

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 27 March 2018	Classification For General Release	
Report of Director of Planning		Ward(s) involved Hyde Park	
Subject of Report	157 Edgware Road, London, W2 2HR,		
Proposal	Use of part basement, ground, first and second floors as a hotel (Class C1) and external alterations to front and rear elevations at first and second floor levels to install louvres.		
Agent	MRPP		
On behalf of	Criterion Capital		
Registered Number	18/01075/FULL	Date amended/ completed	13 February 2018
Date Application Received	7 February 2018		
Historic Building Grade	Unlisted		
Conservation Area	No		

## 1. RECOMMENDATION

For Sub-Committee's consideration:

- Does the Sub-Committee consider that the amended scheme has overcome the reason for refusal of the previous planning application, which was refused on 19 September 2017 (RN: 16/11276/FULL).

## 2. SUMMARY

This application seeks permission for the use of part of the basement, ground, first and second floors as a hotel (Class C1) and external alterations to the front and rear elevations at first and second floor levels to install louvres to serve mechanical plant located within the envelope of the existing building.

The current application seeks to overcome the reason for refusal of the previous application for hotel use of this premises, which was reported to the Planning Applications Sub-Committee on 8 August 2017. The Sub-Committee resolved to refuse the previous application for the following reason and the decision letter was issued on 19 September 2017:

*'Because of the size of the hotel (in terms of its floor area and the number of bedrooms proposed), the facilities for accommodation of vehicles dropping off and collecting hotel guests are inadequate*

*and the hotel use would result in a significant increase in the number servicing vehicle trips required to operate the hotel use relative to the existing lawful office use of the premises. As a consequence, the proposed hotel use would have a materially adverse impact on the operation of the local highway network, including the Transport for London Road Network (TLRN) along Edgware Road, as a result of generating additional traffic and causing increased vehicular obstruction. This would be contrary to Policies TRANS 6 and TRANS20 in the Unitary Development Plan we adopted in January 2007, Policy S42 in Westminster's City Plan that we adopted in November 2016 and Policies 6.3, 6.12 and 6.13 in the London Plan (March 2016).'*

Following the determination of the previous application, the applicant has made an appeal to the Planning Inspectorate against the City Council's decision to refuse permission. The appeal remains in progress with appeal statements from the City Council and the appellant due with the Planning Inspectorate by 29 March 2018. Therefore, the appeal will not be determined prior to the Sub-Committee's consideration of the current application.

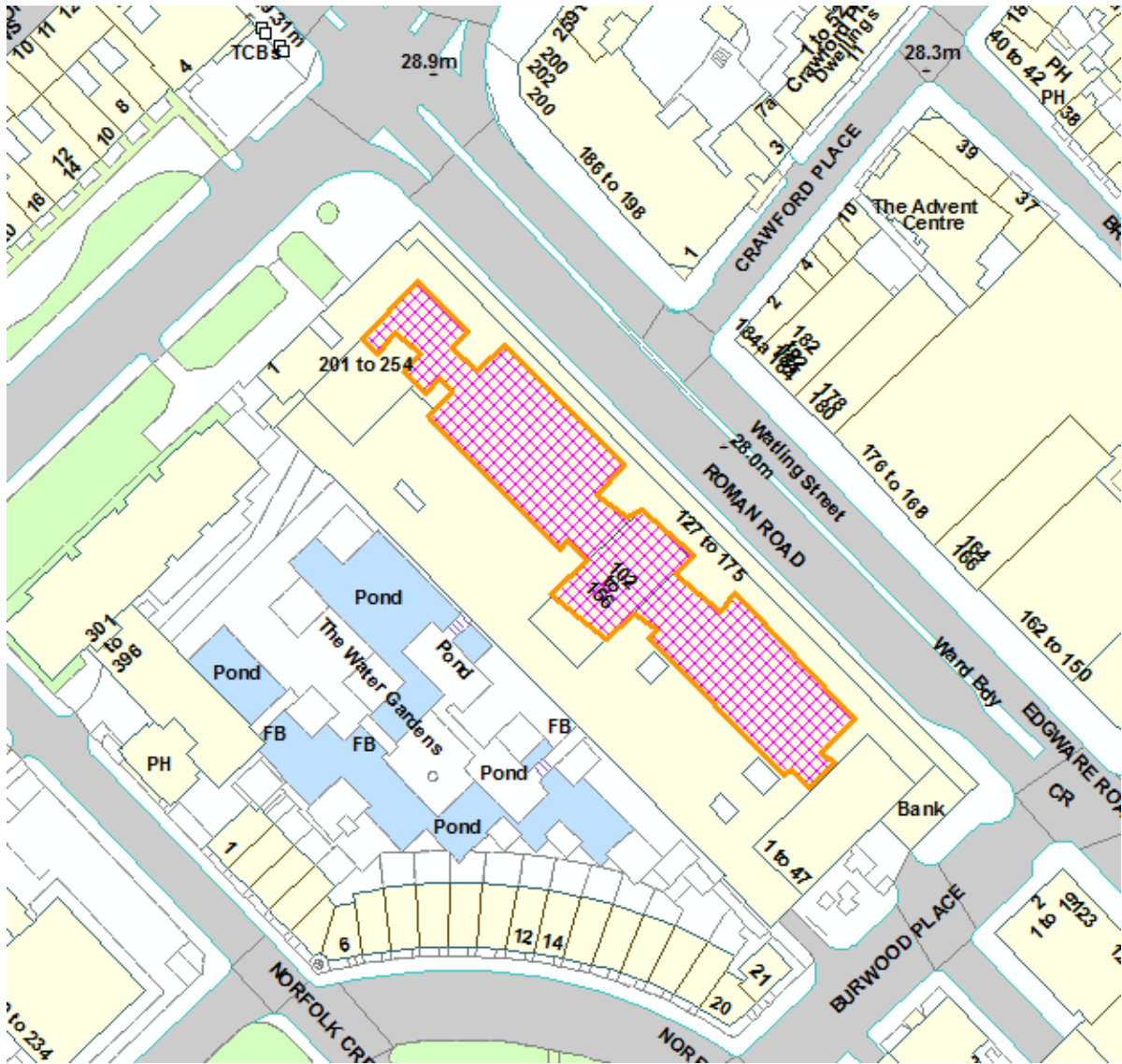
The current application includes a number of amendments relative to the previously refused scheme, with the number of bedrooms proposed reduced from 117 to 94; the location of the entrance moved to the southern end of the Edgware Road frontage of The Water Gardens, closer to Burwood Place; and the mechanical plant on the roof of the second floor has been relocated within the envelope of the building with additional louvres proposed to the front and rear of the building. The application is also supported by additional information in respect of the operation and servicing of the hotel and this is set out and considered later in this report.

The key issues in the case of the current application are:

- \* The acceptability of the proposed hotel use in land use terms.
- \* The impact of the proposals on the appearance of the building and this part of the City.
- \* The impact on the amenity of neighbouring residents.
- \* The impact on the operation of the local highway network and the Strategic Road Network along Edgware Road.

In light of the Sub-Committee's previous resolution to refuse permission for the scheme submitted in 2017 on the ground set out above, the Sub-Committee are invited to consider whether the revised scheme that has now been submitted, along with additional supporting information, overcomes its previous concerns in terms of the impact of the proposal in transportation and servicing.

### 3. LOCATION PLAN



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#### 4. PHOTOGRAPHS



Edgware Road elevation (top) and Burwood Place frontage (bottom).

## 5. CONSULTATIONS

### WARD COUNCILLORS (HYDE PARK)

Any response to be reported verbally.

