

Land at Cessna Road, Heathrow Terminal 2 Hotel

in the London Borough of Hillingdon

planning application no. 62360/APP/2015/4277

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

Outline application for the erection of a 298-room hotel (Matters reserved: Landscaping) at Terminal 2 Heathrow Airport).

The applicant

The applicant is **Arora Management Services Limited (AMSL) on behalf of Heathrow Airport Limited (HAL)**, and the architect is **RTKL**.

Strategic issues

The **principle of the development; change of use from airport land to hotel development** is acceptable. The provision of **apprenticeships** and **on-the-job training** for local young people interested in pursuing a career in the **hospitality industry** should be secured. Further information is required, however, regarding **urban design, access, sustainable development** and **transport**.

Recommendation

That Hillingdon Council be advised that the application does not comply with the London Plan, for the reasons set out in paragraph 51 of this report; but that the possible remedies set out in that paragraph of the report could address these deficiencies.

Context

1 On 2 December 2015 the Mayor of London received documents from Hillingdon Council 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 12 January 2016 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 the following Categories of the Schedule of the Order 2008:

- Category 1B.1 (c): *"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 outside Central London and with a total floor space of more than 15,000 square metres."* and

- Category 1C.1 (c): “Development which comprises or includes the erection of a building of one or more of the following descriptions – the building is more than 30 metres high and is outside the City of London.”

3 Once Hillingdon 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.

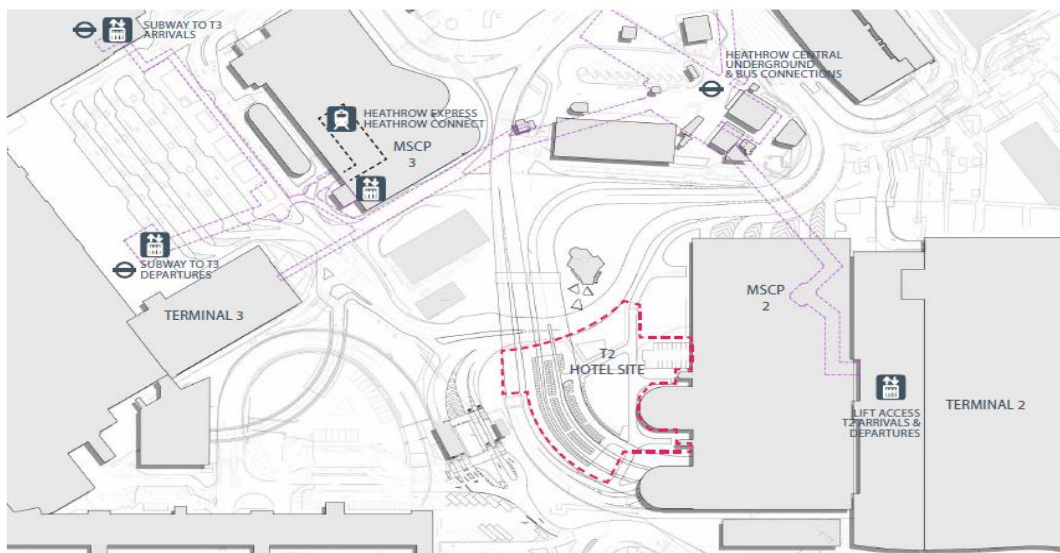
Site description

5 The application site is located within the Central Terminal Area at Heathrow Airport. The adjacent roads are not adopted but are privately owned and controlled by the airport operator – Heathrow Airport Limited (HAL), as is most of the land and property in the surrounding area which is all used for airport purposes.

6 The site comprises 0.68ha of open area adjacent to the new Terminal 2 multi-storey car park (MSCP). The MSCP is located to the east side of the site while to the west side are the major elevated road ramps (8 lanes) some of which lead to the Terminal’s drop-off / pick-up area on the top level of the multi-storey car park. Beneath the vehicle ramps is an open area including motorcycle parking. The main part of the site comprises a largely grassed area with some new trees and a minor one-way access road (Cessna Road) which runs north to south plus small accesses off this.

7 To the north, the site adjoins the main one-way circulatory road system carrying all traffic round the Central Terminal Area, and has been reconfigured following construction of the new Terminal 2.

8 The site is designated on Hillingdon Unitary Development Plan Proposals Map as part of Heathrow Airport.



The application site: Source – applicant’s design and access statement.

