



Committee and date
Northern Planning Committee
21st April 2026

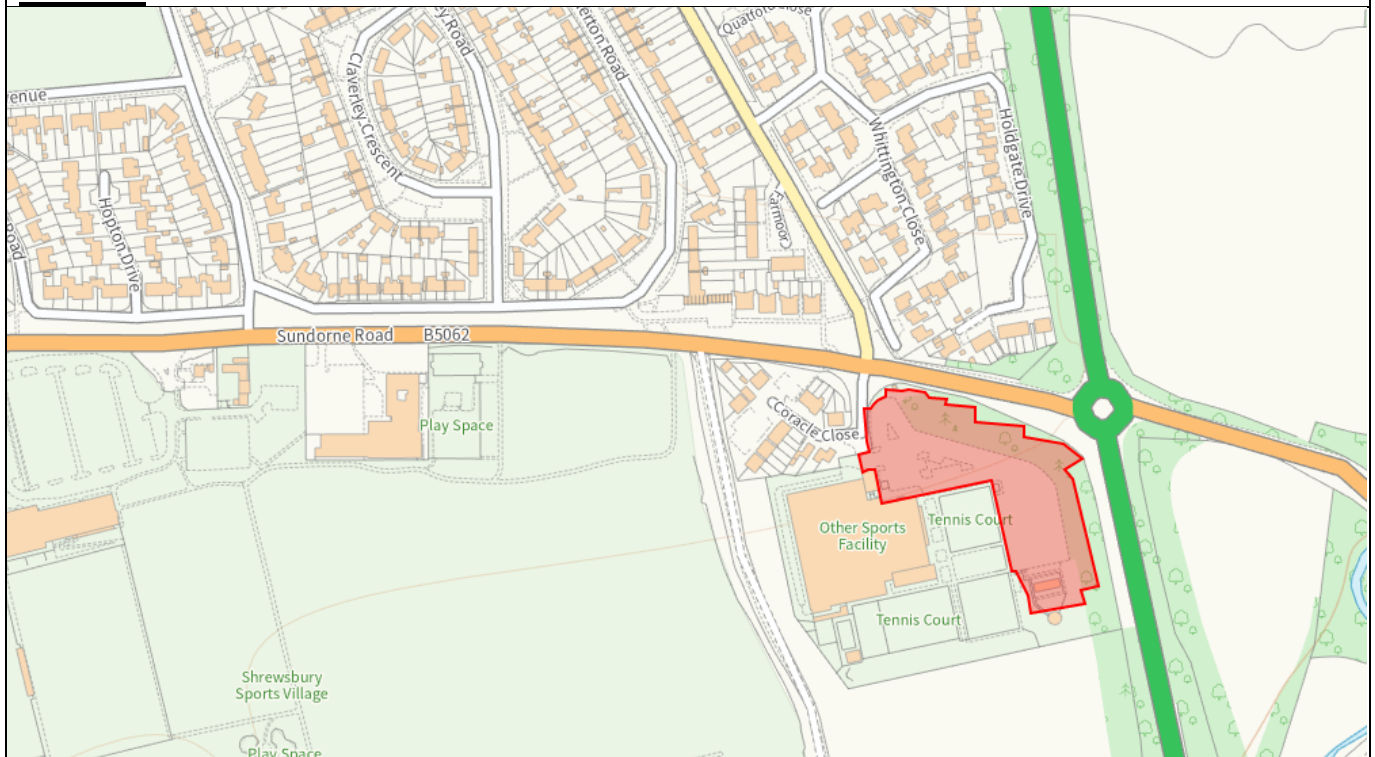
Development Management Report

Responsible Officer: Tim Collard, Service Director - Legal and Governance

Summary of Application

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| Application Number: 24/03877/OUT | Parish: | Shrewsbury Town Council |
| Proposal: Outline application (to include access and layout) for hotel with associated parking and landscaping | | |
| Site Address: Proposed Hotel East of The Shrewsbury Club, Sundorne Road, Shrewsbury, Shropshire | | |
| Applicant: Mr Dave Courteen | | |
| Case Officer: Ollie Thomas | email: ollie.thomas@shropshire.gov.uk | |

Grid Ref: 352168 - 314726



Recommendation:- That delegated authority is given to Officers to grant planning permission subject to the completion of a Section 106 agreement and the conditions in Appendix 1 and for any minor changes to conditions as required.

REPORT

1.0 THE PROPOSAL

- 1.1 This application is seeking outline consent for the erection of a new hotel on land to the north-east of The Shrewsbury Club. Alongside establishing the principle of development, the application is also seeking permission for the access arrangements and layout, with all other matters (appearance, scale and landscaping) to be reserved for subsequent approval.
- 1.2 The application follows a pre-application enquiry submitted in August 2022 and a previous planning application, Ref: 23/04298/OUT, that was subsequently withdrawn by the applicant as the application had failed to adequately satisfy the sequential approach for prioritising the proposed use to town centre locations.
- 1.3 The pre-application enquiry concluded in a response made by the LPA that it recognised the economic benefit a new hotel would bring in through increased spending of visitors and contributions to local supply chains. Further, it was acknowledged that the application site held a relatively accessible location with existing and established visitor attractions and services/facilities in close proximity. However, due to the lack of design detail submitted as part of the enquiry, concerns were nonetheless raised in regard to the loss of trees, visual and landscape sensitivities and ecological impacts.
- 1.4 This application is now supported with a Sequential Assessment, to demonstrate that no sequentially preferable, suitable and available sites in-centre or edge-of-centre exists. More will be discussed on this below.
- 1.5 Due to the outline nature of the application, the submission is limited in detail in regard to design or overall appearance and functionality of the hotel building. However, a series of layout plans (some of which are indicative) have been submitted and show that the hotel building will occupy a position between Sundorne Road to the north, and The Shrewsbury Club to the south-west on land that is currently covered in trees. The location is in close proximity to Sundorne Roundabout, on the A49 and with good connections to the A5.
- 1.6 During the course of the application, comments from members of the public were received citing concerns over the inaccuracy of the submitted plans and drawings, in that they omitted existing residential properties. The applicant has submitted

