

## UTT/15/1036/FUL – TAKELEY

(MAJOR)

**PROPOSAL:** Development is an eight storey, 12,842sqm (GEA) quality hotel consisting of a net accommodation area of 8,159sqm, with ancillary restaurant and gym, vehicle parking and access

**LOCATION:** Land south west of Enterprise House, Stansted Airport, Takeley

**APPLICANT:** Terrace Hill (Property Developments) No 2 Limited

**AGENT:** Mr Alistair Andrew (Stansted Airport)

**EXPIRY DATE:** 9 July 2015

**CASE OFFICER:** Karen Denmark

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### **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 the erection of an 8 storey terminal linked quality hotel. The frontage would be approximately 65m and the depth of the building would be approximately 32.8m. The height of the building would be 24.2m, with the associated plant equipment on the roof taking the overall height to 26m.

3.2 The proposed building would have its frontage parallel to Bassingbourn Road. It would be a U shaped building, with the upper floors recessed to form the U shape. It would be a series of modular bays, taking its design inspiration from the adjoining office building, Enterprise House, and the terminal. The finish of the building would be a ceramic granite rain screen system with a stone finish.

3.3 The proposed capacity of the hotel would be 360 bedrooms. In addition ancillary facilities would be provided on the ground floor. This would include meeting rooms, breakfast area, a living zone, gathering zone, working zone, toilets, food preparation and storage areas, general housekeeping, staff locker and break rooms, toilets and ancillary storage areas. A gym is proposed on the first floor. Each floor would have

fully accessible rooms and there would be 3 lifts for customer use, plus a staff lift in another area of the building.

- 3.4 The proposal would result in the loss of 339 staff car parking spaces, but 150 would be created for the proposed hotel use. The loss of the staff car parking spaces has previously been dealt with in relation to the outline consent granted under reference UTT/14/2812/OP, and as amended by UTT/14/3730/FUL. Replacement staff car parking would be provided under permitted development rights on land between the end of the existing car park and the control tower. However, should this replacement car parking not be available at the time work commences on the proposed hotel then alternative parking arrangements would be made on another part of the airport site and a shuttle bus provided for staff. However, control over this aspect is outside of the control of the applicant in respect of this application.
- 3.5 It is proposed that there would be a pedestrian link from the existing staff car park, through the site and through to Enterprise House. A further pedestrian link would be created to the proposed covered walkway to the terminal building. The covered walkway would be provided under permitted development rights by the airport operator.
- 3.6 The proposed hotel would have 150 parking spaces, including 10 disabled spaces. Parking spaces will need to be pre-booked and by proposed customers and if none are available they would be directed to other parking options within the airport.
- 3.7 Vehicular access into and out of the site would be from Bassingbourn Road, prior to the barriers to the secure area on the approach to the terminal building. There would be a drop-off point in front of the building for coaches or other users of the hotel who may have mobility issues.

#### **4. APPLICANT'S CASE**

4.1 The application has been submitted accompanied by the following documents:

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

4.2 Summary and conclusions 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 design of the hotel will fit within the scale and visual setting created by the existing buildings close to the application site; particularly the terminal. Design cues

have been adopted into the proposal to ensure compliance through material selection and elevation detailing.

- The development of the hotel is wholly consistent with the adopted local policy and reflects the aims of the airport as set out in its Sustainable Development Plan.
- As such, with respect of the planning policies contained within the 2005 Local Plan as well as the policies and principles of the NPPF, full planning permission should be granted.

## **5. RELEVANT SITE HISTORY**

- 5.1 UTT/14/3730/FUL: Application to vary condition 5 (staff parking arrangements) of planning permission UTT/14/2812/OP (Outline application with some matters reserved for the development of a hotel comprising 8,670sqm of accommodation space (329 bedrooms) and associated parking and vehicle access) to include the concluding phrase "or until other temporary arrangements have been made available for the use of staff car parking to accommodate the lost staff spaces, which shall be available until the replacement staff car park is complete". Conditionally approved 13 March 2015.
- 5.2 UTT/14/2812/OP: Outline application with some matters reserved for the development of a hotel comprising 8,670sqm of accommodation space (329 bedrooms) and associated parking and vehicle access. Conditionally approved 17 November 2014.

