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Former Chelsea Barracks  
Project Blue (Guernsey) Limited  
February 2009

Amended Scheme  
Addendum Planning Statement

Architects:

**Rogers Stirk Harbour + Partners**

**ALLFORD HALL MONAGHAN MORRIS**





**FORMER CHELSEA BARRACKS  
PROJECT BLUE (GUERNSEY) LTD**

**AMENDED SCHEME  
ADDENDUM PLANNING STATEMENT**

**February 2009**

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## **1.0 INTRODUCTION**

- 1.1 This Planning Statement has been prepared on behalf of Project Blue (Guernsey) Limited, in support of an application for full planning permission for the redevelopment of the former Chelsea Barracks site which lies on Chelsea Bridge Road (the application).
- 1.2 The application is for full planning permission and was made to the City of Westminster (WCC) on 2 April 2008 (ref. 08/02889/FULL). This Planning Statement details the amendments which have been made to the scheme initially proposed by the applicant (the Original Scheme) as a result of further consultation with WCC, statutory consultees, local amenity groups, neighbouring residents and further to a ‘steer’ from the Planning and City Development Committee on 4<sup>th</sup> September 2008.
- 1.3 Chelsea Barracks was formerly the home of the Queen’s Guard and built to house two battalions of troops, providing administrative offices and armouries as well as residential quarters for approximately 1,300 people. The site forms a triangle located between Chelsea Bridge Road, Pimlico Road and Ebury Bridge Road, lying within WCC and abutting the Royal Borough of Kensington and Chelsea (RBKC). The site is approximately 5.2 hectares (ha) in size and represents a major development opportunity within WCC.
- 1.4 In anticipation of the Ministry of Defence (MOD) vacating and disposing of the site, WCC, in conjunction with key stakeholders, produced the ‘Chelsea Barracks Planning Brief’ (the Planning Brief) which was adopted in October 2006. The Planning Brief is intended to provide a planning framework for the future development of the site and aims to ensure an integrated approach to the redevelopment of the site to maximise townscape, amenity, sustainability and community benefits. The Planning Brief forms material consideration in the determination of this planning application and has been central to the design development of the proposed scheme.
- 1.5 The application seeks permission for the following:

*Demolition of existing former barracks buildings and redevelopment for mixed use purposes comprising residential (Class C3), hotel (Class C1), sports centre (Class D2), community hall (Class D1), flexible retail (Class A1/A2/A3) and/or Class D1; retail (Class A3); landscaped areas including the creation of a new park; ancillary management/support offices; reconfigured vehicular and pedestrian access and works to the public highway; together with associated works including the provision of ancillary parking, circulation, servicing and plant areas.*

1.6 This Statement provides a general description of the proposals and amendments made to the Original Scheme, and an evaluation of the proposed development against relevant national, strategic and local planning policy guidance. This Statement should be read and considered in conjunction with the following documents which have been submitted as supporting material to the application:

- Amended Scheme Planning Application Drawings – prepared by Rogers Stirk Harbour & Partners (RSH&P)/Allford Hall Monaghan Morris (AHMM)/ EDCO Design London
- Amended Scheme Addendum Design and Access Statement – prepared by RSH&P/AHMM/ EDCO and Heatherwick Studio
- Amended Scheme Addendum Landscape Design Statement – prepared by EDCO and Heatherwick Studio
- Amended Scheme Addendum Environmental Statement Volume I - prepared by URS
- Amended Scheme Environmental Statement Volume II: Townscape & Visual Assessment – prepared by Francis Golding/Hayes Davidson
- Amended Scheme Addendum Environmental Statement Volume III: Appendices - prepared by URS
- Amended Scheme Addendum Environmental Statement Non-Technical Summary – prepared by URS

- Amended Scheme Addendum Transport Assessment – prepared by Arup Transport
- Amended Scheme Travel Plan Framework – prepared by Arup Transport
- Amended Scheme Addendum Energy Statement – prepared by Chapman Bathurst
- Amended Scheme Addendum Open Space and Public Art Strategy - prepared by Davidson Arts Partnership and Heatherwick Studio
- Amended Scheme Addendum Statement of Community Involvement - prepared by Candy and Candy
- Amended Scheme Chelsea Bridge Road Tree Study and Tree Management Strategy – prepared by EDCO Design and Honey Tree Specialists

1.7 An extensive programme of consultation has been carried out since the Original Scheme was submitted in April 2008 and the Design and Access Statement and Environmental Statement explain how the proposal has evolved as a response. The Statement of Community Involvement provides an explanation of the consultation approach since the application submission in April 2008, including details of the public exhibitions that were undertaken in April 2008 and December 2008 and the key topic areas for feedback.

1.8 In summary, consultation has included the following key groups:

- City of Westminster (WCC);
- Greater London Authority (GLA);
- Transport for London (TfL);
- English Heritage (EH);
- The Commission for Architecture and the Built Environment (CABE);
- The Royal Borough of Kensington and Chelsea (RBKC);

- The Royal Hospital, Chelsea;
- Cross London Rail Links (CLRL);
- Local Amenity Societies; and
- Local Residents and businesses.

1.9 A description of the site and surrounding area is provided at Section 2.0. A description of the amendments which have been made to the Original Scheme and details of the amended proposal (the Revised Scheme) is provided at Section 3.0 and an evaluation of the proposals against key planning policy guidance at Section 4.0. Conclusions are contained at Section 5.0.

### **WCC Planning Brief**

1.10 WCC's Planning Brief for the site sets out a number of key aspirations which have strongly influenced the Masterplan for the site, namely:

- Ensuring an architectural and public realm/ townscape standard worthy of the site's importance, relating sensitively to the context of the surrounding townscape.
- Providing the maximum amount of residential accommodation, including 50% affordable housing provision (35% for residents in housing need and 15% for key workers) with the priority to provide this on site.
- 33% of units to be family sized (3+ beds) and 5% of this to have five or more habitable rooms
- To provide 30-60 self contained 'Extra Care' homes, within both social rented and intermediate tenures.
- Ensuring that any adverse effects on the amenity of the surrounding area are minimised.

- Providing a substantial element of public open space, reflecting local need and deficiency amounting to at least 0.8ha public green open space incorporating play facilities.
- To provide a community centre, incorporating a hall.
- To meet local present and expected future demand for a public sports centre including provision of a swimming pool.
- Ensuring that any impacts of the development, e.g. utility, transport, and social and community infrastructure required to meet the needs of the development, are provided as part of the development itself, or, in appropriate circumstances, off-site through a Section 106 agreement.
- To create a development which exemplifies good and sustainable design practice.

## **2.0 SITE & SURROUNDING AREA**

### **The Site**

- 2.1 The site is located within the Pimlico area of WCC and is broadly triangular in shape extending to approximately 5.2 (ha). The site is bounded by Chelsea Bridge Road, Pimlico Road and Ebury Bridge Road and by the back gardens of residential properties to the north and north east.
- 2.2 Until January 2008, the site provided barracks for the Queens' Guards. Accommodation included administrative offices, armouries and residential quarters for 1,300 people together with underground parking. The floorspace of the former barracks buildings was 51,650sq.m GEA.
- 2.3 Until June 2008, the site was occupied by a number of buildings, the majority of which dated from the 1960s. The site was distinguished by a large parade ground behind railings fronting Chelsea Bridge Road, enclosed by a 5 storey building extending to approximately 230 metres long. The site also comprised a number of other low rise buildings. The majority of these buildings have been demolished with the exception of the gatehouse. The two 15 storey residential tower blocks which are clearly evident to the north east of the site close to the boundary with adjoining residential properties have been retained. The 19<sup>th</sup> century Chapel which sits at the north of the site has also been retained.
- 2.4 The remaining buildings are now vacant with the exception of the gatehouse which is being used by onsite security staff.
- 2.5 The site is characterised by a line of London Plane trees along the extent of the Chelsea Bridge Road frontage. The London Plane trees are protected by Tree Preservation Orders.

### **Surrounding Area**

- 2.6 The surrounding area is predominantly residential in nature. The northern boundary of the site directly abuts the residential properties of St Barnabas Street, Bloomfield Terrace and Pimlico Road together with a warehouse building within Dove Walk. These residential properties fall within the Belgravia Conservation Area and

generally comprise two and three storey terraces and villas. The northwest boundary of the site has a short frontage on Pimlico Road which comprises brick buildings of six to nine storeys which are primarily used as shops at street level with residential accommodation above. The southeast site boundary abuts Ebury Bridge Road which is lined with residential buildings ranging between four and eight storeys in height. Immediately bounding the site to the northeast is a former petrol filling station currently used as a carwash. The new Grosvenor Waterside scheme (parts of which are still under construction) contains buildings of a higher order rising to twelve storeys just to the south.

- 2.7 The southwest corner of the site fronts Chelsea Bridge Road which forms the boundary between WCC and the RBKC. On the opposite side of Chelsea Bridge Road, falling within RBKC, lies the Royal Hospital and Ranelagh Gardens both of which sit within The Royal Hospital Conservation Area. The Royal Hospital is Grade I listed and was built in the late 17<sup>th</sup> century to the design of Sir Christopher Wren. The Royal Hospital forms the central element of a formal and symmetrical layout of buildings which extend to the Chelsea Embankment and contain the Grade II registered Ranelagh Gardens. Ranelagh Gardens is a partly formal open space with mature trees and is included in English Heritage's (EH) Register of Parks and Gardens of Special Historic Interest.

