Item	No.
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CITY OF WESTMINSTER				
PLANNING	Date	Classification		
APPLICATIONS SUB COMMITTEE	16 May 2017	For General Rele	ase	
Report of		Ward(s) involved	k	
Director of Planning		Hyde Park		
Subject of Report	33-35 Praed Street, London, W2 1NR			
Proposal	Removal of Condition 3 and variation of Conditions 1 and 6 of planning permission dated 9 August 1993 (RN: 93/03674/FULL) for: Use of basement to third floors (inclusive) as a doctors group practice (Class D1) with basement car parking (6 spaces). Namely, to allow the use of the premises as a school (Class D1) for a temporary period of three years, allow use of the basement level parking area as a school hall and vary the hours of use of the premises to allow the school use to operate between 07.45 and 18.00 hours Monday to Friday. (Application under Section 73 of the Town and Country Planning Act 1990)			
Agent	Cushman and Wakefield			
On behalf of	Education Funding Agency			
Registered Number	16/12277/FULL	Date amended/	23 December	
Date Application Received	23 December 2016	completed 23 Decer 2016		
Historic Building Grade	Unlisted			
Conservation Area	Bayswater			

1. RECOMMENDATION

Grant conditional permission.

2. SUMMARY

The application site is an unlisted four storey building located at the junction of Praed Street and Sale Place adjacent to the Bayswater Conservation Area. Planning permission is sought for the removal of Conditions 3 and variation of Condition's 1 and 6 of the planning permission dated 9 August 1993 (RN: 93/03674/FULL) for the use of the basement to third floors (inclusive) as a doctors group practice (Class D1) with basement car parking (6 spaces). The amendments sought are namely to allow for the use of the premises as a school (Class D1) for a temporary period of three years, allow the use of the basement level parking area as a school hall and allow the variation of the hours of use of the premises to enable the school use to operate between 07.45 and 18.00 hours Monday to Friday. (Application under Section 73 of the Town and Country Planning Act 1990)

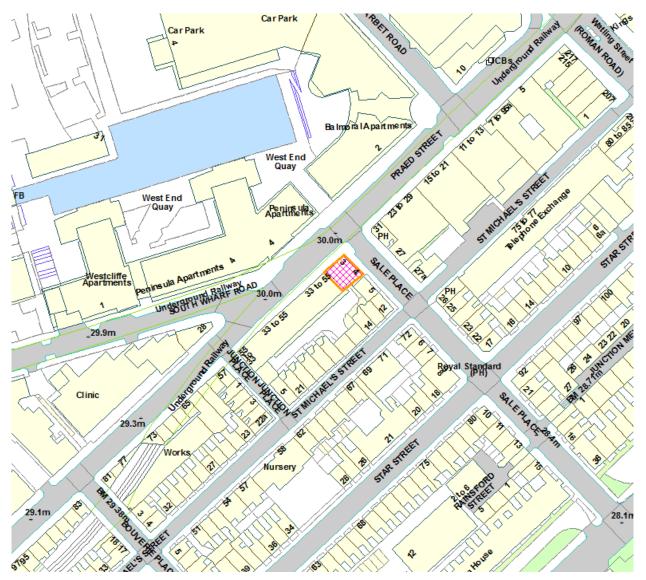
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The key issues in this case are:

- The acceptability of the loss of the doctor's surgery use and the introduction of the school use.
- The impact of the change of use on the amenity of neighbouring residents.
- The acceptability of the proposal in transportation terms.

The planning application is considered acceptable in land use, amenity, design and transportation terms and is in accordance with policies in Westminster's City Plan (City Plan) and the Unitary Development Plan (UDP), subject to conditions set out in the draft decision letter appended to this report, and is therefore recommended for conditional approval.

3. LOCATION PLAN



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4. PHOTOGRAPHS



Front elevation in Praed Street.

3

5. CONSULTATIONS

SOUTH EAST BAYSWATER RESIDENTS ASSOCIATION

Regret loss of Doctors use but cautiously support the school occupying the site for three years. Concern from a traffic point of view as Praed Street is a very busy street. Concern regarding coach drop off being done safely, lack of car parking space for parents dropping off and collecting pupils, cycle provision should be required, risk of dead frontage at ground floor level particularly Praed Street and noise/congregation of pupils on street.

PADDINGTON WATERWAYS & MAIDA VALE SOCIETY

We reluctantly support the application providing that the property reverts back to Doctor's use at the end of the three year period and the travel plan is monitored and enforced.