### HYDE PARK ESTATE ASSOCIATION

Objection. Hotel that appears to be at the lower end of the market does not augur well for an area that has significant issues with sex workers and cheap accommodation. There would be significant traffic and noise pollution issues for the area. The intention to prohibit traffic from turning north on to Edgware Road from Burwood Place would increase traffic in Norfolk Crescent, further downgrading the neighbourhood.

### MARYLEBONE ASSOCIATION

Any response to be reported verbally.

### ST. MARYLEBONE SOCIETY

No objection to hotel use, although the lack of shared public space and the number of rooms without windows is deplorable. Impact of façade changes needs consideration as consider the building to be a modern building of considerable architectural interest.

### BUILDING CONTROL

No comment as no basement or other significant structural alterations are proposed.

### CLEANSING MANAGER

No objection. Waste and recycling stores should be secured by condition.

### ENVIRONMENTAL HEALTH

No objection. The proposed mechanical plant would operate below the background noise level in accordance with adopted policy. Recommend conditions and informative to ensure mechanical plant continues to operate in accordance with policy following its installation.

### HIGHWAYS PLANNING MANAGER

No objection. Considers number of expected service vehicles (4) to be reasonable given the lack of catering facilities. Unfortunate that Quietway scheme to reconfigure the Burwood Place/ Edgware Road junction would require servicing traffic to use residential streets, but this would be the case with existing office servicing traffic. Use of coaches to deliver/ collect guest from the hotel should be restricted given the lack of coach parking. Noted that if coach parking were provided on street, it could be used by other coaches and not just those servicing the proposed hotel. Considers the nearest existing coach parking bays to be too far from the application site to be practically used for servicing of the proposed hotel. Note that the applicant is offering to accept a condition to prevent use of coaches in connection with the hotel, but that the Sub-Committee previously considered that the use of a condition was not acceptable in this instance. Increase in vehicles associated with the hotel is predicted to be 4 per hour. Taxis can be accommodated in the Edgware Road taxi rank and mini-cabs are able to use parking bays or servicing bays to set down and pick up guests. Cycle parking is welcome and should be secured by condition.

### TRANSPORT FOR LONDON

No objection. Subject to the following points, do not consider the proposal would have an unacceptable impact on the Transport for London Road Network (TLRN). Note location on part of the TLRN. The footway and carriageway must not be blocked during construction works. Vehicles associated with the development must park/ stop at permitted locations and within the permitted time periods/ restrictions. No skips or construction materials may be placed on the footway or carriageway. Advice provided on the dimensions of a disabled bay. A Delivery and Servicing Plan to demonstrate how the hotel is to be serviced should be secured by condition and provided prior to occupation of the hotel.

#### ADJOINING OWNERS/ OCCUPIERS AND OTHER REPRESENTATIONS

No. of Consultations: 311; No. of Responses: 7 letters/ emails from 6 respondents.

Seven emails received raising objection on all or some of the following grounds:

##### Land Use

- Note that the hotel layout indicates that it will be a 2/3 star hotel. There is already a proliferation of such accommodation in the area and on Sussex Gardens and there is no need for further accommodation of this kind in the area.
- Would prefer to see retention of office use or conversion to residential flats.

##### Design

- Cannot see any details of the proposed louvres to the facades and oppose any alteration that compromises the original design vision of The Water Gardens.
- Louvres would harm the appearance of The Water Gardens.
- Louvres proposed as replacements for windows are obtrusive and out of character with the existing building and wider character of the area. Would also detract from an active frontage along Edgware Road.

##### Amenity

- Loss of amenity for occupiers of The Water Gardens as a result of budget nature of hotel attracting use by sex workers or the homeless.
- Increased noise disturbance from vehicle drop offs and from idling vehicles waiting for passengers.
- Protection of residential amenity should take precedence over commercial interests.
- Noise from guests entering and leaving the hotel and from noise transference to the second floor flats above rooms 21 to 56.
- Increased noise and air pollution.
- Conditions should be imposed to restrict the opening of the rear windows apart from for maintenance and in emergencies, so as to limit noise disturbance to neighbouring residents.

##### Highways/ Parking

- No coach parking is provided, contrary to UDP and London Plan policies
- Existing coach parking bays that have been surveyed by the applicant are a significant distance from the application site.
- Survey of coach parking does not allow for seasonal fluctuations.
- Applicant has not assessed the quality and safety of the taxi rank on Edgware Road as a result of the increase in its use.

- Disabled parking bay location in loading bay is unsafe and applicant does not have the ability to provide this space as they only have a right of access to the loading bay.
- Access to the cycle parking at basement level would be inconvenient and not easy for visitors to the hotel to use.
- Pavement adjacent to the proposed entrance and the existing bus stop will become very crowded.
- Applicant does not seem to be aware that the NCP car park has been converted to self-storage and there is increased pressure on on-street parking.
- The alterations proposed to the Burwood Place junction by TfL will increase traffic in Norfolk Crescent.
- Materially adverse impact from increased vehicular and pedestrian traffic.
- Question whether the prevention of coach parking can be adequately controlled by the condition suggested by the applicant. As a minimum, the prevention of coaches should be secured via a planning obligation.

#### Other Matters

- Note the similarity of the current scheme to that which was refused in September 2017.
- Not all occupiers of The Water Gardens have been consulted.

#### ADVERTISEMENT/ SITE NOTICE

Yes.

## 6. BACKGROUND INFORMATION

### 6.1 The Application Site

This application relates to The Water Gardens, a mixed use development dating from the 1960s, which is located on the west side of Edgware Road, spanning the length of the street block between Burwood Place and Sussex Gardens. The building currently comprises retail units at basement/ ground floor, offices (Class B1) at first floor level and a mix of offices and residential flats at second floor level. The office accommodation has previously been used for education purposes on a temporary basis, pursuant to the permission/ permitted development rights referred to in section 6.2 of this report. However, this temporary education use by the Minerva Academy has now ceased and the premises has reverted to its lawful use as Class B1 offices.

Above second floor level there are also three high rise residential towers, an NCP car park at basement level and communal gardens to the rear. The commercial uses within the site are accessed from Edgware Road, whilst servicing area and the car park are accessed from Burwood Place. There is no access to the residential flats from the Edgware Road frontage of the site.

The application site is accessed from a ground floor level door located within the Edgware Road parade, with two further entrances to this frontage providing a means of escape in an emergency. The site is therefore within a Central Activities Zone (CAZ) Frontage and is on a Named Street. Edgware Road itself comprises a broad mix of commercial and residential uses. The site is within the Edgware Road Stress Area.

## 6.2 Recent Relevant History

9 August 2013 – Permission granted for use of ground floor entrance and part first floor as a primary school (Class D1) for a temporary 4 year period.

11 November 2013 – Permission granted for use of part basement, ground, first and second floors as a hotel (Class C1), external alterations to install louvres to the front and rear elevations and installation of mechanical plant within an enclosure and photovoltaic panels at roof level (13/03354/FULL).

26 March 2014 – Notice under Schedule 2, Part 4, Class C of the Town and Country Planning (General Permitted Development)(Amendment)(England) Order 2013 that the first and second floors are to be used as a state-funded school for a single academic year commencing on 2 September 2013 (13/10749/TSN).

27 July 2016 – Certificate of Lawful Existing Use or Development application that sought to demonstrate that works had commenced on site to implement application dated 11 November 2013 (RN:13/03354/FULL) for use of part basement, ground, first and second floors as a hotel (Class C1) was withdrawn. The application failed to demonstrate that the 11 November 2013 permission had been implemented at that time.