9 The nearest section of the Transport for London Road Network (TLRN) is A4 Bath Road approximately 1.3km away; the nearest section of the Strategic Road Network (SRN) is Tunnel Road 350m distant. The nearest London Underground and rail station is Heathrow Terminal 1, 2, 3 which will also be served by Crossrail in 2018, further improving connectivity of the site. The site is served by seven bus services which can be accessed at Heathrow Airport bus station which is approximately 300m from the site. As such the public transport accessibility level (PTAL) of the site is 5-6a, on a scale where 1 is the lowest and 6b the highest, which is considered excellent.

Details of the proposal

10 The outline application proposes erection of a 13-storey, 298-room hotel (with landscaping being the only reserved matter) at Terminal 2 Heathrow Airport. The hotel would be exclusively used for overnight accommodation by airline passengers and crew using the Central Terminals.

11 The ground floor of the hotel would comprise staff facilities; back of house functions; plant; delivery / refuse bay; small gym; and a public entrance adjacent to a small covered drop-off lay-by on Cessna Road providing lift access to the first floor reception above. It would be car free save for 9 disability standard spaces within a surplus high-sided vehicle car park.

Case history

12 In 2007 an outline permission was granted for development of a replacement passenger terminal building in the central terminal area to include passenger processing, baggage, retail, office and associated facilities, an integral pier comprising gate rooms; air bridges and nodes; provision of airside road; forecourt layout including vertical connections to public transport facilities; minor road configurations; energy centre and ancillary buildings and infrastructure; provision of boreholes; ancillary supporting infrastructure and plant; demolition of existing structures (including terminal 2, Queens Building and part of terminal 1); provision of enabling works including service diversions and associated infrastructure. Since then subsequent applications for variation of conditions were approved.

Strategic planning issues and relevant policies and guidance

13 The relevant issues and corresponding policies are as follows:

- Tourism/leisure *London Plan;*
- Employment *London Plan;*
- Urban design *London Plan;*
- Access *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy;*
- Transport *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 plans in force for the area are the 2012 Hillingdon Core Strategy, and the saved policies of the Unitary Development Plan 1998, and the 2015 London Plan (Consolidated with Alterations since 2011).

15 The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework, and the draft Minor Alteration to the London Plan (MALP, 2015), are also relevant material considerations.

Principle of land use: Hotel development

16 Hotel development: Policy 4.5 'London's visitor infrastructure' of the London Plan 2015 states that the Mayor supports London's visitor economy and stimulates its growth, taking into account the needs of business as well as leisure visitors and seeking to improve the range and quality of provision especially in outer London.

17 The Mayor's Tourism Vision sets out key objectives to develop the quality of accommodation; enhance visitor perceptions of value for money and improve the inclusivity and accessibility of the visitor experience. To ensure adequate hotel provision this Plan sets a target of 40,000 net additional hotel rooms by 2031, recognising that over this period London may 'mature' as a visitor destination leading to a reduction in historic growth rates.

18 The application site is located outside a town centre, but it is within the indicative boundary for the wider hinterland of the Heathrow Opportunity Area / Heathrow Airport.

19 The provision of a 298-bed hotel will support the aims of London Plan Policy 4.5 to deliver a significant amount of additional hotel bedrooms within London by 2031. Furthermore, the hotel accommodation is to be targeted for overnight accommodation by airline passengers and crew using Terminal 2, which is expected to provide for an increasing percentage of the journeys previously originating at Terminal 1 and those currently originating at Terminal 3. This could see passenger journeys to and from T2 increasing by 20 million by 2020 in contrast to the current figure of 6.2 million. (This will be achieved as a consequence of the implementation of the 2007 PP).

