

1-5 Grosvenor Place

in the City of Westminster

planning application no. 15/06448/FULL

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

The proposal

Demolition of existing buildings and redevelopment to provide a hotel, retail and residential accommodation, within a single building, comprising lower ground and eight upper floors, basement accommodation, landscaping, new vehicular accesses to Grosvenor Crescent and Halkin Street and other associated works.

A concurrent application also seeks permission at 32-42 Buckingham Palace Road for change of use from retail to residential accommodation. The affordable housing will be delivered off-site and secured through legal agreement.

The applicant

The applicant is **One GP LLP** and the agent is **Gerald Eve LLP**. The architect is **Hopkins Architects**.

Strategic issues

The principle of a mixed-use, up-market hotel and residential development in the CAZ is supported. Outstanding strategic issues with regards to **affordable housing, urban design, energy** and **transport** should, nevertheless, be resolved before the application is referred back to the Mayor.

Recommendation

That Westminster City Council be advised that while the application is generally acceptable in strategic planning terms, the application does not comply with the London Plan, for the reasons set out in paragraph 91 of this report; but that the possible remedies set out in the same paragraph could address these deficiencies.

Context

1 On 20 July 2015 the Mayor of London received documents from the City of Westminster notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 28 August 2015 to provide the Council with a statement setting

out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Categories 1B and 1C of the Schedule to the Order 2008:

Category 1B

1. Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings—

(b) in Central London (other than in the City of London) and with a total floorspace of more than 20,000 square metres.

Category 1C

1. Development which comprises or includes the erection of a building of one or more of the following descriptions—

(c) the building is more than 30 metres high and is outside the City of London.

3 Once Westminster City Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

5 The application site is situated at the southern-western corner of Hyde Park and at the northern end of Grosvenor Place. The site is immediately bounded by Grosvenor Crescent to the north-west, opposite the Lanesborough hotel. Hyde Park Corner is to the north-east. Buckingham Palace gardens are immediately opposite to the east across Grosvenor Place. To the south east of the application site is Halkin Street and to the west is Pembroke Close.

6 The site currently comprises a block of 1960's office buildings of up to nine storeys, with a small number of retail units and eight residential units.

7 The site is within the Central Activities Zone (CAZ), and is adjacent to the Royal Parks and partially within the Belgravia Conservation Areas. There are a number of listed buildings within the vicinity of the site.

8 Grosvenor Place is part of the Transport for London Road Network. 1-5 Grosvenor Place is located approximately 100 metres from Hyde Park Corner London Underground station (Piccadilly Line) and is also served by a number of bus services, including 24 hour and night services. The site has a public transport accessibility level (PTAL) of 6b, with 1 being the least accessible by public transport and 6b being the most accessible.

Details of the proposal

9 The proposals seek the demolition of the existing buildings and replacement to provide a single building arranged around a central courtyard of lower, ground, eight upper floors, rooftop plant and basements with:

- a five star hotel (Use Class C1) comprising up to 190 rooms, restaurants, function room and other ancillary back of house spaces;
- between 24 to 28 residential dwellings (Use Class C3);

- retail (Use Class A1) at ground floor level;
- car and cycle parking; and
- refuse, delivery and circulation spaces with the proposed basements.

10 The proposed building is nine storeys tall. The main pedestrian hotel access would be from Grosvenor Place, the main vehicle access from Grosvenor Crescent and the residential access from Halkin Street.

11 The proposals also comprise a concurrent application at No 32-42 Buckingham Palace Road, located 800 metres from 1-5 Grosvenor Place where a change of use from retail to residential is sought to provide off-site affordable housing for 1-5 Grosvenor Place, in accordance with affordable housing policy.

Case history

12 The applicant site has no strategic planning history.

Strategic planning issues and relevant policies and guidance

13 The relevant issues and corresponding policies are as follows:

- Mix of uses *London Plan;*
- Offices *London Plan;*
- Housing *London Plan; Housing SPG; Draft Revised Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG;*
- Affordable housing *London Plan; Housing SPG, Housing Strategy;*
- Density *London Plan; Housing SPG*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context SPG;*
- Tall buildings/views *London Plan*
- Historic environment *London Plan; Shaping Neighbourhoods: Character and Context SPG*
- Access *London Plan; Accessible London SPG: Achieving an Inclusive Environment*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change and Energy Strategy; Mayor's Water Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy.*

14 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is: the Westminster City Plan: Strategic Policies (2013); the saved policies in the Westminster Unitary Development Plan (2007, saved 2010); and the London Plan (Consolidated with Alterations since 2011).