## **6. POLICIES**

### **6.1 National Policies**

National Planning Policy Framework

### **6.2 Uttlesford District Local Plan 2005**

AIR1 - Development in the Terminal Support Area

GEN1 - Access

GEN2 - Design

GEN3 - Flood Protection

GEN7- Nature Conservation

GEN8 -Vehicle Parking Standards

E3 - Access to Workplaces

ENV10 - Noise Sensitive Development and Disturbance from Aircraft

LC2 - Access to Leisure and Cultural Facilities

LC5 - Hotel and Bed and Breakfast Accommodation

## **7. PARISH COUNCIL COMMENTS**

- 7.1 Takeley Parish Council are disappointed with the uninspiring design of this prominent building. If approved request conditions/measures to ensure that light pollution is minimized.

## **8. CONSULTATIONS**

### **Environment Agency**

- 8.1 No comment.

### **ECC Ecology**

- 8.2 No objections. The site is already developed and is therefore dominated by built form and habitats of negligible ecological interest.

### **ECC Highways**

- 8.3 From an highway and transportation perspective the impact of the proposal is acceptable to the Highway Authority subject to a condition requiring the development to join the airport wide travel plan.

### **ECC Education**

- 8.4 Early years and childcare places in surrounding wards are at over 80% capacity. Request financial contribution for additional places.

### **ECC Minerals and Waste**

- 8.5 No comments.

### **ECC Flood and Water Management**

- 8.6 Holding objection due to inadequate drainage strategy.
- 8.7 Revised comments: Having reviewed the drainage responses that were submitted answering our earlier objection, we now consider that full planning permission could be granted to the proposed development. The drainage from the proposed hotel building will be connected to the existing on-site drainage system coupled with the use of rainwater harvesting techniques, with the water re-used in the hotel. This will ultimately reduce the volume of water discharged into the existing drainage network. The on-site drainage system will continue to be maintained by the airport management company.

### **Highways England**

- 8.8 No objection.

### **NATS Safeguarding**

- 8.9 The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. No objections to the proposal.

### **Airside OPS Limited**

- 8.10 The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to conditions relating to the submission of a construction management strategy and a bird hazard management plan.

### **Network Rail**

- 8.11 No objection or further observations.

## Thames Water

- 8.12 With regard to sewerage infrastructure capacity, we would not have any objection to the proposal.

## Access Officer

- 8.13 The Design and Access Statement makes some strong commitments on inclusive design and as long as this is adhered to within the design and construction there are no issues.

## 9 REPRESENTATIONS

- 9.1 This application has been advertised and one representation has been received. Notification period expired 15 May 2015.
- Take it application is merely a formality and objecting is futile
  - An eight storey hotel would be totally out of place
  - Would reduce visibility from control tower
  - Would deprive key workers of their car park and consume ever more resources
  - Noise – seems impossible that any materials could block the sound of runway from guests
  - If design is similar to recent hotel facing A120 it will be an eyesore for generations to come

## 10 APPRAISAL

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

- A The development of a hotel in this location is appropriate (ULP Policies S4, AIR1, ENV10; NPPF)
- B The scale and layout of the proposals is acceptable (ULP Policy GEN2)
- C Access and parking issues are acceptable (ULP Policies GEN1, GEN8, E3, LC2)
- D Whether there are any potential flood risk issues (ULP Policy GEN3; NPPF)
- E Whether there are any potential ecological issues (ULP Policy GEN7; NPPF)
- E Any other material conditions

### **A The development of a hotel in this location is appropriate (ULP Policies S4, AIR1, ENV10; NPPF)**

- 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.
- 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 24.3m, increasing to 26m when the rooftop plant is taken into consideration, fractionally higher than the existing terminal building, but 8.4 – 10.1m higher than Enterprise House. Outline planning

permission has previously been granted for a hotel on this site, with the scale of the building being set at 23.9m.

