

Dora House, 60 St. John's Wood Road**in the City of Westminster****planning application no. 15/09769/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

Residential redevelopment of the site with two buildings, comprising replacement over-55's supported housing and market housing.

The applicant

The applicant is **Central & Cecil Housing Trust**, the architects are **Make** and **Ryder**, and the agent is **Montague Evans**.

Strategic issues

The principle of **residential redevelopment** of the site is acceptable in land use terms.

Affordable housing is proposed on site however, the viability appraisal is still the subject of discussion in order to confirm that it is the maximum reasonable amount. The overall **residential quality** and **design** requires further consideration, particularly given the **high density nature** of the scheme, of which figures are to be clarified. The scheme proposes a mix of unit sizes, but it still needs to be demonstrated that the Council's local housing needs are met.

Further discussion regarding **urban design, energy, parking and transport** impact, is required to ensure that the scheme fully accords with London Plan.

Recommendation

That Westminster Council be advised that while the application is generally acceptable in strategic planning terms the application does not fully comply with the London Plan, with the reasons and remedies set out in paragraph 80 of this report.

Context

1 On 10 November 2015 the Mayor of London received documents from Westminster 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 must 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 to the Order 2008:

“1A.1. “Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats.”

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

3 Once Westminster 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 0.46 hectare site currently comprises Dora House, an over-55’s residential block built in 1969 and containing 204 affordable one and two bedroom flats and bedsits, with communal facilities and approximately 25 parking spaces accessed from Lodge Road. Dora House consists of two blocks forming a single element as an inverted ‘S’ shape in plan. The block facing onto St. John’s Wood Road is eight storeys with an additional setback plant and lift over-run, while the block facing onto Lodge Road is four storeys.

6 The site is aligned north-west to south-east. It is bounded by St. John’s Wood Road to the north-west, beyond which is Lord’s Cricket Ground; Lodge Road to the south-east, beyond which is a private hospital and electricity sub-station; the 13 storey Danubius hotel to the north-east; and the 12 storey Lord’s View One residential block and formerly a two storey Post Office building to the south-west. At pre-planning application stage, the applicant clarified that the former Post Office site is not within the site boundary, although discussions had previously taken place with the owners of that site. A separate application has been submitted for this site (D&P 3764).

7 The site lies just outside the Central Activities Zone. The St. John’s Wood Conservation Area lies to the north, across St John’s Wood Road.

8 In terms of transport, the site fronts both St John’s Wood Road (A5205), part of the Transport for London Road Network (TLRN), and Lodge Road (borough road). St John’s Wood London Underground Station lies 670m to the north, and eight bus routes are available within 640m of the site. The site has a good public transport accessibility level (PTAL) of 4, on a scale of 1 to 6, where 6(b) is the most accessible.

Details of the proposal

9 The proposals involve the demolition of the existing blocks on the site and redevelopment to provide two buildings: Building 1 comprising one basement level, ground and 12 upper floors containing car parking, plant, sheltered accommodation (Use Class C3) and ancillary communal areas; Building 2 comprising three basement levels, ground and 10 upper floors containing plant, car parking, residential accommodation (Use Class C3) and ancillary leisure, reconfigured vehicular and pedestrian access together with landscaping and other works in association with the development.

10 Furthermore, the development will comprise the following:

- Building 1 – a total of 15,362 sq.m. gross external area (GEA) of sheltered accommodation for the over-55's comprising three studios, 145 one bedroom apartments and 8 two bedroom apartments, totalling 156 units.
- Building 2 – a total of 12,494 sq.m. GEA of private residential accommodation comprising 10 one bedroom, 10 two bedroom, 20 three bedroom and 2 five bedroom apartments, totalling 42 units.

Case history

11 On 29 April 2015, a pre-planning application meeting was held at City Hall where GLA officers welcomed the opportunity to engage with the applicant and supported the aspiration to redevelop the site with two buildings, comprising replacement over-55's supported housing and private residential accommodation. Officers confirmed that issues relating to housing, affordable housing, urban design, inclusive design, climate change and transport were required to be addressed prior to the submission of any future planning application.

