

TWC/2016/0646

Land fronting Southwater One, Park Avenue, Southwater, Telford Town Centre, Telford, Shropshire

Erection of hotel (Use Class C1) with ground floor bar/restaurant (use class A3 or A4) and provision of multi-function open space area together with associated hard and soft landscaping, disabled parking and ancillary works

APPLICANT

Telford & Wrekin Council

RECEIVED

20/07/2016

PARISH

Great Dawley

WARD

Malinslee and Dawley Bank

OFFICER Steven Drury

1.0 PROPOSAL

- 1.1 This application seeks full planning permission for the erection of a 68 bedroom hotel with bar/restaurant (Use Class A3/A4) at ground floor level and the provision of an enhanced area of public open space on land to the south of Southwater Way, Telford, TF3 4JQ. The development will also include the provision of an electric substation building, 4 disabled parking spaces and associated hard and soft landscaping and ancillary works.
- 1.2 The proposed development represents Phase 2 of the wider Southwater development, providing a new hotel, bar/restaurant and multifunctional open space.
- 1.3 The application is supported by the following documents:
 - Design and Access Statement.
 - Transport Statement.
 - Flood Risk Assessment & Drainage Strategy.
 - Protected Species Scoping Survey Report.
 - Stability Declaration Form.
 - Report on Existing Noise Climate.
 - Air Quality Assessment.
 - BREEAM 2014 Pre-Assessment.
 - Phase I and Phase II Ground Investigation Report.
- 1.4 The proposed hotel will be five storeys, containing 68 bedrooms, comprising 31 family rooms, 33 double rooms and four accessible rooms all en-suite. The hotel entrance is on the north side fronting Main Street. The hotel floorspace extends to approximately 2,442 sqm GIA.
- 1.5 At ground floor (and first floor mezzanine level) a bar/restaurant of 323sqm is proposed with separate entrances to the hotel fronting the lake and Southwater Square to the North West. An outdoor seating area is also proposed along the south and west facing elevations.

- 1.6 The enhanced public open space area will be created at the west end of the hotel building and will form an extension of the existing Southwater Square. Precise details of the layout and content of the open space are still being drawn up but a preferred option has been chosen following a public consultation event held over the summer. Precise details and have not been provided as part of this application which simply seeks to obtain permission 'in principle' for the retention of this area as an enhanced area of open space. Details will then be finalised as part of a discharge of conditions application. Indicative details have, however, been provided for information purposes only.

2.0 SITE AND SURROUNDINGS

- 2.1 The site is located within Telford Town Centre and comprises part of the wider Southwater Masterplan Site. The Southwater development currently comprises a mixture of uses including leisure, recreation, food, drink, a hotel and library.
- 2.2 The site currently forms a grassed area to the north of Southwater Lake and to the south of Coal Bar & Grill, Wildwood Kitchen and Four Corners World Buffet restaurants, Bowling Alley and the Telford Ice Rink. The site is surrounded by hard surfacing, public realm and pedestrianised routes including Southwater Way to the north which serves as the main pedestrian thoroughfare connecting the Southwater development with the Telford International Centre to the east. Whilst the grassed section to the west is fairly level, the land to the east falls away steadily where it meets the route of the Silkin Way.
- 2.3 The original masterplan for the Southwater development identified twelve development zones, each of which were allocated for specific development types. The proposed site is located within Zone 5 which was earmarked for up to 17,780 sq metres of development comprising office accommodation, A1 retail, A2 professional services, A3 Restaurants and A4 drinking establishments. Reserved matters approval was obtained in 2010 for an 8,364 sq metre development comprising 7,739 sq metres of civic offices and 625 sq metres of A1, A2, A3 and A4 uses, however, this development has never been implemented and the decision was taken to provide a temporary grassed area alongside Southwater Lake, in anticipation of development coming forward at a later stage.
- 2.4 Restricted vehicular access can be taken directly from Southwater Way which links to the main highway at St Quentin's Gate, to the north east of the site.