19 September 2017 – Permission refused for use of part basement, ground, first and second floors as a hotel (Class C1), external alterations to install louvres to the front and rear elevations and installation of mechanical plant within an enclosure on flat roof above second floor level (16/11276/FULL). The application was considered at the Planning Applications Sub-Committee on 8 August 2017. The Sub-Committee resolved that there had been material changes in circumstances since the determination of the previous permission for hotel use of the premises (granted on 11 November 2013), including the increase in bedrooms and the planned amendments to the junction of Burwood Place and Edgware Road, which justified resolving to refuse permission on the following transportation and servicing ground:

*'Because of the size of the hotel (in terms of its floor area and the number of bedrooms proposed), the facilities for accommodation of vehicles dropping off and collecting hotel guests are inadequate and the hotel use would result in a significant increase in the number servicing vehicle trips required to operate the hotel use relative to the existing lawful office use of the premises. As a consequence, the proposed hotel use would have a materially adverse impact on the operation of the local highway network, including the Transport for London Road Network (TLRN) along Edgware Road, as a result of generating additional traffic and causing increased vehicular obstruction. This would be contrary to Policies TRANS 6 and TRANS20 in the Unitary Development Plan we adopted in January 2007, Policy S42 in Westminster's City Plan that we adopted in November 2016 and Policies 6.3, 6.12 and 6.13 in the London Plan (March 2016).'*

6 December 2017 – Appeal made to the Planning Inspectorate against the City Council's decision to refuse permission on 19 September 2017. The appeal remains in progress with appeal statements from the City Council and the appellant due with the Planning Inspectorate by 29 March 2018. Therefore, the appeal will not be determined prior to the Sub-Committee's consideration of the current application.



## **7. THE PROPOSAL**

This application seeks permission for the use of part of the basement, ground, first and second floors as a hotel (Class C1) and external alterations to the front and rear elevations at first and second floor levels to install louvres to serve mechanical plant located within the envelope of the existing building.

The current application seeks to overcome the reason for refusal of the previous application for hotel use of this premises, which was reported to the Planning Applications Sub-Committee on 8 August 2017. The Sub-Committee resolved to refuse the previous application for transportation and servicing reason set out in Section 6.2. As also set out in Section 6.2, following determination of the previous application an appeal against that decision has been made to the Planning Inspectorate. The appeal will not be determined prior to the Sub-Committee's consideration of the current application.

The current application includes a number of amendments relative to the previously refused scheme, with the number of bedrooms proposed reduced from 117 to 94; the location of the entrance moved to the southern end of the Edgware Road frontage of The Water Gardens, closer to Burwood Place; and the mechanical plant on the roof of the second floor has been relocated within the envelope of the building with additional louvres proposed to the front and rear of the building. The application is also supported by additional information in respect of the operation and servicing of the hotel and this is set out and considered later in this report.

## **8. DETAILED CONSIDERATIONS**

### **8.1 Land Use**

Policy S1 in the City Plan promotes mixed uses in the Central Activities Zone (CAZ) that are consistent with supporting its vitality, function and character. As in this case the proposal would not result in any increase in office floorspace, the policy does not require the provision of residential floorspace is not required by Policy S1.

Policy S8 (Marylebone and Fitzrovia) advises that Edgware Road is an appropriate location for residential use and a range of commercial uses. Within the Stress Area, new entertainment uses will only be allowed where they are low-impact and would not result in an increased concentration of late night uses.

Policy S23 in the City Plan relates to proposals for new hotels and states that new hotels will be directed to a number of specified areas within the City, including the Named Streets. The policy continues and states that new hotels will be directed to those streets which do not have a predominantly residential character.

In the UDP, Policy TACE2 advises that permission will be granted for new hotels within CAZ Frontages where they would not have any adverse environmental or traffic effects and where there would be adequate on-site facilities incorporated within developments proposing significant amounts of new visitor accommodation, including spaces for the setting down and picking up of visitors by coaches and for taxis serving the hotel.

Edgware Road is considered to have a mixed commercial and residential character and as such, the principle of providing a hotel in this location, within the CAZ Frontage and on a Named Street is considered to be acceptable in land use terms. There are no policies in the London Plan (March 2016) or in the UDP or City Plan that seek to prevent the loss of the existing office accommodation in this location to another commercial use.

The reasoned justification for Policy S23 in the City Plan states that the policy '*seeks to address the existing over-concentration of hotels*' in residential areas including Bayswater. However, the policy itself does not preclude new hotels in appropriate locations within Bayswater; rather the policy states that '*...the change of use of hotels to residential will be encouraged where the existing hotel is not purpose built and causing adverse effects on residential amenity*'. The intention of the policy is clearly to allow the loss of existing hotels in predominantly residential locations within Bayswater where they cause harm to the amenity of neighbouring residents. The proposed hotel use by contrast would be on the eastern fringe of Bayswater in a busy mixed use street with its entrance at ground floor level within a retail parade, a significant distance from neighbouring residential accommodation at second floor level and above. Were permission to be granted conditions could be used to ensure there would be adequate insulation provided to avoid any noise transference between the proposed hotel bedrooms and the immediately adjacent residential units at second floor level. Accordingly, it is not considered that permission could be withheld on grounds that this is not an appropriate location for a new hotel use.

Concerns have been expressed by the Hyde Park Estate Association, the St. Marylebone Society, the Church Commissioners and objectors in relation to the type and quality of hotel accommodation that is proposed, including the provision of relatively small windowless 'pod' rooms. However, in land use terms, there is no policy basis on which to withhold permission, as the internal layout of the proposed hotel is beyond the scope of adopted land use policy. The hotel would provide short stay accommodation and as such, whilst a source of natural light serving each of the rooms may perhaps be desirable to some, it is not an absolute requirement for short stay visitor accommodation. Indeed, the applicant has advised that the hotel is designed to cater for guests wishing to stay only a few nights at a time.

In terms of the size of the hotel, which was of concern previously given the potential for this to increase the servicing demand that the hotel would generate, this has been reduced from 117 bedrooms in the refused scheme to 94 bedrooms in the current application; albeit there would be no reduction in terms of the overall floorspace of the proposed hotel. The number of bedrooms within the hotel could be controlled by condition if the Sub-Committee considered that this would assist in addressing its concerns regarding servicing (see Section 6.4 of this report).

The point of entry to the proposed hotel at ground level would comprise the existing office entrance, towards the southern end of the parade between Burwood Place and Sussex Gardens, and would be relatively discreet. This entrance location is different to that proposed in the previously refused scheme, but like that scheme, it is not considered that the entrance now proposed would detract from the predominant retail character of the parade within which it would be sited. Accordingly, the proposed hotel

would not have an adverse impact on the retail character of the parade and the Named Street/ CAZ Frontage along Edgware Road.

As per the previously refused scheme, the current application proposes the use of part of the basement for back of house hotel functions, including hot and cold water storage, plant, waste storage and cycle storage. The current lawful use of this floorspace is for retail use and whilst Policies S21 and SS5 seek to protect retail floorspace in this location, the use of part of the basement as hotel floorspace would not prejudice the existing retail uses at ground floor level. Therefore, it is not considered that the scheme would have a detrimental impact on the character and function of the area or the vitality/viability of this part of the CAZ Frontage/ Named Street.

As set out previously, the proposed hotel is intended to be 'windowless' and therefore the use of part of the building as a hotel would be unlikely to cause any significant noise disturbance or other amenity issues to neighbouring residential occupiers on the upper floors within the Water Gardens. A condition could be imposed to require the windows to be fixed shut or fitted with restrictors to guard against future use of the hotel floorspace in a configuration that did utilise the windows for guest bedrooms. This would address the concerns expressed on this issue by one of the objectors.