Strategic planning issues and relevant policies and guidance

12 The relevant issues and corresponding policies are as follows:

- | | |
|-----------------------|--|
| • Land use principles | <i>London Plan</i> |
| • Housing | <i>London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG</i> |
| • Affordable housing | <i>London Plan; Housing SPG; Housing Strategy</i> |
| • Density | <i>London Plan; Housing SPG</i> |
| • Urban design | <i>London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG</i> |
| • Inclusive design | <i>London Plan; Accessible London: achieving an inclusive environment SPG</i> |
| • Climate change | <i>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</i> |
| • Transport | <i>London Plan; the Mayor's Transport Strategy</i> |
| • Parking | <i>London Plan; the Mayor's Transport Strategy</i> |
| • Crossrail | <i>London Plan; Mayoral Community Infrastructure Levy; Crossrail SPG</i> |

13 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is Westminster's City Plan: Strategic Policies (2013), and saved policies of the 2007 Westminster Unitary Development Plan. The National Planning Policy Framework, Technical Guide to the National Planning Policy Framework, the Further Alterations to the London Plan (2015) and Draft Interim Housing SPG (2015) are also relevant material considerations.

Principle of development

Re-provision of existing affordable housing

14 The applicant states that Dora House currently contains 204 affordable housing units (approximately 10,813 sq.m. GEA) in the form of sheltered housing for people over 55 years of age (Use Class C3). Furthermore, the applicant states the units are inconsistent with modern requirements for older people's housing largely comprising studios (160), one (41) and two (3) bed flats. It is suggested by the applicant that to upgrade the accommodation at Dora House it is necessary to redevelop the site.

15 London Plan Policy 3.3 'Increasing Housing Supply' recognises the pressing need for new homes in London and Table 3.1 gives an annual monitoring target of 1,068 units per year between 2015 and 2025 for Westminster. With specific regard to existing stock, Policy 3.14 'Existing Housing' states that the "loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace". However, it does recognise that renewal of housing stock can be necessary, especially where it leads to an increment to provision, better addresses housing needs, or improves quality. The Mayor's Draft Interim Housing SPG provides advice in support of Policy 3.14, and makes clear that whilst there is a general requirement to provide at least equivalent floorspace, and the strategic focus is on the requirement to provide better quality accommodation.

16 The re-provision of affordable sheltered units for people over 55 is also supported by London Plan Policy 3.8 'Housing Choice' which recognises the varied needs of the changing age structure of London's population and that older Londoners should be taken into account in the supply of housing including supported and affordable housing provision. Paragraph 3.48 of the London Plan similarly identifies the need to address the housing requirements of older people. Likewise, Paragraph 3.51 recognises the need to provide affordable housing for older people, taking into account site circumstances, development viability, needs assessments and availability of development capacity and relevant public subsidy, as well as the need to encourage rather than restrain residential development and to promote mixed and balanced communities. The Draft Interim Housing SPG also identifies the need to renew affordable housing for older people. In line with these policy references, the GLA strongly supports the re-provision of sheltered accommodation for people over 55 years of age, on site.

17 The applicant has presented the proposals as follows:

| | Floorspace (sq.m. GEA) | Units |
|-----------------------|-----------------------------------|--------------|
| Existing affordable | 10,813 | 204 |
| Proposed affordable | 15,362 | 156 |
| Proposed market | 12,494 | 42 |
| Total proposed | 27,856 | 198 |
| Affordable change | + 4, 549 | - 48 |

18 At present there are 204 units (10,813 sq.m.) on the site providing affordable accommodation for over-55's. The proposed scheme would be made up of 156 affordable units (15,362 sq.m.) for over-55's and 42 market units (12,494 sq.m.). Although there will be a decrease in the number of affordable units, it is recognised that the affordable floorspace will

increase by approximately 33% to that of the existing. Furthermore, the existing housing is largely comprised of studios which will be replaced by larger one and two bed units compliant with space standards and with improved residential quality. With an increase in affordable housing floorspace, the scheme is in accordance with Policy 3.14 and is supported; however the affordable over-55's accommodation should be secured appropriately by Section 106 (s106) agreement and this should be provided to the GLA prior at Stage II. Furthermore, the applicant will need to clarify if any floorspace falls within Use Class C2, since this cannot be considered as replacement floorspace for the purposes of Policy 3.14. The introduction of market housing is supported by Policy 3.3.