### **Accessibility**

- 2.8 The site is well served by public transport and has a public transport accessibility level (PTAL) ranging from 4-6. There are several bus routes within 500 metres (m) of the site. Victoria Station, which serves the Circle, District and Victoria Lines, as well as mainline destinations, is about 900m northeast of the site. Sloane Square Station, which serves the Circle and District Lines, is within 500m north of the site.

### **Heritage Context**

- 2.9 The site is flanked by two Conservation Areas, the Belgravia Conservation Area to the north, and the RBKC Royal Hospital Conservation Area to the south west. As outlined above, the Royal Hospital is Grade I listed and Ranelagh Gardens is Grade II registered. A number of residential properties on Bloomfield Terrace, Ebury

Bridge Road and Pimlico Road are Grade II listed and St Barnabas School is listed Grade II\*.

- 2.10 The Chapel and the railings fronting Chelsea Bridge Road are currently subject of an unresolved listing request. The Revised Scheme, as per the Original Scheme, seeks to retain the railings but proposes to demolish the Chapel. The applicant's rebuttal to the Chapel listing request and the rationale for not retaining the Chapel is further discussed at paragraph 3.18.

### **Planning History**

- 2.11 There are few planning records for the site prior to MOD disposal in January 2008 since the site had been owned by the MOD for 145 years. It is thought that the original Barracks, dating from the 1860s were replaced with the current buildings on site in the 1960s using Government Circular notification procedures, albeit records cannot be found. Since that time, there is evidence of only minor permissions such as works to gateways and a new vehicular access and gate onto Ebury Bridge Road (granted in 2000). There have also been a number of TPO applications for works to protected trees on site.
- 2.12 Since MOD disposal of the site in January 2008, a number of planning applications have been made in order to facilitate early enabling works. These can be summarised as follows:

#### *Early Enabling Works 1 (08/01791/FULL) - Permitted 17/04/2008*

- 2.13 Planning permission was granted for the use of the junior ranks club as a site canteen and welfare facilities, the erection of two storey temporary site office building, the use of the guardhouse as a temporary security office, the erection of a temporary substation and the erection of a hoarding around site. This consent has been implemented.

#### *Works to TPO Trees (08/03029/TPO) - Permitted 03/06/2008*

- 2.14 An application for works to trees subject to Tree Preservation Orders was made to gain approval for pruning necessary to facilitate the demolition of the existing buildings. This consent has been implemented.

Determination whether prior approval is required prior to demolition (08/03384/APAD) - Permitted 13/06/2008

- 2.15 WCC requested details of the demolition methodology and subsequently approved the methodology allowing demolition to commence. All buildings with the Exception of the Chapel, Broome House, Butler House and the Guard House have since been demolished.

Marketing Suite (08/03627/FULL) - Permitted 17/10/2008

- 2.16 A planning application was made for a temporary marketing suite at the junction of Chelsea Bridge Road and Pimlico Road. This consent has not been implemented.

Early Enabling Works 2 (08/04169/FULL) - Permitted 07/10/2008

- 2.17 An application for demolition of the former barracks buildings (with the exception of the Chapel, Broome House and Butler House) along with site preparation and enabling works has been approved by WCC. This consent has not been implemented although the applicant is in the process of seeking approval of details pursuant to conditions imposed on the permission.

Hoarding Advertisement (08/07038/ADV) - Permitted 23/09/2008

- 2.18 Advertisement consent was gained for signs to be erected on the site hoarding. This consent has not been implemented.

**Crossrail**

- 2.19 As indicated in the City of Westminster adopted Planning Brief of October 2006 (Planning Brief) for the site, the Crossrail 2 line (Chelsea - Hackney line) route was safeguarded by the Secretary of State for Transport in 1991. This safeguarding was extended on 18 June 2008 to include the entire site.
- 2.20 The Planning Brief states that Westminster City Council will consult Cross London Rail Links in respect of any development proposals on the affected part of the site.
- 2.21 The new development works need to make appropriate provision to accommodate the safeguarded Crossrail 2 line and it is acknowledged that the promoters of the

Crossrail 2 scheme will wish to see suitable measures for foundation construction design and techniques accordingly.

2.22 Arup have been working closely with Crossrail to establish the likely tunnel alignments and to agree construction methodology. This dialogue is ongoing and will be further refined as the detailed construction methodology emerges. In a letter dated 5 January 2009, Crossrail have agreed an alignment zone and have no objection to the foundation design currently proposed.

### **3.0 DEVELOPMENT PROPOSAL**

#### **The Proposals**

- 3.1 This section details the Revised Scheme and changes made to the Original Scheme further to extensive consultation which has been undertaken since submission of the application in April 2008.
- 3.2 The Applicant seeks permission to demolish the remaining Chelsea Barracks site structures and to comprehensively redevelop the site to provide a residential led mixed-used development sitting within a landscaped park. Full details of the Revised Scheme are provided within the Design and Access Statement and application drawings which have been prepared by the architects Rogers Stirk Harbour and Partners (RSH&P) who have developed the Masterplan for the site together with the design of the Chelsea Bridge Road buildings and community facilities; Allford Hall Monaghan Morris (AHMM) who are responsible for the design of the Ebury Bridge Road buildings and EDCO Design London who are landscape architects for the scheme. Heatherwick Studio has joined the design team as Principle Artist and have worked with EDCO to develop the landscape scheme and pay tribute to the Barracks memory through the inclusion of artistic interventions across the site.
- 3.3 The Revised Scheme continues to be informed by the Masterplan developed by RSH&P. The applicant's architectural brief from the outset has been to accord as closely as possible to the Planning Brief in addressing the key points outlined at paragraph **1.10** above.
- 3.4 Consequently, the application seeks planning permission for:
- The provision of 552 residential units (276 market units and ancillary private leisure facility, and 276 affordable units) (Class C3);
  - A luxury 134 bed hotel and associated restaurant (Class C1);
  - A community hall (Class D1);
  - A sports centre (Class D2);

- Flexible retail (Class A1/A2/A3);
- A Primary Care Trust (PCT) (Class D1);
- A café (Class A3); and
- A landscaped park.

3.5 The RSHP Masterplan has been retained although has been relaxed as a result of feedback received throughout the post application consultation. The Masterplan seeks to repair and integrate the site within the surrounding urban context. The proposed urban grain for the new development is derived from an extension of the grain established by the Royal Hospital across Chelsea Bridge Road from the west and Ebury Bridge Road from the south. These grains are extruded back into the centre of the site in order to prevent an impenetrable wall to the principal street frontages and their interface provides the opportunity for a central open space as well as linear gardens linking each access to the central open space. The relaxation of the built form of the Masterplan has resulted in the central open space becoming much greater in size.

3.6 The layout and form of the proposed Masterplan creates a strong rhythm of buildings to Chelsea Bridge Road and to Ebury Bridge Road. The building configuration takes its cue from typical linear mansion blocks found in this part of Central London with communal gardens in between.

3.7 It is proposed that the site will accommodate fourteen buildings (Buildings A to N) which will lie perpendicular to Chelsea Bridge Road and Ebury Bridge Road respectively. Buildings A and B comprise the hotel and associated restaurant and sit on the northwest corner of the site fronting Chelsea Bridge Road and Pimlico Road. Market housing is located within Buildings C to I addressing Chelsea Bridge Road with Buildings J to N being of mixed tenure with frontages onto Ebury Bridge Road. The massing of these Buildings has altered since submission of the application. The community centre and sports centre are sited at basement levels below Buildings K, J and M and are accessed at ground level from Ebury Bridge Road. A flexible retail unit (Class A1/A2/A3) is provided at the ground level of Building N and a café

(Class C) at the bottom of Building J. A PCT (Class D1) has been introduced at the lower ground level of Building N.

- 3.8 Central to the Masterplan concept is the landscaped gardens. To preserve the integrity of the park all servicing and parking has been located at basement level except for a carriage drive for drop off inside the retained railing along the Chelsea Bridge Road boundary. It is intended that the garden will create a meaningful piece of open space easing pedestrian movement in and around the vicinity of the site and providing an inclusive amenity that will enhance the local environment. The changes made to the Masterplan have resulted in a significantly larger landscaped garden. The landscape concept has been revised to respond to this larger space taking on board comments raised through the consultation process. Heatherwick Studio has joined the design team as the principle artist and has worked with EDCO Design London to develop the landscape scheme.
- 3.9 It is proposed that all existing buildings, including the Chapel, will be demolished. The railings fronting Chelsea Bridge Road will be largely retained albeit with alterations to provide an additional access point. At Pimlico Road it is intended to remove the railings in order to provide a wide vista into the garden beyond.