On-site facilities for hotel guests would be more limited than within the previously refused scheme with no communal facilities proposed. The food offer within the hotel has been reduced from a small ancillary café in the previously refused scheme to vending machines within the reception/ seating areas on the two floors of the proposed hotel. As such, no kitchen extraction equipment is proposed. Should the Su-Committee resolve to grant permission, conditions are recommended to prevent primary cooking so that the food offer within the hotel cannot be expanded and cause odour or noise nuisance to neighbours in future.

## **8.2 Townscape and Design**

The current scheme omits the mechanical plant enclosure previously proposed on the roof of the second floor podium element of The Water Gardens. To achieve this and to relocate the mechanical plant into the envelope of the building additional louvres are proposed in the face of the building relative to the previously approved scheme. The louvres above the windows at first floor level remain as per the previously refused scheme, but additional louvres are now proposed above the hotel windows at second floor level and in existing window openings at the base of the central tower to the front elevation at first and second floor level. The louvres within the brown brick elements of the first and second floors, above the existing windows would be discreet given their small size and uniformity, and would be finished in a colour to match the existing windows.

The additional louvres proposed within the base of the tower would potentially be more appreciable in public views, but could be considered acceptable if their detailed design were to be improved. This could be achieved by inserting the louvres within frames that mirror the framing of windows in the rest of the central tower of The Water Gardens. It is considered that refinement of the design of these louvres would address the concerns raised by the Church Commissioner's in respect of this aspect of the scheme. Therefore, should the Sub-Committee resolve to grant permission, a condition is recommended to

secure improvements to the detailed design of these louvres so that they would maintain the appearance of the existing building.

The formation of an additional fire escape door to the northern side elevation at first floor level would not have any significant impact on the appearance of the building and would mirror a similar existing door in the side elevation of the southern element of the podium structure.

Subject to the recommended conditions, the proposed development is considered acceptable in design terms and would accord with Policy S28 in the City Plan and Policies DES1 and DES5 in the UDP.

### **8.3 Residential Amenity**

The proposed external alterations would be sufficiently distant from neighbouring windows and would not have an adverse amenity impact in terms of loss of light or an increased sense of enclosure.

Objection has been raised on grounds that the proposed use would cause late night activity which would cause noise disturbance to neighbouring residents that would be contrary to Policies S29 and S32 in the City Plan and ENV6 in the UDP. However, the entrance to the hotel would be at ground floor level on Edgware Road, which is a busy thoroughfare. Furthermore, the entrance would be located below the existing canopy over the footway and would be a significant distance from the nearest neighbouring residential accommodation at second floor level. It is considered that in combination, these factors mean that guests arriving at and leaving the hotel would not cause a material increase in noise disturbance to neighbouring residents.

In terms of noise disturbance from mechanical plant, Environmental Health are satisfied that the submitted acoustic report demonstrates that the mechanical plant proposed within the building with external louvred vents at first and second floor levels would not cause noise disturbance to neighbouring residential properties. Should the Sub-Committee resolve to grant permission, conditions are recommended to provide ongoing control of the operational noise and vibration level of the mechanical plant so that it does not cause noise disturbance to neighbouring residents in future.

Subject to the recommended conditions, the proposals are considered acceptable in amenity terms and would accord with Policies S29 and S32 in the City Plan and Policies ENV6, ENV7 and ENV13 of the UDP.

### **8.4 Transportation/Parking**

In transportation terms, the application site is located within an area with excellent links to public transport. Edgware Road is a Red Route forming part of Transport for London's (TfL) Strategic Road Network (TLRN). On Red Routes stopping is not permitted, although there are mixed resident/ pay and display bays and a four bay taxi rank outside the application site.

In resolving to refuse the previous application in August 2017, the Sub-Committee's areas of concern related to the impact of the development as a result of servicing and management of guests arriving at and leaving the proposed hotel. The concerns (as captured in the reason for refusal in Section 6.2 of this report) can be summarised as follows:

- The impact of vehicles dropping off and collecting guests would have on the operation of the local highway network and the TLRN along Edgware Road. The concerns were in relation to the lack of coach parking and the potential for the hotel use to give rise to a significant increase in mini-cabs obstructing the public highway around the application site when setting down/ collecting guests.
- The impact that servicing vehicle trips would have on the local highway network due to the number of trips that would be required (the Sub-Committee concluded this would be greater than the number required for an office use) and as the Burwood Place/ Edgware Road junction alterations would necessitate servicing vehicles utilising Park West Place or Norfolk Place and Porchester Place to return to the TLRN.

The current application has again attracted objection on transportation and servicing grounds from the Hyde Park Estate Association, neighbouring occupiers and the Church Commissioners. The concerns raised include the lack of coach parking and the appropriateness or otherwise of using a condition to prevent use of coaches in conjunction with the operation of the hotel, the quality and safety of the existing taxi rank on Edgware Road and the acceptability of the cycle parking and disabled parking provision.

As set out earlier in this report, the applicants have sought to address these concerns by reducing the number of bedrooms from 117 to 94, provision of an updated Operational Management Plan (OMP) and submission of additional supporting data and information. All of these aspects of the current application are considered in detail in this section of the report.

In terms of the trip generation resulting from the proposed hotel use, the applicant has assessed this using the TRICS (Trip Rate Information Computer System) and this estimates that the trips generated would be as set out in Tables 1A and 2A below. The Highways Planning Manager has confirmed that he is content that the estimated number of vehicle movements are likely to be accurate given the absence of a food offer within the proposed hotel. For comparison, the trips that would be generated by the previously refused scheme are shown in Tables 1B and 2B, also below.

**Table 1A – Total number of trips associated with the proposed 94 bedroom hotel scheme.**

Mode	AM Peak Hour (08:00-09:00)		PM Peak Hour (17:00-18:00)		Daily Trips (07:00-19:00)	
	In	Out	In	Out	In	Out
Vehicles	5	7	8	5	76	68
OGV's	1	1	0	0	3	3
Taxi	2	6	7	5	45	46
Cyclists	1	0	0	0	7	4
Pedestrians	8	39	31	21	190	222
Public Transport	1	3	6	4	68	62

**Table 1B - Total number of trips associated with previously refused 117 bedroom hotel scheme.**

Mode	AM Peak Hour (08:00-09:00)		PM Peak Hour (17:00-18:00)		Daily Trips (07:00-19:00)	
	In	Out	In	Out	In	Out
Vehicles	6	8	10	5	88	78
OGV's	1	1	0	0	3	3
Taxi	2	7	8	5	52	53
Cyclists	1	0	0	0	8	4
Pedestrians	9	46	36	23	219	255
Public Transport	1	4	6	5	78	71

**Table 2A – Estimated net trip generation of proposed 94 bedroom hotel relative to the existing office use ('Vehicles' includes OGVs, 'Other Goods Vehicles' and taxis).**

Mode	AM Peak Hour (08:00-09:00)		PM Peak Hour (17:00-18:00)		Daily Trips (07:00-19:00)	
	In	Out	In	Out	In	Out
Vehicles	+1	+6	+7	+1	+57	+49
Cyclists	-3	0	0	-3	-2	-5
Pedestrians	+4	+37	+31	+16	+105	+128
Public Transport	-20	+2	+3	-29	-53	-38

**Table 2B – Estimated net trip generation of previously refused 117 bedroom hotel relative to the existing office use ('Vehicles' includes OGVs, 'Other Goods Vehicles' and taxis).**

Mode	AM Peak Hour (08:00-09:00)		PM Peak Hour (17:00-18:00)		Daily Trips (07:00-19:00)	
	In	Out	In	Out	In	Out
Vehicles	+2	+7	+8	+1	+68	+59
Cyclists	-3	0	0	-3	-2	-5
Pedestrians	+5	+44	+35	+18	+133	+161
Public Transport	-20	+3	+3	-29	-44	-29

The applicants conclude that the majority of guests will make pedestrian trips to and from the proposed hotel with the increase in vehicle trips made up of servicing vehicle trips and taxis dropping off and collecting guests. The applicants estimate that 4 service vehicle trips to the site and 4 servicing vehicle trips from the site will be required each day. Comparison with the applicant's trip generation figures for the previously refused scheme demonstrates that the reduction in bedroom numbers would have a proportionate reduction in overall vehicle and pedestrian movements. Service vehicle trips had previously been projected to comprise 4 trips to the site and 5 trips leaving the site in the previously refused scheme. Accordingly, the reduction in bedroom numbers would have a less pronounced impact on servicing trips.