amended drawings which now show an accurate reflection of the existing surrounding environment, and the proposal has been determined in accordance with the current on-the-ground situation.

2.0 SITE LOCATION/DESCRIPTION

2.1 As mentioned, the application sites forms part of the wider “The Shrewsbury Club” complex at Sundorne, positioned to the north-eastern edge of Shrewsbury and access directly from Sundorne Road, with the Shrewsbury bypass, A49, making up the eastern boundary. The Shrewsbury Club is a substantial leisure facility with indoor and outdoor facilities, car parking and landscaped areas. The wider area to the north is inherently residential in character.

2.2 The application site comprises land located to the north-east of the main Shrewsbury Club buildings, including areas of existing car parking and established woodland planting which provides screening to the site. The land slopes gently towards the A49 to the east and is influenced by surrounding infrastructure, including Sundorne Road to the north and the Shrewsbury bypass forming a strong and defining eastern boundary. The site is visually and functionally related to the existing leisure complex and is clearly influenced by its urban fringe context, rather than forming part of the wider open countryside.

3.0 REASON FOR COMMITTEE DETERMINATION OF APPLICATION

3.1 The Town Council have submitted a view contrary to officers based on material planning reasons. The Principal Planning Officer in consultation with the Committee Chair agrees that the Town Council has raised material matters which cannot be overcome by negotiation or the imposition of planning conditions.

4.0 Community Representations

The below section provides a summary of representations received during the consultation/publicity period. Comments can be viewed in full on the online planning register, using the application reference.

4.1 Consultee Comments

4.1.1 SC Highways – No objection subject to conditions and financial contribution

Prior responses in relation to this proposal raised concern relating to the impact on the Sundorne Roundabout. The applicant has agreed to a financial contribution of £130,000 towards improvements required at this junction. It is the recommendation of the Highway Authority that the contribution acceptably mitigates the failure scenario of the Sundorne Roundabout.

4.1.2 SC Ecology – No objection subject to conditions

4.1.3 **SC Landscape (ESP Ltd) – Further information required**

The submitted Landscape and Visual Assessment falls short of the minimum standards expected, including: a lack of A3 map-based plans; photography not presented in line with best practice; and, insufficient detail for the predicted landscape and visual effects for the three stages (construction, Year 0 and post-completion/Year 15).

However, the descriptions on landscape and visual effects are generally acceptable and reach appropriate conclusions of predicted levels of effects. Overall, the judgements of the assessment are accepted, but the lack of scaled plans remains a significant omission that undermines the findings of the assessment.

It is expected that at Reserved Matter stage, a more detailed hard and soft landscape proposal is prepared, as well as a landscape management plan.

4.1.4 **National Highways – No objection**

The impacts to the nearest Strategic Road Network (SRN) are minimal, so no objection to the application.

4.1.5 **SC Regulatory Services – No objections subject to conditions**

No objection in principle. Subsequent reserved matters application will need to demonstrate how internal noise standards can be achieved in regard to the road traffic noise and any outbreak from external mechanical plant.

4.1.6 **SC Trees – No response provided**

4.1.7 **SC Green Infrastructure – No objections**

Whilst it is noted that a lot of trees are proposed to be removed, and is counterproductive to reaching the local target for 20% tree canopy cover, no objections raised whereby appropriate mitigation planting will need to be incorporated into the landscape design at reserved matters stage.

4.1.8 **SC Drainage (SUDS) – No objections subject to conditions**

4.1.9 **Shrewsbury Town Council – Object**

1. Inconsistency with the Big Town Plan Vision:

- The Big Town Plan Vision aims to enhance Shrewsbury's urban experience, encourage sustainable movement, and improve public spaces. This proposal does not align with these objectives, as it prioritizes unsustainable development over community-led growth.
- The scale and nature of the development could lead to increased congestion and

reduced accessibility for non-motorized users, undermining efforts to promote a more pedestrian and cycle-friendly town.

2. Contradiction with the Shrewsbury Movement Strategy:

- The proposed development is likely to increase traffic congestion within the town, contrary to the objectives of the Shrewsbury Movement Strategy, which aims to reduce vehicle dependency and encourage sustainable travel.
- There is insufficient provision for active travel infrastructure, such as cycling and walking routes, which contradicts the Movement Strategy's commitment to improving alternative transport modes.

3. Environmental and Heritage Concerns:

- The development does not adequately assess its impact on local biodiversity, green spaces, and heritage assets, which are integral to Shrewsbury's identity and character.
- Increased urbanization in the proposed location could lead to long-term environmental degradation, failing to comply with sustainability policies at both local and national levels.