3.0 RELEVANT PLANNING HISTORY

Application Site

- 3.1 W2009/0914 - Outline planning application with means of access (part) for a mixed use development comprising Offices and Civic offices (B1a/sui generis); Residential (C3) (up to 330 units); Retail, Cafes/Restaurants, Financial and Professional Services, Drinking Establishments (A1,A2,A3,A4); Learning and Media Centre (to include the replacement of Meeting Point

House), Leisure Pool, Cinema, Hotels, Energy Centres, Conference and Event facilities including outdoor events space and a Medical Centre (C1, D1, D2 and sui generis); associated landscape improvements to the public realm, replacement and construction of Southwater Lake, boundary treatment and new and reconfigured access; construction of basement, undercroft, surface and multi storey car parking; and all associated and ancillary works. Retention, refurbishment and extension of the existing ice rink building and extension to bowling and bingo building. Retention of existing hotels (the Holiday Inn and International Hotel) and Event Centre – Granted 17th June 2010

- 3.2 TWC/2010/0564 - Approval of Reserved Matters for erection of new Civic Offices (comprising Sui Generis, Classes A1, A2, A3 and A4 uses), external landscaping and associated public realm works, cycle parking facility and lake – Granted 15th October 2010

Southwater

- 3.3 TWC/2010/0446 - Engineering operations comprising foul and surface water drainage works and the draining of Southwater lake, earthworks to facilitate a Main Street and new Southwater lake, demolition of Spout Farm House and the Town Park Ranger Base, Highways improvements to existing and reconfigured accesses, replacement and creation of surface car parking, landscaping, retaining structures and all associated and ancillary works – Granted 28th October 2010
- 3.4 TWC/2011/0037 - Provision of public realm improvements to facilitate a new main street, new public squares and access to include street furniture, CCTV, lighting, flagpoles, boundary treatments, landscape improvements and water features and associated and ancillary works – Granted 10th March 2011.
- 3.5 TWC/2012/0008 - Demolition of existing buildings and the redevelopment of the site to provide a hotel, cinema, class A3/A4 floorspace, multi storey car park, class A1/A2/A3/B1 unit within the multi storey car park, replacement surface car park, public realm improvements and associated works including highway works – Granted 08/03/2012.
- 3.6 TWC/2012/0472 - Erection of a mixed use building incorporating First Point (A2), Library (D1), restaurants and cafes (A3) and flexible office space (A2 & B1) for a range of community, voluntary or public sector uses and associated public realm (Reserved Matters Application) – Granted 18th June 2012

4.0 PLANNING POLICY CONTEXT

- 4.1 National Guidance:
National Planning Policy Framework
- 4.2 Telford & Wrekin Core Strategy:
CS3: Telford
CS4: Central Telford
CS15 Urban Design

- 4.3 Saved Wrekin Local Plan Policies:
 - EH7: Contaminated Land
 - EH14: Land Stability
 - UD2: Design Criteria
 - UD4: Landscape Design
 - TC1: Town Centre
 - TC3: Leisure Uses and A3 Uses
 - TC4: Mixed Use Development
 - TC14: Town Centre Design

- 4.4 Central Telford Area Action Plan (CTAAP):
 - SA2: Southwater
 - CT1: Mixed Use
 - CT6a: Leisure, Culture and Tourism
 - CT6b: Establishing an Evening and Night Time Economy
 - CT6c: Managing the Evening and Night Time Economy
 - CT14: Environmentally Sustainable Buildings
 - CT15: Design
 - CT17: Public Realm
 - CT18: Storey Heights and Tall Buildings
 - CT19: Biodiversity
 - CT20: Landscape

- 4.5 Telford & Wrekin Local Plan (Submission Version) (2011-2031):
 - SP4: Presumption in Favour of Sustainable Development
 - EC5: Telford Town Centre
 - EC9: Evening and Night-time Economy
 - EC12: Leisure, cultural and tourism development
 - NE3: Existing Public Open Space
 - NE5: Management and Maintenance
 - BE1: Design Criteria

5.0 SUMMARY OF CONSULTATION RESPONSES

5.1 Local Member/Parish Council responses

5.1.1 Great Dawley Parish Council: Awaited

5.2 Standard consultation responses

5.2.1 Arboricultural: Support subject to conditions
Appears to be lacking in soft landscaping

5.2.2 Parks and Open Space Team: Comment
Insufficient external detail to determine what is actually being proposed. Difficult to determine the context in which the proposed building is to be placed and its impact upon the Town Centre and Telford Town Park. A Long Term Management Plan may be required as a condition depending on the content of the public open space.

5.2.3 Drainage: No comment

5.2.4 Public Protection (Pollution Control): Support subject to conditions
Should the planning officer be minded to approve the application, a suitably worded condition to require the mitigation measures as set out in section 8.1 of the report on existing noise climate should be applied.

