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#### By Email only: chris.swain@brighton-hove.gov.uk

Chris Swain Planning Team Leader (Major Applications) Development Management City Development and Regeneration Brighton and Hove Council 1st Floor Hove Town Hall Norton Road Hove BN3 3NQ

**Date:** 19 May 2020 **Our ref:** 60560/05/HS/NS/

Dear Chris

### The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as updated)

### Cannon Place Hotel, Brighton – Request for a formal EIA Screening Opinion

On behalf of our clients, Topland Group of Companies ('Topland'), we request that the Council provides a formal screening opinion to confirm whether there is a requirement for an Environmental Impact Assessment ('EIA') in respect of the proposed redevelopment of part of the Brighton Hilton Metropole Hotel and associated land to the rear of the hotel, at Cannon Place, Brighton, BN1 2FU. This request is made in pursuance of Regulation 6 of the Town and Country Planning (EIA) Regulations 2017 as amended ("the EIA Regulations").

To enable your consideration of this issue, we set out below the following information:

- 1 Description of the site and its surroundings;
- 2 Description of the proposed development; and
- 3 Review of the requirement for an EIA.

Item 3 is dealt with by reference to a preliminary review of the site and its surroundings and a consideration of the issues set out in the EIA Regulations.

A site location plan is provided at Annex 1 of this letter. The site covers an area of approximately 0.18 hectares which is below the threshold for screening but we have considered whether EIA is required due to the location of the site and potential impacts arising.

In summary, we consider that the proposed development will not require an EIA. We outline below the analysis undertaken to reach this conclusion.

### 1. Description of the site and its surroundings

The development is proposed for the northeast corner of the existing Brighton Hilton Metropole Hotel, at the corner of Cannon Place and St. Margaret's Place. The site currently accommodates the largely unused Viscount exhibition hall (at ground and first floor levels) along with small conference rooms and associated

service areas at second floor. The site includes Nos. 31-32 Cannon Place, the listed building that fronts St Margaret's Place, that is vacant, other than accommodating an emergency stair core.

The site is situated in central Brighton and the immediate surrounding area is characterised by residential properties, other large-scale hotels and commercial uses. The wider surrounding area includes the Churchill Square Shopping Centre and associated car park, of which the blank façade faces the site at the northeast, and Western Road to the north of the site, both focal points of the B&HCC designated Regional Shopping Centre. On the seafront across Kings Road to the southwest, is the British Airways i360 observation tower, near to the remains of West Pier.

Brighton Train Station is located approximately 860 metres northeast and provides direct services to Gatwick Airport, London St Pancras International, London Victoria, Southampton, Cambridge, Bedford, and other local destinations. The nearest bus stops to the site are located at Clarence Square approximately 170 metres to the north, which provide frequent services to locations across Brighton and Hove. Other bus stops within 200m of the site are located along West Street and Western Road to the east and north.

The site is located within the Regency Square Conservation Area, which is centred around Regency Square, located to the west of the development, which is characterised by 19th Century residential properties. There are no Scheduled Monuments within the site. As above, the Grade II listed building of 31-32 Cannon Place (ref. 1380048) is part of the proposed development site. There are no other listed buildings within the site, however, there are several other listed buildings and structures within its vicinity, including:

- the Grand Hotel (Grade II listed, NHLE ref. no. 1381654) east of the Metropole Hotel;
- No. 30 Cannon Place (Grade II listed, NHLE ref. no. 1380047) and Nos. 2 and 3 St Margret's Place (Grade II listed, NHLE ref. no. 1380898) north of Nos. 31 and 32 Cannon Place;
- the West Pier (Grade I listed, NHLE ref. no. 1381655) to the south-west; and
- several other listed buildings on the esplanade, enclosing Regency Square to the west and enclosing Russel Square to the north.

The site is not within any statutory ecological designations but the following are within 5km:-

- Brighton to Newhaven Cliffs Site of Special Scientific Interest ('SSSI') approximately 3km east of the site;
- Whitehawk/Race Hill Local Nature Reserve located approximately 2km northeast of the site;
- Bevenden Down Local Nature Reserve located approximately 3.6km northeast of the site;
- Wild Park Local Nature Reserve located approximately 3.4km north of the site; and
- Withdean and Westdene Woods Local Nature Reserve located approximately 3.4km northwest.

Other nearby designations include the Royal Pavilion Grade II Registered Park and Gardens, a non-statutory historic designation, located approximately 640m to the north. The nearest boundary of the South Downs National Park is approximately 4km to the east.

According to the Government Flood Map for Planning, the site is located wholly within Flood Zone 1 (i.e. the area with the lowest probability of flooding). There are no trees within the site boundary.

The site is within the Brighton and Hove 'Central Area Brighton' Air Quality Management Area ('AQMA'), whose designation reflects prevailing nitrogen dioxide levels.

#### 2. Description of the proposed development

The development is being brought forward in detail and comprises the creation of a new standalone hotel at the corner plot of Cannon Place and St Margaret's Place. The key features comprise:

- Redevelopment of the northeast corner plot of the existing Brighton Hilton Metropole Hotel site to provide a new six-storey hotel (not including basement and ground floors);
- Provision of up to 217 rooms as a mix of standard guest rooms, king guest rooms and suites within the first-sixth floors of the hotel;
- Ground floor uses including the hotel reception, welcome/gathering zones, a hub area, a kitchen with floorspace for commercial/food and beverage use, and toilets;
- Lower ground floor uses include a hotel meeting room/conferencing suite, hotel gym, third party commercial floorspace, and hotel plant and back of house uses (including staff facilities, offices, security and kitchens); and
- Provision of a landscaped courtyard behind the new hotel (internal to the wider block of built development).

Emerging plans illustrating the form of development are provided at Annex 2 to this letter.

The works will include demolition of the Viscount exhibition hall and spaces above, whilst the 1960s internal construction of the listed building will also be removed. The existing facades of this listed building along Cannon Place and St Margaret's Place will be retained and a separate listed building application will be submitted alongside the detailed planning application to allow for these proposed works.

The Hilton Metropole Hotel would remain and continue to operate as one of Brighton's most important hotels. It will be the subject of a major refurbishment programme that will run concurrently with the proposed works to the rear of the Hotel, but these works fall outside of the scope of the application (and this screening request). Only floorspace no longer required by Hilton (i.e. floorspace no longer in productive use) is to be redeveloped.

The primary access to the hotel is proposed from Cannon Place, with a secondary entrance utilising the portico of the listed building along St Margaret's Place.

Construction will be undertaken using best practice measures, and a Construction Environmental Management Plan ('CEMP') will be prepared to ensure the implementation of measures to reduce any significant adverse effects during the construction process.

### 3. Requirement for EIA

The process of screening is intended to determine whether developments identified in Schedule 2 of the EIA Regulations give rise to significant impacts requiring assessment within an EIA. Part 10(b) of Schedule 2 includes urban development projects on sites of over 1 hectare which do not include dwelling houses.

For Schedule 2 developments, the Regulations require that an EIA be undertaken where *"the development is likely to have significant effects on the environment by virtue of factors such as its nature, size or location"*.

In determining whether the development is likely to give rise to significant environmental effects, reference should be made to Schedule 3 of the Regulations. This identifies three categories of criteria:

- 1 Characteristics of the development (such as size, cumulative effects, use of natural resources, production of waste, pollution and nuisances, risk of accidents and risk to human health);
- 2 Location of the development (by reference to the environmental sensitivity of the area); and



3 Characteristics of the potential impact (having regard in particular to the extent of the impact, its transboundary nature, magnitude and complexity, probability and duration, frequency and reversibility).