19 In this context, and given the applicant's assessment of the existing building, the principle of redevelopment and the housing regeneration aspirations being pursued by the applicant are supported.

Affordable housing

20 London Plan Policy 3.12 'Negotiating Affordable Housing' seeks to secure the maximum reasonable amount of affordable housing and Policy 3.9 'Mixed and Balanced Communities' seeks development that promotes mixed and balanced communities by tenure and household income.

21 The principle of introducing market housing to the site is welcomed in terms of providing mixed and balanced communities. In addition to re-providing the affordable over-55's housing on site, the applicant should clarify, prior to Stage II whether an affordable housing contribution will be made in relation to the new market housing introduced to the site. Policy 3.12 makes clear that affordable housing should normally be provided on site and may only be provided off-site in exceptional circumstances, where it can be demonstrated robustly that this is not appropriate in terms of London Plan policies. In these circumstances, Policy 3.12 allows a cash-in-lieu contribution, but only in very exceptional circumstances, and the applicant should note that with the aim of maximising delivery, the Mayor is of the view that off-site delivery is strongly preferred to a cash-in-lieu contribution.

22 London Plan Policy 3.11 'Affordable Housing Targets' requires that 60% of the affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale. The applicant states that the development provides 79% affordable housing by unit numbers and 55% by floor area. In addition, the applicant states that the proposed development will provide an equivalent of 36% affordable housing to meet the affordable housing requirement for Building 2. Furthermore, the applicant notes the proposed development provides in excess of 35% affordable housing on site without public subsidy. These figures show a reduction in the percentage of affordable housing currently provided on site in the existing building, which is 100% affordable sheltered housing. This may be acceptable in line with Paragraph 5.1.14 of the Draft Interim Housing SPG which states "Calculations of whether there is a loss of affordable or overall housing provision can be made on the basis of habitable rooms rather than dwellings where the redevelopment of an estate is providing a housing mix that is more appropriate to the needs of both existing and prospective future residents – for example where there is increased provision of dwellings for larger households".

23 Subsequently, in accordance with Policy 3.9, the applicant should demonstrate by financial assessment and provide a viability report on how the affordable housing offer has been calculated, and this is to be independently assessed on behalf of the Council. The results of the viability report, independent assessment on behalf of the council and the any s106 agreement regarding affordable housing should be shared in full with GLA officers prior to Stage II.

Older peoples housing and care

24 London Plan Policy 3.17 'Health and Social Care Facilities' states that proposals that provide high quality health and social care facilities will be supported in areas of identified need, and Policy 3.8 recognises the needs of older people, including supported provision.

25 In addition to the one and two bed units for over-55's, three studios are proposed as respite for returning residents, rather than as permanent accommodation. The applicant states the lawful use of the building for the purpose of the application is residential (Use Class C3).

26 The proposed development also includes a ground floor residents cafe and treatment area, a studio for exercise classes or events, and a lounge area, with communal outside space for residents at the ground floor and at rooftop level, which is welcomed.

Housing choice

27 London Plan Policy 3.8 encourages a choice of housing based on local needs. Housing that responds to the varied needs of older people is also encouraged.

28 The over-55's affordable accommodation comprises three respite studios, 145 one bedroom and 8 two bedroom apartments units, which is appropriate to the needs of this type of tenure and is supported. The market units are made up of 10 one bedroom, 10 two bedroom, 20 three bedroom and 2 five bedroom apartments, which represent a good spread of unit sizes and is supported, subject to an examination of alternative layouts as discussed under 'residential quality' below. The Council should confirm that the proposed mix reflects its own housing requirements and its understanding of local demand.

Density

29 London Plan Policy 3.4 'Optimising Housing Potential', states that taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. The site is within a central location where the density matrix sets a guideline of 650-1,100 habitable rooms per hectare for a PTAL of 4-6. Based on an approximate site area of 0.46ha, the density of the development would be very high at approximately 413 units per hectare. The applicant is asked to provide a density calculation by habitable rooms in order to usefully compare the density of the scheme with surrounding developments, using a net residential density (that discounts the commercial uses) as set out in the Draft Interim Housing SPG.