5.2.5 Contaminated Land: No comment

5.2.6 Ecology: Support subject to conditions
No objections subject to conditions requiring the development to be carried out in accordance with the submitted Protected Species Scoping Survey, together with landscaping and external lighting details and an informative relating to nesting wild birds.

5.2.7 Highways: Comment
Raise no objections in principle, however, comments that the proposal contains no parking and will be reliant on existing parking in the area. Other uses are now accommodated within the Southwater multi-storey car park and whilst parking accumulations given suggest there will be sufficient spare capacity, this has not been specifically related back to the operation of Southwater multi-storey. No details are provided as to how the two-way disabled access onto International Square could be achieved. Also confirms that the development will be expected to contribute towards the Telford Strategic Highway Network Improvements and, based on the level of trips generated, this proposal would be expected to pay £59,400.01. Furthermore, a Travel Plan monitoring sum of £2,500 should also be sought.

5.2.8 Urban Design: Comments
Comments that the “back of house” areas need to be screened or managed in such a way that their visual impact on the public realm is limited. This has been achieved to a certain extent around the building, but concerns still remain to a certain extent about the south elevation a run of louvered panels are proposed externally to the plant room behind. This is at the very point where it terminates a pedestrian route from the town park. If a better treatment can't be applied in this location then there is a need to consider additional elements; e.g. using landscaping in front to help mitigate its visual impact or alternatively a simple structure sitting in front of this location, like a pergola off an extended colonnade along this edge could really help to lift this edge and potentially visually link it into the wider public space at the western end. Whilst it is recognised that the current signage is only indicative and a separate application should be forthcoming for the hotel operator, the amount of signage needs to be tempered so that it complements rather than dominates the facades.

5.3 Neighbour consultation responses

5.3.1 Seventeen comments received from fourteen members of the public, comprising fifteen objections and two in support. Comments are available in full on the planning file but key points have been summarised as follows: -

5.3.2 Objections:

- Loss of important open space
- Spoil views of and Telford Town Park across the lake
- Spoil links between the town park from the town centre
- Completely alter the character of the Southwater development
- Entirely inappropriate for the site
- Spoil the openness of the area
- What provisions for rubbish storage have been made?
- Overdevelopment
- Claustrophobic feel
- Town centre does not need any more hotels or bars
- Overcrowd the site
- Sends clear message the Council value commercial interests over amenity.
- Site should be landscaped and left for public use

5.3.3 Support:

- Southwater Phase 1 has produced employment, a night-time economy and led to substantial investment in the town park
- Great opportunity to make the skyline more interesting
- Increase employment and
- Allow Telford International Centre to hold larger events
- Further enhance the night-time economy
- Supports creation of public open space for events and for people to relax
- Town park is over 450 acres and building a hotel will not harm the feel of the park.
- The town can only benefit from the investment that follows
- Proposal complies with CTAAP
- Opportunities to improve active frontages – sides appear lifeless
- Support the provision of enlarged square
- Conditions required to monitor planting of trees as some in Phase 1 have already died.

5.3.4 Friends of Telford Town Park unanimously object on the following grounds: -

- Appearance of proposal is ugly and out of all proportion to the buildings behind it.
- No parking provision other than 4 disabled spaces
- Loss of light to Ice rink and Mimosa
- View from Telford Town Park partially obstructed
- The site and lake are part of a long established bat feeding grounds
- The area is a major tourist attraction and should be treated as such
- The development will bring nothing to the area in the way of increased attraction and thus there is no valid reason to build it.
- Strongly believe it will have a detrimental effect by ruining what is currently a delightful open space.

6.0 PLANNING CONSIDERATIONS

6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- Site History
- Principle of Development
- Siting and Design
- Public Open Space
- Access and Parking
- Ecology Issues
- Other Matters
- Sustainability

6.2 Site History

6.2.1 The site forms part of the Southwater redevelopment masterplan which was granted outline permission in 2010 under reference W2009/0914. The application permitted a significant quantum of development to be carried out within 12 development zones in addition to works to reconfigure Southwater lake, the provision of new pedestrian walkways, public realm enhancements, landscaping, access alterations, re-profiling and associated infrastructure works. The permitted quantum of development was as follows: -