Due to the area of the site, the proposed development is below the threshold identified in Part 10(b) of Schedule 2. However we are seeking a screening opinion due to the location of the site, proximity of receptors and features of sensitivity including listed buildings.

We consider below each of the relevant criteria specified in Schedule 3 of the EIA Regulations in turn below.

In this case, it should be noted that there are no EU environmental assessments which are relevant to the proposed development.

#### **Development Characteristics**

The development will comprise the creation of a new six-storey hotel within the northeast corner of the Hilton Brighton Metropole hotel. The existing unused conference space will be demolished and the facades of the Grade II listed building 31-32 Cannon Place will be retained. The development will be in-keeping and not larger than the scale of buildings within the site and surrounding area, that includes the existing Metropole Hotel (7-8 storeys), with the tallest building in the immediate vicinity being the 24-storey residential tower, Sussex Heights.

The development is also not considered to give rise to any unusual or significant effects either in themselves or in cumulative with other schemes nearby that would give rise to a need for EIA.

Any effects during the construction period will be minimised through best practice and can be secured by way of standard planning conditions attached to any grant of planning permission, with details to be submitted and approved by the local planning authority prior to the commencement of development.

#### **Environmentally Sensitive Locations**

The development site is not in a 'sensitive area' as defined by Regulation 2 (1) of the EIA Regulations.

The site includes a Grade II listed building but the development incorporates the retention of the façade of the structure, its main feature of interest, in a sensitive manner. Significant impacts on the listed building are not anticipated. Further consideration is provided below.

The development will not give rise to significant environmental effects requiring assessment in relation to any environmentally sensitive locations or other statutory or non-statutory designated areas.

#### **Environmental Effects**

Consideration has been given to the characteristics of the potential impacts from the proposed development, having regard to the extent of these impacts, their potential trans-frontier nature, magnitude and complexity, probability and duration, frequency and reversibility. Consideration has also been given to whether the impacts could be viewed as unusually complex and potentially hazardous or markedly different in nature. Where mitigation measures are relevant to the Council's consideration of these issues, these have been specified.

#### Above ground cultural heritage

A Heritage Appraisal has been prepared for the proposed development to assess the effect of the proposal on the Site and other relevant above-ground heritage assets outside the Site boundary.



In relation to the impacts of the proposed development, the appraisal confirms the following:

- Numbers 31 and 32 Cannon Place, as above, is a Grade II listed building, but only the façade retains significance. The interior has been stripped (including the removal of the floors and structural walls) and a 1960s fire-escape staircase has been constructed internally. The existing buildings with portico do not appear to match the footprints of the buildings shown on historic mapping. Archival research may establish that at some point two Georgian buildings have been amalgamated into one with a resultant alteration to the pedimented façade; and
- The locally listed Metropole Hotel contributes positively to the character of the conservation area, although this is limited to the main hotel frontage, and this has also been compromised with its original decorative skyline replaced in 1961 with an extension. To the rear, the 24-storey Sussex Heights, and further rear exhibition halls were added. The blank frontages along St Margaret's Place, Cannon Place, and Queensbury Mews, all significantly detract from the character and appearance of the conservation area.

The proposals will introduce active frontages along Cannon Place and St. Margaret's Place, to replace the damaging blank elevations, which severely harm the character and appearance of these streets within the Conservation Area, with a softer appearing elevation. Further, the proposed buildings would be of a scale that accords with the variety of building heights and rooflines within the surrounding area.

Given the above, it is considered that there will be no significant adverse heritage impacts created as a result of the proposed development that will give rise to the need for EIA.

#### Townscape and visual impact

The proposed development reaches a maximum of six storeys (not including the ground floor). The development site is set back from Kings Road and is relatively well screened by the existing Metropole Hotel from views along this road and the seafront promenade. The site is also screened from views from Regency Square to the west by Sussex Heights, the 24-storey residential block located within the wider site of the Hilton Metropole complex.

The use of suitable architectural detailing and provision of improvements to the existing facades of the listed building along Cannon Place and St Margaret's Place will soften views of the development, therefore it is considered that the proposed development will bring positive impacts to the street scene and integration into the existing urban context will be achievable.

Given the above, it is considered that the proposals will not have significant environmental effects on townscape and visual amenity which will give rise to the need for EIA.

#### Socio-economics

The proposed development would make more efficient use of the listed building at the north end of the site, which currently lies unused as part of the Hilton Brighton Metropole Hotel's extensive conference space. The new hotel use will provide additional employment opportunities in Brighton and the wider Brighton & Hove area through job creation during the construction and operational phase.

As above, the proposed development requires the demolition of existing conferencing rooms. These rooms are rarely used and have remained vacant for a number of years. They offer heavily compromised floorspace, unattractive to the modern conferencing market and it is the case that Hilton Metropole will not be using this space in the future, regardless of the outcome of the proposed planning application. As such, the proposals will not materially affect the nature of available conferencing facilities across Brighton. Furthermore, the

proposed hotel includes new conferencing rooms which will better reflect market requirements to complement the proposed new hotel.

The proposed development is therefore likely to have a positive local economic impact and no significant adverse impacts are expected that would give rise to the need for EIA.

#### Transport

The site has good access to the public transport network, with bus stops within 200m of the site along Western Road to the north and West Street to the east, and Brighton Rail Station located approximately 170 metres north of the site. It is also well connected to the local road network with the A259 (Kings Road) to the south of the site providing access to the south coast of England, passing through Hampshire, West Sussex, East Sussex and part of Kent. A traffic-free cycle route runs parallel to the road, to the south of the site.

The development proposals do not include any car parking, however there is an NCP car park located on Russel Road directly southeast of the site. It is considered that the very limited increase in vehicle access and car parking levels related to the operation of the proposed development will be sufficiently accommodated in third-party car parking facilities. Servicing activities are proposed off Cannon Place, adjacent to the existing servicing areas used by the Hilton Brighton Metropole Hotel.

The transport and access effects during the construction of the Proposed Development would be dependent on various factors including the final programme of construction works, build out rate, import/export of materials and construction processes adopted but reasonable assumptions are able to be made at this time. Suitable management and control measures will be identified which it is anticipated would be incorporated into a Code of Construction Practice (CoCP) or Construction Environmental Management Plan (CEMP) as a basis for managing the construction works process.

Due to the existing transport infrastructure and information given above, it is considered that the proposals will not have significant environmental impacts on transport which will give rise to the need for EIA.

#### Daylight, sunlight and overshadowing

The proposed development will increase the massing on the site and accordingly will result in changes in the availability of daylight and sunlight to neighbouring buildings.

However, it is not considered that the increase in massing within the site would create any impacts in relation to overshadowing that would significantly impact any of the residential properties to the north of the site. This has been considered in the design of the proposed hotel, the height of the building steps down to the elevation adjacent to St Margaret's Place, ensuring that the likelihood for any such impacts is reduced.

Given the above, it is considered that there are unlikely to be any significant effects arising on daylight, sunlight and overshadowing which will give rise to the need for EIA.

#### Noise and vibration

The proposed development is located within an established urban location, where noise is generated by the main roads surrounding the site. As discussed above, the proposed development is not anticipated to generate significant changes in traffic flows during operation that would generate any significant noise impacts.

Due to the nature of the proposed development, there will be a requirement for plant which would generate some noise and vibration impacts. The plant for the hotel is proposed to be located at the lower ground floor and would be subject to industry and noise safety standards.

During construction, there will be some noise impacts, however these would all be short term, intermittent effects that would be mitigated by site controls and best practise measures which will be outlined in a CEMP submitted with the planning application.