4.2 Public Comments

4.2.1 Following publication of the application by way of a site notice posted on the 14th November 2025, a total of 25 members of the public objected to the proposals. The material planning considerations raised can be summarised as following:

- **Highway capacity, traffic and safety**
 - o Concerns over the Sundorne Rd/Featherbed Ln/A49 roundabouts, as these are already operating at, or over, capacity during peak periods.
 - o Additional traffic from hotel guests would exacerbate congestions, increase queuing and give rise to highway safety concerns.
 - o Concerns raised over cumulative impacts with other committed and proposed development in the area and the uncertainty over the delivery of the North West Relief Road.
- **Parking**
 - o The existing Shrewsbury Club is already under pressure with limited parking availability and causing overspill onto neighbouring residential streets. The additional of a hotel would worsen provision and proposed total parking spaces would be insufficient.
- **Residential amenity**
 - o Concerns raised in regard to the proximity, scale and height of the proposed hotel building and the impact this will have on neighbouring residential properties.
 - o Residents cite potential loss of privacy through overlooking, loss of daylight and sunlight, overshadowing, overbearing impact, increased noise and activity (including late-night activity) and light pollution.

- **Landscape, trees and biodiversity**
 - o Concerns raised in regard to the loss of trees and landscaping, which currently provided screening and environmental benefits.
 - o Proposal would adversely affect green infrastructure, wildlife and biodiversity connections, with insufficient detail provided as part of this application.
- **Sustainability and accessibility**
 - o Concerns raised in regard to poor public transport links and the site is not well served by walking/cycling infrastructure.
 - o Hotel use would be heavily car dependent, contrary to sustainable travel objectives.
- **Accuracy of submission documents/plans**
 - o Originally submitted plans do not accurately reflect the surrounding site context – including the omission of residential properties on Holgate Drive.
 - o Application is not supported by a technical assessment in regard to daylight/sunlight or privacy.

5.0 THE MAIN ISSUES

The main issues are whether the principle of the proposed development in this location is acceptable having regard to the adopted Development Plan and other material considerations; its effect on the character and appearance of the area; the impact on highway safety and network capacity; and the effect of the proposal on residential and visual amenity in specific regard to the layout of the proposal.

6.0 OFFICER APPRAISAL

6.1 Principle of development

6.1.1 The application site lies to the north-east of Shrewsbury, however occupies a location outside of, but adjacent to, the adopted development boundary and is therefore regarded as having a countryside location for planning policy purposes.

6.1.2 Core Strategy Policy CS1 identifies Shrewsbury as the primary focus for development in Shropshire, supporting significant economic growth and visitor-related development in line with its strategic role. The proposal for a hotel that is linked and aligned with an existing leisure facility is consistent with the overall growth strategy for Shrewsbury.

6.1.3 Nonetheless, CS5 ordinarily seeks to restrict development in the countryside unless it is of a type and scale that can contribute to the sustainability of rural communities through local economic and community benefits. Furthermore, CS5 is supportive of proposals which relate to the appropriate expansion of an existing established business, unless relocation to a suitable site would be more appropriate. In this regard, The Shrewsbury Club is regarded as an existing and well-established business serving both Shrewsbury and the wider area.

- 6.1.4 Submitted in support of the application, is a letter provided by the Hilton Group who set out their interest in operating the proposed hotel and recognise that a specific interest is the benefits arising from co-locating with the Shrewsbury Club in supporting linked trips between the two facilities.
- 6.1.5 The accompanying Sequential Assessment has considered a number of sites within Shrewsbury town centre and its edge (within 300m), identifying seven in-centre and edge-of-centre locations: Raven Meadows/Smithfield Riverside, Bridge Street car parks, Former House of Fraser, Wyle Cop car park, Abbey Foregate car park, Howard Street Station car park and Frankwell car park. Each site was assessed for its suitability, availability and flexibility in accommodating the proposed quantum and scale, whereby it is concluded that all sites are unsuitable and/or unavailable for the anticipated scale (four storeys) and operational requirements of the proposed hotel. Constraints in making this conclusion include insufficient site area, heritage impacts, need to retain town-centre parking, existing operational uses, flooding and a lack of availability within a reasonable timeframe. On this basis, the assessment concluded that no sequentially preferable sites are both suitable and available. The Case Officer is satisfied with this conclusion and confirms that the sequential test is therefore met and the requirements of CS15 and national policy in regard to main town centre uses are met.
- 6.1.6 CS13 places significant weight on strengthening Shrewsbury's role as the county's main business, service and visitor centre, which includes supporting the growth of key sectors including tourism. The provision of new visitor accommodation, which will contribute to enhancing the towns tourism capacity and provides clear economic benefits would comply with the policy's objectives.
- 6.1.7 CS16 and MD11 supports new and extended tourism development where it enhances Shropshire's visitor offer and is located in an accessible location. The application is made on the basis that the proposal will strengthen the town's position within the visitor economy and provide high-quality accommodation serving leisure, business and event users of the next door Shrewsbury Club. Its co-location with the Shrewsbury Club is a key driver, reducing reliance on private car use for event attendees and directly supporting an established sporting venue with a national profile. In addition, the proposed location is in walking distance to other services and facilities along Sundorne Road, whilst being in close proximity to existing bus stops with frequent and regular services into the town centre.
- 6.1.8 Overall, when read against the adopted Development Plan (Core Strategy and SAMDev Plan), the proposal meets the strategic aims for economic growth, tourism and business related development in Shrewsbury and supported by the sequential approach to main town centre uses, operational linkages to the Shrewsbury Club and economic benefits.
- 6.2 **Other material considerations**
- 6.2.1 The Town Council have raised concerns in regard to how the proposal interacts

and aligns with the Big Town Plan. The Big Town Plan sets out a long-term, partnership-led vision for Shrewsbury, with the key objectives of supporting enterprise and investment, strengthening the towns visitor economy and enhancing vitality and economic resilience. Whilst the Plan does place a strong emphasis on regeneration and movement improvements within the town centre, it also recognises the role of complementary development elsewhere in the town that supports Shrewsbury's overall economic function and visitor attractiveness. The provision of new hotel accommodation, linked to an established leisure facility is consistent with these objectives: supporting tourism, inward investment and linked trips.