30 For sites with a PTAL of 4 in a central location a high density scheme may be acceptable in principle, subject to satisfying other policy requirements such as residential quality, amenity, and place making, for instance. Whilst it is noted by the applicant that the density of the scheme is the result of a larger number of small units given the specialist nature of the development, the residential quality of the proposal would still need to be exemplary in all regards to justify the higher density nature of the proposal. However, as set out below, GLA officers have concerns over the design and play space provision within this scheme. These concerns must be addressed in order to justify the density of the proposal.

Children's play space

31 London Plan Policy 3.6 'Children and Young People's Play and Informal Recreation Facilities' seeks to ensure that development proposals provide access to inclusive, accessible and safe spaces, offering high-quality play and informal recreation opportunities. Further detail is

provided in the Mayor's 'Shaping Neighbourhoods: Play and Informal Recreation SPG', which sets a benchmark of 10 sq.m. of useable child play space to be provided per child, with under-five child play space provided on-site as a minimum.

32 Although it is recognised that the scheme is likely to have a low child yield, the applicant should demonstrate that the scheme still be designed to positively to respond to and meet the minimum requirements of the SPG, based on the child yield. GLA officers require this information prior to Stage II. It will also need to be made clear that there are available facilities for older children in the surrounding area, and the Council may require s106 contributions towards such facilities. The applicant should discuss and agree the proposed approach to open space and play space with the Council, and the details of this should be provided to the GLA prior to Stage II. Furthermore, depending on the outcomes of these discussions, the Council will need to confirm any contributions that the scheme will need to make towards these spaces, if necessary.

Design

33 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained within chapter 7, which address both general design principles and specific design issues. London Plan Policy 7.1 'Lifetime Neighbourhoods' sets out a series of overarching design principles for development in London. Other design policies in this chapter and elsewhere in the London Plan include specific design requirements relating to maximising the potential of sites, the quality of new housing provision, tall and large-scale buildings and the public realm. New development is also required to have regard to its context, and make a positive contribution to local character within its neighbourhood (Policy 7.4). High density schemes, such as this, should target the good practice standards. Whilst the scheme is generally well thought out and its layout has been designed to respond to the site's location there are some design shortfalls, measured against the Mayor's standards as set out in the London Plan and Draft Interim Housing SPG, which should be addressed prior to Stage II.

Residential quality

34 London Plan Policy 3.5 'Quality and Design of Housing Developments' promotes quality in new housing provision, with further guidance provided by the Mayor's Draft Interim Housing SPG. The scheme should be designed to positively respond to the requirements within the Mayor's Housing SPG, with particular reference to the 'baseline' and 'good practice' standards contained there-in.

35 All units in the over-55's accommodation aside from the three 'respite and re-habitation' (R&R) units meet the minimum space requirements set out the Draft Interim Housing SPG and Table 3.3 the London Plan. All of the proposed market units appear to be very generous in size. This is welcomed; however, proposals that include over-sized units can raise concerns, particularly given their potential adverse impact on the requirement to optimise housing output, and specifically the need to maximise affordable housing delivery. As discussed at pre-planning application stage, the applicant should provide detailed justification for the current approach to residential layout, including alternative residential layouts that would better optimise the number of policy compliant units within the scheme and provide indicative layouts demonstrating how this could be achieved, highlighting any resulting impacts on residential quality. Furthermore, the size of the market units and balconies in both buildings showing these meet the minimum private open space requirements set out the Draft Interim Housing SPG should be provided to the GLA prior to Stage II.

36 The orientation of both blocks results in a number of single aspect north-west facing units. Some of the private units face onto the open spaces associated with Lord's Cricket Ground, which will provide a good quality of outlook and daylight; however the over-55's units face onto the rear of the private block, raising concerns over daylight/sunlight penetration. Although a Daylight and Sunlight Report has been undertaken for the scheme further analysis of daylight and sunlight access and the average daylight factor for all units, including the R & R studio units on the ground floor of the over-55's block is required and should be referred to the GLA prior to Stage II. Depending on the results of the additional daylight and sunlight analysis, the units and blocks may need to be reconfigured to improve access to daylight and sunlight, such as through the inclusion of further setbacks. Further points regarding access to daylight and sunlight in the public realm are discussed below.