- Retail (Class A1) – 1,500 sq. metres
- Professional Services, Cafes/Restaurants, Drinking Establishments (Classes A2, A3 &A4) – 3,500 sq.metres
- Offices (Class B1(a))/Sui Generis (Civic Offices) – 32,480 sq.m. (Sui Generis (Civic Offices) to be a maximum of 10,000 sq.m. within the overall 32,480sq.m.)
- Residential (Class C3) (up to 330 units) – 31,200 sq.m.
- Learning and Media Centre, Meeting Point House and Medical Centre (Class D1) – 5,750 sq.m (of which Meeting Point House to be up to 2,500 sq.m.)
- Leisure Pool and Cinema (Class D2) – 5,000 sq.m.
- Conference and events facilities (Class D1/D2) – 11,000 sq.m.
- Multi use outdoor events space (as detailed on Drawing RG06 rev G) (Class D1/D2)
- Hotels (Class C1) – 22,540 sq.m.
- Energy centre (Sui Generis) – 1,800 sq.m.

6.2.2 The masterplan set out a number of broad development principles and parameters with which the development was to accord. These included specific uses within each development zone, land use and scale parameters within zones including building positions and minimum and maximum building heights, buildings to be retained, key pedestrian routes, open spaces and access points.

6.2.3 This application relates to land identified as Zone 5 within the masterplan. Reserved matters approval was subsequently obtained in December 2010

under TWC/2010/0564 for an 8,364sq metre development comprising approximately 7,739 sq metres of Civic Office floor space and 625 sq metres of A1- A4 use class floor space to be provided within a five storey building. Whilst it is unlikely that this development will now come forward, it nevertheless establishes the principle of built development on the application site.

6.2.5 Notwithstanding the above, a reconsideration of the policy situation is shown below.

6.3 Principle of Development

6.3.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that planning applications must be determined in accordance with the adopted development plan unless material considerations indicate otherwise. In this instance, the development plan for Telford and Wrekin comprises the Telford & Wrekin Core Strategy, saved policies within the Wrekin Local Plan, and the Central Telford Area Action Plan (CTAAP). The emerging Telford & Wrekin Local Plan (TWLP) has now been submitted for independent examination in accordance with Section 22 of The Town and Country Planning (Local Planning) (England) Regulations 2012 with hearings to begin late 2016/early 2017 and can now also be given weight in the determination process. The National Planning Policy Framework (NPPF) is also a material consideration in planning decisions.

6.3.2 Core Strategy Policy CS3 identifies that Telford will be the focus for the Borough's Spatial Development and will accommodate the majority of new homes, jobs and services. CS4 aims to consolidate and enhance the role of Central Telford through the creation of more shops, offices, cafes, restaurants, recreation and leisure (amongst others), accommodating a mix of high density uses, encouraging people into the town at different times of the day and night, making Central Telford an easier, safer and more convenient place to visit and enhancing the role of the Town Park. These aims are developed in more detail by the CTAAP. The Wrekin Local Plan also contains saved policies TC1, TC3 and TC4 which are supportive of mixed use and leisure development within the town centre subject to achieving required design principles, secure enhancement of public open spaces and the provision of a range of uses.

6.3.3 CTAAP requires that development proposals within Southwater need to contribute towards delivering the vision of a vibrant mixed use heart to the town centre. Policy SA2 requires that development proposals for Central Southwater should : -

- contain a vibrant mix of uses, including retail, leisure, cultural, community/civic facilities and the Town Centre's primary area for bars, restaurants and cafes;
- establish an enlarged Southwater Square alongside an improved Southwater Lake as the primary public space in the town and as a focus for culture, leisure and food and drink related activities;

- Improve visual and physical connections to the Town Park, Telford International Centre and the existing shopping area.

6.3.4 Policy CT6a follows a similar approach advising that proposals for new cultural, tourism and leisure activities will be supported in Central Southwater, where they contribute to improved links between Southwater, the existing shopping area and Telford Town Park and include a high quality public realm. Policy CT6b seeks to establish a safe, balanced and socially responsible evening and night-time economy in Telford Town Centre.

6.3.5 The emerging Telford & Wrekin Local Plan (TWLP) will continue to reinforce Telford Town Centre's role as a sub-regional shopping centre through supporting development which maintains and enhances the vitality and viability of its existing centres. It will adopt a hierarchical approach to development with retail, office and leisure developments directed to existing centres, but principally focussed on Telford Town Centre. Policy EC9 advises that evening and night-time uses will be supported within the boroughs centres subject to meeting a range of criteria. TWLP Policy EC11 confirms that the Council will be supportive of development which enhances links and connectivity between Telford Town Centre and Ironbridge via Telford Town Park. Policy EC12 concerns leisure, cultural and tourism development. It confirms that such development will be supported where they are located in accessible areas, include high quality public realm and are well connected in terms of wayfinding and parking. New conferencing and business tourism facilities will be supported. The Council will support major hotel accommodation within or adjacent to Telford Town Centre.