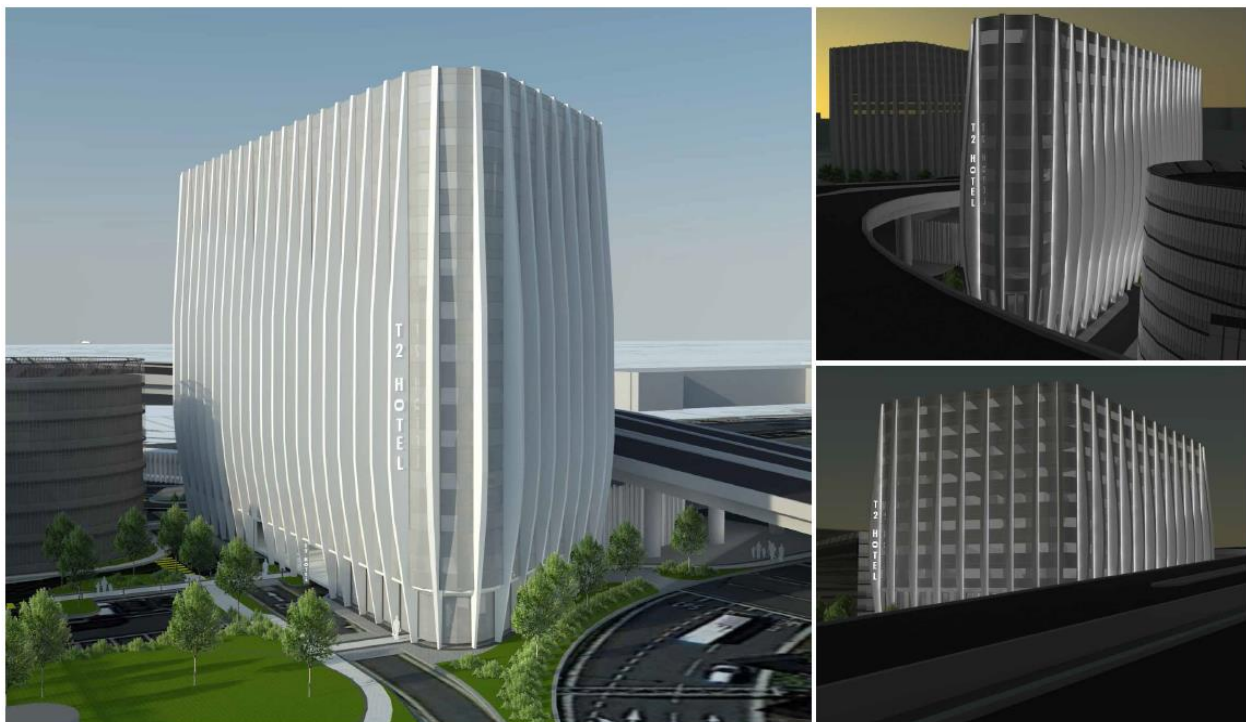
20 In this context, the current proposal for hotel development on a site which is part of Heathrow Airport, accords with the guidance set out in the London Plan Policy 4.5, and it is supported.

Employment and training

21 The applicant needs to provide sufficient information on the amount of jobs to be generated from this hotel development and should also confirm the provision of apprenticeships and on-the-job training for local young people interested in pursuing a career in the hospitality industry. This should be secured through section 106 agreements.

Urban design

22 The design and access statement demonstrates that the proposed hotel would have a clear vertical rather than horizontal emphasis and would be largely glazed with curved rather than angular corners. It is considered that it would be far more attractive visually compared with the strongly commercial character of the Central Terminal Area at Heathrow Airport which includes a large number of multi-storey car parks, elevated roads and large advertising structures. The proposed hotel has diamond-shaped floorplan so that it presents a different viewpoint from whichever direction it is viewed. The statement confirms that the curved rear elevation of the hotel above ground floor level is set 6m from the large, curving vehicle ramp that is a prominent feature of the site, which will visually wrap round the lower section of the building forming a frame to the hotel, which is welcomed.



The height and massing of the proposed hotel, Source –applicant’s design and access statement.

23 The design and access statement demonstrates that material palette and application of colour used in the terminal is restrained and reflects its links with aviation and transport. A light colour palette for the cladding is proposed which will help tie the building into the design language of surrounding buildings. The Hotel facades incorporate acoustically sealed glazing at the guest rooms and public areas, with glazed spandrel panels above and below windows. The public realm adjacent to the base of the Hotel will be composed of grey pavers to match the existing Heathrow paving, with granite sets at the hotel entry. The elevations of the proposed hotel have large regular windows with projecting fins providing strong vertical emphasis, curved aerodynamic lines, and visual interest. Overall the design is one that is complementary to the Airport and acceptable.

24 Provided, in terms of height the proposed 13-storey Hotel is acceptable by the Civil Aviation Authority and National Air Traffic Services, the massing strategy does not raise any specific strategic issues. The Council is encouraged to secure the detailing of the facade materials to ensure a high quality appearance is achieved.

Inclusive design

25 London Plan 2015 policy 7.2 requires all proposed development to meet the highest standards of accessibility and inclusion, and requires design and access statements submitted with planning applications to explain how the principles of inclusive design, including the specific needs of disabled people, have been integrated into the proposed development, and how inclusion will be managed and maintained.