15 The following are also relevant material considerations:

- National Planning Policy Framework and Planning Practice Guidance to the National Planning Policy Framework
- London Plan Housing and Parking Standards (Minor Alterations to the London Plan Consultation Draft), April 2015

- The London Plan draft interim Housing SPG
- Westminster Council's Interim Guidance Note: Affordable Housing Policy (2013).

Principle of development

16 The site is located within the Core Central Activities Zone as identified in Westminster's City Plan: Policies map. The existing and proposed floor areas for the proposed development at 1-5 Grosvenor Place are set out in Table 1 below.

Land use	Existing (sq.m. GEA)	Proposed (sq.m. GEA)	Net Change (sq.m. GEA)
Office (class B1)	21,451	0	-21,451
Hotel (Class C1)	0	36,023	+36,023
Retail (Class A1/A3)	175	1,383	+1,208
Residential (Class C3)	1,421	14,741	+13,320
Total	23,047	52,147	+29,100

Table 1: Existing and proposed floorspace

Loss of office space

17 The proposals would result in the loss of 21,451 sq.m. of office space that would be replaced with hotel, retail and residential uses. Whilst the London Plan does not specifically protect office buildings, it protects the provision of office capacity in London and in the CAZ. London Plan Policy 4.3Bd states that, where justified by local and strategic office demand assessments and in areas identified in LDFs as having a particular need for local office provision, residential proposals within the CAZ which would otherwise result in a loss of office space should make a proportionate contribution to provision of new office space within or nearby the development.

18 It is noted that Westminster Council has stated that after 1 September 2015, applications for housing would no longer be acceptable where this results in a loss of office floorspace, except where an applicant can demonstrate that the benefits of the proposal taken as a whole outweigh the loss of the office floorspace. It is also noted that Westminster City Council is currently in the process of preparing revisions to the City Plan and has issued a policy booklet for consultation on the Mixed Use and Office to Residential Conversion. However, at the time of this application, the policies have not yet been adopted and therefore have little weight as a material consideration. Furthermore, it is understood from discussions with Westminster officers that the loss of office space is acceptable in principle in this location.

19 At pre-application stage, the applicant was requested to justify the loss of office space. In response to this, the applicant has provided the following justifications:

- the existing office accommodation is functionally obsolete;
- the proposed development would result in a small decrease in direct employment on the site. 851 FTE jobs are currently supported by the office base activity and existing residential units on the site, whereas an estimated 733 direct FTEs would be created onsite once the scheme is operational (this represents a loss of 118 FTE jobs on site);
- the new hotel and residential would be likely to result in a net increase in both GVA (c. £22m accounted by the new residents and visitors) and employment (c 1,600), when indirect/induced expenditure is taken into account;

- Approximately 85,000 sq.m. of new or refurbished Grade A space is expected to come forward, or has already been delivered within the new office cluster in the Victoria Opportunity Area, within 800 metres of the site.

20 Based on the above, the loss of office space in this location is acceptable.

Hotel

21 As set out in Table 1, 36,023 sq.m. of hotel floorspace is proposed as part of this application.

22 London Plan Policy 4.5 supports the provision of new visitor accommodation in appropriate locations. This location is well placed for hotel use, opposite Hyde Park Corner and in close proximity to the Royal Parks and Buckingham Palace. At the local level, Strategic Policy S23 supports new hotels within the Core CAZ.

23 As the site is located in the Core CAZ, the redevelopment of the site for a hotel is supported in strategic terms.

Retail

24 The proposals include the provision of 1,383 sq.m. of retail floorspace (A1/A3) on site. London Plan Policy 2.11 supports the expansion of retail capacity within the CAZ to meet strategic and local need when it is focused on CAZ frontages. Grosvenor Place is not part of a CAZ frontage; however, Westminster Policy S21 notes that larger retail development may be appropriate within other parts of the Core CAZ where they can be introduced sensitively.