Given the above, it is considered that there are unlikely to be any significant effects arising in relation to noise and vibration which will give rise to the need for EIA.

#### Air quality

The site lies within an AQMA declared by the Council for noncompliance with short and long-term nitrogen dioxide concentrations set out in the Air Quality Strategy for England.

The construction works have the potential to create dust that could be considered an occasional, short-term impact. During construction it will therefore be necessary to apply a package of mitigation measures to minimise dust emission. With these measures in place it is expected that any residual effects will be insignificant in relation to air quality.

The proposed development does not include any car parking and is situated in a location that benefits from good public transport links, and hence any operational impacts on air quality are anticipated to be insignificant. Therefore, in relation to air quality, the proposed development is not likely to give rise to the need for EIA.

#### Light pollution

The proposed development site is situated in an established urban area. The surrounding context comprises built development on all sides of the application site including residential and commercial uses, and is located within the Council's Development Area Boundary (allocated within the City Plan Part One). Acknowledging the surrounding context, it is considered that the new light emitted from the proposed development will not be inappropriate in the existing context and will therefore not give rise to any significant environmental impacts on light pollution which will give rise to the need for EIA.

#### Ecology

The site is not located within a designated or non-designated ecological area.

Although Sussex Heights is locally famous for its rooftop nesting box of Peregrine Falcons, these are known to nest in inaccessible undisturbed locations such as vertiginous cliff-ledges, and so it is very unlikely the Site in its current form will be an attractive alternative.

Given the existing urban setting of the site, and the above consideration of local species, it is not considered that the proposed development will give rise to ecological impacts that would require assessment as part of an EIA.

#### Water and drainage

As specified above, the site is located entirely within Flood Zone 1, where there is a less than one in onethousand-year probability of flooding from a river or the sea, and the necessary discharge consents and abstraction licenses will be obtained for the site. Considering the existing urban use of the site and given the size of the site and the scale of the proposals it is not considered that there will be any significant effects arising in relation to flood risk within the site or elsewhere as a result of the development which would give rise to the need for EIA.



#### **Energy and utilities**

Most new developments require connection to existing utility services, including electricity and gas supplies, water supply, and Telecoms. As this is a brownfield site with existing significant utility infrastructure connected to the existing Brighton Hilton Metropole Hotel, it is not anticipated that there will be a requirement for significant upgrade work to provide new services. It also worth noting that the site is located in Brighton Centre where service main provision is already well established.

Given the above, it is considered that the proposals will not have significant environmental effects on energy and utilities which will give rise to the need for EIA.

#### **Planning Submission**

Notwithstanding your consideration of the requirement for EIA in connection with the proposed development, additional material will accompany the application to assist in your consideration of the proposals. The material will comprise:

- 1 Application forms, certificates and appropriate application fee;
- 2 Location Plan;
- 3 Existing and proposed:
  - a Site Plans;
  - b Elevation Plans;
  - c Roof Plans;
  - d Floor Plans;
  - e Cross Section Plans;
- 4 Design & Access Statement;
- 5 Planning Statement (including a statement of community consultation and hotel market assessment);
- 6 Heritage Statement;
- 7 Tall Building Statement (incorporated within the Design and Access Statement);
- 8 Lighting Strategy;
- 9 Transport Statement; and
- 10 Framework Construction Environmental Management Plan.

An application for listed building consent will also be submitted to the Council alongside the planning application.

#### Conclusion

This screening letter considers whether the proposed development at the Brighton Metropole Hotel is likely to give rise to significant environmental impacts that would give rise to the need for EIA. It has been demonstrated that, following the implementation of standard mitigation measures that can be integrated into the development proposals or secured by condition, no significant effects are expected.

We trust that you have sufficient information to determine whether this is an EIA development under the Town and Country Planning (EIA) Regulations 2017 (as amended).



From these Regulations, we note that the local authority has three weeks (beginning from the date of receipt) to form a screening opinion and to provide the main reasons for this opinion having regard to the relevant criteria listed in Schedule 3. If adopting a negative screening opinion, we note that the LPA must also state any features of the proposed development and measures envisaged to avoid and prevent what might have otherwise been, significant adverse effects on the environment.

Please contact me or Nancy Stuart if you require any additional information.

Yours sincerely

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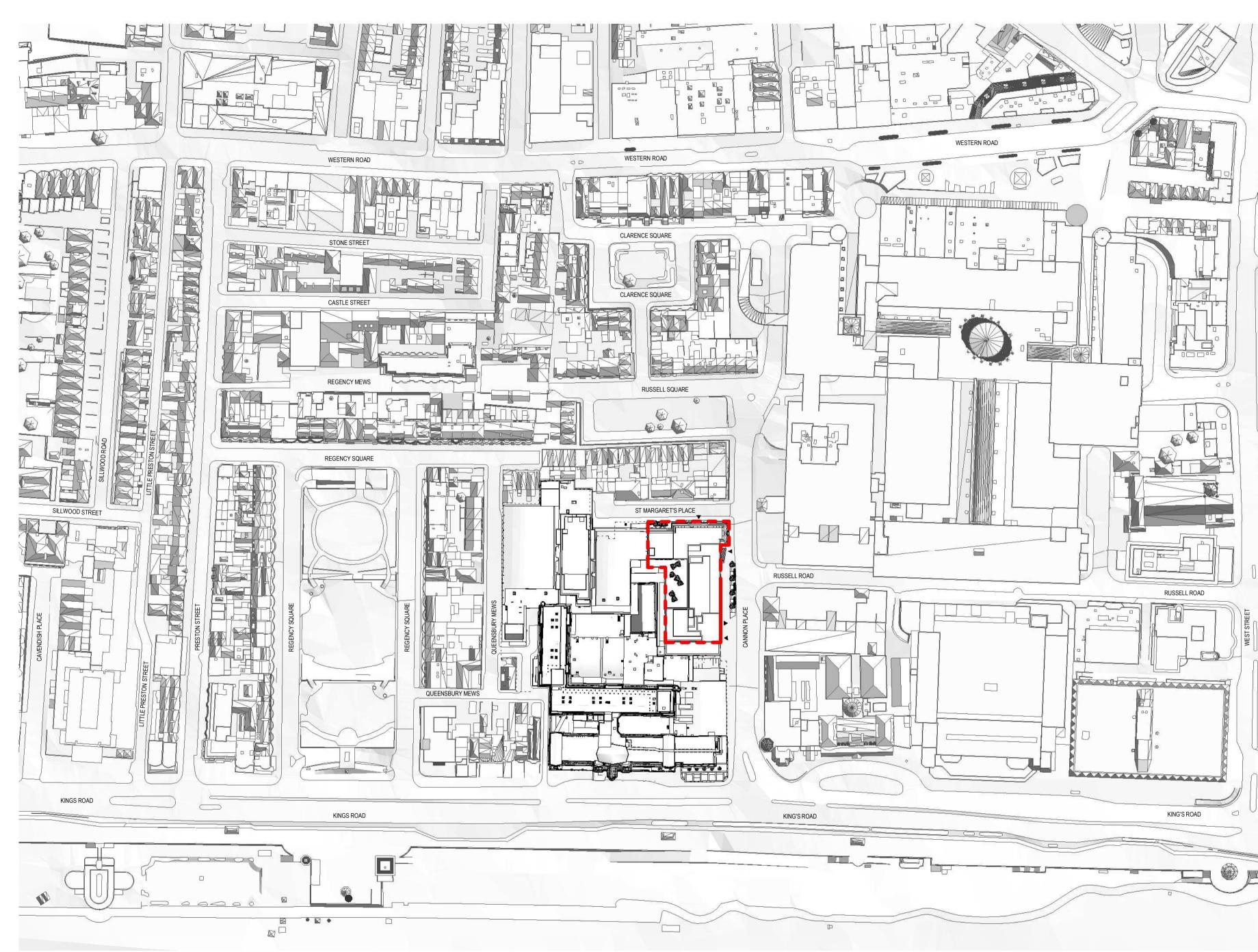
Hugh Scanlon Senior Director