To confirm, the Big Town Plan is not part of the statutory Development Plan, but is nonetheless a material consideration in the determination of this application, to be regarded as having moderate weight. That being said, the proposal supports the broader economic objectives and aims of the Big Town Plan and officers consider it is not in conflict with it.

- 6.2.2 The Town Council have also cited conflict with the Shrewsbury Movement Strategy. This Strategy sets out a long-term vision to improve movement, accessibility and public space across Shrewsbury, albeit with a particular focus on the town centre. It encourages modal shift and reducing unnecessary through-traffic through supporting sustainable travel choices. The Movement Strategy is primarily town-centre focussed, but importantly does not preclude development elsewhere across the town where proposals are able to demonstrate appropriate access arrangements and which do not undermine its objectives. The proposed development would utilise an existing access and incorporates measures to promote sustainable travel, including walking, cycling and public transport (considered below).

Similarly, the Movement Strategy is not part of the Development Plan, but is nonetheless a material consideration in the determination of this application, to be regarded as having limited weight. Importantly, the Movement Strategy cannot override adopted highway policy of the Development Plan and/or the NPPF.

6.3 Layout of the proposed hotel

- 6.3.1 With layout matters being sought as part of this application, the proposal is accompanied by layout drawings, a Landscape & Visual Appraisal and Arboricultural Appraisal.
- 6.3.2 The layout plans show the positioning of the hotel building within the north-eastern sections of the application site, utilising part of the existing car park and on an area of relatively recent (post-1999) screening woodland. The hotel building is sited close to the existing access off Sundorne Road, with both the hotel and the existing Shrewsbury Club utilising the same access points. The hotel would be well-contained within the established urban fringe setting, bounded by the A49 east which provides a strong influence on the visual landscape as providing major road infrastructure read against the existing leisure development.

- 6.3.3 The proposed building footprint is shown in a 'T-shaped configuration', which, as set out within the submitted Landscape and Visual Appraisal, has been designed to break up the overall massing when viewed from public vantage points and to respond positively to the site's geometry and constraints. The layout also allows for opportunities to retain and reinforce boundary planting, as identified within the Arboricultural Appraisal, and to incorporate new landscaping to soften the relationship with surrounding uses – although these matters would be dealt with and secured at reserved matters stage.
- 6.3.4 Overall, the submitted layout shows an appropriate and logical arrangement of built form, access and circulation which responds to the site's context, existing built-up area and in recognition of its urban fringe location. Matters relating to scale, appearance and landscaping are reserved for subsequent approval, but the proposed layout demonstrates a reasonable and realistic basis upon which these matters can follow to provide a high quality and responsive development. The proposal therefore complies with CS6 and MD2 of the adopted local plan.
- 6.4 Visual impact and landscaping**
- 6.4.1 The application is supported by a Landscape and Visual Appraisal, which identifies that the proposed development would result in localised landscape and visual effects, arising predominantly from the introduction of an assumed four storey hotel building (scale is not up for consideration), changes to the site access arrangements and the partial removal and reconfiguration of existing perimeter vegetation. The most notable effects would be experienced in close range views from surrounding highways, including Sundorne Road and the A49 roundabout, and from nearby residential areas where the upper parts of the building would be visible, particularly during winter months when vegetation is less effective. More distant views, including those from public rights of way and elevated viewpoints such as Haughmond Hill, would be limited, with the development read within the context of the existing urban edge and established leisure and sports buildings. The proposal includes landscape mitigation measures which can be secured through condition/reserved matters, including retention of key woodland belts, reinforcement planting along site boundaries and new tree planting within car parking and access areas, which would assist in softening the appearance of the development and reducing visual prominence over time.
- 6.4.2 Furthermore, with the site occupying a location within an established leisure complex at the urban edge of Shrewsbury, the proposal will be surrounded by large-scale buildings, car parking and associated infrastructure. The proposal would be very much read in the context of this existing built form, rather than an isolated intrusion in the open countryside. A planning condition is imposed to secure any building remains no higher than four storeys, or 14 metres, based on the LVA and indicative floor plans showing a four-storey hotel building, providing approx. 146 bedrooms with ground floor amenities.
- 6.4.3 As noted above, the Councils Landscape Advisor identifies a number of

shortcomings in the presentation and supporting material included within the LVA. But they nonetheless acknowledge that the narrative assessment and overall judgements reached in relation to the nature and scale of effects are broadly reasonable, subject to appropriate mitigation and further detail being secured at reserved matters stage.

- 6.4.4 In recognition that this application is being made in Outline, all matters relating to the detailed building design, materials, hard/soft landscaping and long-term landscape management can be appropriately controlled through planning conditions and the submission of reserved matters. Therefore, whilst the limitations in the submitted LVA are noted, the principal and nature of the proposal have been sufficiently considered at this outline stage, whereby this has not resulted in any unacceptable or irreversible harm that would warrant refusal of the application on landscape and/or visual grounds.