With regard to the impact of the service vehicle trips generated by the proposed hotel, which is proposed to be serviced within the existing basement servicing area accessed from Burwood Place, the applicants have surveyed the existing vehicle movements along Norfolk Place and Park West Place over a week long period in November 2017. The data collected is shown in Table below. The applicants advise that as there is no substantive food offer within the proposed hotel, servicing will be limited to (i) laundry and linen deliveries and collection; (ii) vending machine supplies; and (iii) stationary orders etc., with waste and recycling collections as per the existing office use.

**Table 3 – Norfolk Crescent and Park West Place current vehicle usage data.**

Road / Highway Link	Direction	Traffic Volumes (Average Day, 24 hours)		
		Total Vehicles	Light Vehicles	Goods Vehicles
Norfolk Crescent	Northbound	451	388	63
	Southbound	1488	1353	136
Park West Place	Southbound	705	583	122

Assuming that the TfL highway works at the junction of Edgware Road and Burwood Place to form part of the cycle 'Quietway' are carried out, necessitating service vehicles exiting the site to use either Park West Place or Norfolk Crescent to return to Edgware Road, the addition of 4 service vehicle trips per day would increase the number of goods vehicles using these routes by 2% in the case of Norfolk Crescent and 3% in the case of Park West Place. When likely servicing of the existing office use is subtracted

(approximately 2 trips per day), the projected increase in goods vehicle trips would fall to increases of 1% and 1.5% respectively.

The applicants have also surveyed the existing vehicle usage of Edgware Road (see data in Table 4) and conclude that all vehicle trips associated with the hotel would only increase the total number of vehicle trips along Edgware Road/ the TLRN by 0.02% and the total number of goods vehicle trips by 0.8%. If existing office servicing is considered, then the increase in goods vehicle trips would be limited to a 0.4% increase.

**Table 4 – Edgware Road current vehicle usage data.**

Road / Highway Link	Direction	Traffic Volumes (Annual Average Daily Flow, 24 hours)		
		Total Vehicles	Light Vehicles	Goods Vehicles
A5 Edgware Road	Two Way	33568	32553	1015

With regard to coach drop off, as per the previously refused scheme, the current scheme does not propose a coach parking bay. Indeed, given the arrangement of the site, such a facility cannot be provided off street and provision of such a facility is not desirable on street as it would result in the loss of other more heavily used on-street curb side functions (public car parking/ residents' parking/ loading bays/ taxi ranks etc.). As noted by the Highways Planning Manager, the creation of an on-street coach parking bay would result in the formation of a coach parking bay that coaches servicing any nearby short stay accommodation or destination could use (i.e. the provision of a coach parking bay would be likely to encourage coach parking more generally in this location).

The applicant has surveyed the nearest two coach parking bays to the application site (located adjacent to Marble Arch Station and on Park Lane adjacent to the Animals at War Memorial). The applicant's analysis, based on a two day survey, is that there was capacity for coach parking to be accommodated 100% of the time during weekdays and 95% of the time during the weekend across the two coach parking locations. However, these closes coach parking bays are 840m and 1km from the application site respectively, making their use in conjunction with the application site unlikely. Despite undertaking this analysis, the applicants maintain that it is not their intention to attract hotel bookings from coach parties and that they would readily accept an appropriately worded condition to prevent the use of coaches to deliver guests to, or collect them from, the application premises.

In terms of mini-cabs, taxis and other vehicles dropping off guests/ collecting guests from the proposed hotel, the applicants have surveyed the existing four vehicle taxi rank on Edgware Road outside the application site. They advise that their survey, undertaken over two days, indicates that there was always taxi at the rank during the survey period, which could take guests away from the proposed hotel. The applicant's survey indicates that 93% of the time the rank had capacity to accommodate an additional taxi for guests arriving at the hotel.

The Church Commissioners have raised objection on the basis that the applicant has not assessed the quality and safety of the taxi rank having regard to the additional usage



they expect it to receive. However, it is not considered that this ground for objection can be supported as the taxi rank has been designed and laid out by TfL, the highway authority for Edgware Road and is currently operating below capacity. Given the limited hourly increases in vehicular traffic (see above), the number of additional taxis using the rank is unlikely to be so significant so as to exceed the capacity of the rank.

The impact arising from guests arriving at the proposed hotel in mini-cabs (including Uber vehicles) and other vehicular transport is less easy to assess and quantify and the applicant's Transport Assessment does not include assessment of the potential impact of guests using mini-cabs. Mini-cabs can stop in parking bays and servicing bays on the red route, but as these are more limited along the Red Route, it is likely that when such vehicles are used to arrive at and depart the proposed hotel, they would park/ stop curbside in Burwood Place.

The current application is accompanied by a more detailed Operational Management Plan (OMP) than was submitted with the previously refused scheme. The submitted OMP sets out that servicing vehicle trips will be managed to ensure they can be accommodated within the off street servicing yard. The OMP also provides an undertaking to put in place measures to prevent coach party bookings at the booking stage, as per the OMP provided with the previously refused application. A copy of the submitted OMP is provided in full in the background papers.

Cycle parking is proposed within the basement and the quantum proposed would be consistent with the standards set out in the London Plan (March 2016). The Church Commissioners consider that it would be difficult for guests to access the cycle parking. However, it would be accessible by lift from the ground floor entrance to the hotel and the first floor reception. Furthermore, the cycle storage is more likely to be utilised on a regular basis by hotel staff and the proposed store would be readily accessible to them and would provide secure and weatherproof storage. Therefore, should the Sub-Committee resolve to grant permission, a condition is recommended to secure the proposed cycle parking.

The applicant proposes a disabled parking bay within the basement servicing area to which the Church Commissioners object on ground of safety and deliverability. The Highways Planning Manager advises that given hotel uses do not normally generate a requirement for parking provision in general, provision of a disabled parking bay would not normally be required. As such, whilst the proposed space is outside the red line defining planning application boundary, and as such cannot be secured by condition, in this instance this is not a ground on which permission could reasonably be withheld as the parking space is not considered to be required to make the proposal acceptable in parking terms.

In light of the Sub-Committee's previous resolution to refuse the previous application in August 2017, it is asked to consider whether on the basis of the amended application and the expanded evidence base presented by the applicant, the current application is acceptable in servicing and highways impact terms and in accordance with the relevant development plan policies, including Policies TRANS 6 and TRANS20 in the UDP, Policy S42 in the City Plan and Policies 6.3, 6.12 and 6.13 in the London Plan (March 2016), which were referred to in the reason for refusal of the previous application.