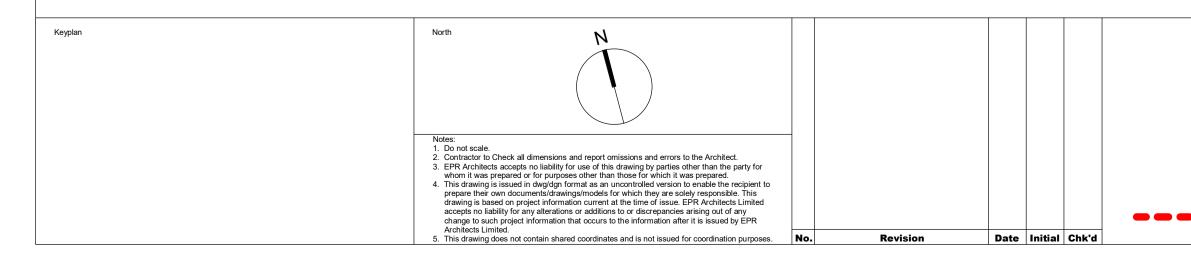
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- Annex 1: Site Location Plan
- Annex 2: Plans showing the proposed development



## **Annex 1: Site Location Plan**







## EPR Architects

Cannon Place Hotel, Brighton Cannon Place, BN1 2FU

Site Location Pla

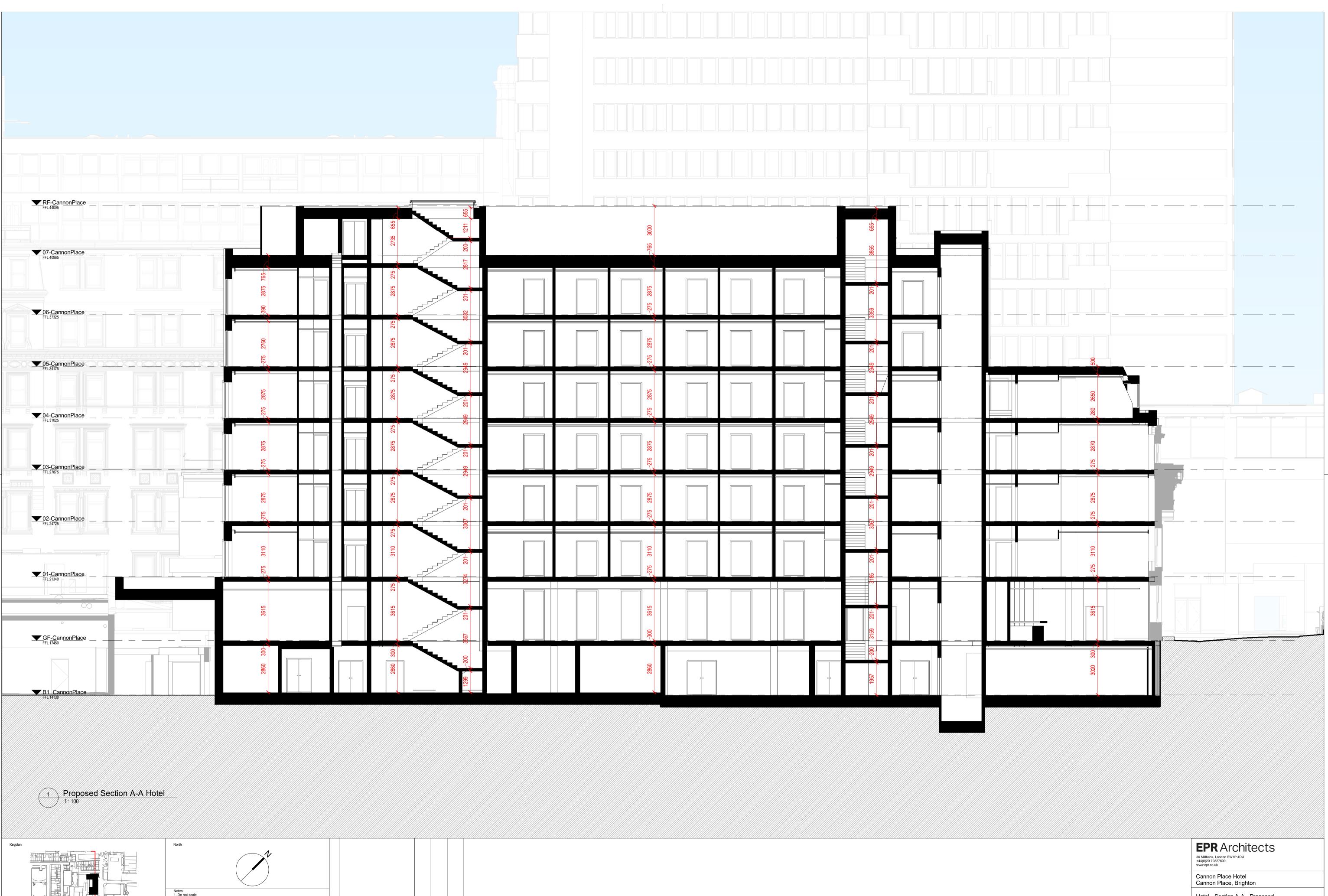
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# Annex 2: Plans showing the proposed development