### **Design**

- 3.10 The nine RSH&P designed Chelsea Bridge Road buildings (Buildings A-I) as proposed by the Original Scheme were formed of single modules which were linked to create sequentially longer buildings. The modules stood alone at the Pimlico Road and Ebury Bridge Road ends of the site, but then extended to create a consistent relationship to the park within the site. The buildings followed a consistent shoulder height of seven storeys with a two storey duplex floor set back from the edge of the buildings.
- 3.11 The Revised Scheme introduces some differentiation to the heights, massing and form of the buildings. The centre Building (E) has been reduced in length by one module which significantly increases the size of the landscaped park. The park end modules of Buildings B, C and D which sit closes to the boundary with Bloomfield Terrace have been replaced by four storey garden pavilions sitting within the park. This differentiation of heights, massing and form has resulted in an improved

relationship with neighbouring properties and results in the properties enjoying improved amenity.

- 3.12 As well as the massing changes, the buildings have been pulled back from Chelsea Bridge Road by 1.2 m and from Pimlico Road by 6.6 m to ensure the health of the existing trees. This is further detailed at paragraph **3.54** below.
- 3.13 The AHMM designed Ebury Bridge Road buildings proposed by the Original Scheme expressed a more horizontal emphasis that contrasts with the verticality of the Chelsea Bridge Road buildings. Buildings stepped up from the 5 storey Building N at the north eastern end of the site, rising in height towards the west with Buildings M (7 storeys), L (9 storeys), K (11 storeys) and J (13 storeys).
- 3.14 The Revised Scheme proposes a change to the heights of these building to various degrees. The longest Building (N) has been reduced in length which again increases the size of the landscaped park and improves the relationship with properties on Ranelagh Grove and St Barnabus Street. The heights of the buildings have been stepped back from Ebury Bridge Road so that a the buildings better relate to existing buildings on Ebury Bridge Road and the RSHP buildings within the park. Most notably, Building J has been reduced in height from 13 storeys to 8 storeys and been set back to form a better relationship with the Gatcliffe Buildings which sit directly opposite.
- 3.15 As per the Original Scheme, it is intended to utilise materials and colour in both sets of buildings to create warmth and texture in a manner appropriate to residential dwellings. The intention within the Chelsea Bridge Road buildings is to employ a small range of carefully selected colours to the fins of each building to create variety and colour within a simple structure. The arrangement of fins and the perforations will define solidity and transparency to create a dynamic experience as the viewer moves.
- 3.16 The Ebury Bridge Road buildings present prominent facades both onto Ebury Bridge Road and the park. It is proposed that glazed terracotta baguettes is used as the facing material for the buildings providing a thread through each façade but which could also accommodate the varying façade grain and texture.

3.17 The colour palette will use natural colour hues which respond to the natural colours of the park but also relate to the reds/buffs of the surrounding building context. The intention is that each building will have a 'family colour' which will form an overall sequence.

### **The Chapel**

3.18 Early design options considered the case for retention of the Chapel on site in line with the aspirations of the Planning Brief albeit it is noted that the earlier version of the Planning Brief did not seek its retention and there is little evidence of third party responses in favour of it during the consultation period, including none from English Heritage (EH).

3.19 Consideration was given to the Chapel's re-use for a limited number of community related uses for which some ideas were mooted and for which the Chapel's suitability was investigated. Consultation with local residents, including at the local public exhibition held in September 2007, indicated a clear preference for community uses to be situated closer to a principal highway to avoid additional parking and access problems in local streets and particularly within Ranelagh Grove.

3.20 The retention and re-use of the Chapel was therefore not considered appropriate and its removal has been supported by WCC subject to the satisfactory provision of community uses on Ebury Bridge Road.

3.21 Since the application was submitted to WCC in April 2008, EH have recommended that the Chapel is listed. The case is currently being considered by the Department for Culture, Media and Sport (DCMS).

3.22 The Chapel was previously considered for listing on three occasions in 1997. The EH Adviser's reports made it clear that the case for listing at this date was marginal at best. When the case was examined by the officers with the most relevant expertise, arrived at in the course of the thematic review of barracks buildings, the decision was unequivocally not to recommend listing. As it was put at that time "It is important, in view of the criteria adopted and new research, that the thematic survey of barracks has established that this example does not compare sufficiently well to

other examples of its type to merit listing." This opinion was endorsed, following discussion, by the most senior EH officers concerned with listing.

- 3.23 It should therefore be asked what changes have taken place since 1997 and whether they might improve or diminish the case for listing and provide some indication of the strength of case underlying EH's change of position.
- 3.24 The quality of the fabric of the Chapel has significantly reduced as all moveable fixtures and fittings, including all the memorials that could be moved and the bell from the roof have been removed. Had it been in this condition in 1997 it must be clear that the decision not to list would have been even more unequivocal.
- 3.25 In the opinion of Project Blue (Guernsey) Limited's expert advisers (Francis Golding and Kenneth Powell), the Guard's Chapel at Chelsea Barracks does not satisfy the criteria outlined in statute and governmental guidance in relation to the selection of listed buildings and is therefore not worthy of listing.
- 3.26 The additional points which support the view that the chapel should not be listed are:
- When properly considered as an example of its type in 1997 the chapel was rejected for listing by the officer responsible for carrying out the thematic study of barracks buildings;
  - The loss of interior fittings has lessened the case for listing;
  - Policy developments since 1997 have lessened the case for listing; and,
  - The 2008 assessment was inconsistent with the earlier, more thorough assessment and was not made against all the relevant current criteria.

### **Conservation**

- 3.27 The site is flanked by two Conservation Areas. The Belgravia Conservation Area lies immediately to the north, and the RBKC Royal Hospital Conservation Area is immediately to the west. Directly to the west of the site lie the Grade I listed Royal Hospital and Grade II registered Ranelagh Gardens. A number of residential properties on Bloomfield Terrace, Ebury Bridge Road and Pimlico Road are Grade II listed and the St Barnabas Church Grade II\*. The Conservation Areas and all listed

buildings in the vicinity of the site are considered in further detail within the Townscape and Visual Assessment.

- 3.28 The design has been developed with particular sensitivity to all of the surrounding heritage considerations. As demonstrated in the Townscape and Visual Assessment, it is anticipated that the impact will be limited and that the setting of the listed buildings and Conservation Areas is preserved and in many cases would be enhanced.
- 3.29 The Revised Scheme has resulted in changes being made to the bulk and mass of the buildings which further enhances the setting of the listed buildings and Conservation Area in the vicinity. This is clearly demonstrated by the Townscape and Visual Assessment which compares the former Barracks buildings with the Original Scheme and the Revised Scheme.

#### Uses

- 3.30 A breakdown of the proposed uses is provided at Table 1 and further explanation provided below.

Table 1 – Existing and Proposed Floorspace

Use	Existing (m <sup>2</sup> )	Proposed (m <sup>2</sup> )
Former Barracks	51,650	
Hotel (Class C1)		16,177
Residential (Class C3)		105,409
Flexible Retail (Class A1/A2/A3)		1,147
PCT (Class D1)		1,227
Retail (Class A3)		329
Community Hall (Class D1)		1,545
Sports Centre (Class D2)		8,212
Ancillary Management/ Support Offices		672
Ancillary parking, circulation, servicing and shared plant		39,559
<b>TOTAL:</b>	<b>51,650</b>	<b>219,277</b>

*Note: GEA measured in accordance with WCC RUDP methodology*

3.31 The floorspace proposed by the Revised Scheme is 13,946 m<sup>2</sup> less than that proposed by the Original Scheme scheme.

Residential

3.32 The residential buildings, accommodated within Buildings C to N, comprise 552 units with accommodation spread over lower ground, ground and between four and nine upper floors. The total number of units proposed has been reduced by 86 units.

3.33 As with the Original Scheme, 50% of the units (276) are to be secured through a Section 106 Agreement as affordable housing. Of these, 199 units are to be social rented and 77 intermediate housing. The tenure split is therefore 50% private, 36% social rented and 14% intermediate. The affordable accommodation will be located within Buildings K to N on Ebury Bridge Road.

3.34 A mix of 1, 2, 3, 4, 5, 6 and 7 bedroom apartments are provided as set out in Table 2 below.

Table 2 – Proposed Tenure and Residential Mix

<b>No. Of Beds</b>	<b>Social Rented</b>	<b>Intermediate</b>	<b>Total Affordable</b>	<b>Market</b>	<b>% Overall (all tenures)</b>
1	42 (42)	56 (10)	98 (52)	41	25%
2	61 (8)	21	82 (8)	47	23%
3	82	-	82	76	29%
4	14	-	14	54	12%
5	-	-	-	48	9%
6	-	-	-	6	1%
7	-	-	-	4	1%
<b>Total Units</b>	<b>199 (50)</b>	<b>77 (10)</b>	<b>276 (60)</b>	<b>276</b>	<b>100%</b>
<b>Total Units</b>	<b>552</b>				

*Note: Number of Extra Care units included within figure (60 units in total)*

3.35 The market housing also contains an ancillary private leisure facility within Building C.

- 3.36 Communal amenity space is provided between the buildings in the form of sunken gardens for the Chelsea Bridge Road buildings and ground level gardens for the Ebury Bridge Road buildings. These are accessed either direct from the lower ground/ ground floor units or from the building cores. A large number of units also contain balconies. In addition, all of the units will be able to make use of the park within the development as well as the equipped children's play area on Ebury Bridge Road.