37 Notwithstanding this, it is noted that the units in question have been designed to include full floor to ceiling glazing, which is welcomed; however floor to ceiling heights should be a minimum of 2.6 metres to ensure that all units receive acceptable levels of daylight/sunlight penetration, in line with ADF guidelines. Similarly, there are concerns about the limited outlook and overshadowing effects of the two 'pavilion' elements on the southern frontage of the over-55's block. As discussed at pre-planning application stage, the applicant is advised to reconsider these elements to provide an improved outlook and reduce overshadowing for the south facing units. Furthermore, GLA officers also consider that this will result in an improved building form, more sympathetic to its context.

38 Notwithstanding the above, residential quality across other areas of the scheme appears high, with efficient core to unit ratios, which is welcomed. While it is acknowledged that access doors between cores are necessary to meet fire regulations, they should be designed to be read as solid panels, in order to promote a feeling of ownership for residents and avoid communal areas feeling institutional in character.

39 Subject to the recommendations above concerning daylight/sunlight and outlook impacts, the form and massing strategy is broadly supported and aligns with the scale of the neighbouring existing and proposed development.

40 The expression of a regular grid structure to the south facing elevations of the over-55's block is supported, as this draws on the scale and proportions of neighbouring development. However, the flank elevations are less successful and further design work is required to avoid blank and uniform elevations. This is a particular concern over the flanks of the 'pavilion' elements and the applicant should explore means of introducing a more open appearance, prior to Stage II.

41 Since pre-planning application stage the private block has been redesigned to include a facade treatment with more varied bays, which is supported. The varied height roof level penthouses introduce a playful dynamic to the roofscape and will be prominent in views from the wider area and Lord's Cricket Ground. These elements will need to be carefully detailed to avoid appearing as 'add-ons' to the top of the building and details of planting zones and irrigation systems should be designed into the building to ensure that the trees and planting can be easily maintained and not detract from the overall architectural integrity of the scheme. The proposed use of metallic bronze cladding may result in issues of reflection and glare and should be discussed with Lord's Cricket Ground.

42 The ground level frontage and entrance area to the over-55's block is generally well considered and includes a large proportion of active frontage, with a well-defined entrance point to the building. Vehicular and service access is located in the less prominent corners of the building, and the applicant should ensure that these elements do not detract from the quality of

the wider streetscape. The open space at the front of the over-55's space is shown in the design and access statement as vehicle access and an open piazza/shared space. Further clarification of the use of this space should be provided to the GLA prior to Stage II. The street-facing frontage of the private residential block creates a formal and legible entrance; and while the positioning of the library/study and informal lounge areas along this facade is welcomed, clear glazing should be used over translucent glazing. It is recognised that the use of translucent glazing may create an interesting and attractive ground floor frontage; however clear glazing allows for a transparent and further activated street-facing frontage and more open appearance to ensure a consistent streetscape, responding to the character of neighbouring residential development. Revised plans showing clear glazing across the street-facing frontage at ground level should be submitted to the GLA prior to Stage II.

43 Both buildings are orientated to align with established building lines along both street frontages, with a secure zone of amenity space between the rear elevations of each block. This layout is supported in principle and the design and access statement states the distance between the two buildings is in excess of 18 metres, however; the applicant should provide further information showing that the ground floor residents' amenity space at the rear of the over-55's block receives sufficient daylight/sunlight penetration to create a usable and comfortable environment for residents. This is of particular concern given the dimension of this space in relation to the bulk and massing of the proposed buildings together with that of the existing neighbouring hotel, which is likely to result in significant overshadowing. As discussed at pre-planning application stage consideration should also be given to the likely impact of the form/massing of the emerging proposals for the neighbouring former Post Office site as the scheme evolves further. Further daylight/sunlight analysis, in addition to Daylight and Sunlight Report submitted as part of the planning application for this scheme, should be undertaken to examine the extent of overshadowing on the amenity space at the rear of the over-55's block and if required means of addressing this through variations in massing should be explored. The results of this analysis should be provided to the GLA prior to Stage II and should be also be used to inform a detailed landscape strategy.