26 Policy 4.5 'London's visitor infrastructure' of the London Plan 2015 relates to the provision of visitor accommodation and facilities and it supports an increase in the quality and quantity of fully wheelchair accessible accommodation. A hotel demand study by the GLA (June 2006) looked at the supply of wheelchair accessible hotel accommodation in London and identified a scarcity of such accommodation. As part of the London Economic Development Strategy, the Tourism Action Plan 2006-2009 endorses a vision for a London that is more accessible for everyone. The Hotel Demand Study showed that very few hotels were using the standards to assess accessibility, and that few provided information to disabled people on how accessible their hotel is.

27 The design and access statement should demonstrate that the scheme will be as inclusive as possible for hotel guests, visitors, and staff of the hotel and should propose the following measures:

- 5% of the hotel rooms that should be located on the lower floors close to lifts designed to meet the needs of wheelchair users from the outset, a further 5% that can be adapted when demand is identified to be provided to meet the requirements of the of London Plan.
- External routes for connection to with local pedestrian routes and public transport should be accessible. Access paths within landscaped areas should also be accessible.
- Accommodation to meet the requirements of Building Regulations Approved Document M and BS8300 standard; and signage and way finding need to be designed to current standards and recommendations, to be easily used by all persons, including those with different languages.
- The proposed 9 wheelchair accessible car parking should incorporate parking bays for easy use by wheelchair users located adjacent to building entrances.
- Hotel Accessibility Management Plan should be included to ensure the management and operation of the hotel facilities continues to meet the needs of future users. This should include the awareness and training of staff responsible for day-to-day contact with visitors using the building and facilities.

28 The above recommended measures should be considered in order that the proposed development complies with inclusive design policy 7.2 of the London Plan and need to be secured.

Sustainable development

Energy efficiency standards

29 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions. Heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include high efficiency lighting and controls. However, information needs to be provided on how the design has been developed in line with the cooling hierarchy given in policy 5.9 in order to minimise cooling demand.

30 The applicant should provide the carbon emissions and savings at each step of the energy hierarchy in line with GLA Guidance (<https://www.london.gov.uk/what-we-do/planning/planning-applications-and-decisions/pre-planning-application-meeting-service-0>)

31 The applicant should also demonstrate that enough efficiency measures have been integrated to meet Part L 2013 by efficiency alone (i.e. excluding district heating connection). This should be supported by a BRUKL sheet.

District heating

32 The applicant has identified that Heathrow Airport's district heating network is within the vicinity of the development and is proposing to connect to the network. Whilst this is welcomed, connection to the network should continue to be prioritised and evidence of correspondence with the network operator should be provided. Carbon savings should also be provided for connection to the network supported by evidence (e.g. the carbon factor for heat provided by the operator).

33 The applicant is proposing to use variable refrigerant flow heat pumps to provide space heating to the bedrooms. This is not supported. The applicant should confirm that the heating system will be designed to allow the heat network to provide the hot water but also a proportion of the space heating demand to the development. In order to maximise the benefit from the heat network, the VRF units should only provide a minor proportion of the space heating. Information should also be provided on the location of the connection point to the heat network. An illustrative plan should be provided.

Combined Heat and Power (CHP)

34 As connection to the airport heat network is proposed, no on-site CHP will be required. This is accepted, in this instance.

Renewable energy technologies

35 It is unclear at this stage whether the applicant has investigated the feasibility of renewable energy technologies. The feasibility of integrating renewables on site should be investigated in the interest of maximising carbon savings on site. The investigation should include expected carbon savings, supported by evidence such as size of installation, proposed location etc.

Overall Carbon Savings

36 Carbon emissions and savings at each step of the energy hierarchy have not been provided so compliance with Policy 5.2 cannot be verified. The applicant should address the comments above and provide further details in line with GLA Guidance on preparing energy assessments (current version: April 2015) before compliance with London Plan energy policy can be verified.

Transport for London's comments

Network impacts

37 TfL is satisfied that the development proposals are unlikely to have a negative impact on the capacity of either the public transport or highway networks. There are however, a few issues which need to be addressed, as further detailed below.

Vehicular access

38 Access for all vehicles to the hotel would be off the Inner Ring Road East / Control Tower Road utilising the existing access. TfL has no strategic concerns about this proposal.

Signage

39 It is anticipated that majority of hotel guests will arrive at the hotel from Heathrow Terminal 1, 2, 3 station. To improve wayfinding, TfL request signage is installed to direct guests to the hotel; an appropriate location for the signage (station area) should be discussed with the Council and Heathrow Airport and should be secured by condition.