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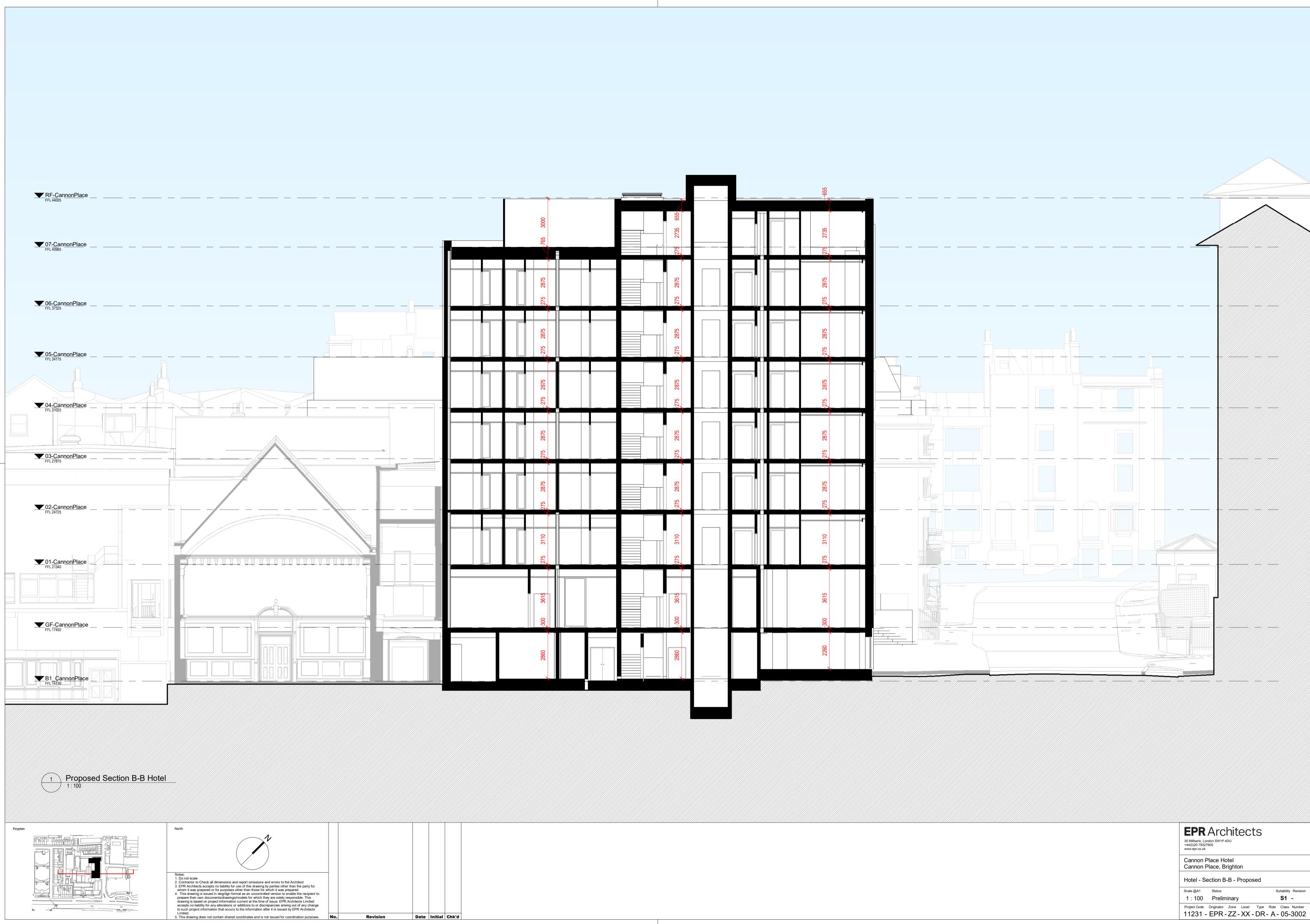
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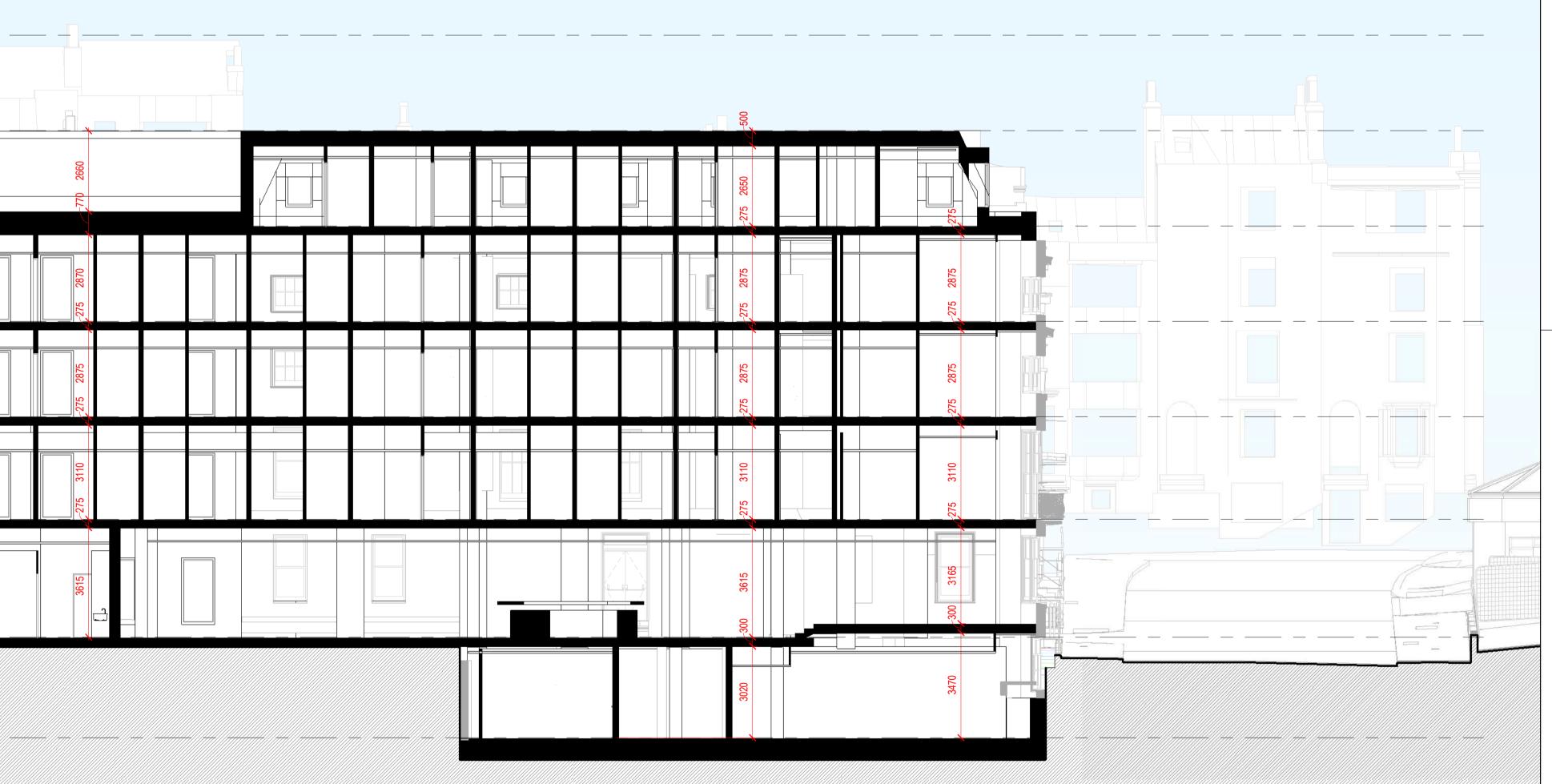
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Cannon Place Hotel Cannon Place, Brighton	
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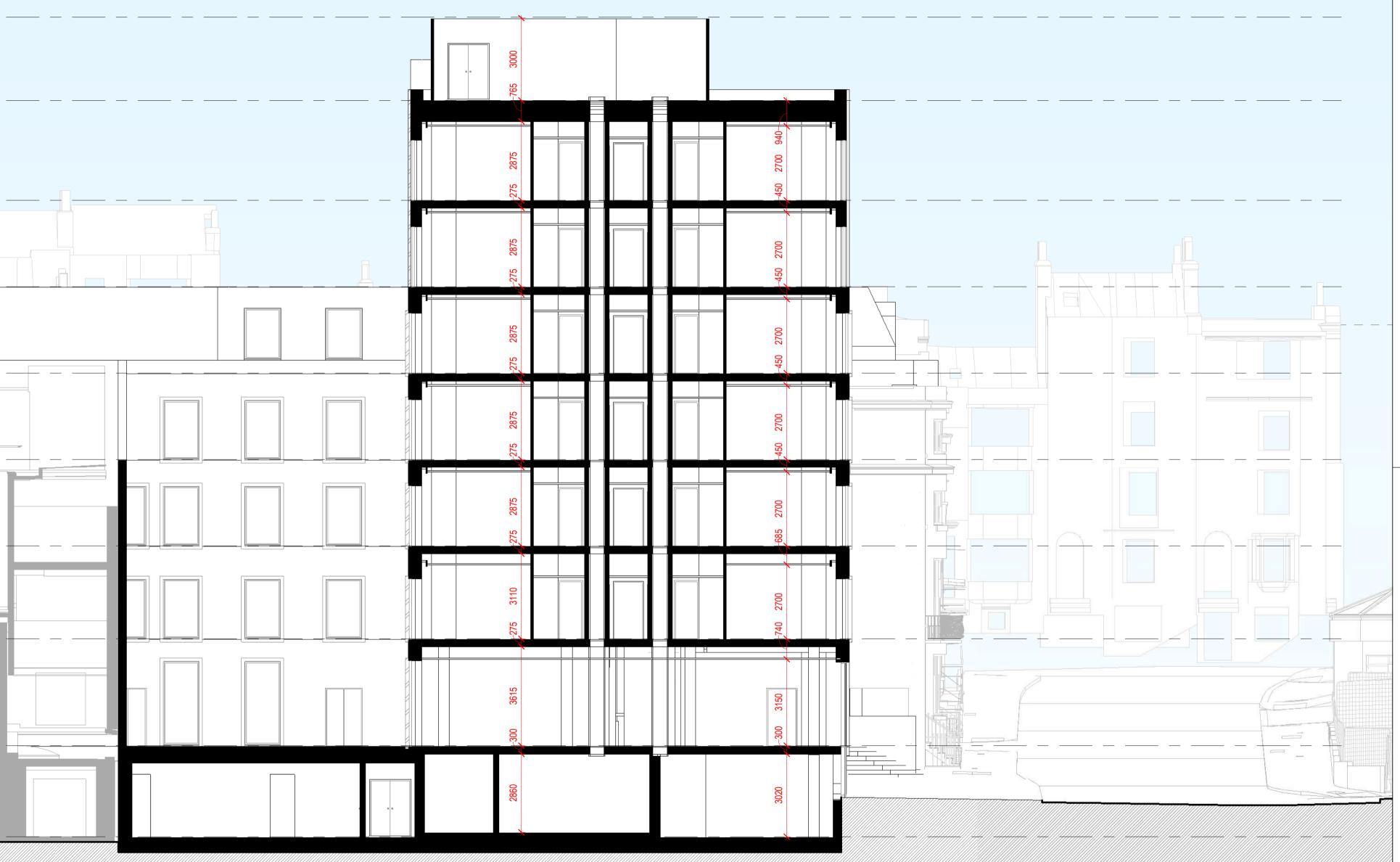


