

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 29 May 2018	Classification For General Release	
Report of Director of Planning		Ward(s) involved St James's	
Subject of Report	Octavia House, Medway Street, London, SW1P 2TA		
Proposal	Use of part of car park (part of level 2) to provide self-storage facility (Use Class B8).		
Agent	Nicholas Taylor + Associates		
On behalf of	Vanguard Self Storage Ltd		
Registered Number	18/00295/FULL	Date amended/ completed	19 January 2018
Date Application Received	15 January 2018		
Historic Building Grade	Unlisted		
Conservation Area	N/A		

1. RECOMMENDATION

Gant conditional permission.

2. SUMMARY

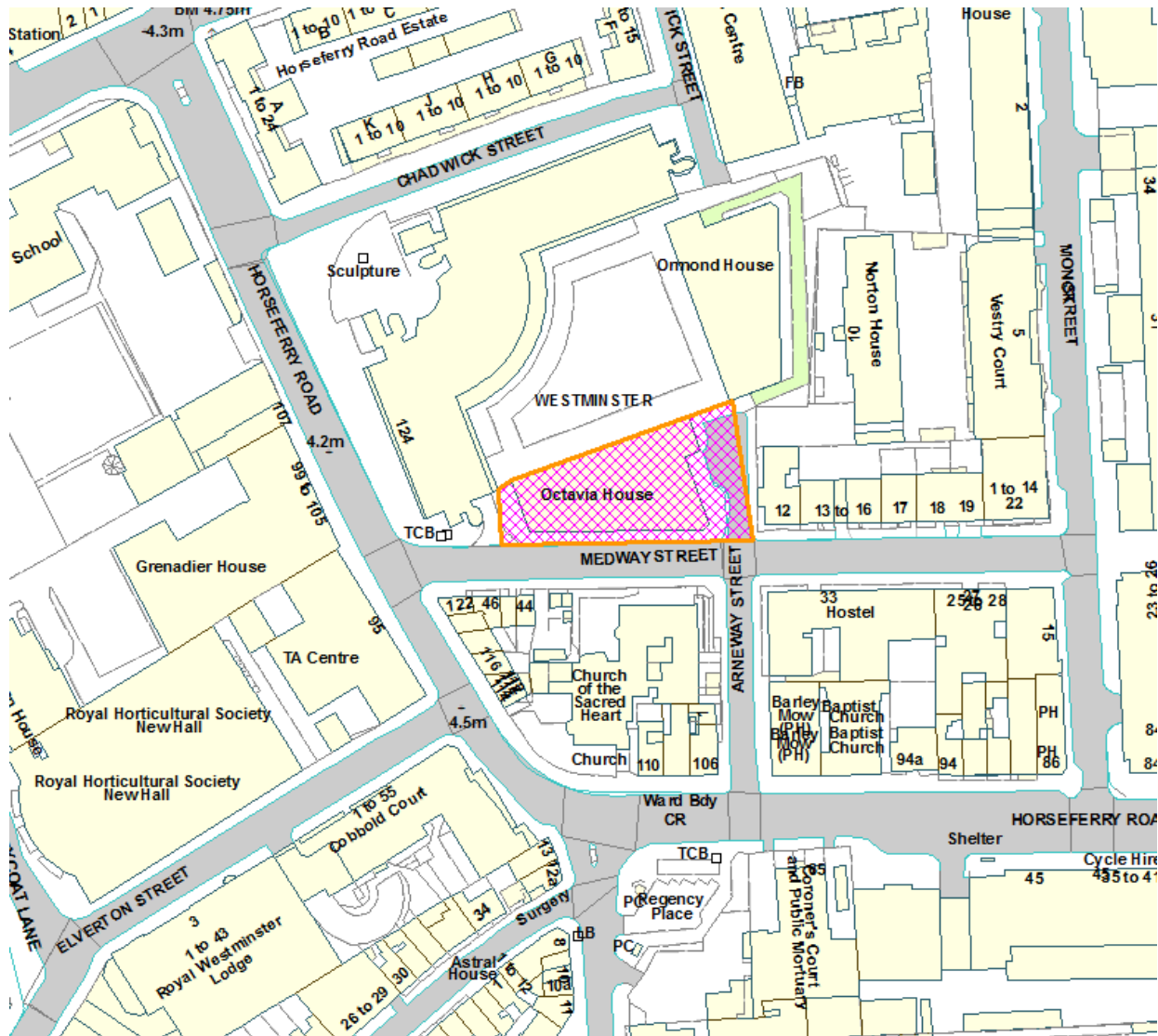
This application relates to part of the Q-Park Victoria Car Park located beneath Octavia House. Permission is sought for a change of use to part of the level 2 basement of the car park (sui generis) to provide a self-storage facility (Use Class B8) which would provide 417 storage units resulting in the loss of 117 car parking spaces.