#### Special Needs Housing

- 3.37 The proposals also include 60 self contained 'Extra Care' units to meet an identified need for housing for older people in South Westminster. 50 of the units are for affordable rented accommodation and 10 for intermediate occupiers.

#### Hotel

- 3.38 The Original Scheme incorporated a 108 bedroom luxury hotel and associated restaurant in Buildings A and B fronting Chelsea Bridge Road and Pimlico Road. A detailed review of the hotel has since been conducted with Knight Frank's Hotel Consultancy Team and through discussion with suitable operators. The 108 bedroom proposal was found to be inefficient meaning the guest rooms generated were oversized and produced a non-conventional mix of standard rooms and suites. Careful analysis has now been given to the setting out of the cores, room mix and amenities in a drive to improve overall building efficiency. The result is a revised configuration which increases the bedroom count to 134. The hotel remains adjacent to the entrance of the park which is set back from Pimlico Road to create a public space where hotel facilities can potentially spill out and create a welcoming entrance to the site.

#### Sports Centre

- 3.39 A 8,212 m<sup>2</sup> (GEA) Sports Centre (Class D2) has been incorporated into the development within Buildings L, M and N at ground, lower ground and two basement levels. The facility will be accessed from Ebury Bridge Road at the ground level of Building M. The detail of the sports centre (and community facility outlined below) have been developed in close consultation with Westminster's Director of

Leisure Services and Sport England in order to ensure that it fulfils the WCC requirements to meet the areas of most pressing need within the south of the Borough.

3.40 The sports facility has been designed to accommodate the following:

- Six lane 25m pool;
- Training pool;
- Four court sports hall;
- Health and fitness gym;
- Dance studios;
- Martial arts studios; and
- Changing facilities.

Community Facility

3.41 A 1,545 m<sup>2</sup> (GEA) Community Hall (Class D1) will be provided at the base of Buildings K and L). The facility will be located at lower ground and basement levels with an access and reception area at the ground level of Building K fronting Ebury Bridge Road. This purpose designed facility will meet the needs of local groups and could include ancillary facilities such as a café.

3.42 This community facility has been flexibly designed in order to be capable of separate or linked management with the sports centre adjacent. Linked at the lower ground level by an internal street which runs adjacent to Ebury Bridge Road, this allows operational flexibility and acts as the principal means of horizontal circulation between the two facilities providing views to the pool and the court hall below.

3.43 The community and sports provision at ground level is expressed as a series of markers to the facilities located below and will comprise the reception area to the sports centre at the base of Building M, and a café and entrance to the community hall at the base of Building K.

3.44 It is intended that the combined community hall/ sports centre offer will add vitality to Ebury Bridge Road by creating a sequence of active frontages at the base of the proposed residential buildings. It is envisaged that the ground level entrances are integrated with the landscape proposal to provide an active and well used piece of public realm that will become part of the community facility destination.

#### Café

3.45 The Original Scheme proposed a 271 m<sup>2</sup> GEA Café (Class A3) was located in a pavilion building within the park, adjacent to Ranelagh Grove. Ongoing consultation has resulted in the café being removed because of potential impact on the amenity of neighbouring residents. The removal of the café further increases the size of the landscaped park.

3.46 The Revised Scheme proposes a 329 m<sup>2</sup> GEA café at the base of Building J. This location benefits from being at the entrance of the park and having an Ebury Bridge Road frontage will further enhance the vitality of Ebury Bridge Road and further compliment the active frontages created by the Sports Centre and Community Facility.

#### Retail

3.47 A flexible retail unit (Class A1/A2/A3) amounting to 1,147 m<sup>2</sup> (GEA) is proposed at the base level of Building N fronting Ebury Bridge Road. Local consultation has indicated a particular need for a convenience retail unit which could be accommodated within this unit. The Original Scheme suggested that retail servicing could be carried out on street. This was considered to be unacceptable by WCC and accordingly the servicing strategy has been amended to allow retail servicing to take place within the basement car park. Servicing is considered in further detail at paragraph 3.56 below.

#### Primary Care Trust

3.48 The Original Scheme allowed for the later introduction of Primary Care Trust (PCT) (Class D1). Discussions with the PCT have been ongoing since the submission of the application and the Revised Scheme incorporates a 1,227 m<sup>2</sup> (GEA) PCT. The PCT is located at the ground and lower ground levels of Building N. This facility has

been developed in consultation with Avanti Architects (on behalf of the PCT) who are experienced designers of healthcare buildings. It will serve the needs of those living on the site and in the surrounding area.

### Landscaped Park

- 3.49 As outlined above, the changes made to the massing of buildings and the removal of the central café has resulted in the Revised Scheme providing a significantly larger landscaped park than that proposed by the Original Scheme. The Original Scheme envisaged a 1.48 ha landscaped open space including two linear parks providing pedestrian links between Pimlico Road, Ebury Bridge Road, Ranelagh Grove and Chelsea Bridge Road. It was proposed that the park should be closed to the public over night.
- 3.50 The Revised Scheme has been developed by EDCO Design London in conjunction with Heatherwick Studio. Heatherwick Studio is the Principle Artist and Open Space Concept Designer and have been charged with reimagining the Landscaped Park and commemorating the former Barracks use. The landscape proposals create a vibrant and interactive public realm. The introduction of a much larger central open space at the heart of the scheme has been developed as a ‘village green’ for Belgravia. This informal, flexible space has the ability to accommodate a range of activities and will be welcoming to children and adults alike.
- 3.51 As with the Original Scheme, the publicly accessible open space has been a key part of the RSH&P Masterplan and has been developed in tandem with the design of the buildings to ensure synergy between the two. The new buildings face into the park to the south, east and west, providing natural surveillance.
- 3.52 The landscape strategy has sought to incorporate playful landscape features in order to encourage use by children as well as ample seating for rest and contemplation. Between the buildings, private sunken gardens have been incorporated to give private amenity space to residents whilst maintaining views into the park from surrounding streets and ensuring continuity of green open spaces. Details of the landscape proposals and planting are contained in the Landscape Design Statement which has been prepared by EDCO.

3.53 Ongoing consultation since submission of the application has resulted in further thought being given to the accessibility of the landscaped park. It was originally envisaged that the park would be closed at night but the Revised Scheme intends that the park is accessible to the public at all times apart from an exclusion once a year to prevent prescriptive rights of access being gained. The park will be carefully managed to ensure the safety and security of existing residents living in surrounding properties and future residents of the development. A Public Open Space Management and Security Strategy written by Knight Frank and Arup Security Consulting is appended to the Landscape Design Statement and deals with estate management and security matters. It is considered that 24 hour access will better integrate the site with the existing surroundings.

### **Trees**

3.54 The site benefits from 45 existing trees, 35 of which are protected by Tree Preservation Orders (TPO). It is proposed that 16 of the existing trees are removed, 6 of which are protected by TPOs. Consultation which has been undertaken since submission of the application has led to changes being made to building locations in response to the need to further protect these trees. Most notably, the Chelsea Bridge Road Buildings have been moved 1.2 m back from the road to allow for sufficient root protection zones and building maintenance zones so as to protect the London Plane trees which dominate this frontage. Building A has been moved back from the Pimlico Road frontage to allow for the retention of T41, a mature London Plane. A comprehensive long term tree management strategy has been undertaken by EDCO and Honey Tree Specialists which has informed the building locations. This strategy has confirmed that the building locations proposed by the Revised Scheme will allow for the long term vigour and health of existing and proposed trees. This strategy is submitted with the Revised Scheme.

### **Site Access**

3.55 There are three principal vehicular accesses into the site, two of which lead immediately onto ramps to the underground car park and service area. These latter entrances are off Chelsea Bridge Road for the market housing residents and from Ebury Bridge Road for the affordable residents and service access. The third is a

dedicated entrance adjacent to Buildings A and B for hotel drop off. An egress only exit is also provided at the western end of Ebury Bridge Road in order to reduce traffic to the carriage drive (it being one way only).

### **Parking and Servicing**

3.56 The Transport Statement explains fully the parking and servicing strategy which is summarised below. All parking and servicing will occur at basement level.

3.57 Parking for 495 cars and 679 bicycles will be provided. Table 3 summarises the parking provision by use.

Table 3 –Proposed Parking by Use

<b>Use</b>	<b>Car Parking (disabled provision)</b>	<b>Cycle Parking</b>
<b>Residential</b>	479 (101)	628
<b>Other</b>	16 (8)	51
<b>TOTAL</b>	<b>495 (109)</b>	<b>679</b>

3.58 29 of the cycle parking bays are provided at grade in order to serve the sports centre, community facility, retail and PCT. The remainder are secure spaces at basement level.