25 The provision of retail floorspace on site would not raise any strategic issues, subject to the Council being satisfied with the proposals.

Residential use

26 The scheme is proposing between 24 and 28 residential units. Strategic policy acknowledges the diverse range of uses that exist within the CAZ, recognises that the CAZ is a place where people live, and that having a range of homes within the CAZ helps to support its strategic function. London Plan Policy 3.3 seeks to increase London's supply of housing and in doing so sets borough housing targets. The proposal will contribute towards the delivery of London's housing requirements and the Council's minimum target of 1,068 homes per year between 2015 and 2025 in line with London Plan Policy 3.3. This is supported.

Summary

27 The principle of the redevelopment of the site for commercial and residential uses is supported in strategic terms.

Housing and affordable housing

28 The application considered here seeks permission for between 24 and 28 residential units, totalling 14,741sq.m. A detailed housing schedule is provided below:

Unit type	Market	%
two-bed	6	21
three-bed	9	32
four-bed	12	43
five-bed	1	4
Total	28	100%

Table 2: Unit schedule (Source: Panning Statement – GeraldEve)

Affordable housing

29 London Plan Policies 3.11 and 3.12 require the maximum reasonable amount of affordable housing to be delivered in all residential developments above ten units, taking into account; the need to encourage rather than restrain development; the housing needs in particular locations; mixed and balanced communities, and; the specific circumstances of individual sites.

30 Due to scarce land availability and significant land values in the City of Westminster, there is an acute difficulty in providing enough affordable homes to serve the population in need of such a home. In order to address this, Westminster's City Plan Policy S16 requires developments of either 10 or more additional units or over 1,000 sq.m. additional residential floorspace to provide a proportion of the floorspace as affordable housing. Westminster's interim note on affordable housing provision sets this affordable floorspace target at 25% in the Core CAZ.

31 The application does not include any affordable housing units on site, however, as mentioned in paragraph 11 of this report, the Planning Statement states that up to 23 affordable housing units could be provided at 32-42 Buckingham Palace Road as a potential off-site affordable housing contribution. If 32-42 Buckingham was to form the off-site affordable housing location, on the basis of unit numbers, almost half (45%) of the proposed residential accommodation would be affordable housing. On the basis of floor areas, as used by the City Council, up to approximately 13% of the additional residential floorspace would be affordable housing.

32 Policy 3.12C and the Mayor's Housing SPG make clear that affordable housing should normally be provided on-site, but recognises that, in exceptional cases, it may be provided off-site where this is robustly justified, an alternative site or sites have been identified and where the off-site affordable provision can be delivered prior to the market component.

33 Given the small amount of housing that would be delivered on-site, the principle of some off-site affordable housing is acceptable in strategic terms in order to achieve policy compliance in terms of overall numbers of affordable housing.

34 The applicant has submitted a financial viability report in support of its proposals which is being independently assessed by the Council. The results of this report will need to be shared with GLA officers before the application is referred back at stage 2. It is therefore not possible at this stage to determine whether the application provides the maximum reasonable amount of affordable housing in accordance with London Plan Policy 3.12. GLA officers will review the Council's appraisal of the applicant's viability statement to determine whether the proposed affordable offer is the optimum that can be achieved or if an additional commuted sum is also required.

35 To ensure the delivery of the affordable housing element, a planning obligation should be applied to ensure that the occupation of the residential component of 1-5 Grosvenor Place is

conditional on the off-site affordable housing at 32-42 Buckingham Palace Road, or an alternative identified site being ready for occupation.

36 London Plan Policy 3.11 sets out that affordable housing should be provided at a ratio of 60:40 social rent/affordable rent to intermediate housing. It is proposed that at 32-42 Buckingham Palace all the accommodation would be for intermediate rent at rents in line with Westminster City Council intermediate household income categories. The Council should confirm that any affordable offer, tenures and rent levels meet local housing needs.

Housing Choice

37 London Plan Policy 3.8 requires different sizes and types of dwellings to meet different needs, and London Plan Policy 3.11 sets out that priority should be given to family affordable accommodation.