## **8.5 Economic Considerations**

The economic benefits that would be generated by the provision of a hotel use are welcomed.

## **8.6 Access**

The current scheme has been amended to relocate the entrance to the proposed hotel to the southern end of the retail parade between Burwood Place and Sussex Gardens. The entrance location now proposed allows applicant to provide step free access to the first floor reception via an existing lift. A further lift within the premises will provide step free access between first and second floor levels. The access arrangements are therefore considered acceptable to be acceptable and would accord with Policies DES1 and TRANS27 in the UDP.

Following amendment, the scheme includes the provision of 10 accessible hotel bedrooms and therefore the proposed hotel use would accord with Policy 4.5(B) in the London Plan (March 2016).

## **8.7 Other UDP/ Westminster Policy Considerations**

A dedicated hotel waste and recycling store is proposed at basement level and the Cleansing Manager considers the store to be acceptable. A condition is recommended in the event that the Sub-Committee resolve to grant conditional permission, requiring the provision of the waste and recycling store.

The Church Commissioners have queried the impact of the louvred plant enclosures in terms of air quality. The mechanical plant proposed largely comprises air handling equipment to provide heating and cooling to the hotel rooms. Consequently, the exhaust air from the proposed plant would not materially worsen existing air quality along Edgware Road. It should also be noted that the proposed mechanical plant is similar to that which was previously proposed in a roof level enclosure in the previously refused scheme. The previously refused scheme was not refused in respect of the impact of the proposed mechanical plant on air quality. As such, the proposed development is compliant with Policy ENV5 in the UDP.

## **8.8 London Plan**

This application does not raise any strategic issues. Where relevant, policies in the London Plan adopted in March 2016 are referred to elsewhere in this report.

## **8.9 National Policy/Guidance Considerations**

The City Plan and UDP policies referred to in the consideration of this application are considered to be consistent with the NPPF unless stated otherwise.

## **8.10 Planning Obligations**

Planning obligations are not relevant in the determination of this application and the proposals are not CIL liable development as no new floorspace would be created.

#### **8.11 Environmental Impact Assessment**

The proposed development is of insufficient scale to require the submission of an Environmental Impact Assessment.

#### **8.12 Other Issues**

Concern has been raised that not all occupiers in The Water Gardens have received consultation letters regarding the application. However, the City Council's records demonstrate that consultation letters were sent to all addresses within The Water Gardens. In addition, a site notice was displayed outside the application site and an advertisement was placed in the local newspaper. As such, the statutory requirements for advisement of a planning application have been met and furthermore, the consultation carried out accords with the City Council's Statement of Community Involvement in terms of the undertakings it provides in terms of consultation on all planning applications in Section##

### **9. BACKGROUND PAPERS**

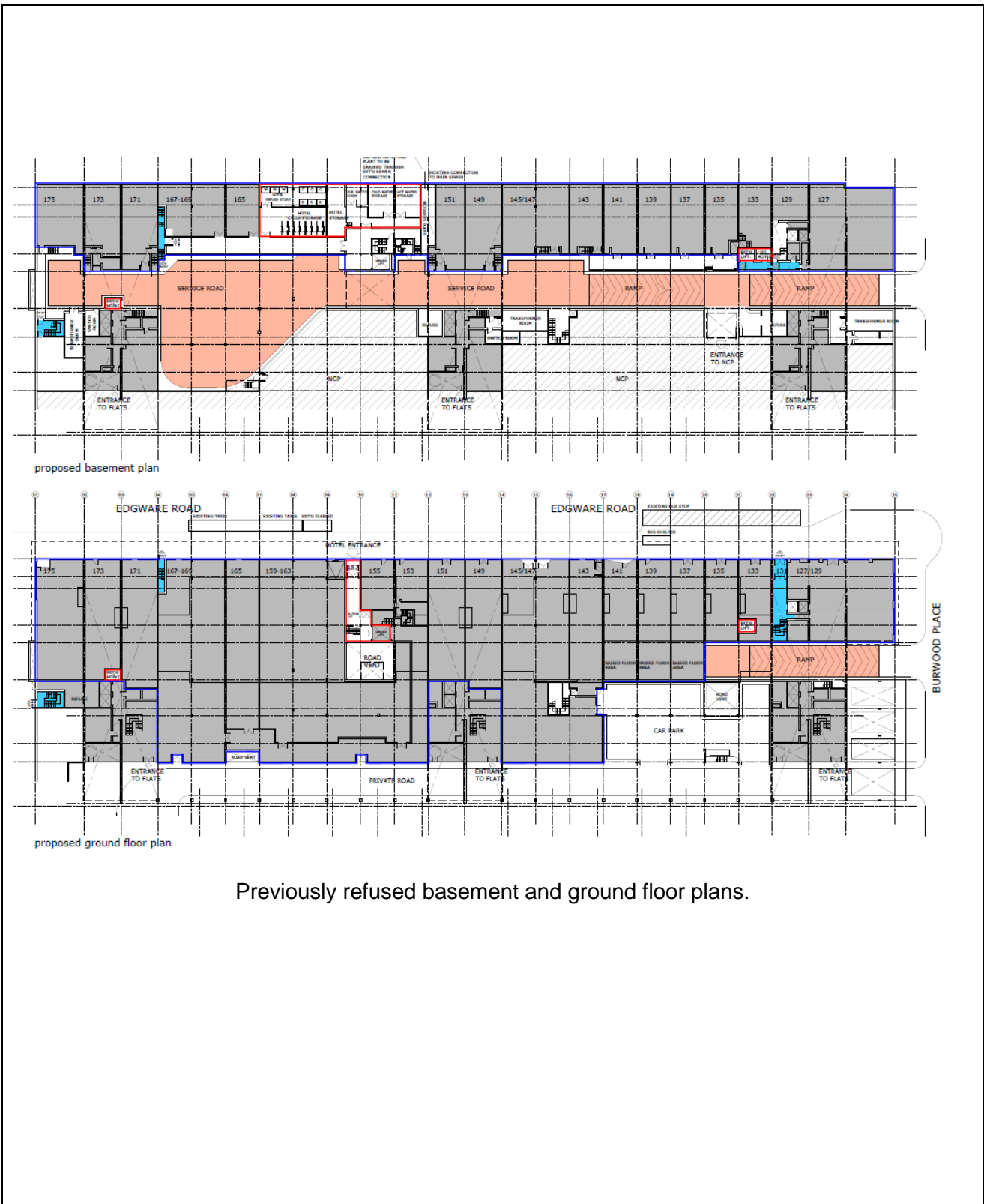
1. Application form.
2. Drawing showing the TfL alterations proposed to the Burwood Place/ Edgware Road Junction related to the Edgware Road to Fitzrovia Quietway cycle route.
3. Copy of applicant's Operational Management Plan dated January 2018.
4. Email from the Hyde Park Estate Association dated 5 March 2018.
5. Email from the St Marylebone Society dated 12 March 2018.
6. Memo from Environmental Health dated 15 February 2018.
7. Email from Building Control dated 3 March 2018.
8. Memo from the Highways Planning Manager dated 15 March 2018.
9. Email from the occupier of 136 The Water Gardens, Burwood Place dated 22 February 2018.
10. Email from the occupier of 151 The Water Gardens, Burwood Place dated 6 March 2018.
11. Email from the occupier of 249 The Water Gardens, Burwood Place dated 7 March 2018.
12. Email from the occupier of 250 The Water Gardens, Burwood Place dated 7 March 2018.
13. Email from the occupiers of 14 Norfolk Crescent dated 9 March 2018 and 12 March 2018.
14. Email from the Church Commissioners dated 16 March 2018.