3.59 Further analysis of parking capacity in the vicinity of the site has been undertaken by Arup and is documented in the Supplementary Transport Statement. Arup conclude that the maximum accumulation of visitor parking expected to be generated by the proposed development during the daytime can be adequately accommodated by existing Pay and Display/metered bays and local off-street car parks. To further alleviate any potential on-street parking ‘stress’ there is also the potential to increase local parking provision in the area by changing the on-street parking arrangement on Ebury Bridge Road and Chelsea Bridge Road. The proposed changes have the potential to provide some 21 spaces on single yellow lines on Ebury Bridge Road and 34 spaces on the single yellow lines on Chelsea Bridge Road for evening and overnight parking.

3.60 All servicing including refuse collection for residential and all non-residential uses, including retail, the hotel and the PCT, will be off street within the basement.

## **Summary**

- 3.61 The Revised Scheme maintains a mix of uses which will maximise the potential of the site and offer an integrated development which will provide an exemplar living environment for future residents whilst providing those living in the surrounding area with exceptional purpose built community, sports and amenity facilities. The changes made to the proposal ensure a better relationship with the neighbouring properties and result in a much improved publicly accessible park which will ensure better integration with the existing community.

## **4.0 PLANNING POLICY ASSESSMENT**

4.1 This section considers the proposed development in the context of national, regional, local and site specific planning policy.

4.2 The Governments national planning policies are set out in Planning Policy Statements (PPS), which are gradually replacing Planning Policy Guidance Notes (PPG).

4.3 At the strategic level, Consolidated Alterations to the London Plan were adopted in February 2008. The London Plan provides strategic guidance for London. From September 2004, the London Plan received development plan status under Section 54A of the Town and Country Planning Act 1990 (as amended). The Mayor has also published Supplementary Planning Guidance notes which expand upon guidance in the London Plan and are material considerations.

4.4 At the local level, WCC adopted its Unitary Development Plan (UDP) on 21st January 2007. Regard is also given to the key Supplementary Planning Guidance notes prepared by WCC which are material considerations in the determination of planning applications. Of particular relevance is the Planning Brief.

4.5 WCC are also progressing its Local Development Framework (LDF) and both the Core Strategy and City Management Plan were initially consulted upon in 2008. These documents will be subject to further consultation in 2009 and little, if any weight can be afforded to policies at this stage.

### **Designations**

4.6 The site is identified within the WCC UDP as a Major Proposals Site falling outside the Central Activities Zone (CAZ).

4.7 The site is not within a Conservation Area and contains no listed buildings. The site is flanked by two Conservation Areas: on its western boundary, the Royal Hospital Conservation Area which contains the Grade II registered Ranelagh Gardens, located within the Royal Borough of Kensington and Chelsea (RBKC); and on part of the northern boundary, the Belgravia Conservation Area, which contains a number of Grade II listed residential properties and the Grade I listed St Barnabas Church.

- 4.8 The site also contains a number of trees protected by Tree Preservation Orders.
- 4.9 Local Distributor Roads form the boundary to the site on all sides except the northern boundary. A Cycle Network runs along the Ebury Bridge Road boundary of the site. Parts of the site are safeguarded for Crossrail Line 2.
- 4.10 The southern part of Ebury Bridge Road also forms the boundary of the River Thames Special Policy Area.

### **Site Suitability**

- 4.11 The site is vacant, urban and brownfield and as such redevelopment and reuse of the site is in accordance with the objectives of PPS1 'Delivering Sustainable Development'.
- 4.12 The site falls within the West London sub-region identified in the London Plan at Map 5F.1. Policy 5F.1 of the London Plan sets out the Mayor's strategic priorities within this area which includes ensuring that the expansion of population expected in West London is accommodated in sustainable communities and promoting the sub-region's contribution to London's world city role. Policy 2A.1 sets out the Mayor's key sustainability criteria which include the requirement to optimise the use of previously developed land and to use a design-led approach to optimise the potential of sites.
- 4.13 The UDP identifies the site as being a Major Proposals Site.
- 4.14 The Chelsea Barracks Planning Brief identifies the site as a unique opportunity in the city for a major residential development with substantial affordable housing, and associated community uses, in particular, an area of open space. The Planning Brief acknowledges that the site is one of the last major sites to come forward for redevelopment in the city and that it presents a significant opportunity for a landmark residential development, which relates sensitively to the surrounding historical townscape context, and exemplifies good and sustainable design practice.
- 4.15 As such it is considered that the principle of redevelopment of the former Chelsea Barracks site is consistent with the objectives of all tiers of planning policy.

## **Land Use**

### *Residential*

- 4.16 PPS3 'Housing' underpins the delivery of the Government's strategic housing policy objectives to ensure that everyone has the opportunity to live in a decent home, which they can afford in a community where they want to live. The Government is seeking to achieve a wide choice of high quality affordable and market homes and to increase affordability by increasing the supply of housing.
- 4.17 London Plan Policy 3A.1 and UDP Policy H 3 identify an underlying principle of the development plan to encourage additional housing at appropriate locations. The Planning Brief identifies the opportunity at the site to provide major residential development with substantial affordable housing.
- 4.18 Policy H 11 provides guidelines in relation to density of residential development. The site lies within an area where between 250 and 500 habitable rooms per hectare is acceptable. The proposed density falls within these parameters (478 habitable rooms per hectare).

### *Affordable Housing*

- 4.19 In terms of affordable housing, London Plan Policy 3A.9 sets out a strategic target of 50% which should inform requirements set at the Borough level. Within this, the London Plan identifies a London wide objective of 70% social housing and 30% intermediate provision.
- 4.20 WCC's UDP provides the relevant affordable housing targets within the Borough and Policy H 4 states that 50% of the units proposed in areas outside the Central Activities Zone (CAZ) should be affordable with a priority to provide these on-site. This expectation is reinforced at paragraph 5.6 of the Planning Brief. The Proposed Development accords with this guidance, providing 276 affordable units on-site equating to 50% of the total housing provision. Paragraph 5.6 of the Planning Brief identifies the Council's preferred mix of tenures within the 50% affordable provision as 35% for residents in housing need and 15% for key workers. In accordance with this guidance the Proposed Development provides 276 affordable units of which 199 (36%) are social rented and 77 (14%) intermediate tenure.

- 4.21 The unit mix of the affordable housing provides mainly two and three bedroom units for social rented housing and one bedroom units for key workers in accordance with the guidance in paragraph 3.47 of the UDP and paragraph 5.11 of the Planning Brief.
- 4.22 The mix and layout of the affordable accommodation has been informed by a series of meetings with the Council's Housing Department in order to address housing needs. The affordable element of the scheme is intended to be delivered by a Registered Social Landlord.
- 4.23 The proposed provision of affordable housing is entirely consistent with policy objectives.

*Unit Size*

- 4.24 London Plan Policy 3A.5 requires new development to offer a range of housing choices in terms of the mix of housing sizes. Policy H 5 of the UDP and paragraph 5.10 of the Planning Brief details the mix of units within a development scheme and state that the Council will ensure that an appropriate mix of unit sizes is achieved in all housing developments. The Council will normally require 33% of units to be family sized (defined as three or more bedrooms) and that 5% of this family housing should have five or more habitable rooms. The Proposed Development provides 284 units with three or more bedrooms which equates to 52% of the total number of units. 126 of the units (23%) provide four plus bedrooms providing at least five habitable rooms for larger families.
- 4.25 This exceeds the minimum policy guidance and makes a significant contribution to family housing. The scheme therefore provides a wholly appropriate mix of units.

*Special Needs Housing/ Lifetime Homes*

- 4.26 London Plan Policy 3A.5 requires all new housing to be built to 'Lifetime Homes' standards and that 10% of new housing is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users. 10% of units within the scheme have been designed to accommodate wheelchair users.
- 4.27 UDP Policy H 8 requires the provision of homes to meet long term needs and in accordance with this policy all of the residential units meet Lifetime Homes

Standards. The Planning Brief identifies a need for 'Extra Care' housing and at paragraph 5.15 of the Planning Brief seeks 30-60 self contained 'Extra Care' homes, within both social rented and intermediate tenures, to be built to lifetime homes standards and all ground floor units to be wheelchair accessible.

- 4.28 60 extra care units (50 social and 10 intermediate) have been provided as part of the scheme. The proposal therefore accords with the London Plan, the UDP and the Planning Brief.

#### Retail

- 4.29 PPS6 'Planning for Town Centres' acknowledges that the provision of local shops and services is important as local shops are accessible to all sectors of the community.
- 4.30 Whilst the site is not designated as a defined shopping frontage or centre, UDP Policy SS 10 indicates that new retail accommodation in development schemes will be encouraged if it would not cause demonstrable harm to the vitality or viability of existing centres. This approach is consistent with paragraphs 5.28 to 5.31 of the Planning Brief.
- 4.31 UDP Policy TACE 10 states that A3 uses in locations outside the CAZ are only considered to be acceptable in exceptional circumstances.
- 4.32 One ground floor unit is proposed providing 1,147 m<sup>2</sup> (GEA) flexible retail (Class A1/ A2/ A3) uses at the base of Building N fronting Ebury Bridge Road. The A1 and A2 provision accords with paragraph 5.31 of the Planning Brief which indicates small scale complementary shopping facilities would be appropriate on Ebury Bridge Road. It is considered that should the unit be occupied by an A3 user, the use would not impact upon residential amenity and would be acceptable in line with the requirements of Policy TACE 10.