The key issues in this case are:

- The impact of the proposal on on-street parking demand and traffic generation;
- The impact of the use upon residential amenity.

Objections have been received on grounds including highway safety and impact on amenity. The principle of the loss of public car parking spaces and replacement use are acceptable in land use terms. Subject to appropriate conditions, including the securing of an operational management plan, it is considered that the storage facility would not adversely affect the amenity of neighbouring residential properties or compromise highway safety. The application is considered to comply with relevant UDP and City plan policies and is therefore recommended for approval.

3. LOCATION PLAN



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4. PHOTOGRAPHS



5. CONSULTATIONS

WESTMINSTER SOCIETY

No objection. The application is supported by a robust management plan which seems to address potential problems in a satisfactory manner.

THORNEY ISLAND SOCIETY

No objection. A reduction in parking spaces in inner London is to be welcomed.

HIGHWAYS PLANNING MANAGER

Given that the surveys show that the figure of 114 spaces was only exceeded during a one-off period event and that the average peak occupancy is 51, the proposals is in line with UDP policy TRANS 25. The Operational Management Plan should be conditioned in the event of planning permission being granted.

CLEANSING OFFICER

No objection subject to condition.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. Consulted: 241

Total No. of replies: 5

Five letters of representation have been received raising the following concerns:

Amenity:

- Inconvenience caused to residents by increase in noise levels at all hours.
- Disturbance from loading and unloading occurring directly under the windows of residents.

Highways:

- Arneway Street is a short cul-de-sac and the street is frequently used and further congestion would result in serious consequences.
- Basement level 2 would be made more dangerous with cars and small vans reversing and turning in a proposed two-way road system.

Other:

- Security and protection of the residents' car park would be put at risk.
- Increased pollution and litter.
- CCTV is a poor substitute for security officers.
- Construction noise.
- Signage could be intrusive.
- Query whether the load bearing capacity of has been taken into consideration.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

Octavia House is an unlisted building which is not located within a conservation area but is located within the Core Central Activities Zone. The building comprises 55 residential flats (Class C3) and three levels of basement car parking. It is located on the corner of Medway Street and Arneway Street and off Horseferry Road. Channel 4 studios is located to the north but the surrounding area is residential in character.

The application relates to the Q-Park facility located beneath Octavia House. The car park is accessed via a two-way ramp on Arneway Street. There is a separate pedestrian access from Medway Street. The car park is split over three levels with basement levels 1 and 2 containing 231 publicly accessible Q-Park spaces and basement level 3 containing 125 parking spaces for the residents of Octavia House.

6.2 Recent Relevant History

None relevant.

7. THE PROPOSAL

Planning permission is sought for a change of use to part of the level 2 basement Q-Park (sui generis) to provide a self-storage facility (Use Class B8). The operator is identified as Vanguard self-storage.

The total number of car parking spaces available on three basement levels is 359. Levels 1 and 2 are open to the public and provide a total of 231 parking spaces. The 125 parking spaces on level 3 are reserved for residents of Octavia House. The application proposes 417 storage units of varying sizes which would result in the loss of 117 public car parking spaces.

Whilst the car park is open 24hrs a day, the use is proposed to operate between 8am to 8pm only. The self-storage site office will be staffed from 9am and 6pm Monday to Friday, 10am to 4pm on Saturdays and 10am to 2pm on Sundays. Two dedicated loading bays are proposed within the basement to accommodate customers loading/unloading.

The application includes details of internal CCTV, security lighting and waste storage. An Operating and Management Statement (OMS) supports the application and provides comprehensive operational details.

