests of highway safety, in accordance with Uttlesford Local Plan Policy GEN1.



Application No.: UTT/14/2812/OP

Address: Land South West of Enterprise House Stansted Airport



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Organisation: Uttlesford District Council

Department: Planning

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