THE ST MARYLEBONE SOCIETY No objection.

MARYLEBONE ASSOCIATION No objection.

HYDE PARK ESTATE ASSOCIATION Any response to be reported verbally.

HIGHWAYS PLANNING MANAGER

No objection to the loss of basement car spaces or servicing impact. Picking up/dropping off of pupils likely to be acceptable subject to School Travel Plan seeking to reduce number of pupils travelling by car.

CLEANSING MANAGER

Initial objection on the grounds of lack of details regarding waste storage provision. Revised proposals acceptable.

TRANSPORT FOR LONDON

No objection

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 508. Total No. of replies: 2. No. of objections: 2. No. in support: 0.

2 objections on one or all of the following grounds

Land use

Loss of doctors surgery

Amenity

- Noise from children disturbing residents.
- Overlooking to housing opposite and to the rear.

Transportation/ Parking

- Servicing to rear could obstruct residents access to car park and cause noise disruption to nearby residents.
- Potential for parking congestion.

Other Issues

- Potential for rear access road used as exercise area which would be disruptive and dangerous.
- Antisocial behaviour at rear access means not suitable for use of premises by young children.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

The application site is an unlisted four storey building located at the junction of Praed Street and Sale Place adjacent to the Bayswater Conservation Area. There is a rear access to the property via a service road to car parking. The lawful use of the application site is as a doctor's surgery pursuant to the 1993 planning permission (see Section 6.2 of this report).

6.2 Recent Relevant History

93/03674/FULL

Use of basement to third floors (inclusive) as a doctor's group practice (Class D1) with basement car parking (6 spaces).

Application Permitted 9 August 1993

Condition 1 of that permission states "The accommodation hereby approved shall only be used for doctor's surgery purposes and for no other purposes (including any other purposes within Class D1 of the Schedule of the Town and Country Planning (Use Classes) Order 1987) or in provision equivalent to that class in any statutory instrument revoking and re-enacting that Order)".

Condition 3 of that permission states "The whole of the car parking accommodation on the drawings shall be provided and retained permanently for the accommodation of vehicles for doctors/staff and for disabled patients".

Condition 6 of that permission states "The surgery use hereby permitted shall not be carried out except between the hours of 08.00 to 19.00 Monday to Friday and 09.00 to 12.00 (noon) on Saturday and not at all on Sundays and Bank Holidays".

Copy of Decision letter included in background papers).

7. THE PROPOSAL

Planning permission is sought for the removal of Condition 3 and variation of Conditions 1 and 6 of the planning permission dated 9 August 1993 (RN: 93/03674/FULL) for the use of

basement to third floors as a doctors group practice (Class D1) with basement car parking (6 spaces) to allow the use of the premises as a school (Class D1) for a temporary period of three years, including allowing the use of the basement level parking area as a school hall and variation of the hours of use of the premises to allow the school use to operate between 07.45 and 18.00 hours Monday to Friday. No external physical alterations are proposed as part of the current application.

The school, the Minerva Primary Acadamy, is due to be moving to a permanent site at North Wharf Road where it will be sited at the eastern end of the mixed use redevelopment of the former North Westminster Community School site. This redevelopment of the former North Westminster Community School site is not set for completion until 2018/2019. For this reason the proposed use is for a temporary period of three years. The school currently temporarily occupies a site at 157 Edgware Road. The school currently has 105 pupils and 20 staff although it is anticipated that during the temporary period of occupation at the site pupil numbers will increase to 130 pupils and 22 staff.

8. DETAILED CONSIDERATIONS

8.1 Land Use

8.1.1 Loss of Doctors Surgery

Policy SOC4 of the adopted Unitary Development Plan (UDP) states that the retention of facilities for health service uses that meet local needs will be encouraged. There has been an objection to the loss of the surgery; however, the premises are currently vacant and appears to have been for some time. The applicant states that it has been vacant for the past two years and has been marketed during this period for Class D1 use. This is supported by the submission of a marketing report which confirms that the property had been marketed as a Class D1 use since July 2013 and that in that time it has failed to attract a replacement medical use. This is apparently reflective of the fact there is little demand for large surgeries in the Paddington Area. The marketing report also identifies 50 NHS General Practices within a 1.5 miles radius of the property, all of which are listed as able to take on new patients.