8. DETAILED CONSIDERATIONS

8.1 Land Use

Loss of Car Parking

UDP policy TRANS 25 states that the council will usually permit the loss of public off-street parking. In determining such proposals, the Council will consider the need to reduce traffic levels and encourage more sustainable modes of transport, the average

and peak usage of the car park, the availability of alternative, nearby public car parks; the impact on local on-street parking facilities; the impact on traffic and local residential amenity and any other factors considered relevant.

The submitted survey indicates that the existing public car park is underused and the average daily occupancy is 51 from the 231 available spaces. The proposals would result in the loss of 117 car parking spaces, reducing the capacity of the car park from 231 spaces to 114 spaces. However, taking into account the car park is underused and given that an adequate number of public parking spaces would still be available, it would be difficult to raise objections to the loss of the parking spaces, particularly as the London Plan is encouraging adoption of car-free developments. The Highway Planning Manager raises no objection to the loss of car parking spaces on highway grounds, and, as such, the proposal would be considered to be in accordance with UDP policy TRANS 25.

Proposed Self-Storage Use

Council policies do not refer specifically to self-storage facilities. However, such a use could broadly be considered to fall within the remit of UDP policy COM 11, which relates to new general industrial or commercial warehouse floorspace, albeit that the proposed use is on a smaller scale. The policy states that such uses will only be approved where they are located close to the strategic road/rail network, the accommodation is particularly suited to the proposed use, the servicing requirements can be adequately met within the site and there would be no adverse impact on residential amenity.

There are other examples throughout the city where underused car parks are now providing self-storage facilities without detrimental impacts. Officers have also observed on site on three occasions the lack of demand for the public parking. On this basis, the loss of the existing car parking would be considered acceptable, and given the nature and relatively small scale of the proposed use, the proposal would accord with the objectives of policy COM 11 and is considered acceptable in land use terms. The impact of the use on the highway network and residential amenity are discussed in sections 8.3 and 8.4 below.

8.2 Townscape and Design

No external alterations are proposed.

8.3 Residential Amenity

Policies ENV 6 and ENV 7 of the UDP and City Plan policy S32 require new developments to minimise noise disturbance and to protect noise sensitive properties. The City Council will apply conditions when approving schemes in order to limit noise emissions. City Plan policy S29 seeks to safeguard the amenity of neighbouring residential properties.

It is unlikely that internal activity within basement level 2 would result in noise transfer to residential properties within the application building given level of parking at basement level 1 will act as a buffer. In terms of noise and disturbance from external activity, subject to the conditions to ensure that all loading and unloading of takes place within the premises and during permitted hours of operation (08:00 to 20:00 hours), it is not

considered that the proposals would have any greater impact on noise levels than the existing 24 hour car park use.

Subject to appropriate operating conditions, it is considered that the proposed use would not unacceptably impact upon the amenities of neighbouring residents.

8.4 Transportation/Parking

The application is supported by an OMS, which sets out the hours of operation (8am – 8pm, 7 days a week). It also details security measures and surveillance, vehicle access restrictions, activities and goods which are prohibited, requirements for customer ID and waste. It also stipulates that unloading/loading which can only occur within the car park and not outside, which has been raised as a concern by residents. It is proposed to secure the submitted OMS by condition.

The Highway Planning Manager raises no objection to the loss of the public parking provision and is satisfied with the information provided with regards to the unloading and loading as detailed in the OMS. In terms of the height restriction of 2.1m for vehicles entering the car park, the Highways Planning Manager agrees that customers should follow the procedure of signing an agreement prohibiting vehicles above 2.1m high entering the car park set out in the OMS.

A two-way system would replace the current one-way system at basement level 2. The Council's Highway Manager has confirmed that the proposed width of 7.5m for the two-way system would be sufficient to allow two vehicles to pass safely. The 5mph speed limit within the car park would further slowdown drivers. Access to the car park would not change with vehicles entering and leaving the site in forward gear. The proposals are considered acceptable in terms of highway safety.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size

8.6 Access

Access to the car park and proposed self-storage facility would remain as existing.

8.7 Other UDP/Westminster Policy Considerations

Refuse /Recycling

The proposed arrangements for the storage of waste and recyclable materials are considered acceptable and would be secured by condition.