6.5 Access, transport and highways

- 6.5.1 The application is supported by a Transport Assessment (TA) and Framework Travel Plan (FTP), which describes how the site is accessed via the existing Shrewsbury Club access road, which connects to the Sundorne Road/Featherbed Ln roundabout. The access road is a two-way single carriageway of approximately 7m width and subject to a 30mph speed limit, with access serving the existing Club and a small residential cul-de-sac (Coracle Close).
- 6.5.2 The surrounding highway network provides access onto the A49, which provides both local and strategic connectivity. Footways are provided on both sides of the Shrewsbury Club access road and along Sundorne Rd, with dropped kerbs and tactile paving at key crossing points, enabling safe pedestrian access. Advisory cycle lanes also exist along Featherbed Lane.
- 6.5.3 The TA has been assessed on the proposal providing a 146-bed hotel; however, this permission in outline does not seek to limit or restrict the detailed scale. The existing access point will be utilised and does not require any alteration to the junction arrangement to accommodate the anticipated vehicle trips. The applicant has provided swept path analysis to demonstrate that delivery and service vehicles, including large rigid vehicles, can safely enter and exit in a forward gear. Internally, the layout provides clear circulation routes, segregated pedestrian movement and a dedicated service area. This will be approved as part of the layout matter being sought under this outline application.
- 6.5.4 The TA estimates that the development would generate up to 72 two-way vehicle trips in the weekday AM peak, 64 in the weekday PM Peak, and 94 in the Saturday peak hour. Junction modelling has been undertaken at the site access and Sundorne roundabouts, for a future year scenario (2028) – this demonstrates that the development would result in a traffic increase of no more than 5%, to which it is suggested would not result in any severe residual cumulative impacts on the operation and/or safety of the local highway network.

6.5.5 Notwithstanding, the junction capacity assessment also demonstrates that both the Sundorne Rd/Featherbed Ln and the Sundorne Roundabouts are already operating close to, or above, theoretical capacity in the base year and are forecast to operate in excess of 100% Ratio of Flow to Capacity (RFC) in the 2028 'do nothing' scenario, even in the absence of the proposed development. This therefore confirms that the junction would fail under future background traffic growth alone. As a result, the applicant has proposed a mitigation strategy focused on widening the Sundorne Rd approaches within the existing highway boundary at both roundabouts. Whilst this mitigation is acknowledged not to fully resolve all existing congestion issues, the modelling demonstrates that it would deliver a measurable betterment to junction performance, particularly on the Sundorne Rd arms, with a reduction in queue lengths, even when compared to the 'do nothing' scenario. On this basis, the proposed widening scheme is intended to mitigate the additional impact of the development to an acceptable degree, in the context of junctions that are already operating over capacity.

The junction widening mitigation will be delivered by means of a financial contribution secured within a Section 106 Agreement, totalling £130,000.

6.5.6 Parking provision comprises 52 spaces directly associated with the hotel, whilst the wider Shrewsbury Club car park will be reconfigured to provide a total of 260 spaces across the site, including accessible and parent/child bays. The parking accumulation assessment demonstrates that even during combined peak periods, the proposed parking provision would be sufficient to accommodate the demand.

6.5.7 Contrary to the public objections, the site is regarded as accessible by sustainable modes. There are existing bus stops located along Sundorne Rd and within approx. 200m of the site, with buses providing frequent services to Shrewsbury town and surrounding areas. The site is within a 2km walking catchment served by nearby residential areas and facilities and is within cycling distance of the wider urban area. The submitted FTP sets out the measures on how walking, cycling, public transport use and car sharing will be promoted and maximised.

6.5.8 Overall, the proposed development is considered acceptable in highways and access terms. The hotel development would utilise an existing access, provide appropriate parking and servicing arrangements, promote sustainable travel and provide mitigation to deliver on-highway improvements. The proposal is therefore compliant with local adopted policies CS6, CS8 and MD2 and would not give rise to unacceptable highway safety concerns or result in severe impacts on the local highway network.

6.6 Residential amenity

6.6.1 The proposal has been considered in terms of its potential impact on the amenity of neighbouring residential properties, with particular regard to those matters of amenity raised by members of the public in their objection comments.

6.6.2 The application is submitted in outline, with access and layout only being

considered at this stage. Notwithstanding this, officers note that the proposed hotel would be located at a minimum distance in excess of approximately 30 metres from the nearest residential properties, with intervening highway land, existing mature landscaping and changes in ground level providing a degree of physical and visual separation. On this basis, the development is not considered to result in an overbearing relationship, unacceptable loss of outlook or harmful loss of daylight or sunlight to neighbouring dwellings. Matters relating to detailed building design, fenestration and orientation can be appropriately addressed at the reserved matters stage.