Inclusive design

44 London Plan Policy 3.8 'Housing Choice' currently requires all new housing to be built to 'Lifetime Homes' standards, and expects at least 10% of units to be wheelchair accessible or easily adaptable. However, in order to bring the London Plan into line with new national housing standards, the draft Minor Alterations to the London Plan propose to replace this with a requirement that 90% of units meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and the remaining 10% of units meet Building Regulation requirement M4(3) 'wheelchair user dwellings'. These requirements should be secured via condition or legal agreement and the Council and the applicant should be mindful of this when drafting any related planning conditions and/or obligations.

45 The applicant has stated that 10% of units (16) will be spatially designed to be wheelchair accessible. Whilst the applicant has provided plans of potential locations for wheelchair adaptable units, it is noted in the design and access statement that the exact location of wheelchair accessible units will be determined at a later stage, though should be located so as to provide a variety of views and experiences. Furthermore, the design and access statement outlines that two bed units will be converted to wheelchair accessible units are currently proposed on levels 1-12 of the over-55's block. Prior to Stage II plans clearly the exact location of 'accessible and adaptable dwellings and wheelchair users dwellings' within the two buildings, how many there are, and how they are distributed across apartment types and tenures to give disabled and older people similar choices to non disabled people, are to be submitted to the GLA. Furthermore, plans illustrating wheelchair circulation across the wheelchair adaptable

units, for the wheelchair adaptable units, should also be provided to the GLA prior to Stage II. Accessible and adaptable dwellings wheelchair accessible dwellings in line with policy requirements should also be secured by condition or legal agreement.

46 In terms of the external environment, London Plan Policy 7.5 'Public Realm' requires that public spaces should be secure, accessible, inclusive, connected, and easy to understand. The design of landscaping and the public realm is crucial to inclusive design. In the design and access statement for the proposed development it is stated that public areas on the ground floor will be designed as step free environments as is the main entrance and access between floors, achieved by means of accessible lifts, which is welcomed. Furthermore, the design and access statement says further consideration should be given to dropped kerbs and tactile paving within the site (subject to the Council discussions), provision of unobstructed clear space around accessible parking bays and provision of pedestrian routes within the car parks to leave from the accessible bays to circulation core. Evidence of consideration of these points should be provided to the GLA prior to Stage II. Points regarding wheelchair accessible parking bays are made in the transport section of the report below.

Sustainability

Energy strategy

47 In relation to energy efficiency measures, a range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development, with an estimated reduction of 46 tonnes per annum (10%) in regulated carbon dioxide emissions compared to a 2013 Building Regulations compliant development.

48 Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include low energy lighting and mechanical ventilation with heat recovery.

49 The demand for cooling will be minimised through external shading and solar control glazing. The applicant has undertaken a dynamic overheating assessment using the CIBSE TM52 methodology using of the CIBSE TM49 weather files. The assessment concludes that all of the sample units assessed can meet the CIBSE requirements. The applicant is proposing that the residential apartments are provided with mechanical cooling. As the overheating assessment suggests that the units may not overheat, the applicant should consider omitting the air conditioning in order to maximise the carbon savings.

50 In terms of district heating, the applicant has carried out an investigation and there are no existing or planned district heating networks within the vicinity of the proposed development. The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available.

51 The applicant is proposing to install a communal heating network for each of the two blocks, which is accepted in this instance. Further information on the floor area and location of the energy centre should be provided.

52 The applicant has investigated the feasibility of CHP. However, due the intermittent nature of the heat load, CHP is not proposed. This is accepted in this instance.

53 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install Air Source Heat Pumps (ASHP) to provide heating in both of the buildings. The applicant should confirm the size of the system (kW for heat) and provide further information on how the system will be compatible with connection to a district heating network should one become available in the future.

54 The applicant is also proposing 333 sq.m. of solar PV panels. A roof layout has been provided. The applicant should investigate incorporating higher efficiency panels in order to fully utilise the roof space and maximise the on-site carbon emission savings.

55 A reduction in regulated carbon dioxide emissions of 54 tonnes per annum (12%) will be achieved through this third element of the energy hierarchy.