- 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. The original outline consent related to a hotel that would have been side on to the airfield. This revised layout now has the hotel with its rear elevation to the airfield. This creates a buffer zone between the airfield and the nearest elevation of the hotel and helps reduce the impact of noise pollution.

**B The scale and layout of the proposals is acceptable (ULP Policy GEN2)**

- 10.6 As discussed in paragraph 10.3 above, the proposed building would be between 8.4 and 10.1m 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 The reorientation of the proposed hotel, compared to that granted outline planning permission, results in a building having a defined road frontage. This would be on the same orientation as Enterprise House and the terminal building and would respond better to the street scene.
- 10.8 The proposed building has drawn on design cues from Enterprise House and the terminal building by being a building with modular bays. It is proposed to clad the building with ceramic granite, a type of material that would be in keeping with the design of nearby buildings.

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

- 10.9 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.
- 10.10 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 10m of the side entrance to the building. Lifts are shown to each floor and there are disabled toilets and hotel rooms included within the scheme
- 10.11 The application site currently forms part of the staff car park and this would result in the loss of 339 spaces, although 150 would be retained for use for the proposed hotel. The loss of staff car parking is an issue that has previously been addressed under application reference UTT/14/3730/FUL. The owners of the airport have informed the Council of their intention to construct replacement staff car parking in the area around

the control tower under permitted development rights. However, should this not be completed prior to work commencing on the approved hotel development alternative arrangements have been granted consent. This would involve the use of an area of hardstanding to the north of the runway with a shuttle bus service.

10.12 Parking provision for hotels are maximum standards which is 1 space per bedroom. However, in this instance consideration must be given to the location of the hotel and its function as a terminal linked facility. The airport has a sustainable transport strategy which encourages people to use public transport to access the site. The hotel is within walking distance of the train station and bus station and is most likely to be used by people staying over prior or after their flight.

10.13 The Design and Access Statement sets out the policy for the proposed hotel in allocating parking. Parking would be required to be booked at the same time as the room and would be available on a first come first served basis. Should parking spaces not be available the proposed customers would be directed to on-airport parking provision. On this basis it is considered that the proposed parking provision would be appropriate and in accordance with Policy GEN8.

#### **D Whether there are any potential flood risk issues (ULP Policy GEN3; NPPF)**

10.14 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 and in accordance with Policy GEN3.

#### **E Whether there are any potential ecological issues (ULP Policy GEN7; NPPF)**

10.15 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 GEN7.

#### **F Any other material conditions**

10.16 Essex County Council Education has requested a financial contribution towards additional early years and child care provision in the locality. However, it should be noted that this requirement was not part of the outline planning permission previously granted. As such it would not be appropriate to request the financial contribution in respect of this proposal.

### **11. CONCLUSION**

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

A The principle of a hotel on this site has previously been agreed, with the outline planning permission setting the height at 23.9m. Whilst this proposal would be for a taller building it is considered that the visual impact would be acceptable and no adverse amenity issues would arise as a result.

B The scale and location of the building are acceptable. It is considered that the design concept and proposed materials would be appropriate and comply with policy.

- 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. Failing this, the alternative arrangements for parking as agreed under planning application UTT/14/3730/FUL must be put into place.
- D There are no flood risk issues arising from the proposals.
- E There are no ecological issues arising from the proposals.

## 12. RECOMMENDATION – CONDITIONAL APPROVAL

### Conditions/reasons

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

REASON: In order to comply with Section 91 (1) and (2) of the Town and Country Planning Act 1990 (as amended).

2. 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/](http://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/policy-campaigns/operations-safety/](http://www.aoa.org.uk/policy-campaigns/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.