- 6.6.3 The application is supported by a Noise Impact Assessment, which considers both construction and operational impacts, including traffic movements and the potential introduction of mechanical plant. The assessment concludes that the proposed development would not result in a material increase in noise levels at nearby residential receptors, including properties on Coracle Close, and that the scheme is acceptable from a noise perspective, subject to good acoustic design being incorporated at the detailed design stage. Conditions can be imposed to control plant noise and secure appropriate internal noise standards, in line with national guidance.
- 6.6.4 An Air Quality Assessment has also been submitted, which concludes that the site is not located within an Air Quality Management Area and that both construction and operational impacts on air quality would be not significant. Predicted changes in pollutant concentrations at nearby residential receptors are negligible and well below relevant national objectives. Subject to standard construction management and dust mitigation measures, the proposal is therefore not considered to give rise to unacceptable air quality impacts.
- 6.6.5 Overall, when having regard to the matters under consideration at this outline stage, the proposed layout and access arrangements would not result in unacceptable harm to the living conditions of nearby residents. Matters relating to scale, appearance and detailed design can be appropriately assessed and controlled through the reserved matters process. The proposal is therefore considered to comply with Policies CS6 and CS17 of the Core Strategy, Policies MD2 and MD12 of the SAMDev Plan, and relevant national policy.
- 6.7 **Ecology and Biodiversity**
- 6.7.1 The application is supported by a Preliminary Ecological Appraisal (PEA) prepared by Salopian Consultancy (September 2023), which includes a desk study, baseline habitat survey undertaken in accordance with the UK Habitat Classification system, and a Preliminary Roost Assessment (PRA) of trees and buildings within the application site. The PEA confirms that the application site is largely comprised of hardstanding, existing buildings and areas of modified amenity grassland, which are considered to be of low ecological value. The principal ecological features of note are the northern and eastern boundary tree groups, classified as mixed species woodland, which provide nesting and foraging opportunities for common bird species and form part of a corridor component of the Shropshire Environmental

Network (SEN). These tree groups are identified as Priority Habitat Inventory deciduous woodland, a habitat of principal importance, although the PEA notes that they are relatively recent in origin (less than 23 years), having been planted as part of the creation of the Shrewsbury Club.

- 6.7.2 No statutory or non-statutory designated sites of nature conservation interest were identified within or adjacent to the site, and no designated sites were recorded within 1km of the application area. The desk study and field survey did not identify any evidence of protected species within the site. In particular, the PRA concluded that there are no trees or buildings suitable for roosting bats, no evidence of badger setts or activity within 30 metres of the site, and that a nearby waterbody is functionally severed from the site by the A49, which acts as a significant barrier to amphibian dispersal.
- 6.7.3 A range of mitigation and enhancement measures are recommended within the PEA, including the timing of vegetation clearance outside the bird nesting season, the installation of bat and bird boxes on retained boundary trees, and the provision of compensatory tree and hedgerow planting to partially offset canopy loss. Opportunities are also identified to enhance biodiversity through the use of species rich grassland mixes and native planting within landscaped areas. These measures can be secured through appropriately worded planning conditions and detailed landscape proposals at reserved matters stage.
- 6.7.4 The submitted BNG assessment identifies that the proposal would result in a net loss of biodiversity on site, primarily as a result of the loss of woodland and hedgerow habitats. In quantitative terms, the scheme will deliver a shortfall of approximately 0.59 habitat units (c.41% loss) and a complete loss of 0.09 hedgerow units – therefore failing to achieve the mandatory 10% net gain on-site. While new tree planting and landscape measures are proposed, these are insufficient to offset the losses within the red line boundary. As a result, the statutory BNG requirement will need to be met through off-site biodiversity gains, either via the allocation of registered off-site habitat units or the purchase of biodiversity credits, to be secured through a Section 106 legal agreement. Nonetheless, this is a post-planning matter and will be dealt with through the mandatory pre-commencement condition imposed by the Environment Act 2021.
- 6.7.5 The proposed development will therefore avoid significant harm to biodiversity and deliver opportunities for ecological enhancements in accordance with CS17 and MD12.

7.0 CONCLUSION

- 7.1 The proposed development for a new hotel building is deemed acceptable in principle, on the basis that it will support Shrewsbury's role as the County's primary visitor, business and service centre. The hotel would provide new visitor accommodation that is linked to an existing and well-established leisure facility, in-turn generating clear economic and tourism benefits, consistent with the policy objectives of CS1, CS2, CS13 and CS16, alongside national planning policy which

affords significant weight to supporting economic growth and tourism.

- 7.2 The application is supported by a Sequential Assessment, which demonstrates that there are no sequentially preferable, suitable and available sites within Shrewsbury town centre or edge-of-centre capable of accommodating the proposed development, this position is agreed. In respect of the matters under consideration at this Outline stage, the proposed layout and access arrangements are considered to represent an appropriate and logical response to the site's constraints and urban fringe context. The development would be well-contained within the existing leisure complex and influenced by surrounding infrastructure, particularly the A49 corridor, with matters of scale, appearance and landscaping appropriately reserved for subsequent approval.
- 7.3 The proposal has been carefully assessed in relation to landscape and visual impact, highways and access, and residential amenity. Whilst limitations within the submitted Landscape and Visual Appraisal are acknowledged, any impacts would be localised and capable of mitigation through conditions and the reserved matters process. Technical evidence and associated mitigation confirm that the proposal would not result in unacceptable impacts on highway safety, residential amenity, noise or air quality. Concerns raised by local residents have been fully considered, whereby it is concluded that, at this Outline stage, there is no evidence of unacceptable or irreversible harm that would warrant refusal. Overall, when balancing the identified impacts against the economic and tourism benefits of the development, the proposal is considered acceptable in planning terms and in accordance with the Development Plan when read as a whole.
- 7.4 It is therefore recommended that permission be **GRANTED** subject to the imposition of planning conditions and a Section 106 legal agreement to secure a financial contribution towards highway improvements and to secure the necessary off-site BNG gains.