38 As set out in Table 1, the proposed residential units at 1-5 Grosvenor Square comprise two, three, four and five bedroom private luxury apartments. With regard to the off-site affordable housing provision, the proposed mix includes 15 one bed, 7 two bed and 1 three bedroom units.

39 In its Planning Statement the applicant noted that the proposed mix at 32-42 Buckingham Palace had been determined by the building's layout, lack of external amenity space and demand for intermediate tenures in consultation with the City Council's housing supply manager. The Council should be satisfied that the mix of units proposed meets local housing needs.

Housing quality

40 London Plan Policy 3.5 and Table 3.3 set out requirements for the quality and design of housing developments.

41 The residential quality of the proposed units is high. The floorplans provided show that the proposed private units at 1-5 Grosvenor Place meet or exceed both Lifetime Homes and the Mayor's Housing standards, and that all but three of the proposed residential units are dual aspect. This is acceptable.

Children's play space

42 The Mayor's 'Shaping Neighbourhoods: Play and Recreation' SPG requires proposals that include housing to provide 10 sq.m. of playspace per child, with play space for children under the age of 5 on site as a priority. Due to the proximity of Hyde Park and Green Park, the applicant is not proposing any play space on site. Given the site location this is acceptable, however, the Council should consider whether contributions towards off site playspace would be necessary.

Urban and inclusive design

43 Good design is central to all objectives of the London Plan. Of particular relevance to the proposals is London Plan Policy 2.10 which states the importance of sustaining and enhancing the distinctive environment of the CAZ, recognising its strategic components including the Royal Parks, World Heritage sites and designated views as well more local views, including the public realm and historic heritage, smaller open spaces and distinctive buildings, through high quality design and urban management.

44 The proposal has been discussed at pre-planning application stage and is mostly of a high quality and would broadly support the London Plan objectives. The architecture and detailing is of a very high standard, as is the proposed choice of materials which is welcomed. The height and massing of the scheme presents no strategic concern and the quality of the accommodation is all very high.

45 The applicant was asked at pre-application stage to improve two aspects of the proposals, which limited the overall quality of the building and, strategically, needed to be addressed: the frontage along Halkin Street; and the lack of inclusivity at the main entrance of the scheme. The applicant has worked to address the key issues raised at pre-application stage which is welcomed.

46 The Halkin Street frontage has been reconfigured to enable the removal of the servicing corridor that previously ran the length of this edge and has a negative impact on the pedestrian environment of the street. The opening up and enlargement of the retail unit at the northern corner of Halkin Street is welcomed and the applicant should also explore means of opening up retail units 5 and 7 further along the street to allow opportunities for passive surveillance to be maximised. The pavement width also appears to have been increased along Halkin Street and this helps to alleviate concerns raised over this street becoming dominated by vehicular traffic. The applicant is encouraged to develop a landscaping strategy to form part of the application that demonstrates how a high quality and welcoming pedestrian environment can be secured along the Halkin Street frontage. The entry arrangement to the residential core from Grosvenor Crescent has been improved through the provision of a more accessible and prominent street facing entrance which is supported.

47 The applicant has provided further explanation on the level changes across the site and the constraints this place on providing level access from Grosvenor Place. In light of this, the side ramp arrangement towards the hotel's main entrance is acceptable as it is acknowledged that a more direct and legible ramped means of access on the approach to the hotel from the north would not prove feasible given the constraints imposed by the level changes.

48 The applicant has confirmed that 10% (3) of the units would be designed to be capable of easy adaptation to meet the need of a wheelchair user, according to the GLA's Wheelchair Accessible Housing Best Practice Guidance.

49 As mentioned in the transport section of this report, it is preferable that the mature London plane tree on Grosvenor Place is retained and the applicant is invited to explore ways in which this can be achieved.

50 None of the buildings on the site are listed but there are a number of designated heritage assets which include the Grade I listed Wellington Arch and Royal Artillery Memorial which sit opposite the site, a number of Grade II listed buildings on either side of the site and Buckingham Palace gardens (Grade III) also fronting the site. The Council should be satisfied that the proposed development does not have a detrimental impact on the setting of the listed buildings.