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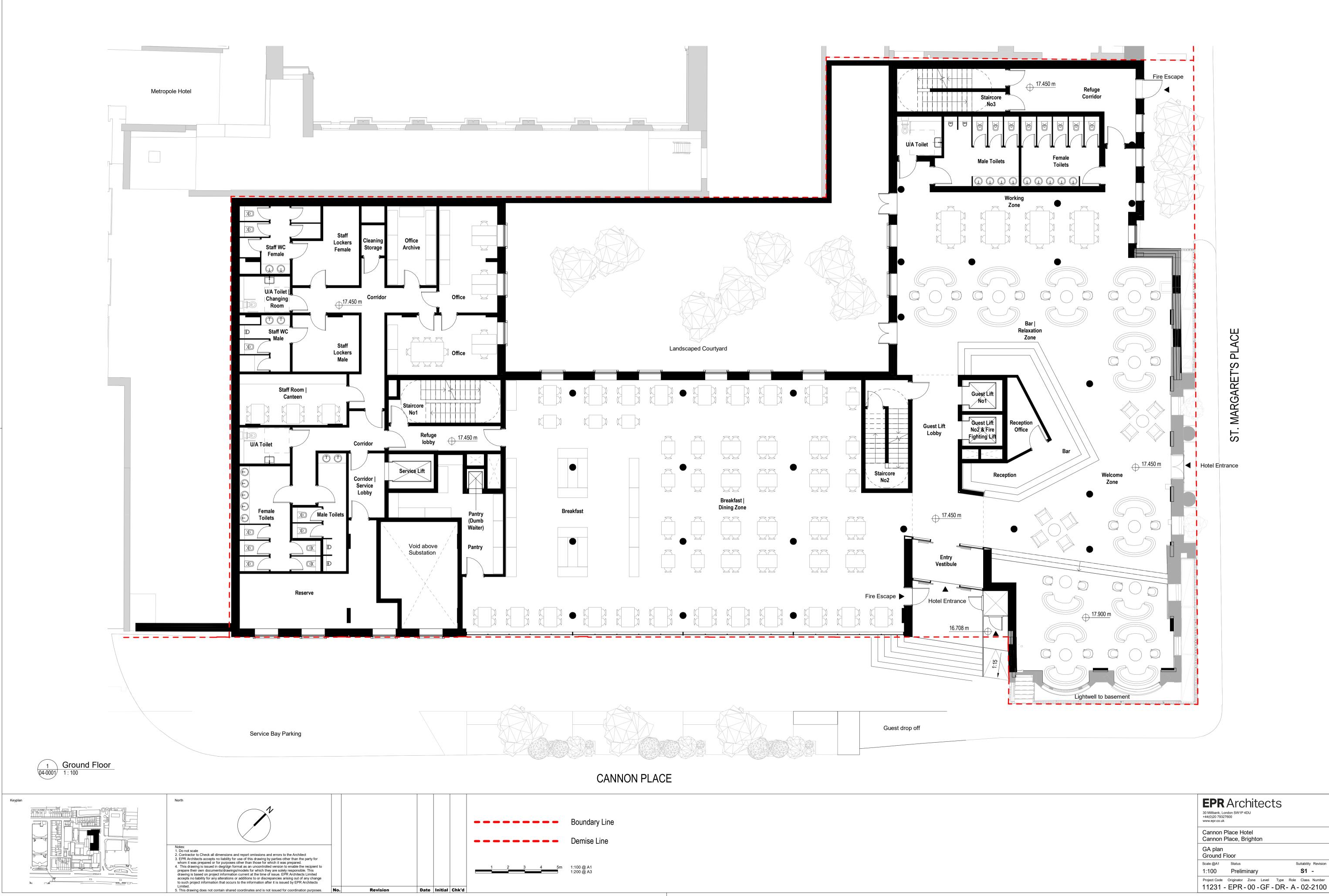
Cannon Place Hotel Cannon Place, Brighton