8.0 Risk Assessment and Opportunities Appraisal

8.1 Risk Management

There are two principal risks associated with this recommendation as follows:

- As with any planning decision the applicant has a right of appeal if they disagree with the decision and/or the imposition of conditions. Costs can be awarded irrespective of the mechanism for hearing the appeal, i.e. written representations, hearing or inquiry.
- The decision may be challenged by way of a Judicial Review by a third party. The courts become involved when there is a misinterpretation or misapplication of policy or some breach of the rules of procedure or the principles of natural justice. However their role is to review the way the authorities reach decisions, rather than to make a decision on the planning issues themselves, although they will interfere where the decision is so unreasonable as to be irrational or perverse.

Therefore they are concerned with the legality of the decision, not its planning merits. A challenge by way of Judicial Review must be made a) promptly and b) in any event not later than six weeks after the grounds to make the claim first arose.

Both of these risks need to be balanced against the risk of not proceeding to determine the application. In this scenario there is also a right of appeal against non-determination for application for which costs can also be awarded.

8.2 Human Rights

Article 8 gives the right to respect for private and family life and First Protocol Article 1 allows for the peaceful enjoyment of possessions. These have to be balanced against the rights and freedoms of others and the orderly development of the County in the interests of the Community.

First Protocol Article 1 requires that the desires of landowners must be balanced against the impact on residents.

This legislation has been taken into account in arriving at the above recommendation.

8.3 Equalities

The concern of planning law is to regulate the use of land in the interests of the public at large, rather than those of any particular group. Equality will be one of a number of 'relevant considerations' that need to be weighed in Planning Committee members' minds under section 70(2) of the Town and Country Planning Act 1990.

9.0 Financial Implications

There are likely financial implications if the decision and / or imposition of conditions is challenged by a planning appeal or judicial review. The costs of defending any decision will be met by the authority and will vary dependent on the scale and nature of the proposal. Local financial considerations are capable of being taken into account when determining this planning application – insofar as they are material to the application. The weight given to this issue is a matter for the decision maker.

10. Background

Relevant Planning Policies

Central Government Guidance:

National Planning Policy Framework

Core Strategy and Saved Policies:

CS1 - Strategic Approach
 CS2 - Shrewsbury Development Strategy
 CS5 - Countryside and Greenbelt
 CS6 - Sustainable Design and Development Principles
 CS8 - Facilities, Services and Infrastructure Provision
 CS9 - Infrastructure Contributions
 CS13 - Economic Development, Enterprise and Employment
 CS15 - Town and Rural Centres
 CS16 - Tourism, Culture and Leisure
 CS17 - Environmental Networks
 CS18 - Sustainable Water Management

MD1 - Scale and Distribution of Development
 MD2 - Sustainable Design
 MD11 - Tourism Facilities and Visitor Accommodation
 MD12 - Natural Environment
 MD13 - Historic Environment

RELEVANT PLANNING HISTORY:

PREAPP/22/00468 Proposed development of a 146 bedroom hotel with associated parking and landscaping **ACCEPTABLE WITH AMENDMENTS** 18th October 2022

23/04298/OUT Outline application (all matters reserved except access and layout) for hotel with associated parking and landscaping **WITHDRAWN** 5th December 2023

11. Additional Information

View details online: <http://pa.shropshire.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=SL1U73TDKVT00>

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| List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information) |
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| Cabinet Member (Portfolio Holder) - Councillor David Walker |
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| Local Member: Cllr Mandy Duncan |
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| Appendices: APPENDIX 1 - Conditions |
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APPENDIX 1

Conditions

STANDARD CONDITION(S)

1. Approval of the details of the appearance of the development, scale, and the landscaping of the site (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the local planning authority before any development begins and the development shall be carried out as approved.

Reason: The application is an outline application under the provisions of Article 5 of the Development Management Procedure (England) Order 2015 and no particulars have been submitted with respect to the matters reserved in this permission.

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

Reason: This condition is required to be imposed by Section 92 of the Town and Country Planning Act, 1990.

3. The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason: This condition is required to be imposed by Section 92 of the Town and Country Planning Act, 1990.

4. The development shall be carried out strictly in accordance with the approved plans, drawings and documents as listed in Schedule 1 below.

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans and details.

5. No building hereby approved including any plant, flues, lift overruns or other roof mounted structures shall exceed four (4) storeys in height or 14 metres, measured from the lowest point of the immediately adjoining ground level to the highest part of the roof.

Reason: To ensure the visual amenity of the area and to respect the scale of surrounding built and natural environments.

CONDITION(S) THAT REQUIRE APPROVAL BEFORE THE DEVELOPMENT COMMENCES

6. Prior to the commencement of the development, including any works of demolition, a Construction Method Statement shall have been submitted to, and approved in writing by, the local planning authority. The Statement shall provide for:

- the parking of vehicles of site operatives and visitors;
- loading and unloading of plant and materials;
- storage of plant and materials used in constructing the development;
- the erection and maintenance of security hoarding;
- wheel washing facilities;
- measures to control the emission of dust and dirt during construction;
- a scheme for recycling/disposing of waste resulting from demolition and construction works;
- delivery, demolition and construction working hours.

The approved Statement shall be adhered to throughout the construction period.

Reason: This detail is required prior to commencement to avoid congestion in the surrounding area and to protect the amenities of the area.