Climate change adaptation

51 The applicant has submitted a sustainability report carried out in accordance with GLA guidance. It is intended that all homes meet Code for Sustainable Homes Level 4. The proposal includes a number of measures in response to strategic policies regarding climate change adaptation, which are welcomed and should be secured through condition. The proposal for green roofs is supported and should be secured by condition.

Climate change mitigation

Energy efficiency standards

52 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include mechanical ventilation with heat recovery and low energy lighting and controls. The demand for cooling will be minimised through solar control glazing (g value of 0.35 – 0.45) and external shading from the built form on the facades around the courtyard. The applicant has carried out an overheating assessment and found that the dwellings overheat now and in the future because the windows can only be opened for short periods of time due to noise and air quality issues. Therefore a high efficiency (COP of 5.7) cooling system has been specified.

53 The applicant should provide further information about whether innovative window and vent designs have been considered to mitigate noise and air quality issues while still allowing natural ventilation. The shape of the building lends itself to cross ventilation and maximising opportunities for natural ventilation would significantly reduce the cooling demand. The applicant should also confirm whether the cooling system is centralised and serving both domestic and hotel uses. Information should also be provided on the control systems proposed to ensure that the air conditioning is not working when windows are opened.

54 The development is estimated to achieve a reduction of 48 tonnes per annum (2%) in regulated CO₂ emissions compared to a 2013 Building Regulations compliant development. The applicant has provided DER, TER and SAP sheets for sample units however the TER sheets appear to be incomplete. The applicant should provide the TER sheets associated with the units modelled to demonstrate carbon savings under the first step of the energy hierarchy.

District heating

55 The applicant has identified that the Pimlico district heating network is within the vicinity of the development and has considered connection to the network. Correspondence with the network operator suggest that the site is too far at present for a viable connection but that the opportunity will be reconsidered in the future as more developments along Grosvenor Place become district heating – ready.

56 The applicant has provided a commitment to ensuring that the development is designed to allow future connection to a district heating network.

57 The applicant is proposing to install a site heat network. The applicant has confirmed that all apartments and non-domestic building uses will be connected to the site heat network, which will provide both space heating and hot water.

58 The site heat network should be supplied from a single energy centre. Further information on the floor area and location of the energy centre should be provided.

Combined Heat and Power

59 The applicant is proposing to install 3 140 kWe gas fired CHP units as the lead heat source for the site heat network. The CHP is sized to provide the domestic hot water load, as well as a proportion of the space heating. A reduction in regulated CO₂ emissions of 974 tonnes per annum (35%) will be achieved through this second part of the energy hierarchy.

60 Further information should be provided on the proposed management arrangements for the CHP system.

Renewable energy technologies

61 The applicant has investigated the feasibility of a range of renewable energy technologies but is not proposing to install any renewable energy technology for the development.

62 PV has been found to be a feasible technology albeit providing a limited carbon saving contribution. The installation of solar PV would be strongly supported.

Summary

63 Overall, it has been calculated that a reduction of 1022 tonnes of CO₂ per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 36%. The carbon dioxide savings exceed the target set within Policy 5.2 of the London Plan however the comments above should be addressed before compliance with London Plan policy can be verified.

Transport

Off – site public realm

64 The applicant is proposing a number of changes to the public realm around the site. Whilst these are generally welcomed, there are a number of issues that need to be addressed prior to determination which are summarised below and have already been set out in detail to the Council.

- Potential conflict between the proposal to reduce carriageway width on Grosvenor Crescent and TfL's ability to deliver a pedestrian safety scheme at Grosvenor Crescent junction with Duke of Wellington Place.
- TfL strongly objects to the proposed removal of a mature tree which sits outside the site on TfL's highway, is owned by TfL and cannot be compromised, damaged or removed without TfL's permission.
- TfL has concerns about the proposals to relocate on-street cycle parking currently located on Grosvenor Place.
- The details of the proposed changes to the subway which goes under Grosvenor Place to Duke of Wellington Place and to the street furniture outside the site.

Impact assessment

65 Baseline and future trip generation, including for delivery and servicing movements, calculations are acceptable to TfL as is the highways and public transport capacity assessment. TfL does not consider that the net impacts of the built out proposal will generate an adverse impact on the public transport network or strategic highway network.