The proposal is for a temporary change of use and in this case it is considered that the loss of the health service can be justified if the replacement use is considered acceptable. A condition is recommended that the use as a school is for 3 years only. The premises would have to be returned to its previous lawful use as a surgery following the end of this temporary period. Any alternative use, even an alternative use within Class D1 would need the benefit of a planning permission due to the restrictions imposed by Condition 1 of the 1993 permission.

8.1.2 Replacement Primary School Use

The proposed primary school use would accord with Policy SOC1 of the adopted UDP and Policy S34 of the adopted City Plan which encourage new social and community facilities throughout Westminster. Whilst acceptable in land use terms, the use as a primary school would also need to comply with adopted policies that seek to protect the amenities of neighbouring occupiers and highway safety, which are considered later in this report.

No provision of outside playspace is made at the site. It is intended that the basement main hall will be used as a play space. On occasions, when necessary, physical education classes will take place at external facilities as is currently the case at the schools current temporary premises at 157 Edgware Road. Whilst it is unfortunate that no outside provision is possible, it is recognised that given this is the situation at the schools existing site and as such provision would have amenity impacts for nearby residents, it is considered that the lack of outside playspace is acceptable on a temporary basis.

The Praed Street frontage of the site is within the Secondary Frontage of the Praed Street District Centre. The South East Bayswater Residents Association have requested that this frontage has a window display rather than a "dead frontage". Policy SS17 of the UDP states that non-A1 service or office uses at ground floor level in shopping frontages will be required to maintain a window display. It is not considered reasonable to add a condition requiring that a window display is provided in this case as such a condition was not attached to the original 1993 planning permission for the use of the building as a doctors surgery.

8.2 Townscape and Design

The proposal does not involve any external physical works.

8.3 Residential Amenity

8.3.1 Daylight/ Sunlight and Sense of Enclosure

The proposal does not involve any works outside the existing envelope of the building and therefore would not result in any detrimental impact in terms of loss of daylight or sunlight, nor would it cause an increased sense of enclosure.

8.3.2 Privacy

Objections have been received on the grounds of overlooking to the flats opposite and to the rear. The flats opposite the front of the building are on the other side of Praed Street approximately 20 meters away. It is not considered that a significant loss of privacy to these properties would result from the change of use. The windows to the rear of the premises are proposed as obscure glazed. It is recommended that a condition is attached requiring that these windows are obscure glazed and fixed shut to ensure there is no loss of privacy to the rear of the properties fronting Sale Place and St Michael's Street. The applicant has stated that if necessary the building will be mechanically ventilated which would be the subject of a further planning application. The proposal is therefore acceptable in overlooking terms and compliant with Policy ENV13 in the UDP and Policy S29 in the City Plan.

8.3.3 Noise Disruption

Objections have been received regarding the potential noise disruption to residents caused by school children, in particular by the potential use of the rear access road for the exercising and the congregation of pupils outside the building. There is no intention by the school to use the access road as a school playground and it is not considered likely that primary school children would congregate outside the building unattended. This objection

is therefore not considered sustainable as noise from the proposed use would be contained within the envelope of the building. The scheme would therefore be compliant with Policy ENV6 in the City Plan and S32 in the City Plan.

8.4 Transportation/ Parking

Picking up and setting down of pupils is often the biggest concern with school uses and objections have been received on this ground. In this case, a survey carried out as part of the submission stated that of 93 pupils that attend the existing site on Edgware Road, 14 said they come by car. The Transport Statement reports that this could rise to 130 pupils and, if the same ratio is observed, it might then be expected that some 19 or 20 pupils would arrive by car.

It is intended that there will be before and after school clubs which will mean that the pupils are not all set down and picked up at the same time. The Highways Planning Manager does have some concerns about the effects of this activity on Praed Street, in the afternoon when some parents will inevitably arrive early and will want to park while they wait for their children to come out which could mean 10-15 cars parked on Praed Street at the end of each school day. However, he has concluded that bearing in mind the application is for only three years and the pick up/ drop off strategy outlined in the Transport Statement and the School Travel Plans aim to reduce travel by car, the application can be considered acceptable in this case. A condition is recommended requiring the submission of a full School Travel Plan within 6 months of the use commencing so the survey can be carried out in relation to the new site rather than the school's existing temporary premises nearby in Edgware Road

With regard to servicing, it is planned that refuse collection will take place on-street from Praed Street. The Cleansing Manager has confirmed that the waste/recycling storage provision is adequate. This will be secured by condition.