#### Café

- 4.33 The Original Scheme provided café within the landscaped park. This was contrary to the UDP Policy TACE 9 which only permits cafés outside the CAZ where it can be demonstrated that the facility will not have a detrimental impact upon amenity. The

Revised Scheme proposes a café at the base of Building J. This location is considered acceptable and in accordance with Policy TACE 9.

### Healthcare

- 4.34 London Plan Policy 3A.21 supports the provision of additional healthcare in appropriate locations accessible by public transport. UDP Policy SOC 4 supports the redevelopment and improvement of facilities for health service uses that meet local needs. Paragraph 5.24 of the Planning Brief highlights the request made by the Westminster Primary Care Trust for a health centre to be included in the scheme. The revised scheme incorporates a 1,227 m<sup>2</sup> (GEA) Primary Health Care Facility which is located at the ground and lower ground level of Building N. This facility has been developed in consultation with Avanti Architects (on behalf of the PCT) who are experienced designers of healthcare buildings. It will serve the needs of those living on the site and in the surrounding area.

### Publicly Accessible Open Space/Playspace

- 4.35 PPG17 seeks to ensure effective planning for open space. Policy 3D.8 of the London Plan requires all developments to incorporate appropriate elements of open space that make a positive contribution to and are integrated with the wider network of open spaces. Draft Supplementary Planning Guidance to the London Plan “Providing for Children and Young People’s Play and Informal Recreation” (2006) recommends 10 m<sup>2</sup> dedicated playspace per child for future provision.
- 4.36 Policy H10 (A) of the UDP seeks the provision of amenity space normally including open space for proposals situated outside the CAZ. UDP Policy ENV 15 encourages the provision of new and enhanced open space for public use; may require, in appropriate circumstances, owners to make private open space available for public use; and protects private open space. Policy SOC 6 requires children’s play space and facilities to be provided as part of new housing developments which include 25 or more family units. New developments in or near the Priority Areas (for additional play space and green open space for play) will be encouraged to provide new play space and facilities for children, or make improvements to existing facilities. The Planning Brief makes reference to the Council’s Open Space Strategy and at paragraph 5.17 notes the requirement for 0.8ha of public green open space

incorporating play facilities to be included within the development of this site. The Planning Brief specifies that the play facilities should cater for toddlers (under 5s) and older children and suggests two separate spaces, one on the eastern side for a play area and a quieter garden area fronting Chelsea Bridge Road, both adjacent to a public route and visible from dwellings to ensure maximum surveillance.

- 4.37 The Proposed Development incorporates 2.6 ha of publicly accessible open space in the form of a linear park linking Pimlico Road, Ebury Bridge Road, Ranelagh Grove and Chelsea Bridge Road. This is more than double the quantum sought within the Planning Brief. An equipped children's play area is also provided between buildings M and N. These amenities will benefit future residents of the development as well as those residing in the wider area.
- 4.38 The quantum of publicly accessible space is significantly greater as proposed by the Revised Scheme than that proposed by the Original Scheme. It is also intended that the publicly accessible space will be open to the public at all times. As such it is considered that the amenity space provision exceeds the requirements of planning policy.

#### Community Hall

- 4.39 UDP Policy SOC 1 states that the provision of community facilities will be sought on appropriate sites, including in new developments, and the public use of private facilities in development schemes. Community facilities are required to be located as near as possible to the residential areas they serve, not harm the amenity of the surrounding area, and be safe and easy to reach on foot, cycle and public transport. On sites suitable for large housing developments, Policy H 10(B), requires in appropriate circumstances the provision of a community facility as part of the Proposed Development. The Planning Brief requires a community centre, incorporating a hall to be included within proposals.
- 4.40 The Proposed Development includes a purpose built community facility including a hall that will meet the needs of local groups. This centre is located adjacent to the sports centre on Ebury Bridge Road providing maximum flexibility and allowing potential synergies in use and management.

### Community Sports Centre

- 4.41 PPG17 seeks to ensure effective planning for sport and recreation. Policy SOC 7 requires indoor leisure facilities to include facilities for local community social activities, where appropriate. The Planning Brief identifies a need for an additional public sports centre including provision of a swimming pool to meet present and expected future demand. The leisure facility as been designed to accommodate: six lane 25m pool; four court sports hall; health and fitness gym; dance studios; martial arts studios; and changing facilities. The Proposed Development has been developed in close consultation with Westminster's Director of Leisure Services and Sport England in order to ensure that it fulfils the requirements of WCC and meets a pressing need within the south of Westminster.

### Hotel and Restaurant

- 4.42 UDP Policy TACE 2 requires new hotels to be located in the CAZ or the North West Westminster Special Policy Area (NWWSPA). Whilst the site is outside the CAZ, a 134 bed hotel is included as part of the mix of land uses proposed on site. It is considered an important element for the profile of the site and entirely compatible with the residential and other uses proposed adding to the overall mix of uses on this sizable site. The hotel will be located at the northern end of the site on the junction of Chelsea Bridge Road and Pimlico Road. Ground floor restaurant uses will bring additional vitality to the Pimlico Road frontage, complementing existing retail uses. The provision of a hotel in this location is supported by London Plan Policy 3D.7 which states that an additional 40,000 additional hotel bedrooms must be created by 2026. The Greater London Hotel Demand Study London estimates that 6,000 new hotel rooms will be required in Westminster between 2007 and 2026.

### **Design, Townscape and Conservation**

- 4.43 PPS1 considers design to be central to the creation of sustainable communities. The London Plan requires all large scale proposals to be of the highest quality design especially in terms of impact on views, the wider and local townscape context, the City's skyline and local environmental impact. The achievement of high quality urban design is also highlighted as a key factor to achieving a more attractive and

green city. The architects of the Proposed Development have taken account of all of these factors in the design of the development.

- 4.44 The UDP carries through these aims by encouraging the highest standards of sustainable urban design and architecture in all development and encouraging inventive architecture in the context of Westminster's unique local distinctiveness improving the quality of adjacent spaces around or between buildings; using high quality materials and respecting the character, urban grain, scale and hierarchy of existing buildings. The Council also expects that all new developments should be accessible by all and incorporate appropriately designed security measures (STRA27 and DES1). This is echoed by paragraph 7.2 of the Planning Brief.
- 4.45 PPG15 provides guidance on the protection of historic buildings, conservation areas, and other elements of the historic environment with its key thrust being the necessity to preserve or enhance the setting of listed buildings and Conservation Areas. Paragraphs 2.16 and 2.17 of PPG15 requires special regard to be paid to the desirability of preserving the setting of listed buildings stating that in some cases the setting of a listed building some distance from a development site can be affected and views of that building altered. Paragraph 2.24 requires local planning authorities to protect historic parks and gardens and states that the effect of proposed development on a registered park or garden or its setting is a material consideration in the determination of a planning application. Paragraph 4.20 considers that the objective of preservation can be achieved either by development which makes a positive contribution to a concentration area's character or appearance, or by development which leaves character and appearance unharmed.
- 4.46 UDP Policies STRA28, STRA29, DES9 and DES10 aim to preserve or enhance the built and landscaped environment of Westminster; paying particular regard to its historic character, appearance and cultural importance and ecological value by preserving or enhancing listed buildings and their settings, conservation areas historic parks and gardens and their surroundings and other features of special or local architectural, historic or ecological interest, and to investigate, record and protect Westminster's archaeological heritage.

- 4.47 Policy DES 2 concerns large scale development proposals and states that they will be acceptable subject to providing an independence of form to allow the creation of new compositions and points of interest; maximising energy efficiency; are of the highest standards of contemporary architecture; are accessible and relate and preserve the local townscape and historic nature of the surrounding area.
- 4.48 UDP Policies STRA30 and DES3 aim to resist high buildings (defined as being those which are significantly higher than their surroundings) in order to protect or enhance important and acknowledged views across or within Westminster and to resist inappropriately designed or intrusively located high buildings and other structures.
- 4.49 UDP Policy DES 7 and DES 12 seek to ensure the highest standards of design in all townscape details including public art, street furniture and lighting, boundary walls and railings, hardstanding and paving and to preserve or enhance the appearance and integrity of open spaces and their settings.
- 4.50 The Proposed Development has been designed by leading architectural practices - RSH&P being responsible for the Masterplan for the entire site as well as the detailed design of the hotel, Chelsea Bridge Road housing, sports and community hall. AHMM have designed the mixed tenure buildings on Ebury Bridge Road. The design and its evolution are more fully described in chapters 3 and 4 of the accompanying Addendum Environmental Statement and within the Addendum Design and Access Statement. The development accords with the qualitative objective of national and local policies on design having regard to its local and wider context, and responds to the challenge set by the WCC SPG "Design Matters in Westminster", and the Planning Brief for the site.
- 4.51 The Planning Brief recognises that it is essential for the design to respond to its context making an effective transition between the 'grandiose' tree lined Chelsea Bridge Road and the domestic scale of the two and three storey terraced houses on the north/north east boundary of the site. The Design and Access Statement explains the architectural responses to the site characteristics. This is further demonstrated in the visual material contained within the Townscape and Visual Assessment that accompanies the application. The Revised Scheme will significantly enhance a number of important local views, and where visible make a positive contribution to

the character and appearance of the surrounding conservation areas. This accords with design guidance at all levels.