Site accesses

66 The proposed pedestrian and vehicular accesses for the residential, hotel and retail uses are considered acceptable by TfL. However, clarification is required to confirm that the proposed stopping up of Pembroke Close for hotel delivery and servicing would not affect TfL highways or operations.

Car parking

67 There are currently 105 car parking spaces on the site with the majority licensed to the tenants of the existing offices but five associated with the residential units. 104 spaces would be provided as part of the new development.

68 36 car parking spaces are proposed for the residential units representing a ratio of 1.3 spaces per unit. As stated during pre-application discussions, this level remains unacceptable to TfL, particularly given the high level of public transport access. A reduction to less than 1 space per unit is requested for the application to comply with London Plan Policy 6.13 which identifies that all developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit.

69 68 hotel car parking spaces are proposed; 22 spaces for the hotel fleet and 46 for guests and visitors. The applicants argue that this provision is comparable to hotels of a similar type in central London. However, further information is requested to demonstrate that this level of parking is not excessive and thus contrary to London Plan policy such that a reduction is justified.

70 Three blue badge spaces will be provided for the residential units, this is welcomed by TfL. For the hotel one dedicated blue badge space is proposed, although the TA states that all hotel spaces are effectively accessible given that there will be valet parking. TfL requests that hotel blue badge parking is increased to 10% of overall parking to allow for difficulties in valet parking of some vehicles used by disabled people and a future scenario where valet parking is no longer offered. In addition, it should be demonstrated that at least some of the blue badge spaces can accommodate high vehicles.

71 Electric vehicle charging points in accordance with London Plan standards will be provided.

Taxis and coaches

72 The proposals for taxi, private hire, minibuss and coach pick up and drop off are considered adequate by TfL subject to agreement by WCC.

Pedestrian environment

73 It is welcomed that a PERS (Pedestrian Environment Review System) audit has been undertaken.

74 TfL has developed the aforementioned scheme to improve pedestrian safety at the Grosvenor Crescent junction with Duke of Wellington Place which was identified as an issue in the PERS audit. As such, a financial contribution of £30,000 towards this is requested. As stated above the applicant should also ensure that its public realm proposals do not obstruct the delivery of this scheme.

75 The audit also identifies that the existing subway leading under Grosvenor Place to Duke of Wellington Place is only accessible by steps. Due to the elevation of these steps the installation of a ramp is not feasible. The applicant also proposes the closure of one set of steps which will reduce pedestrian accessibility and wayfinding. TfL has developed a scheme for a signalised street level pedestrian crossing at the existing traffic signals on the gyratory outside the proposed development. In order to deliver this scheme to significantly improve pedestrian/cyclist crossing facilities, accessibility and wayfinding adjacent to and serving the development and which would also address the above issues, TfL requests a contribution of £40,000 towards the costs of delivery.

76 As set out above, TfL expects the deficiencies identified in the PERS audit to be mitigated by the development as part of the overall package of off-site public realm works to improve pedestrian safety, accessibility and wayfinding adjacent to the site in line with London Plan policy 6.10, accordingly a total s106 contribution of £70,000 is sought towards these improvements.

Cycling

77 The transport assessment (TA) confirms that cycle parking within the development will accord with London Plan standards. This provision should be secured by condition.

Travel planning

78 A draft framework travel plan has been submitted in support of the application. It has is considered satisfactory for this stage. The final travel plan should be secured, monitored, enforced, funded and delivered through the Section 106 agreement. This will ensure compliance with London Plan Policy 6.3.

Construction

79 The TA includes a framework construction management plan, this is welcomed by TfL. However the detailed arrangements will need to be agreed with WCC and TfL and should take account of the TfL A302 Grosvenor Place Corridor Study scheme which will ban right turns into the side roads including Halkin Street.

80 A selection of mitigation measures for managing the construction period are proposed in the TA. Investigation into use of a consolidation centre is also proposed. These measures are welcomed and should be secured as part of any permission particularly given the level of activity at the peak of construction.

81 The final construction management plan (CMP) should be secured by condition and address the above points to ensure compliance with London Plan Policy 6.3.