(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

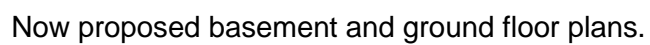
Item No.
<b>6</b>

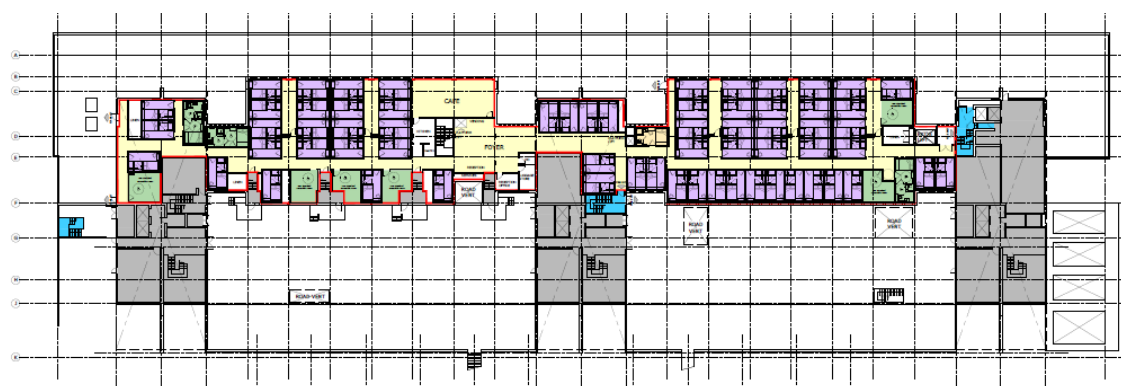
IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: KIMBERLEY DAVIES BY EMAIL AT [kdavies1@westminster.gov.uk](mailto:kdavies1@westminster.gov.uk).

## 10. KEY DRAWINGS



Previously refused basement and ground floor plans.

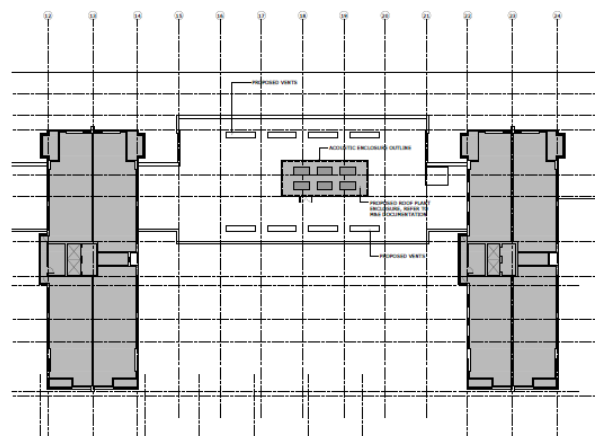




proposed first floor plan (74 bedrooms)

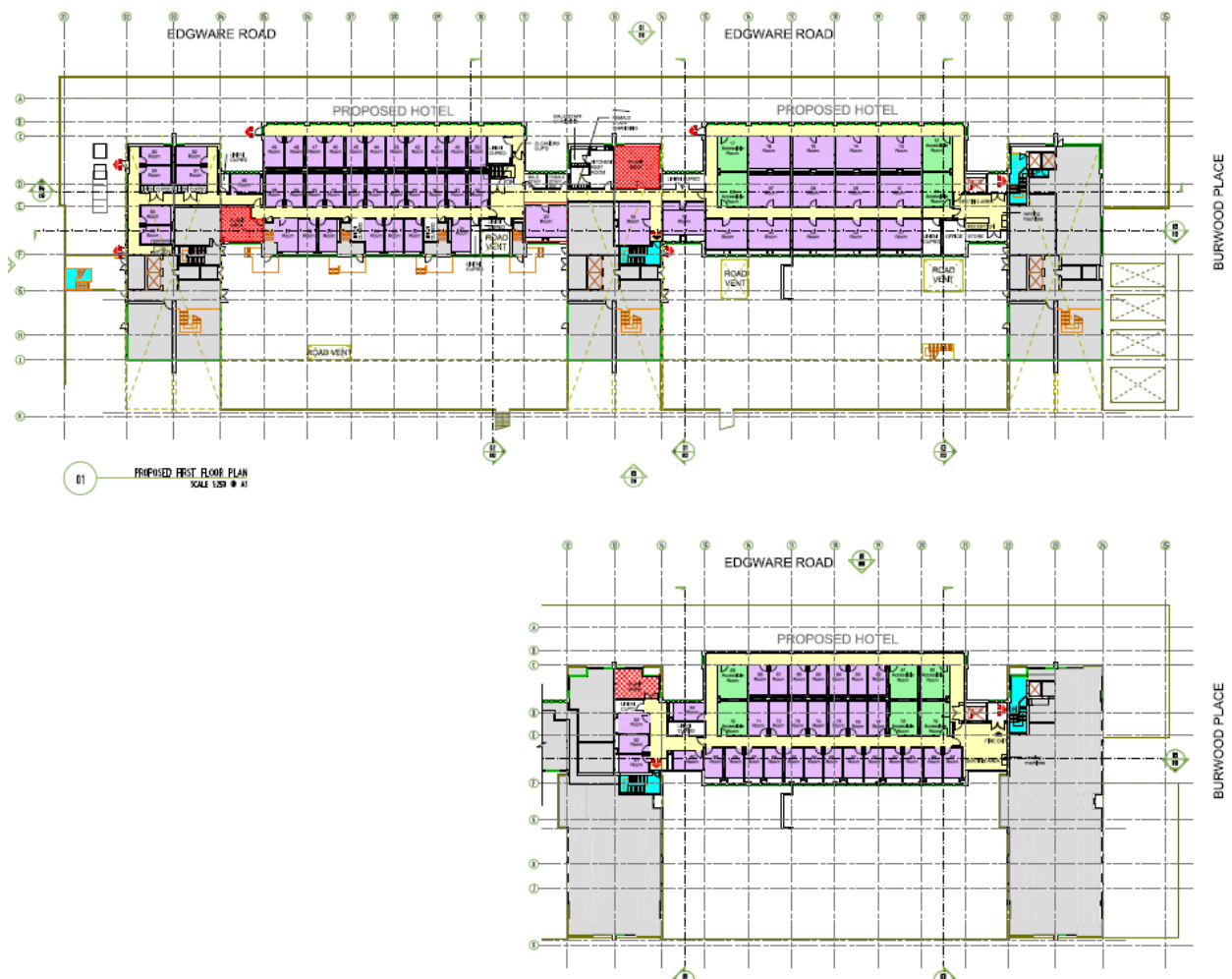


proposed second floor (43 bedrooms)