The school will not be preparing any of its own food on site. However, deliveries will be required before and after the school lunch period for the food to be dropped off and collected from an external site. Such servicing will be via the rear entrance of the property which is located on the rear access road between the properties on Praed Street and St Michael's Street. Objections have been received on the grounds that servicing to rear could obstruct resident's access to their car park which uses the same access road and could also cause noise disruption to nearby residents. The Highways Planning Manager has no objection to the servicing impact of the proposal which is not envisaged to be significantly different to servicing of the existing lawful medical use.

The proposal involves the loss of basement car spaces which had been designated for the medical use and the conversion of this space to form a school hall. The Highways Planning manager has no objection to the loss of these car parking spaces.

South East Bayswater Residents Association have raised concerns regarding the safety of drop off and collection of pupils by coaches and/ or mini buses for school outings. The school has stated that coach travel is rarely used for school trips as public transport is generally used; however, when necessary their intention is to use the existing coach pick up facilities in Harbet Road, which is a few minutes' walk away.

The relevant London Plan cycle parking space provision standards for schools are 1 space per 8 staff members and 1 space per 8 students, plus 1 visitor space per 100 students. So for 20 staff and 130 students 20 cycle parking spaces should be provided overall. The applicant has stated that such a provision for primary school children is unnecessary because of the limited number of pupils at that age who would travel to school by bike. Instead they have indicated provision for 4 spaces for staff within an undercroft area at the rear of the building, 1 short stay cycle space in the entrance lobby and scooter storage space for pupils for 30 scooter spaces. Given the particular circumstances of this case, including the young age of pupils and the temporary nature of the proposed school use, this level of cycle parking provision is considered to be acceptable by the Highways Planning Manager.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size.

8.6 Access

The access arrangements to the property will be unaltered by the proposal. Level access is provided at the ground floor level entrance and an internal lift serves all levels of the building.

8.7 Other UDP/Westminster Policy Considerations

None relevant.

8.8 London Plan

This application does not raise any strategic issues.

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.

8.11 Environmental Impact Assessment

The proposal does not raise any environmental impact issues and is of insufficient scale to require an Environmental Impact Assessment.

8.12 Other Issues

Objections have been received regarding apparent antisocial behaviour occurring at the entrance of the rear service road which serves the rear of the building and that this means the site would not be suitable for use as a school. The area is some distance from the site itself and as the service road is not proposed to be used for pupil access this is not anticipated to have an adverse impact on the operation of the proposed use. In any case it

	Item No.
3	

would appear that this would be a law enforcement issue rather than one which should restrict the use of the application property.