Delivery and servicing

82 A delivery and servicing plan (DSP) has been submitted in support of the application. The final DSP will need to be secured by condition attached to any permission and agreed prior to occupation. This will ensure compliance with London plan Policy 6.3.

Summary

83 To summarise, TfL has a number of objections to the proposed changes to the public realm in the vicinity of the site which must be resolved with TfL prior to determination. TfL suggests that a meeting is arranged at the earliest opportunity to resolve these issues. TfL requests that financial contributions are secured towards delivery of accessibility, safety and wayfinding improvement schemes in the vicinity of the site. Various conditions and other s106 obligations are also required to ensure compliance with London Plan policy.

Community Infrastructure Levy

84 In accordance with London Plan Policy 8.3, the Mayor commenced CIL charging for developments on 1st April 2012. It is noted that the proposed development is within Westminster City Council, where the Mayoral charge is £50 per square metre (GIA). Further

details can be found at: <http://www.london.gov.uk/publication/mayoral-community-infrastructure-levy>.

Crossrail SPG

85 The site is also within the Central London Charging Area where section 106 contributions are sought in accordance with London Plan Policy 6.5 and the SPG 'Use of planning obligations in the funding of Crossrail, and the Mayoral Community Infrastructure Levy'.

86 In these situations, the Mayor's CIL charge will be treated as a credit towards the section 106 liability. The practical effect of this will be that only the larger of the two amounts will normally be sought. However, as the Mayoral CIL charge will not be confirmed until development is about to commence, the section 106 will need to be worded so that if the assumed CIL proves incorrect the contribution is adjusted accordingly (if it is more than the CIL).

Local planning authority's position

87 The proposals have been subject to pre-application meetings with the Council. Westminster's officers are comfortable with the principle of the development and the overall scale, massing and external appearance in townscape terms. Further discussions are however necessary in relation to the amenity impact, car parking provision, the hotel operation and the highway and public realm proposals. The off-site solution at Buckingham Palace Road for part of the affordable provision is welcomed by officers.

Legal considerations

88 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application.

89 There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

90 There are no financial considerations at this stage.

Conclusion

91 London Plan policies on the principle of development, housing, urban design and inclusive design, climate change and transport are relevant to this application. Whilst the application is supported in principle, there are outstanding strategic planning concerns. Further discussion is therefore required regarding the following issues:

- **Principle of development:** The principle of the redevelopment of the site for commercial and residential uses is supported in strategic terms.
- **Affordable housing:** The provision of off-site affordable accommodation is strongly supported and should be secured through the S106 agreement. It is not possible at this stage to determine whether the proposal provides the maximum reasonable amount of affordable housing or if an additional commuted sum is also required, in accordance with London Plan Policy 3.12. Further discussion with the applicant and the Council is therefore required, following completion of the independent assessment of the applicant's financial viability report. The Council should confirm that the affordable offer, tenures, mix of units and rent levels meet local housing needs, and consider whether contributions towards off site playspace would be necessary.
- **Urban design:** The overall massing, height and architectural treatment of the scheme is supported in strategic planning terms. The applicant has worked to improve the frontage along Halkin Street, which is welcomed. However, means of opening up retail units 5 and 7 to allow opportunities for passive surveillance should be explored. A landscape strategy should also be developed. It is preferable that the mature London plane tree on Grosvenor Place is retained and the applicant is invited to explore ways in which this can be achieved.
- **Climate change adaptation:** Measures in response to strategic policies regarding climate change adaptation should be secured by condition.
- **Climate change mitigation:** Further information is required on cooling, on the carbon emissions savings reported from the proposed energy efficiency measures, the single energy centre and the proposed management of the CHP system.
- **Transport:** TfL has a number of objections to the proposed changes to the public realm in the vicinity of the site which should be resolved before the application is referred back to the Mayor. A meeting with TfL should be arranged at the earliest opportunity to resolve these issues. Financial contributions should be secured towards delivery of accessibility, safety and wayfinding improvement schemes in the vicinity of the site. Various conditions and other s106 obligations are also required to ensure compliance with London Plan policy.

For further information, contact GLA Planning Unit (Development & Projects Team):

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