56 In summary, based on the energy assessment submitted, a reduction of 100 tonnes of carbon dioxide per year in regulated emissions is expected compared to a 2013 Building Regulations compliant development, equivalent to an overall saving of 22%. The carbon dioxide savings fall short of the target within Policy 5.2 'Minimising carbon dioxide emissions' of the London Plan.

57 While it is accepted that there is little further potential for carbon dioxide reductions onsite, in liaison with the Council the applicant should ensure the short fall in carbon dioxide reductions, equivalent to 61 tonnes of carbon dioxide per annum, is met off-site.

Climate change adaptation and surface water run-off

58 There are areas of surface water flooding in the wider vicinity of this site. Therefore the application of London Plan Sustainable Drainage Hierarchy in Policy 5.13 'Sustainable drainage' will be an important consideration for this development and the proposal is not currently acceptable in terms of this policy.

59 The applicant has submitted a sustainability statement, and although the Code for Sustainable Homes requirements has now fallen away, the proposals will be designed to achieve compliance with the relevant best practice guidance including Part L 2013 of the Building Regulations and a BREEAM 2014 'Excellent' rating. Brown/biodiverse roofs are proposed, and surface landscaping, geo cellular storage beneath the podium, together with rainwater attenuation would reduce surface water runoff by at least a 50% reduction on the discharge rates of the current site, for the 1 in 100 year storm event. More specifically the range of sustainable drainage techniques for the over-55's block includes green roofs, permeable paving, shallow geo-cellular units, oversized pipes and sub surface tanks and for the private residential building these include rainwater harvesting, permeable paving, oversized pipes and sub surface tanks. The applicant's commitments should be secured by condition.

60 This approach and range of techniques would normally be acceptable, however the sustainability report goes on to state that the discharge rate from the two buildings will be retained at current levels rather than restricted to somewhere around a 5l/s or 3x greenfield run-off rate.

61 The aim of the various sustainable drainage techniques must be to reduce the run-off rate, therefore the applicant is asked to confirm that the post development run-off rate will actually be reduced from the current run-off rate – ideally to 5l/s for each of the two outfall points.

62 This clarification should be received prior to the Mayor's determination of any Stage II planning referral.

Flood risk

63 The site is within Flood Zone 1 and does not have any significant surface water flood risk. Therefore the proposals are acceptable in terms of London Plan policy 5:12 'Flood risk management'.

Transport for London's comments

Car and cycle parking

64 48 car parking spaces for 42 dwellings (Use Class C3) are proposed (a 1.14 ratio). A further 33 spaces are proposed to serve the 160 dwellings for over-55's /sheltered accommodation units (0.21). These levels contrast with the 30 spaces provided for the existing 204 units, and are considered to be excessive, particularly in regard to the 48 standard dwellings, given the good PTAL found in this location. The London Plan requires that "All developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit". The 1.14 ratio therefore clearly fails to reflect this requirement. This level is higher than existing car parking levels within the ward, and is higher than the neighbouring 36-44 Lodge Road permission (0.8 spaces per unit), and should therefore be reduced.

65 Notwithstanding, the objection to overall parking numbers, any resultant car parking should be conditioned to provide Electric Vehicle Charging Points provision (active and passive) in accordance with London Plan Policy 6.13 'Parking'. Residents should be exempt from applying for parking permits (except for blue badge holders). Car club membership should be secured for each new residential unit and a car park management plan will be required.

66 The level of wheelchair accessible parking spaces is unclear from the submitted information. The provision should be clarified, in order to demonstrate that the requirements of Policy 6.13 and the Accessible Housing SPG will be met.

67 84 Cycle parking spaces are proposed for the 42 standard (C3) dwellings, which exceeds the minimum levels required by Policy 6.13. The 28 cycle parking spaces proposed for the other 160 dwellings falls far short of minimum levels required for Use Class C3 dwellings. Given the particular nature of the units proposed, a lesser number may be acceptable, but further justification for this low level is required. The applicant should provide further evidence, with examples, in order to support the low number proposed, or otherwise increase this provision. It is noted that the specific number of spaces indicated on forms, plans and supporting documents varies, the actual numbers proposed should be clarified and thereafter secured by condition. TfL would also encourage the securing of cycle hire membership for each residential unit for a period of three years (£270 per unit) by s106 agreement.