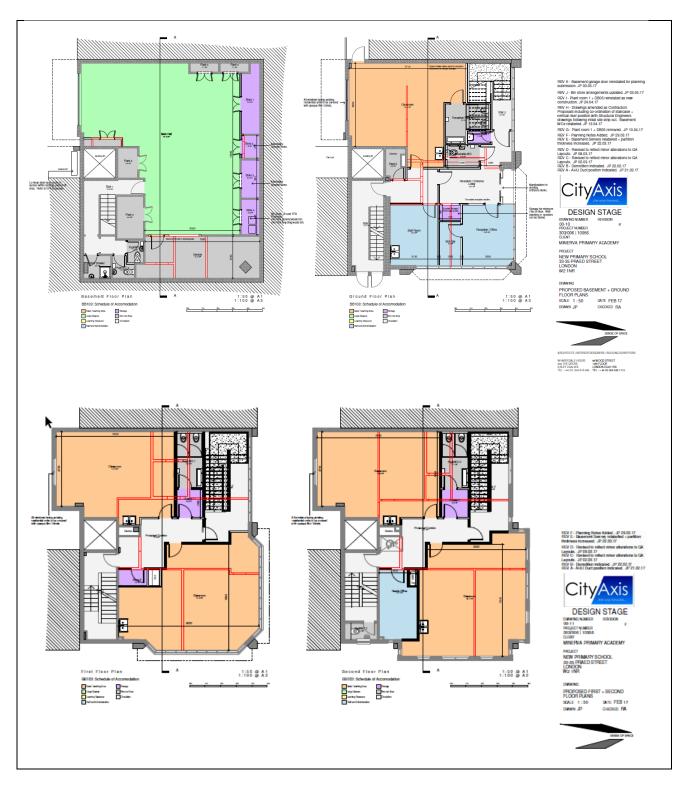
9. BACKGROUND PAPERS

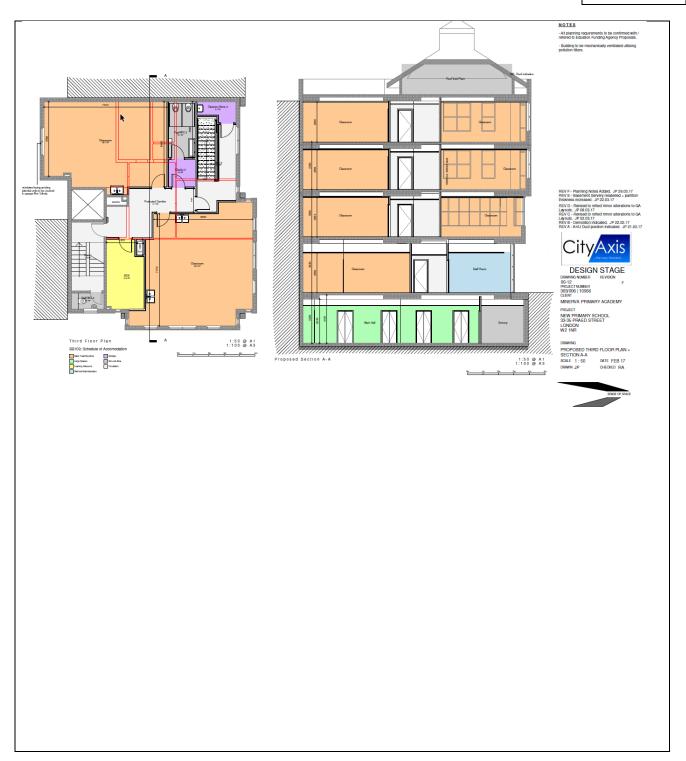
- 1. Application form.
- 2. Response from South East Bayswater Residents Association dated 1 February 2017.
- 3. Response from Marylebone Association dated 4 February 2017.
- 4. Response from The St Marylebone Society dated 4 February 2017.
- 5. Response from Paddington Waterways & Maida Vale Society dated 9 February 2017.
- 6. Responses from the Cleansing Manager dated 18 January 2017 and 2 May 2017.
- 7. Response from Transport For London dated 26 January 2017.
- 8. Response from Highways Planning Manager dated 17 February 2017.
- 9. Letter from occupier of 14 St Michaels Street, London, dated 26 January 2017.
- 10. Letter from occupier of 5 Sale Place, London, dated 30 January 2017.
- 11. Decision letter for planning permission dated 9 August 1993

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

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: RICHARD LANGSTON BY EMAIL AT rlangston@westminster.gov.uk.

10. KEY DRAWINGS





Item	No.

3

DRAFT DECISION LETTER

Address: 33-35 Praed Street, London, W2 1NR,

Proposal: Removal of Condition 3 and variation of Conditions 1 and 6 of planning permission

dated 9 August 1993 (RN: 93/03674/FULL) for: Use of basement to third floors (inclusive) as a doctors group practice (Class D1) with basement car parking (6 spaces). Namely, to allow the use of the premises as a school (Class D1) for a temporary period of three years, allow use of the basement level parking area as a school hall and variation of the hours of use of the premises to allow the school use to operate between 07.45 and 18.00 hours Monday to Friday. (Application under

Section 73 of the Town and Country Planning Act 1990)

Reference: 16/12277/FULL

Plan Nos: Drawings as approved by Planning Permission dated 9 August 1993 (RN 93/3674),

2418/50, 51A, 52, 53, 54, 55, 61-65 inclusive and Plan 2,

As amended by documents and drawings hereby approved., Location Plan; 01001P1; 1002P1; 1003P1; 1004P1; 1005P1; 00-10RevK; 00-11RevF; 00-12RevF; covering letter received 7th April 2017; Planning Statement; Travel Plan; Transport Plan; covering letter dated 23rd December 2016; Waste Strategy dated 2nd May:

Marketing Report dated July 2015

Case Officer: Richard Langston Direct Tel. No. 020 7641 7923

Recommended Condition(s) and Reason(s)

The accommodation hereby approved shall only be used for doctors' surgery purposes and for no other purpose (including any other purpose within Class D1 of the Schedule of Town and Country Planning (Use Classes) Order 2015 or in provision equivalent to that class in any statutory instrument revoking and re-enacting that Order), except as a primary school for a temporary period of three years from the date of this decision letter.