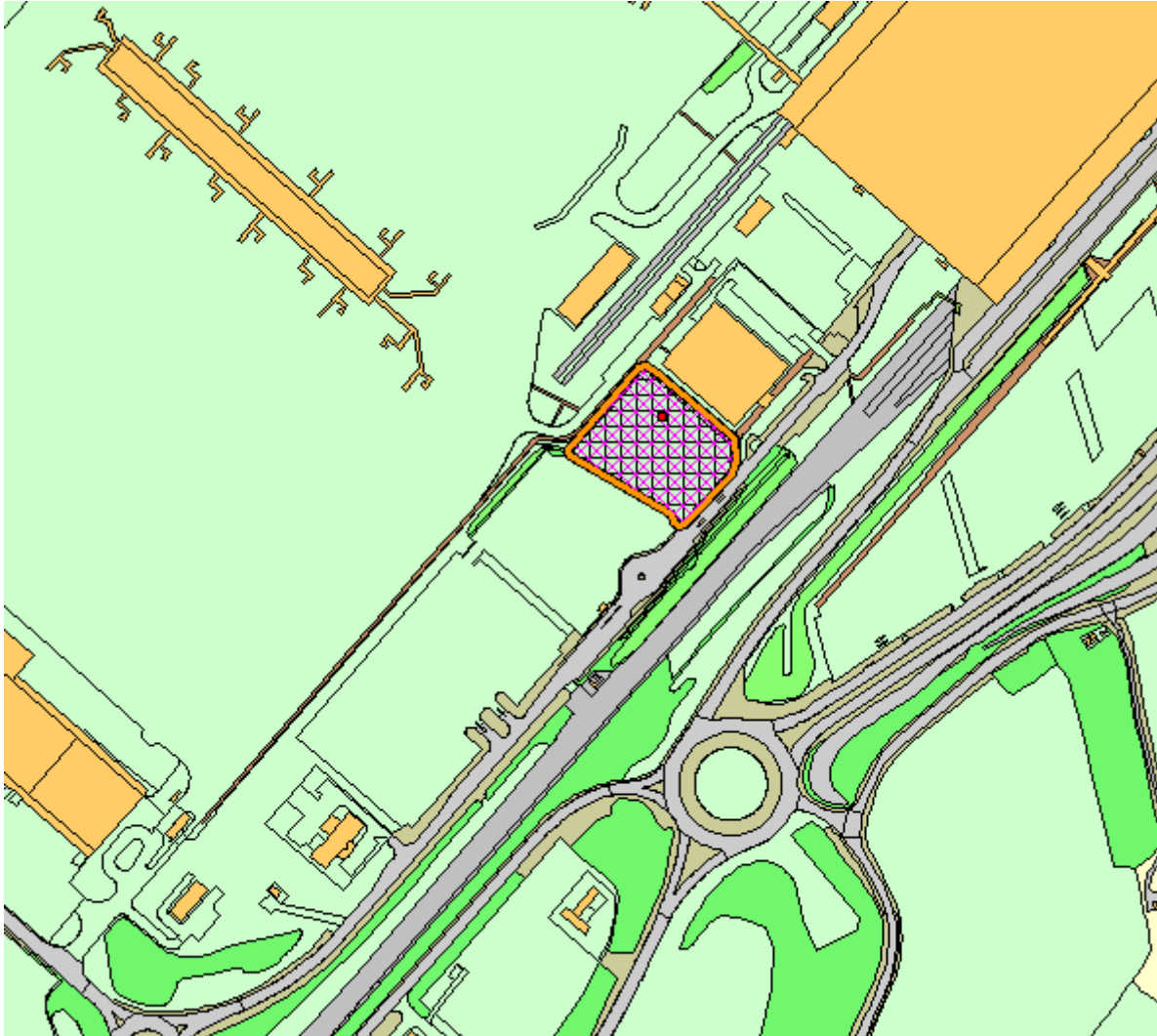
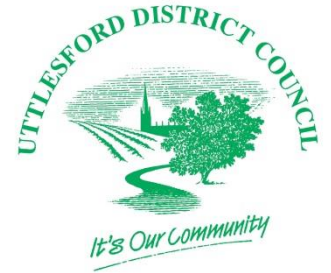
3. Prior to the commencement of the development hereby permitted a Bird Hazard Management Plan shall be submitted to and approved in writing by the local planning authority. The submitted plan shall include details of the management of any flat/shallow pitched roofs on buildings within the site which 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/](http://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.

Application no.: UTT/15/1036/FUL

Address: Land West of Enterprise House, Stansted Airport



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Organisation: Uttlesford District Council

Department: Planning

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