6.3.6 The above policy context and planning history on the site clearly demonstrate the desire and commitment of the Council to establish a vibrant mixture of uses within the Southwater site which complement the existing range of facilities and help to establish an evening and night time economy which attracts and retains people in the area for longer periods of the day and evening. There is a demand for additional hotel accommodation within the town centre in order to support the role of Telford International Centre and local business and the proposed development will help to achieve this whilst complimenting the existing leisure offer within Southwater.

6.3.7 The proposed development is therefore considered to satisfy the aims of the relevant development plan policies identified above. Furthermore, the proposal will directly comply with the aims of CTAAP Policy given its location in Central Southwater and inclusion of provisions to provide an enhanced, high quality public realm in Southwater Square and improved linkages between the town centre, Town Park, Southwater and Ironbridge as also required by TWLP Policies EC11 and EC12.

6.4 Proposed Hotel Building:

6.4.1 Siting: The proposed development will be provided on land between Main Street and Southwater Lake, in the centre of Southwater. Although planning permission has previously been granted for development on the whole of the

area alongside Southwater Lake, in response to a strong public desire to see the area retained as open space, the hotel has been positioned at the eastern end of the site, leaving the western end to be developed as an enhanced area of public open space.

- 6.4.2 Design: The proposed hotel building has been the subject of pre-application discussions with Officers. The proposed design involves a five storey, 68 bedroom hotel with entrance on the north side fronting onto Main Street. The scale, design and materials palette have been considered in the context of the wider Southwater site, are in-keeping with buildings to the north and west and comply with the requirements of CTAAP Policy CT18 in terms of building heights and tall buildings which seeks to create a distinctive appearance and skyline.
- 6.4.3 A simple palette of materials has been utilized in the form of a combination of blue brick and copper cladding creating a crisp and sharp addition to the key elevations and this will relate sympathetically to the modern appearance of buildings within Southwater. The east facing end elevation will be clad in grey panels. Vertical panels of glazing and brick bands have been added to give the facades more of a vertical emphasis as per the Premier Inn adjacent. At ground floor level, glazed facades will create active frontages along Main Street and more importantly fronting onto Southwater Square and Southwater Lake where areas of outdoor seating will be located. Plant rooms in the north and south elevations will be screened with acoustic louvres. A small substation building measuring 4.2m by 4.1m will also need to be constructed to the east of the proposed building on lower ground adjacent International Square. This building will be low profile in terms of its scale and will be constructed of blue engineering to relate it back to the proposed hotel.
- 6.4.4 Officers are mindful that a number of objections have been received from local residents and groups raising concerns regarding the development of the site, the building design and the impacts upon views of the town park and surrounding area. Whilst these concerns are noted, the proposed building has been positioned at the eastern end of the temporary grassed area, leaving a significant area to the west to be retained as public open space. Officers consider that a suitable compromise has been reached in terms of maintaining visual and pedestrian connections through the Southwater development into the town park. The hotel is considered to be of a high quality design which will complement the existing built form within the Southwater development. Whilst the hotel will be prominently sited at the edge of the lake, it will be viewed against the backdrop of existing buildings within Southwater and will be in keeping with the character and appearance of the area.
- 6.4.5 Members are reminded that the Southwater Masterplan is an ongoing development project which has permitted a significant quantum of development which could continue to come forward over at least the next 6 years. The outline consent not only permits development across the whole of the application site (Zone 5), but also across development zones extending to the east beyond the International Centre. On this basis, it is not considered

that any objection on the grounds of 'overdevelopment' or the principle of developing the site could be sustained or defended at appeal.