Flooding

The site is located within flood zone 3 and it benefits from flood defences. Furthermore, the change of use to a storage facility would be a less vulnerable use and further mitigation is not required for the proposed change of use in this instance

8.8 London Plan

Policy 6.13 of the London Plan seeks an appropriate balance between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use. The proposals would accord with the intent of this policy by providing an alternative use for excess parking spaces.

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

8.12 Other Matters

In respect of the safety and security measures for the proposed facility, the OMP states that all parts of the car park, including the pedestrian access from Arneway Street, are actively monitored. Intruder alarms, off-site CCTV monitoring, digital entry systems and personalised codes for each storage unit are all dealt within the OMS. A list of prohibited items that cannot be stored on-site is included within the OMS and is also set out in the terms and conditions of the contract which users would need to sign. The measures put forward by the applicant are considered reasonable to address safety and security concerns for such a use.

A comment has been made with respect to the potential for signs being displayed. No advertisements are proposed as part of this application and if sought will need to be considered under a separate application for advertisement consent.

A comment relating to whether the load bearing of the basement has been adequately considered. This would be a Building Regulations matter dealt with at the appropriate time and is not a valid planning consideration.

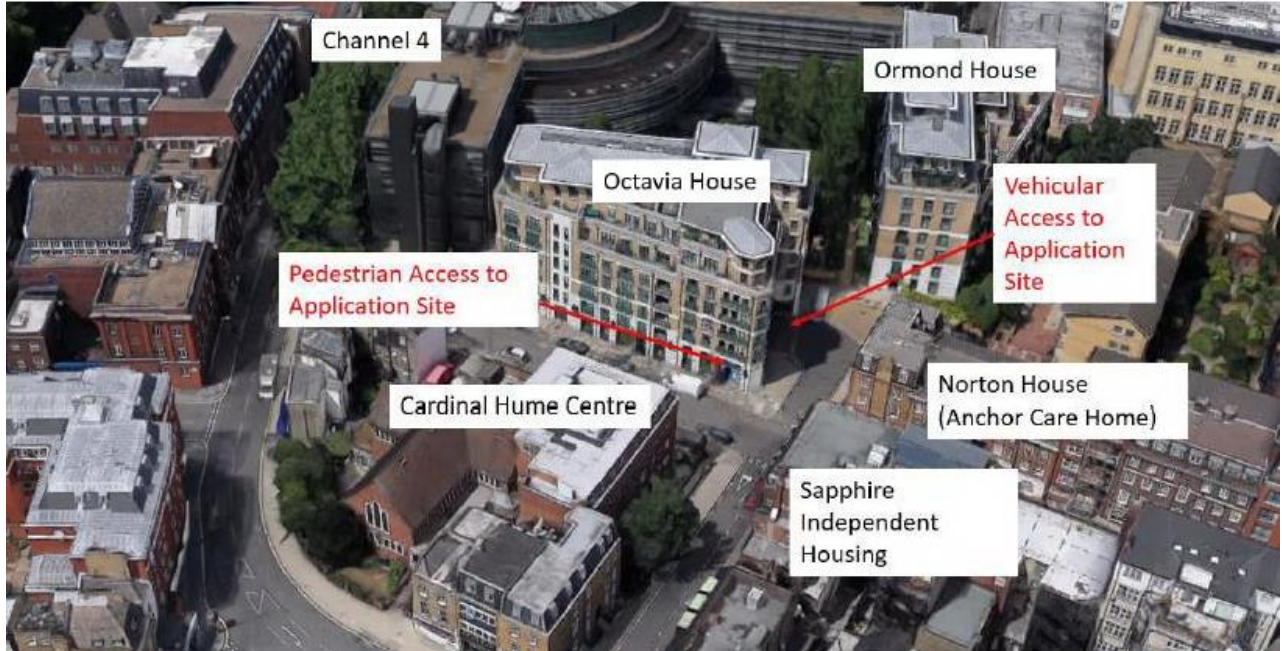
In terms of noise during construction, the Council's standard hours of work condition is recommended.