68 Mobility scooter and motorcycle parking will also be provided within the development.

Trip generation & impact of additional trips

69 Analysis of TRICS / TRAVL data and site surveys have been used to determine trip generation and mode share. This approach is acceptable. The limited additional scale of development and availability of a range of transport modes is such that no significant impact would arise in this regard, and no mitigation will be sought.

Access / highway works

70 The scheme proposes the formation of vehicle ingress and egress points onto St John's Wood Road, for which TfL is the Highway Authority. They would lie in close proximity to mature street trees and require the modification of existing on street parking and coach bays. Detailed feedback on the acceptability of these works and the form of any resultant necessary section 278 agreement will be provided separately to the Council.

Servicing and construction

71 Servicing is proposed to be undertaken from within the site. A Delivery and Servicing Plan and Construction Logistics Plan, of a form fully in line with TfL guidance should be secured by s106/condition. The CLP should be submitted and agreed (in consultation with TfL, specifically in regard to access proposals and impacts upon TfL street trees) prior to commencement of development, and the DSP prior to first use of the stand.

Mayoral CIL

72 In accordance with London Plan Policy 8.3 'Community Infrastructure Levy', the Mayoral Community Infrastructure Levy (CIL) came into effect on 1st April 2012. All new developments that create 100 sq.m. or more of additional floor space are liable to pay the Mayoral CIL. The levy is charged at £50 per square metre of additional floor space in the City of Westminster.

Local planning authority's position

73 Westminster Council's position regarding this scheme is unknown at this stage.

Legal considerations

74 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 (the next bit is optional) 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

75 There are no financial considerations at this stage.

Conclusion

76 London Plan policies on housing, affordable housing, design, access, climate change and transport are relevant to this application. The application broadly complies with the London Plan however further information and/or confirmation, as detailed below is required to comply fully:

- **Land use principles:** The principle of residential redevelopment on the site is supported in strategic planning terms.

- **Housing:** The introduction of market housing on site is welcomed and the provision of 79% affordable housing is acceptable in principle, subject to independent assessment of the applicant's viability appraisal to demonstrate that this is the maximum reasonable amount. Reprovision of the existing over-55's units should be secured by a s106 agreement. The Council should confirm that the proposed mix reflects its own housing requirements and its understanding of local demand. The applicant is also asked to provide a density calculation by habitable rooms in order to usefully compare the density of the scheme with surrounding developments, using a net residential density (that discounts the commercial uses) as set out in the Draft Interim Housing SPG. Further information is required on child play space which should be designed to positively respond to and meet the minimum requirements of the child play space SPG, based on the child yield.
- **Design:** The scheme is generally well thought out and its layout has been designed to respond to the site's location however further daylight and sunlight analysis is required as is information and consideration of the design and size of the units and the blocks, external materials and open space.
- **Inclusive design:** Inclusive design provisions are welcomed. 90% of units should meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings' and the remaining 10% of units meet Building Regulation requirement M4(3) 'wheelchair user dwellings'. These requirements should be secured via condition or legal agreement. Further information regarding the details and location of wheelchair user dwellings is also required.
- **Climate change:** Further information is required concerning the energy strategy for the site. The carbon dioxide savings (2%) fall short of the target within Policy 5.2 of the London Plan and the applicant should consider the scope for additional measures aimed at achieving further carbon reductions. Further consideration is required regarding surface water drainage approaches and should be received prior to the Mayor's determination of any Stage II planning referral and be secured by way of condition.
- **Transport:** The application is generally acceptable in principle and in accordance with the transport policies of the London Plan subject to appropriate conditions and s106 obligations which should be secured in relation to cycle parking and facilities, parking permits, deliveries and servicing, car park management, construction logistics, public transport and a travel plan. Further information and clarification on some of these transport features is also required. Mayoral and local CIL payments will also need to be secured.

77 On balance, the application does not yet comply with the London Plan, for the reasons set out above; however the possible remedies set out above could address these deficiencies.

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