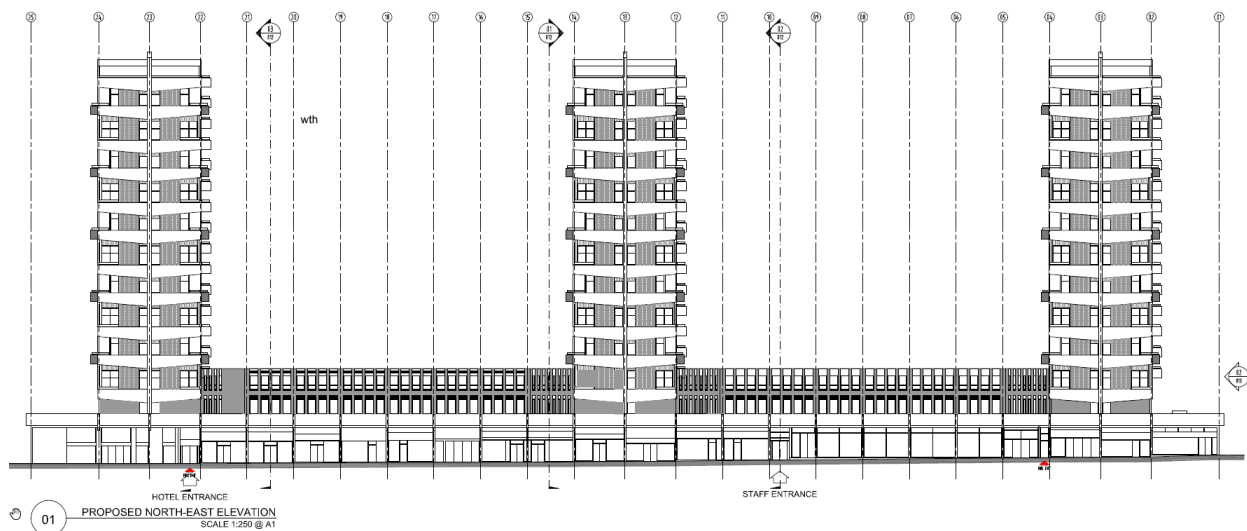
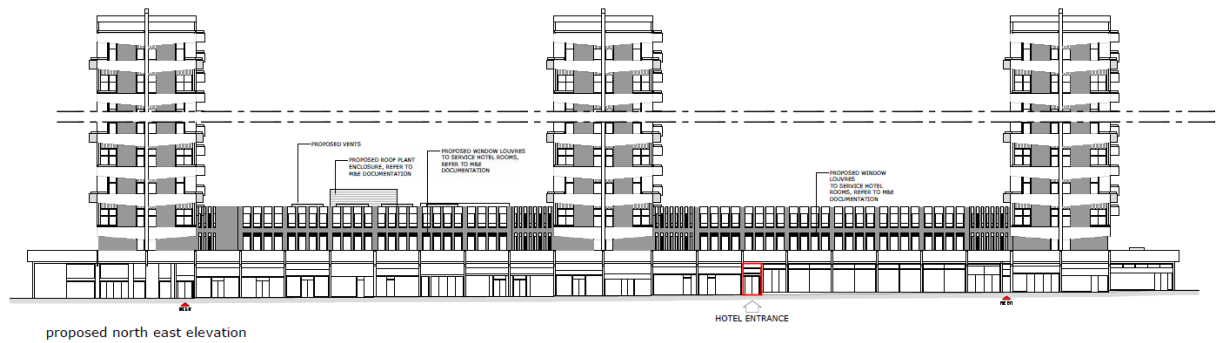
proposed third floor

Previously refused first and second floor plans.

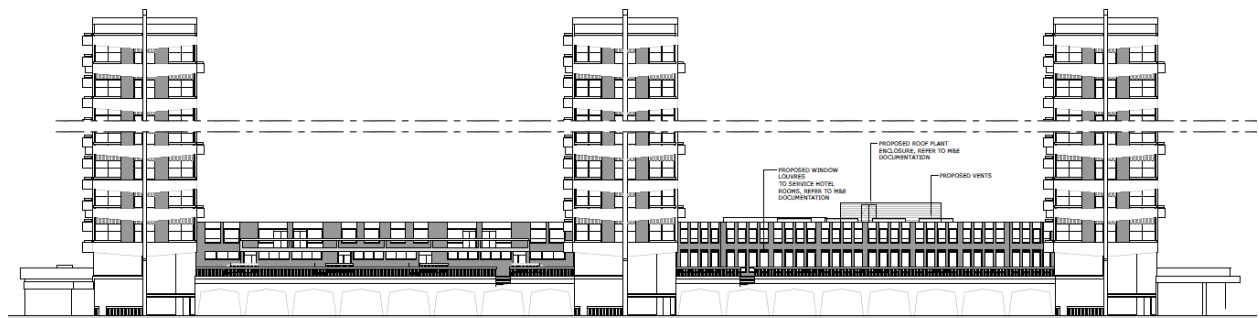


Now proposed first and second floor plans (mechanical plant areas shown in red).

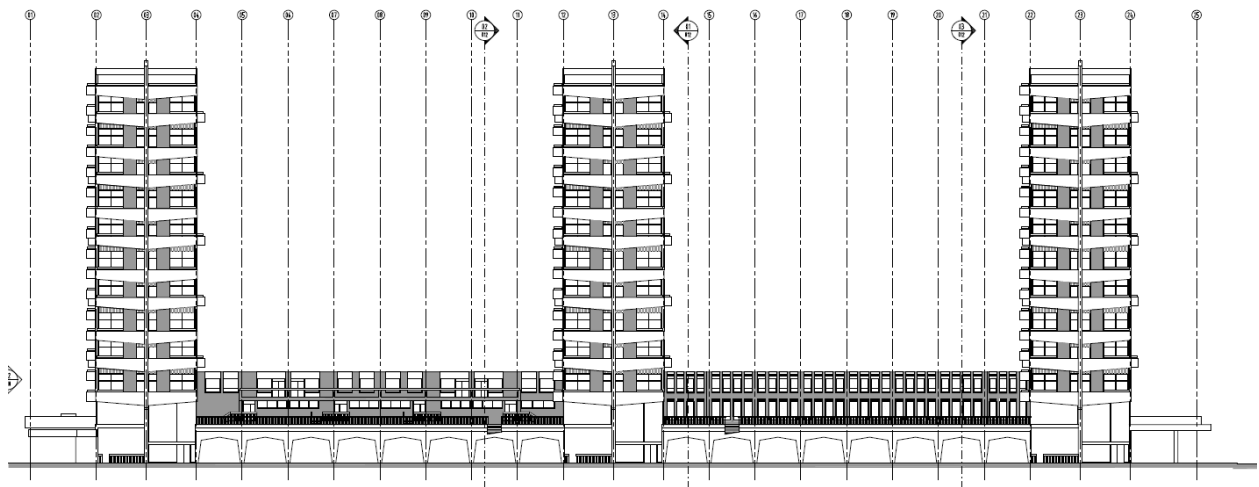




Previously refused Edgware Road elevation (top) and now proposed Edgware Road elevation (bottom).



proposed south west elevation

03 PROPOSED SOUTH-WEST ELEVATION  
SCALE 1:250 @ A1

Previously refused rear elevation (top) and now proposed rear elevation (bottom).

**DRAFT DECISION LETTER**

**Address:** 157 Edgware Road, London, W2 2HR,

**Proposal:** Use of part basement, ground, first and second floors as a hotel (Class C1) and external alterations to front and rear elevations at first and second floor levels to install louvres.

**Reference:** 18/01075/FULL

**Plan Nos:** 3365-PL-001, 3365-PL-002, 3365-PL-003, 3365-PL-004, 3365-PL-005, 3365-PL-006, 3365-PL-007, 3365-PL-008, 3365-PL-009, 3365-PL-010, 3365-PL-011, 3365-PL-012, 3365-PL-013, Planning Statement dated February 2018, Design and Access Statement dated February 2018, Noise Impact Assessment (Ref: 7929-NIA-02 Rev.A ), Transport Statement dated January 2018 (Rev.B), Travel Plan dated January 2018 (Rev.B) and Operational Management Plan dated January 2018 (Rev.B).

**Case Officer:** Oliver Gibson

**Direct Tel. No.** 020 7641 2680