Reason:

We cannot grant planning permission for unrestricted use within Class D1 because it would not meet SOC1, SOC4, ENV6 ENV13 and TRANS 22 of our Unitary Development Plan adopted January 2007 and S29 and S34 of our City Plan adopted November 2016.

The means of access and egress suitable for people with disabilities which is shown in drawing Nos. 2418.51A and 52-55 inclusive (approved by the planning permission dated 9th August 1993) shall be permanently maintained unless otherwise approved in writing by the City Council as local planning authority.

Reason:

Item	No.
3	•

To make sure that there is reasonable access for people with disabilities and to make sure that the access does not harm the appearance of the building, as set out in S28 of Westminster's City Plan (November 2016) and DES 1 (B) of our Unitary Development Plan that we adopted in January 2007. (R20AC)

The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 4 Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only:
 - between 08.00 and 18.00 Monday to Friday;
 - between 08.00 and 13.00 on Saturday; and ,
 - not at all on Sundays, bank holidays and public holidays.

You must carry out piling, excavation and demolition work only:

- o between 08.00 and 18.00 Monday to Friday; and
- o not at all on Saturdays, Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)

Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

You must provide the waste store shown on drawing 00-10RevK; before the school use hereby approved commences. You must clearly mark it and make it available at all times to everyone using the building. You must store waste inside the property and only put it outside just before it is going to be collected. You must not use the waste store for any other purpose. (C14DC)

Reason:

To protect the environment and provide suitable storage for waste as set out in S44 of Westminster's City Plan (November 2016) and ENV 12 of our Unitary Development Plan that we adopted in January 2007. (R14BD)

The use of the premises shall not be carried out except between the hours of 07.45 to 18.00 Monday to Friday and not at all at the weekends and Bank holidays.

Reason:

To protect the environment of residents and the area generally as set out in S29 of Westminster's City Plan (November 2016) and STRA 25, TRANS 23, ENV 5 and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R22CC)

- Within six months of the school operating, you must apply to us for approval of a Travel Plan. The Travel Plan must include details of:
 - (a) A comprehensive survey of all users of the school,
 - (b) Details of local resident involvement in the adoption and implementation of the Travel Plan;
 - (c) Targets set in the Plan to reduce car journeys to the school;
 - (d) Details of how the Travel Plan will be regularly monitored and amended, if necessary, if targets identified in the Plan are not being met over a period of 5 years from the date the new school buildings are occupied.

At the end of the first and third years of the life of the Travel Plan, you must apply to us for approval of reports monitoring the effectiveness of the Travel Plan and setting out any changes you propose to make to the Plan to overcome any identified problems.

Reason:

In the interests of public safety, to avoid blocking the surrounding streets and to protect the environment of people in neighbouring properties as set out in S41 of Westminster's City Plan (November 2016) and TRANS 2, TRANS 3 and TRANS 15 of our Unitary Development Plan that we adopted in January 2007. (R45AB)

The glass that you put in the windows in the south eastern elevation to the rear of the property facing the rear of properties fronting Sale Place and St Michael's Street at ground to 3rd floor must not be clear glass, and you must fix it permanently shut. You must apply to us for approval of a sample of the glass (at least 300mm square). You must not start work on the relevant part of the development until we have approved the sample. You must then fit the type of glass we have approved and must not change it without our permission. (C21DB)

Reason:

To protect the privacy and environment of people in neighbouring properties. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 and ENV 13 of our Unitary Development Plan that we adopted in January 2007. (R21BC)

9 You must not cook raw or fresh food on the premises. (C05DA)

Reason:

The plans do not include any kitchen extractor equipment. For this reason we cannot agree to unrestricted use as people using neighbouring properties would suffer from cooking smells. This is as set out in S24 and S29 of Westminster's City Plan (November 2016) and ENV 5 of our Unitary Development Plan that we adopted in January 2007. (R05EC)

The number of pupils allowed within the school premises at any time shall be restricted to a maximum of 140.

Reason:

To protect the privacy and environment of people in neighbouring properties, as set out in S29 of Westminster's City Plan (November 2016) and ENV 13 of our Unitary Development Plan that we adopted in January 2007. (R21AC)

Informative(s):

In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.