- 6.4.6 Members are also advised that the existing temporary open space has never been formally approved and was simply a temporary solution prior to development on the site coming forward. As such, it has no drainage and is not fit for purpose and cannot simply be left in its current condition. The proposal therefore presents significant benefits in the opportunity to provide an enlarged and enhanced area of public open space in Southwater Square.
- 6.4.7 Landscaping: Whilst the submitted site plan does not contain any landscaping information for the area surrounding the hotel, this is attached as a condition of the planning permission. It is, however, anticipated that the existing hard surfacing along the north and south elevations will largely be retained.
- 6.4.8 Refuse Storage and Collection: Public comments have also been received querying refuse storage arrangements at the hotel following similar issues at the Premier Inn. The design includes an internal refuse storage area and plant room at ground floor level and will therefore avoid the need for unsightly outdoor refuse storage or plant and machinery on key elevations. The refuse area will contain doors in the north elevation allowing access onto Main Street for easy collection by refuse lorries.
- 6.4.9 On the basis of the above considerations, officers are satisfied that the proposal complies with the requirements of urban design policies in the development plan including Core Strategy Policy CS15, saved Wrekin Local Plan Policy UD2 and CTAAP Policy CT15 together with the requirements of the NPPF in terms of requiring good design. Furthermore, the proposal is also considered to meet the requirements of CTAAP Policies SA2 and CT6a in the sense that it will establish an enlarged Southwater Square alongside Southwater Lake to act as a focus for culture, leisure and food and drink related activities and will assist in the visual and physical connections to the Town Park, Telford International Centre and the existing shopping area. The proposal also meets the requirements of emerging TWLP policies EC11, EC12 and BE1.

6.5 Public Open Space (Southwater Square):

- 6.5.1 The proposal will also include the provision of an enhanced area of open space at the west of the site which will be redesigned and landscaped to provide an enlarged Southwater Square. The existing square is a hard surfaced area which sits at a pivotal crossroads in the wider Southwater site with circulation routes traveling north to the shopping centre, south to the Town Park and east to the International Centre. The square is defined and influenced by the building developments which surround its perimeter and plays a key role in the urban form of the Southwater development and transition to the town park to the south. Officers support the retention of the western part of the site as open space which provides the opportunity to provide an enlarged and enhanced Southwater Square which can be used as a multi-function events space for leisure and cultural activities and events.

- 6.5.2 Whilst the detailed design of the open space is yet to be finalised, three options were presented for public consultation earlier this year, each of which followed similar key principles based around a hard landscaped square with water feature with additional decorative features, planting and street furniture. Following feedback from the public consultation, a detailed option is now being worked up but will not be available at the time of the Planning Committee meeting. It is therefore proposed that precise details will need to be submitted as a discharge of condition application once finalised. Officers do, however, consider that the indicative designs show a high quality area of public open space which include a good mix of hard and soft landscaping which will complement the existing urban form. The proposal would also include sufficient flexibility to allow a multi-functional use for a range of events in addition to day-to-day public use.
- 6.5.3 As such, it is considered that this aspect of the proposal meets the requirements of the local development plan, in particular, CTAAP Policies SA2, CT6a, CT17 and CT20 in terms of providing a high quality public realm and enhancing the network of landscape features.

6.6 Access and Parking Issues

- 6.6.1 The application has been accompanied by a Transport Statement which considers the access, parking and highways impacts of the proposed development. The site is centrally located within Telford Town Centre and where it can be easily accessed from the town centre bus and railway stations. It is well connected to cycle and footpath links and therefore avoids a reliance on private car travel in accordance with NPPF guidance and local plan requirements in terms of sustainable development and locations.
- 6.6.2 The development includes no customer parking but customers will be advised to use existing parking available in the Southwater multi-storey car park and various surface level car parks around Telford Town Centre. These are within a short walking distance and this approach is similar to the model used at the nearby Premier Inn. Guests will primarily be directed to the Southwater multi-storey which contains 602 spaces and is open 24 hours. Whilst spaces will not be directly allocated to hotel guests, officers are satisfied that sufficient parking provision is available to accommodate demand. Officers are mindful that the greatest demand for guest parking is likely to be during evenings and overnight when general parking demand is reduced. Cycle parking will also be available with stands provided in front of the hotel entrance and provisions made for secure storage within the hotel for guests staying overnight.
- 6.6.3 Four disabled parking spaces will be provided to the east of the hotel entrance, providing level access to the hotel entrance. Servicing and deliveries will access the site from Main Street which is an existing controlled vehicular access route served off International Square. Access to the site is controlled via bollards and an intercom system within International Square which will be connected to the hotel reception. Details of how two-way disabled access to the site will be obtained has yet to be submitted but can be requested as a condition.