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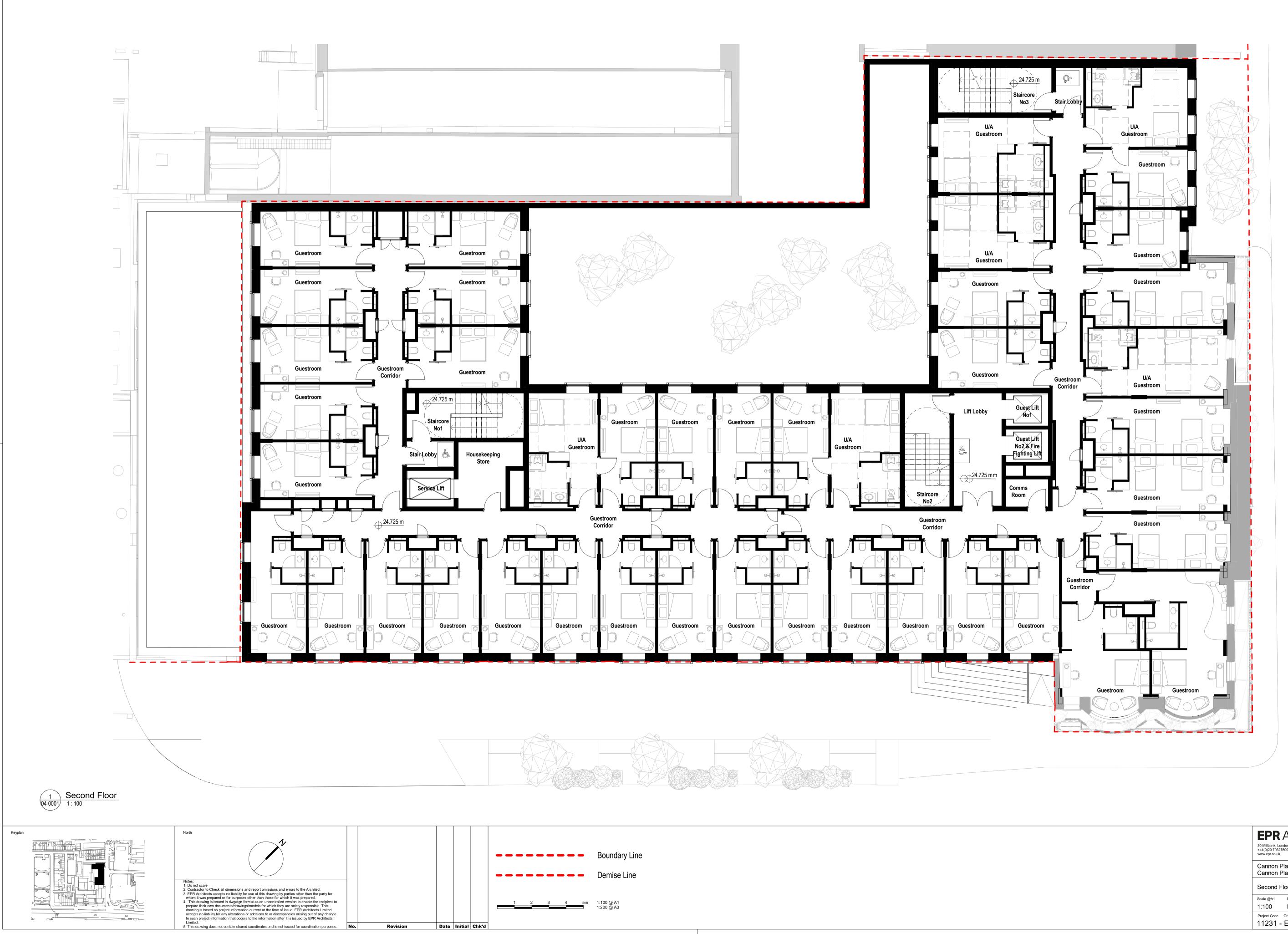
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Cannon Place Hotel Cannon Place, Brighton
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Cannon Place Hotel Cannon Place, Brighton

Second Floor

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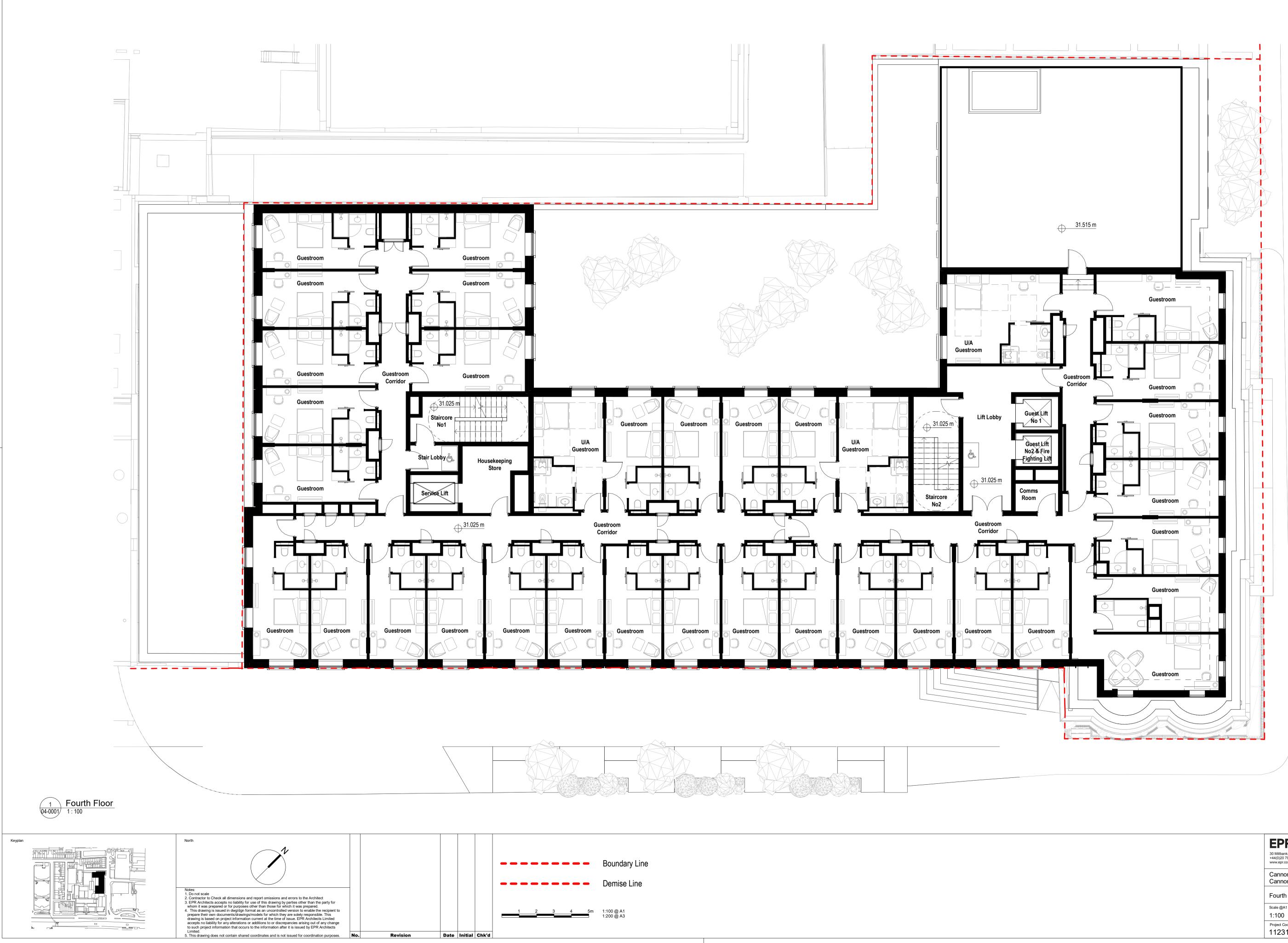


## **EPR** Architects 30 Millbank, London SW1P 4DU +44(0)20 79327600 www.epr.co.uk

Cannon Place Hotel Cannon Place, Brighton

Third Floor

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## **EPR** Architects 30 Millbank, London SW1P 4DU +44(0)20 79327600 www.epr.co.uk