Drop off / pick up

40 A drop-off lay-by for cars, taxis and vans is proposed which is welcomed. TfL consider that the location is suitable for a dedicated taxi rank (minimum 5 metres) and therefore request this is incorporated into the proposal and safeguarded via condition. Design detail and management arrangements will need to be discussed with TfL and should also be appropriately conditioned.

Parking

41 Car: The development proposed is car free except for nine Blue Badge car parking spaces which is supported. TfL request that a reasonable proportion of the bays are equipped with electric vehicle charging points (EVCP). The Blue Badge parking and EVCPs should be safeguarded by condition.

42 Cycle: There are a number of cycle routes through the airport; however, cyclists are currently not permitted to access Terminals 1, 2 and 3 via Tunnel Road. Instead cyclists are encouraged to use the Heathrow Cycle Hub and use free bus services to complete the journey. Due to this arrangement the applicant does not anticipate that many guests will use cycles to access the hotel. However, 22 secure cycle parking spaces for staff are proposed. It is understood that should a guest arrive by cycle, presumably having travelled by rail or bus, they will be permitted to use the staff cycle parking. Furthermore the applicant has committed to provide additional cycle parking should demand arise; this should be secured by condition.

43 Coach: Given the number of proposed bedrooms in the hotel, the development should incorporate 6 coach bays to be in accordance with the London Plan (2015). However, no on site provision is proposed and instead it is suggested that coaches could use the Airport Terminal coach drop-off area on the ground floor of the MSCP. Hotel guests would then be able to use the first floor enclosed pedestrian link bridge from the MSCP to the hotel. This arrangement will need to be discussed and agreed with the Council and Heathrow Airport to ensure that there is sufficient capacity to allow dual usage of the coach drop off but subject to this given the constraints of the site and that most guests would be individual airline passengers, this approach is considered acceptable.

44 Motorcycle: It is understood that the existing motorcycle parking on the site will be relocated and thus there would be no net loss.

Delivery and servicing and Construction

45 TfL welcomes that delivery and servicing will occur on site via a two bay loading area and turn around area. A delivery and servicing plan (DSP) should be secured by planning condition together with a construction management plan (CMP) and a construction logistics plan (CLP). Both documents should comply with TfL guidance.

Travel planning

46 An interim Travel Plan has been prepared for the new hotel and is considered acceptable. The subsequent Full Travel Plan will need to be further developed in consultation with the Hillingdon Council and accord with TfL guidance. The travel plan's preparation, review and monitoring should be secured by planning condition.

Community Infrastructure Levy

47 In accordance with London Plan policy 8.3, '*Community Infrastructure Levy*', the Mayor commenced CIL charging for developments permitted on or after 1 April 2012. It is noted that the proposed developments are within the London Borough of Hillingdon, where the Mayoral charge is £35 per square metre Gross Internal Area (GIA). Further details can be found at: <http://www.london.gov.uk/publication/mayoral-community-infrastructure-levy>.

Local planning authority's position

48 Hillingdon Council planning officers have yet to confirm their position.

Legal considerations

49 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. 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

50 There are no financial considerations at this stage.

Conclusion

51 London Plan policies on hotel use, employment and training, urban design, inclusive design, sustainable development, and transport are relevant to this application. The proposed development broadly complies with the London Plan. However, there are few issues that must be addressed as set out below:

- **Hotel use:** Given the site is located as part of Heathrow Airport – Terminal 2, a major International Terminus, the proposed hotel is supported in terms of land use. It complies with policy 4.5 of the London Plan.
- **Employment and training:** The applicant needs to clarify on the number of employees the development would generate, and should ensure the provision of apprenticeships and on-the-job training for local young people interested in pursuing a career in the hospitality industry, which need to be secured as part of section 106 agreement.
- **Urban design:** There are no strategic design concerns. However, the applicant needs to consult with and agree to the conditions that may be recommended by the Civil Aviation Authority and National Air Traffic Services in regard to the proposed height of the Hotel. The Council is encouraged to secure the detailing of the facade materials to ensure a high quality appearance is achieved.
- **Inclusive design:** The recommended measures should be incorporated into the hotel design and should be secured.
- **Sustainable development/energy:** Carbon emissions and savings at each step of the energy hierarchy should be provided. The applicant should address the comments provided above and should submit further details in line with GLA Guidance on preparing energy assessments (current version: April 2015) before compliance with London Plan energy policies can be verified

- **Transport:** Concerns in regard to wayfinding signage, drop off / pick up, and EVCPs should be addressed. The submission of DSP, CMP and CLP should be secured. A full travel plan needs to be further developed in consultation with the Hillingdon Council and accord with TfL guidance and should be secured.

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