- 6.6.4 In terms of overall trip generation, detailed analysis has been carried out of the likely AM and PM peaks generated by the development, which provides a like for like forecast with the extant outline consent. The report concludes that the forecast traffic generation for the proposed development would be sufficiently small that they should have no material impact upon the operation of the local highway network compared to the existing situation and the highway network can adequately support the forecast vehicle movements without detriment to the safety of highway users.
- 6.6.5 The operator will be required to produce a travel plan to ensure site sustainability and this will be secured as a condition of the planning permission.
- 6.6.6 On the basis of the above information, officers are satisfied that the proposal meets the requirements of local planning policies and the NPPF in respect of access and highway safety.

6.7 Ecology Issues

- 6.7.1 The application has been accompanied by a Protected Species Scoping Report and Bat Survey Report by Ramm Sanderson (September 2016). The reports identify that the site comprises 0.7ha of amenity grassland which has negligible ecological value. The site also sits within 300m of the Telford Town Park Local Nature Reserve (LNR) but no impacts upon the ecological reasons for designation for the LNR are anticipated, subject to appropriate landscaping and lighting restrictions. Bat surveys carried out in April and July found evidence of a single common pipistrelle bat foraging offsite, leading the reports to conclude that current level of light spill from the existing Southwater development prevents bats foraging around the lake. It is therefore recommended that lighting on the proposed building be carefully controlled and landscaping of the site should include additional aquatic and marginal planting of the lake to enhance its value for wildlife including foraging bats.
- 6.7.2 A number of ponds within the town park have been assessed for their suitability for great crested newts. The ponds concerned are separated from the site by areas of landscaping retained by walls and hard standing which act as barriers to Great Crested Newt dispersal. The report recommends some basic precautionary methods of working to further reduce the low potential for GCN to be present in the area.
- 6.7.3 On the basis of the above findings, the Planning Ecologist raises no objection subject to conditions requiring a landscaping scheme, external lighting plan and the development to be carried out in accordance with the recommendations of the protected species survey. The proposal is therefore considered to accord with the requirements of Core Strategy CS12, CTAAP Policies CT19 and CT20,

6.8 Other Matters

- 6.8.1 Flood Risk and Drainage: A Flood Risk Assessment and drainage proposal has been submitted with the application. The report confirms that the site is located in flood zone 1 and has a low risk of flooding. The proposed development will increase the amount of hardstanding on the site which will increase the amount of run off during storm events, therefore improvements to the existing drainage situation are proposed to offer additional drainage capacity. The Council's Drainage Officers have viewed the proposal and raise no objection in principle, subject to the addition of conditions requiring submission of a detailed foul and surface water drainage scheme.
- 6.8.2 Ground Conditions and Land Stability: A Phase I and Phase II Ground Investigation Study has been carried out and submitted to accompany the application. The study determines that the risk of historical coal mine workings affecting future structures is low and no remedial measures (such as proof drilling and grouting) are therefore deemed necessary. It is, however, recommended that a close watch be implemented during development works. A signed Slope Stability Declaration form has been submitted with the application which declares that the proposed development will not be affected by or contribute to slope instability, as required by saved WLP Policy EH14. With regard to potential contamination, elevated contamination levels have not been recorded during testing undertaken and no special precautionary measures are proposed. The proposal and reports have been assessed by the Council's Public Protection Officer who raises no objection. Officers are therefore satisfied that the proposal meets the requirements of saved WLP Policy EH7.
- 6.8.3 Air Quality and Noise: An Air Quality Impact Assessment has been carried out which considers the potential air quality impact upon nearby sensitive receptors during the construction and operational phases. The report found that through implementation of suggested mitigation measures, impacts at the construction stage are not considered to be significant. Noise emissions from plant serving the development during the operational phase are not considered significant and internal conditions within the hotel can be made acceptable through the use of appropriate acoustic glazing. The Public Protection Officer raises no objection subject to a condition requiring the development to be carried out in accordance with the recommended mitigation measures.
- 6.8.4 Sustainability: CTAAP Policy CT14 requires development proposals within Central Telford to demonstrate their environmental sustainability. Non-residential development greater than 1000sqm is required to achieve BREEAM 'Very Good' standard. The development has been designed to be energy efficient incorporating a number of energy efficient measures and technologies to minimise carbon emissions and to achieve the policy requirement to meet at least 10% of the development's energy demand through low or zero carbon technologies. Air Source Heat Pumps (ASHPs) are proposed for the heating and cooling of bedrooms. Combined Heat and Power (CHP) is being considered for hot water heating and some electrical

load. Connecting to the Southwater district heating system is also under consideration. The application has been accompanied by a BREEAM pre-assessment report which confirms that 'very good' level could be achieved by the development as proposed. Officers are satisfied that the application meets the requirements of CTAAP CT14 and would constitute a sustainable form of development as required by the NPPF and the emerging TWLP.