- 4.52 The Planning Brief states that modern design may be acceptable where buildings are of the highest design standards, are of human scale, façades are balanced compositions, facing materials are appropriate and high quality, new buildings are sustainable and incorporate features to enhance biodiversity. These elements are dealt with in further detail in the Design and Access Statement.
- 4.53 With regards to accessibility around the site, an inclusive design has been created that meets the relevant guidance within the London Plan, the UDP and the disability discrimination legislation.
- 4.54 The historic environment has been key to the architectural design development. Consideration of the relationship with neighbouring listed buildings and conservation areas has led to some of the changes introduced by the Revised Scheme. As explained above, within the Townscape and Visual Impact Assessment, and chapters 4 and 7 of the Environmental Statement, the impact of the Proposed Development will be limited and the setting of the listed buildings and Conservation Areas is preserved and in many cases would be enhanced. The Revised Scheme has resulted in changes being made to the bulk and mass of the buildings which further enhances the setting of the listed building and conservation areas in the vicinity. This is clearly demonstrated in by the Townscape and Visual Assessment which compares the former Barracks buildings with the Original Scheme and the Amended Scheme.
- 4.55 The design has had regard to planning policy at all levels and is well considered in all respects and provides an exemplar of the highest standard of architecture, which is innovative and sensitive to its historic surroundings.

### **Transport**

- 4.56 The overarching principle of PPG13 “Transport” is to minimise reliance upon the private car and reduce the need to travel.

#### *Transport Accessibility*

- 4.57 The London Plan encourages development which creates a significant number of trips to be located in accessible locations together with encouragement to occupiers to adopt sustainable transport practices (Policy 3C.1).
- 4.58 The Transport Assessment (TA) details the impact of the Proposed Development on the existing highway network and public transport facilities and has been prepared in accordance with Policy TRANS 14 of the UDP. This identifies the site as being within an accessible location both in terms of public transport and other sustainable means of travel. The site is well served by public transport and has a public transport accessibility level ranging from 4-6. There are several bus routes within 500 metres (m) of the site. Victoria Station, which serves the Circle District and Victoria Lines, as well as mainline destinations, is about 900m northeast of the site. Sloane Square Station, which serves the Circle and District Lines, is within 500m north of the site.
- 4.59 The Assessment demonstrates that the Proposed Development encourages sustainable modes of transport, and that changes to the traffic generated by the Proposed Development can be accommodated by the existing transport infrastructure.
- 4.60 The Proposed Development is therefore considered entirely appropriate in transport terms as is located in an area highly accessible by public transport.

#### Parking

- 4.61 In terms of car parking, UDP Policy TRANS 23 requires residential off-street parking to be accommodated on the basis of a maximum provision. The Planning Brief are consistent with the UDP car parking standards which allow a maximum of one space per one or two bed unit, and a maximum of 1.5 spaces per three or more bedroom unit. The Planning Brief requires that parking is provided below ground (paragraph 10.11).
- 4.62 In accordance with these requirements, 469 basement car parking spaces are proposed to serve the residential units (i.e. all market and affordable units but excluding Extra Care units). This equates to 0.95 spaces per unit overall. A total of 6 car parking spaces will be allocated to the proposed 60 extra care units, all of which will be provided for disabled users. There will be 101 residential car parking spaces

provided for disabled users, which amounts to 21% of the total residential car parking provision on-site.

- 4.63 In addition to residential car parking, a disabled space will be provided for the community hall and sports centre resulting in two additional disabled spaces. A dedicated car club within the development will be available for the market and affordable residents and three spaces within the basement car park will be allocated for car club use. This will help to reduce potential car ownership within the Proposed Development by encouraging shared car use. The PCT will have 10 parking spaces located in the Basement provided for essential staff.
- 4.64 The cycle parking for the Proposed Development will be provided in accordance with the current WCC standards which requires one space per residential unit. The cycle parking provision exceeds this requirements and proposed 618 secure cycle parking spaces which equates to 1.25 spaces per residential. Additionally, 15 spaces will be provided for staff and visitors associated with the Extra Care units. This approach is consistent with the Planning Brief (paragraph 10.17) and UDP policy.
- 4.65 The proposal is considered to comply with relevant planning policy as car and cycle parking have been provided within WCC standards.

#### Servicing

- 4.66 UDP Policy TRANS 20 is concerned with off street servicing, deliveries and collections. WCC requires convenient access to all premises for servicing vehicles preferably under new buildings. Such provision should be adequate to cater for the size, type and anticipated frequency of arrival of vehicles likely to be used for collection and delivery.
- 4.67 The servicing strategy has been developed in conjunction with the WCC Highways team. Servicing for the entire development will be accommodated within the basement. Further details are provided in the accompanying Transport Assessment.

#### **Trees**

- 4.68 UDP Policy ENV 16 requires that all trees subject to Tree Preservation Orders (TPO) will be safeguarded unless dangerous to public safety or, in rare circumstances, when

felling is required as part of a replanting programme. The site comprises 35 trees protected by TPOs. The majority of these are located on the Chelsea Bridge Road frontage. Since submission of the Original Scheme significant further analysis of these trees has been undertaken and as a result the Chelsea Bridge Road buildings have been moved back into the site by 1.2 metres to allow for adequate root protection zones and building maintenance zones. Building A has been moved back from the Pimlico Road frontage to allow for the retention of T41.

- 4.69 It is proposed that six protected trees are lost. However, it is proposed that 60 new trees are planted and as such the overall quality of the site in arboricultural terms will be improved. This is address in further detail in the accompanying Landscape Design Statement prepared by EDCO.

### **Environmental Considerations**

- 4.70 UDP Policy ENV 2 requires use of Environmental Impact Assessments (EIA), for developments that meet the Government's Schedule 1 and 2 criteria. The proposed development constitutes Schedule 2 development and an EIA has been completed and accompanied the application. An addendum EIA is submitted to assess the impacts of the Revised Scheme.
- 4.71 Planning Policies are considered in each Technical Chapter of the ES. Overall these assessments demonstrate that the Proposed Development has fully considered environmental issues and complies fully with the UDP policies for the environment by providing highly sustainable buildings. It also meets the objectives for sustainable design and construction set out in London Plan Policy 4B.6.
- 4.72 The building's environmental sustainability is demonstrated by a preliminary Code for Sustainable Homes assessment which anticipates the Proposed Development will achieve a Code Level 3 for all residential units.

### **Energy Strategy**

- 4.73 PPS22 "Renewable Energy" sets out the Government's policies for renewable energy and requires development proposals to demonstrate environmental, economic and social benefits as well as how any environmental and social impacts have been

minimised through careful consideration of location, scale, design and other measures.

- 4.74 London Plan Policy 4A.7 identifies the Mayor's objectives to provide renewable energy and presumes that developments will achieve a reduction in carbon dioxide emissions of 20% from on site renewable energy generation (which can include sources of decentralised renewable energy) unless it can be demonstrated that such provision is not feasible. Policy 4A.4 requires an energy assessment to improve energy efficiency and increase the proportion of energy use generated from renewable sources. These policies have been applied in the submitted Energy Statement submitted as a separate supporting document to the application. This Statement also addresses the relevant objectives of the UDP within Policy ENV 1 relating to sustainable and resource efficient buildings.
- 4.75 The Energy Statement was developed in conjunction with the GLA and WCC. The development proposes to connect to Pimlico District Heating Undertaking (PDHU) (subject to Project Blue (Guernsey) Ltd and PDHU agreeing terms and conditions), as well as incorporating some of the most advanced passive energy techniques available in the construction industry at the present time. The passive measures designed within the building facades will reduce the carbon footprint of the site by 11% below a current Part L Building Regulations baseline of 7,000 annual tonnes of carbon dioxide.
- 4.76 The Energy Statement anticipates that the overall carbon dioxide emissions to the site has been reduced by 58% from 7,000 tonnes to 2,968 tonnes by passive and energy efficient design, maximised on-site CHP, connection to the PDHU and micro renewables. This equates to an annual saving of 4,032 tonnes of carbon dioxide to the environment. Further details are provided in the Chapman Bathurst Energy Statement.

*Daylight, Sunlight and Shadowing*

- 4.77 In accordance with the requirements of UDP Policy ENV 13 Gordon Ingram Associates (GIA) has undertaken an assessment of daylight and sunlight matters and is submitted as part of the Environmental Statement. This assessment has regard to the likely impact on the surrounding residential buildings as well as the likely

overshadowing solar glare and light pollution from the Proposed Development and is set out within chapter 14 of the Environmental Statement.