Cannon Place Hotel Cannon Place, Brighton

Fourth Floor

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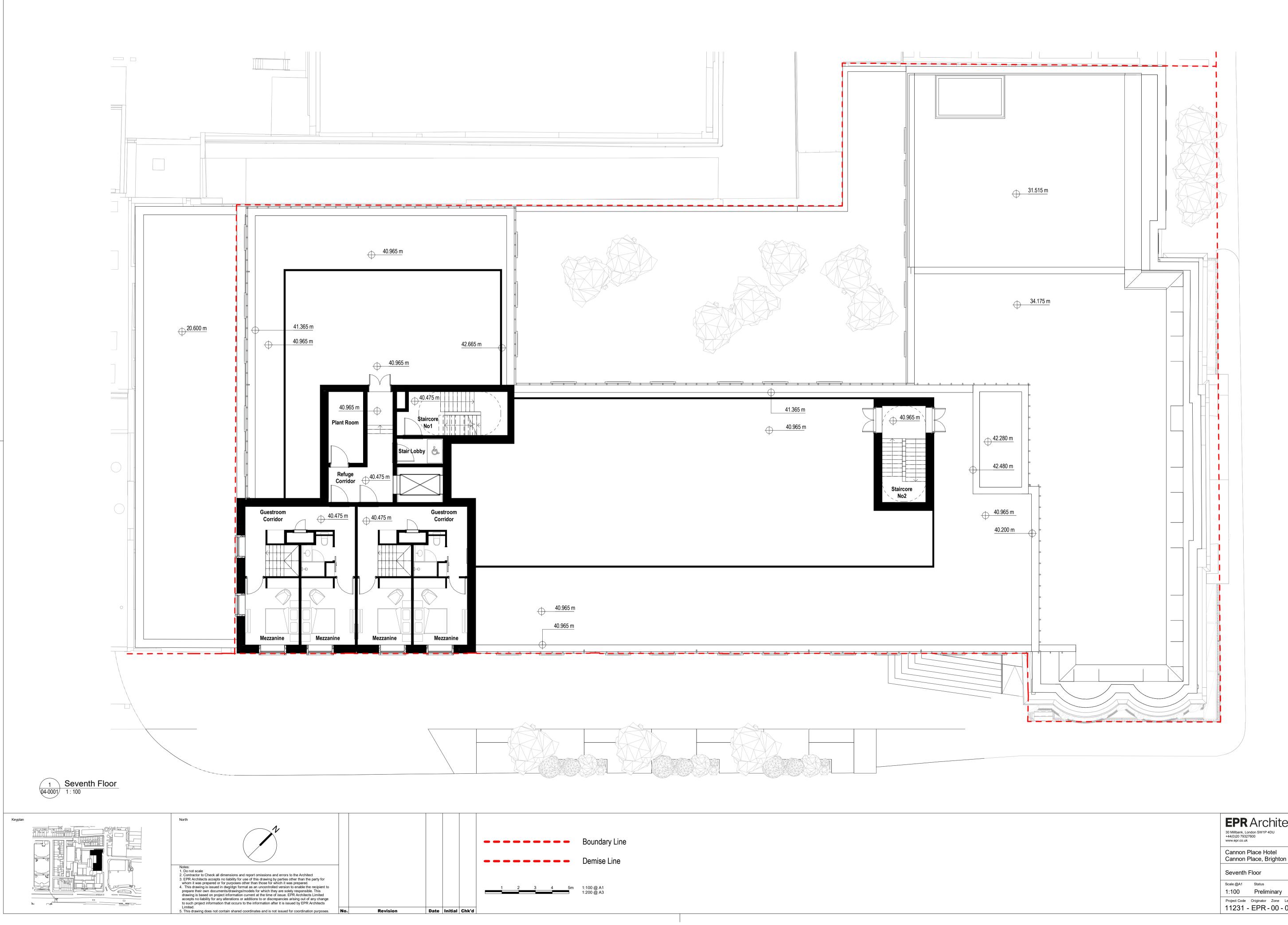
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30 Millbank, London SW1P 4DU +44(0)20 79327600

Scale @A1	Status		Suitability Revision			
1:100	Preliminary					S1 -
Project Code	0					Class. Number
11231 -	EPR-	- 00 -	07	- DR	- A -	02-2107

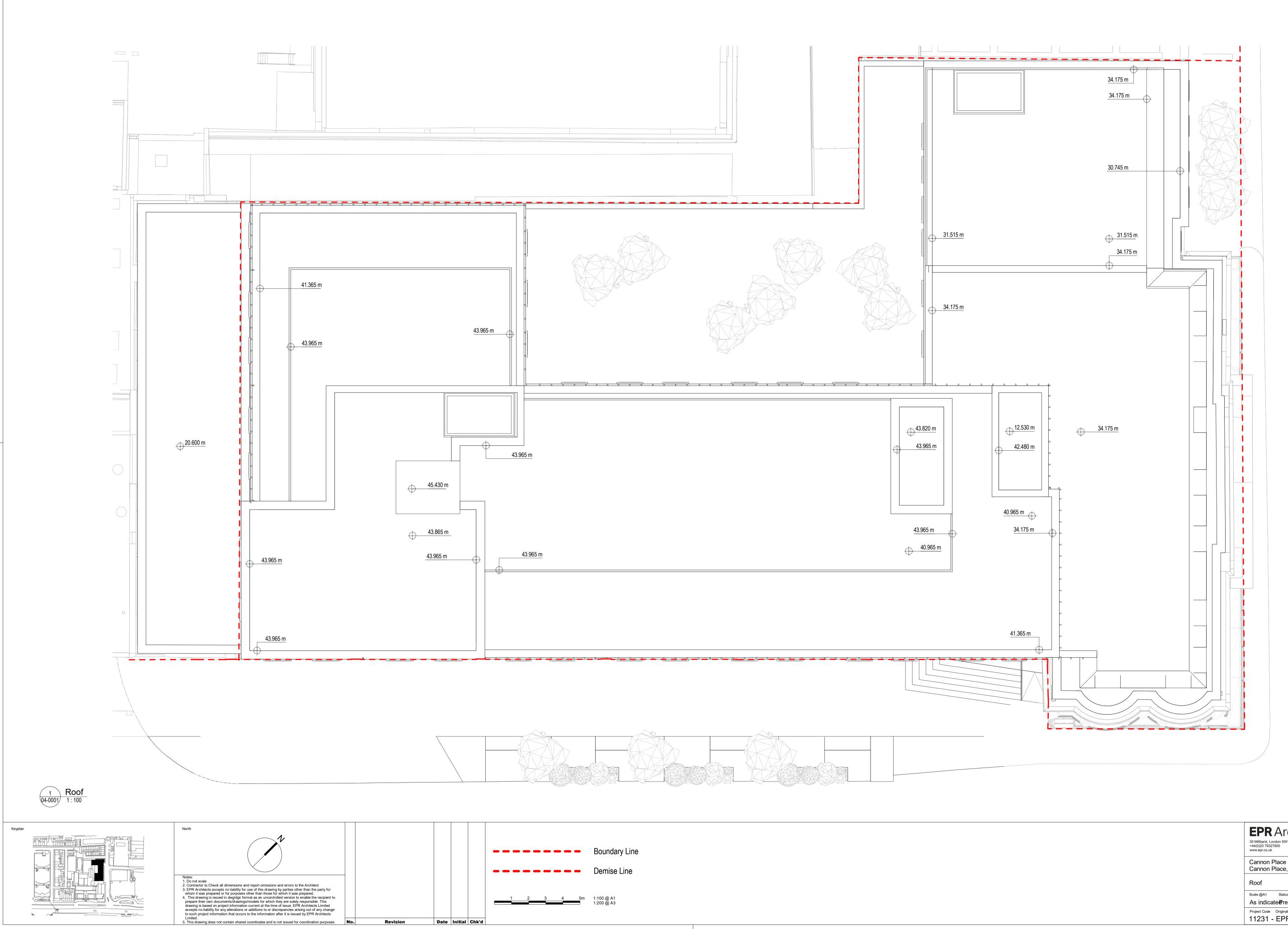


<b>EPR</b> Architects
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Cannon Place Hotel Cannon Place, Brighton

**Basement Level** 

Scale @A1	Status				S	uitability Revision
1:100	Preliminary			S1 -		
Project Code	Originator	Zone	Level	Туре	Role	Class. Number
11231 -	EPR-	- 00	· B1	- DR-	• A -	02-2099



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Scale @A1	Status				S	uitability	Revision
As indicate Preliminary S1 -							-
Project Code	Originator	Zone	Level	Туре	Role	Class.	Number
11231 -	EPR-	- 00	·RF	- DR	• A -	02-	2108