- 6.8.5 Consideration of Benefits: The proposed development represents an opportunity to enhance the offer of the site and surrounding area, combined with supporting the local economy, improving the vibrancy and vitality of the area in accordance with planning policy. The proposal will bring additional employment to the area (approximately 12 full-time and 29 part-time staff or 26.5 FTE), will attract new people to the area on business and leisure trips; generating additional expenditure within the local area from hotel guests and supporting local businesses through providing a complementary land use. It will also help raise the profile of Telford Town Centre. Jobs will also be generated at the construction stage. Travelodge has a commitment to the Government to recruit all its entry level vacancies in its hotels through a Local Employer Partnership with Job Centre Plus. The development will also assist with community safety and security through features such as a 24 hour reception and CCTV outside the building.

6.9 Planning Obligations

- 6.9.1 Policy CT23 of CTAAP requires development proposal in Central Telford to provide for the delivery of infrastructure which arises from the new development, including both site related and strategic demands.
- 6.9.2 In respect of highways, there is a requirement for the applicant to provide a financial contribution towards strategic highways infrastructure improvements. A contribution of £59,400.01 is requested which has been calculated based on likely new trip generation from the proposed development.
- 6.9.3 A contribution of £2,500 will also been requested for the monitoring of the travel plan to be submitted by the hotel operator.
- 6.9.4 As the land owner for the site is the Council, the Council cannot enter into a Section 106 agreement (mechanism for securing planning obligations) with itself, so a memorandum of understanding is undertaken to secure obligations and if the land is sold, a clause in the sale will require the new developer to enter into a S106 agreement, if financial contributions have not been met as part of the sale proceeds.

7.0 CONCLUSIONS

- 7.1 The proposed development accords with the parameters of the Southwater Masterplan which agreed the principle of development on the application site and was subsequently developed in detail through the granting of reserved matters approval for civic offices. However, in response to public concerns, this proposal now only seeks to develop the eastern part of the site, with the

western part retained as open space which will form part of an extended Southwater Square. The principle of the development accords with local development plan and emerging local plan.

- 7.2 Officers are satisfied that the hotel building will be appropriate in siting, scale and design and will complement the existing built form and character within the Southwater development. The site is located in a sustainable location and can be accessed and serviced satisfactorily without detriment to local highway safety. The proposal will not have any adverse impact upon nearby wildlife habitats or protected species and will have no significant adverse impact in terms of ground conditions, air quality or noise.
- 7.3 The proposal will provide benefits in terms of enhanced public open space in Southwater Square to be used as a multi-functional events space. The proposed hotel will bring economic benefits in terms of job generation and attracting business and leisure visitors and associated spend to Telford town centre and wider area.
- 7.4 The proposal has been assessed against and is considered to comply with all relevant policies contained within the local development plan and national planning guidance and is recommended for approval.

8.0 RECOMMENDATION

- 8.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **Grant Planning Permission** subject to the following:

- A) The applicant entering into a Section 106 agreement with the Local Planning Authority (terms to be agreed by the Development Management Service Delivery Manager) relating to:
- i) £59,400.01 towards Telford strategic highway network improvements
 - ii) £2,500 towards travel plan monitoring
- B) Conditions and informatives (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):-

Conditions

- | | |
|----------|------------------------------------|
| 1. A04 | Time Limit – 3 years |
| 2. B150 | Site Environmental Management Plan |
| 3. B010 | Details of Materials |
| 4. B062 | Surface Water Design |
| 5. Bcust | POS Details |
| 6. B121 | Landscaping |
| 7. B126 | Landscape Management Plan |
| 8. B145 | External Lighting Strategy |
| 9. B082 | Details of Plant and machinery |

10.B086	Details of extraction equipment
11.B045	Travel Plan
12.B049	Details of two-way access to site
13.C109	Works in accordance with Ecology report
14.Ccust	Works in accordance with Air Quality Report
15.C38	Approved Plans
16.Dcust	Opening Hours

Informatives

I05	Advertisement Consent
I17b	Coal Authority Standing Advice
I25m	Nesting Wild Birds
I35	Ecology
I35	Ecology
I40	Conditions
I41	Reasons for Approval
RANPPF1	Approval NPPF