- 4.78 In terms of daylight GIA conclude that there is generally good compliance with the BRE guidelines to the majority of the properties surrounding the site and that the vast majority of windows meet the levels of sunlight recommended by the BRE guidelines. It is acknowledged that some impacts to daylight and sunlight of surrounding properties will be inevitable given the low density nature of the existing buildings and the expectation set by planning policies to maximise residential uses within the redevelopment proposals.
- 4.79 The analysis indicates that the Revised Scheme is BRE compliant in terms of overshadowing, solar glare and light pollution. The Revised Scheme significantly reduces the impact on surrounding properties.

#### Air Quality

- 4.80 The entire City of Westminster is within an Air Quality Management Area due to existing high levels of pollutants. Policy ENV 5 of the UDP states that the City Council will encourage new development does not lead to an increase in local air pollution. A revised air quality assessment is included in the addendum EIA. The anticipated air quality resultant from the Revised Scheme is better than that anticipated with the Original Scheme in part because biomass boilers have been removed from the energy strategy.

#### Waste and Recycling

- 4.81 PPS 10 states that the overall objective of Government policy on waste, is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. UDP Policy ENV 12 required developments to include provision for the storage of waste, sufficient space for equipment and containers to enable the processing and sorting of recyclable materials and other waste and composting facilities will be required on appropriate sites. The waste storage and collection strategy has been developed in conjunction with WCC's Cleansing Manager. The strategy has been further refined since the submission of the Original Scheme and is considered to address Policy ENV 12.

### Ecology and Biodiversity

- 4.82 PPS 9 requires that the potential impacts of development on biodiversity and geological conservation are fully considered. UDP Policy ENV 17 aims to enhance nature conservation and biodiversity and requires developed to demonstrate that proposals will preserve or enhance the habitats and species protected by WCC and the National and London Biodiversity Action plans. The site has no significant ecological interest and is not designated in any way for its nature conservation interest. The landscape strategy has been developed to create and enhance the ecological interest and biodiversity. This is further explained in the accompanying Landscape Design Statement prepared by EDCO.

### Archaeology

- 4.83 Planning Policy Guidance 16 (PPG16) sets out the Secretary of State's policy on archaeological remains on land, and how they should be preserved or recorded both in an urban setting and in the countryside. WCC UDP Policy DES 11 seeks to preserve archaeological remains in areas and sites of special archaeological priority and potential. The site is not located in an area of archaeological priority. A desk based archaeological assessment has been undertaken as part of the EIA. English Heritage have reviewed and are satisfied by the archaeological assessment.

### Flooding

- 4.84 PPS 25 seeks to deliver sustainable development and outlines the Government's policy on flood risk management and seeks to reduce and manage flood risk. The accompanying flood risk assessment concludes that the proposed development will reduce the runoff rate generated on site through change in land use and incorporation of Sustainable Drainage Systems. The Environment Agency have reviewed the FRA and have not raised any objection to the application.

### Noise

- 4.85 Planning Policy Guidance 24 (PPG24) guides local authorities in England on the use of their planning powers to minimise the adverse impact of noise. UDP Policy ENV 6 seeks to limit and contain noise from development and to protect noise sensitive properties. It outlines the considerations to be taken into account in determining

planning applications both for noise-sensitive developments and for those activities which generate noise. It explains the concept of noise exposure categories for residential development and recommends appropriate levels for exposure to different sources of noise. Noise during construction and operation is considered in chapter 10 of the EIA and while impacts during construction are considered to be minor adverse, the impact of the operational development is minor adverse.

### Pollution

- 4.86 PPS 23 seeks to ensure that developments are not, as far as possible, affected by major existing or potential sources of pollution. WCC UDP Policies ENV 5, ENV 6, ENV 7 and ENV 10 aim to limit and contain pollution. The accompanying EIA concludes that the impact of the development in terms of air-quality, noise and ground conditions is acceptable.

### **Summary**

- 4.87 All tiers of planning policy have influenced the evolution of the proposed scheme. Particular regard has been had to the site specific Planning Brief. Accordingly it is considered that the proposed scheme complies with planning policy and responds to the aspirations of WCC.

## 5.0 CONCLUSIONS

- 5.1 It is considered that the Proposed Development will significantly enhance this part of the Borough by providing a sensitively designed mixed-use scheme of the highest architectural quality.
- 5.2 The changes made to the Original Scheme as a result of extensive post application consultation will result in an improved relationship with existing properties surrounding the site ensuring that neighbours enjoy much improved levels of amenity.
- 5.3 The site is designated a Major Proposals Site within the UDP and WCC has adopted a site specific Planning Brief for the site. Section three of the Planning Brief outlines the development opportunities of the site and details the particular elements which WCC will expect any scheme to include. These requirements and how the proposed scheme responds are summarised as follows:

1. *Ensure that all new development should achieve an architectural and public realm/townscape standard worthy of the site's importance. At the same time it should relate sensitively to the context provided by the surrounding townscape.*

The proposed development is architecturally exemplary and has been developed in accordance with a robust Masterplan concept. The proposal aims to provide an integrated redevelopment which responds and contributes to the local character and townscape with particular regard afforded to the adjacent Conservation Areas and listed buildings within the vicinity. The Revised Scheme results in the townscape better relating to the existing built context and results in a significant amount of high quality public realm.

2. *Provide the maximum amount of residential accommodation, including 50% affordable housing (including residents in housing need and key workers) on the site, reflecting needs across the market and affordable housing sectors.*

552 new residential units are proposed 50% of which will be affordable. Of the 276 affordable units, 199 (36%) will be social rented and 77 (14%) intermediate tenure.

3. ***Achieve a sustainable development in terms of design and construction, community facilities, waste, water and energy use, and other environmental considerations, utilising the very latest environmental and sustainability practices and technology. It should also incorporate best practice in terms of adaptation to climate change.***

The proposed development is mixed use in nature and sustainability and environmental considerations have been central to the design development. The Energy Strategy was developed in conjunction with the GLA and WCC. The development proposes to connect to Pimlico District Heating Undertaking (PDHU) (subject to Project Blue (Guernsey) Ltd and PDHU agreeing terms and conditions), as well as incorporating some of the most advanced passive energy techniques available in the construction industry at the present time. The passive measures designed within the building facades will reduce the carbon footprint of the site by 11% below a current Part L Building Regulations baseline of 7,000 annual tonnes of carbon dioxide.

The energy strategy anticipates that the overall carbon dioxide emissions to the site has been reduced by 58% from 7,000 tonnes to 2,968 tonnes by passive and energy efficient design, maximised on-site CHP, connection to the PDHU and micro renewables. This equates to an annual saving of 4,032 tonnes of carbon dioxide to the environment. Further details are provided in the Chapman Bathurst Energy Statement.

In terms of the preliminary Code for Sustainable Homes assessment, it is anticipated the proposed residential units will achieve a Code Level 3.

4. ***Ensure that any adverse effects on the amenity of the surrounding area are minimised, with particular regard to the existing residential accommodation abutting and facing the site.***

The amenity of the site surroundings in terms of residents and the built environment has informed the design process. These issues are considered comprehensively in the Environmental Statement that accompanies the application. The ES concludes that there are relatively few adverse residual impacts that will arise from the proposal. These are mostly localised, temporary impacts associated with demolition and construction. To mitigate as far as possible all demolition and construction will abide by the Demolition and Construction Method Statement. The proposal will lead to a significant number of beneficial impacts, especially in relation to the provision of a high quality and sustainable residential-led mixed use development, increased economic benefits through employment generation, provision of open space and landscaping, the promotion of public transport, reduced flood risk, improved ecology, and the excavation and removal of contaminated soils.

5. ***Take into account the City Council's Open Space Strategy (currently in draft) by providing a substantial element of public open space, reflecting local need and deficiency and the large proportion of open space currently on the site.***

The Revised Scheme provides 2.6 ha. of publicly accessible open space. This is more than double that sought by the Planning Brief and will provide a high quality amenity space for future residents of the development as well as existing residents and visitors to the surrounding area.

6. ***Ensure that any impacts of the development, for example, utility, transport, and social and community infrastructure to meet the needs and impact of the development, are provided as part of the development itself, or, in appropriate circumstances, off-site through a Section 106 agreement.***

Traffic, transport and servicing have been considered within the accompanying Transport Assessment. The TA concludes that the proposed development complies with relevant planning policy and offers future residents, employees and visitors the opportunity to access the

development by a variety of different travel modes. The development can be accommodated within the existing local transport network.

New social and community infrastructure will be provided on site including retail facilities, a café, a PCT, community centre and sports centre. These facilities will benefit future residents of the site as well as existing residents living in the area.

- 5.4 The Revised Scheme is the result of substantial post application consultation with WCC, statutory consultees, local amenity groups, neighbouring residents and further to a 'steer' from the Planning and City Development Committee on 4<sup>th</sup> September 2008. This consultation process has further developed the RSHP Masterplan and has ensured that the proposed development will better relate architecturally and socially to the existing community. The Revised scheme takes account of consultation responses, the requirements of the Planning Brief, the wider planning policy framework and the associated physical constraints affecting the site. The Revised Scheme maximises the site's development potential, integrates with the surroundings and provides maximum community benefit whilst preserving the character of the surrounding area.