7. Prior to the commencement of development a Construction and Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Plan Authority. The CEMP shall set out as, as minimum, site specific measures to control and monitor impact arising in relation to:

- Construction traffic
- Noise and vibration
- Dust and air pollutants
- Land contamination
- Ecology and ground water.

The CEMP shall set out arrangements by which the development shall maintain communication with residents and businesses in the vicinity of the site, and by which the developer shall monitor and document compliance with the measures set out in the CEMP. The development shall be carried out in full accordance with the approved CEMP at all times.

Reason: To safeguard the amenities of the adjoining properties and the area generally

CONDITION(S) THAT REQUIRE APPROVAL DURING THE CONSTRUCTION/PRIOR TO THE OCCUPATION OF THE DEVELOPMENT

8. No part of the development shall be brought into operational use until a Full Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The travel plan shall follow the Framework Travel plan and include clear targets, an implementation program, and a strategy for monitoring and review.

Reason: To encourage sustainable travel modes, reduce reliance on private cars, and manage the traffic impacts of the development.

9. Prior to first occupation / use of the building, the makes, models and locations of bat and bird boxes shall be submitted to and approved in writing by the Local Planning Authority. The following boxes shall be erected on the site:

- A minimum of 2 external woodcrete bat boxes or integrated bat bricks, suitable for nursery or summer roosting for small crevice dwelling bat species.
- A minimum of 2 artificial nests, of either integrated brick design or external box design, suitable for starlings (42mm hole, starling specific) and/or sparrows (32mm hole, terrace design).
- A minimum of 9 swift bricks.

The boxes shall be sited at an appropriate height above the ground, with a clear flight path and where they will be unaffected by artificial lighting. Bat boxes should be erected on southerly aspects (south-west, south or south-east) and bird boxes should be erected on northerly or shaded east/west aspects.

Swift bricks should be positioned: 1) Out of direct sunlight; 2) At the highest possible position in the building's wall; 3) In clusters of at least three; 4) 50 to 100cm apart; 5) Not directly above windows; 6) With a clear flightpath to the entrance; and 7) North or east/west aspects preferred. (See <https://www.swift-conservation.org/Leaflet%20-%20Swift%20Nest%20Bricks%20-%20installation%20&%20suppliers-small.pdf>.)

The boxes shall thereafter be maintained for the lifetime of the development.

Reason: To ensure the provision of roosting and nesting opportunities, in accordance with MD12, CS17 and section 180 of the NPPF

10. No part of the development shall be brought into operational until the parking as shown on plan SA29442-BRY-ST-PL-A-03_G has been constructed in accordance with the approved plan.

Reason: In the interest of Highway Safety.

CONDITION(S) THAT ARE RELEVANT FOR THE LIFETIME OF THE DEVELOPMENT

11. Prior to the erection of any external lighting on the site, a lighting plan shall be submitted to and approved in writing by the Local Planning Authority. The lighting plan shall demonstrate that the proposed lighting will not impact upon ecological networks and/or sensitive features. The submitted scheme shall be designed to take into account the advice on lighting set out in the Bat Conservation Trust's Guidance Note GN08/23: Bats and Artificial Lighting At Night, GN01/21: The Reduction of Obtrusive Light and Guidance Note 9/19: Domestic exterior lighting: getting it right. The development shall be carried out strictly in accordance with the approved details and thereafter retained for the lifetime of the development.

Reason: To minimise disturbance to bats, which are European Protected Species.

Informatives

1. In arriving at this decision Shropshire Council has used its best endeavours to work with the applicant in a positive and proactive manner to secure an appropriate outcome as required in the National Planning Policy Framework, paragraph 38.

2. The land and premises referred to in this planning permission are the subject of an Agreement under Section 106 of the Town and Country Planning Act 1990. The S106 may include the requirement for a financial contribution and the cost of this should be factored in before commencing the development. By signing a S106 agreement you are legally obliged to comply with its contents, irrespective of any changes to Planning Policy or Legislation.

3. This planning permission is subject to mandatory Biodiversity Net Gain. Please see <https://www.gov.uk/guidance/meet-biodiversity-net-gain-requirements-steps-for-developers> for more information. Development must not commence until you have submitted and obtained approval for a Biodiversity Gain Plan.

4. Nesting birds

The active nests of all wild birds are protected under the Wildlife and Countryside Act 1981 (as amended). An active nest is one being built, contains eggs or chicks, or on which fledged chicks are still dependent.

It is a criminal offence to kill, injure or take any wild bird; to take, damage or destroy an active nest; and to take or destroy an egg. There is an unlimited fine and/or up to six months imprisonment for such offences.

All vegetation clearance, tree removal and scrub removal and/or conversion, renovation and demolition work in buildings [or other suitable nesting habitat] should be carried out outside of the bird nesting season which runs from March to August inclusive.

If it is necessary for work to commence in the nesting season then a pre-commencement inspection of the vegetation and buildings for active bird nests should be carried out. If vegetation or buildings cannot be clearly seen to be clear of nests then an appropriately qualified and experienced ecologist should be called in to carry out the check. Only if there are no active nests present should work be allowed to commence.

[Netting of trees or hedges to prevent birds from nesting should be avoided by appropriate planning of work. See guidance at <https://cieem.net/cieem-and-rspb-advise-against-netting-on-hedges-and-trees/> .]

[If during construction birds gain access to [any of] the building[s] and begin nesting, work must cease until the young birds have fledged.]