9. BACKGROUND PAPERS

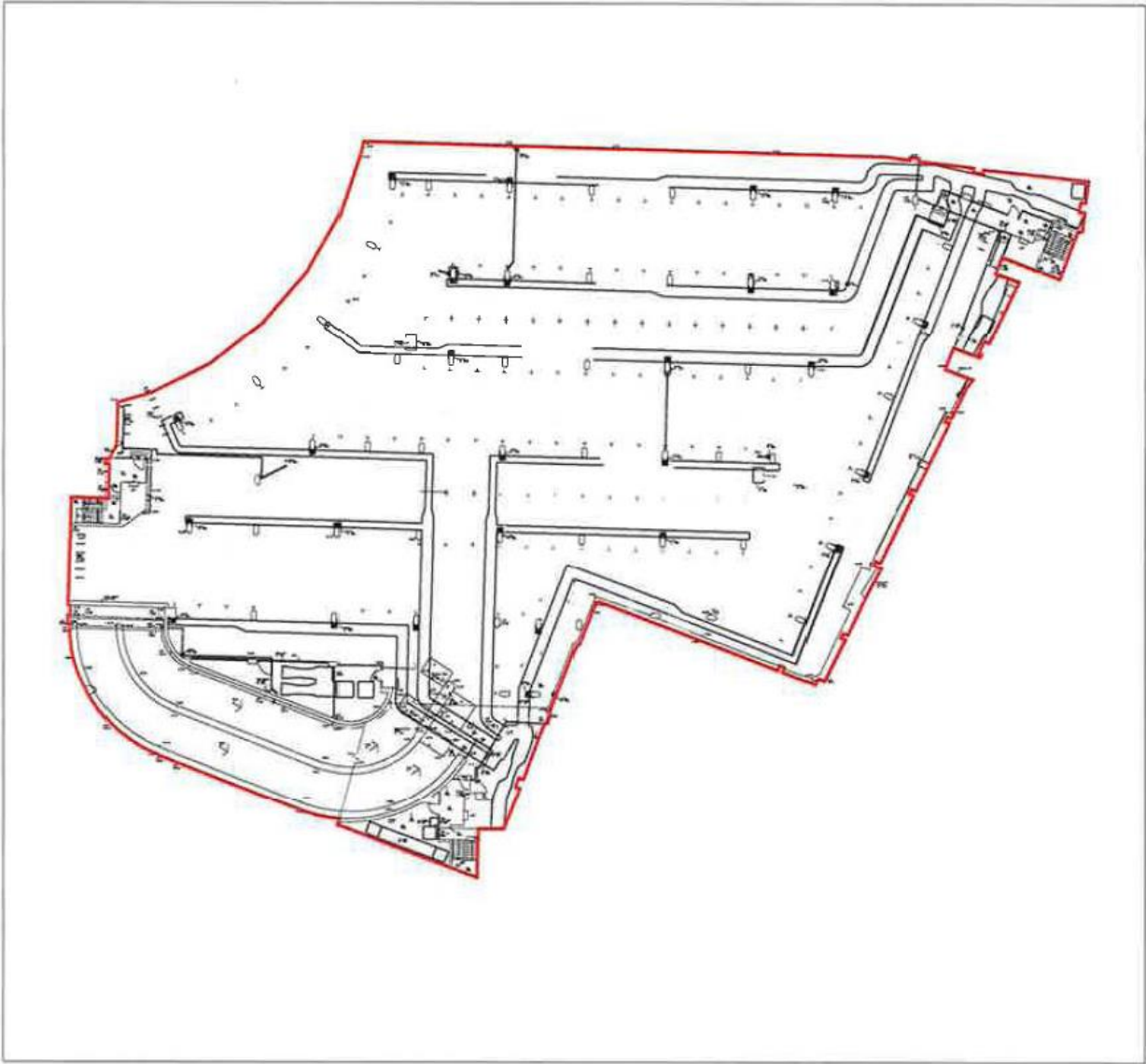
1. Application form.
2. Response from Westminster Society, dated 8 February 2018.
3. Response from Thorney Island Society, dated 29 January 2018.
4. Response from Cleansing Officer received on 15 May 2018.
5. Response from Highways Planning Manager received on 9 May 2018.
6. Letter from an occupier of Octavia House dated 7 February 2018.
7. Letter from an occupier of Octavia House dated 7 February 2018.
8. Letter from an occupier of Primrose Mansions, Prince of Wales Drive, dated 1 March 2018.
9. Letter from an occupier of Octavia House dated 19 February 2018.
10. Letter from an occupier of Octavia House dated 16 March 2018.

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

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: VINCENT NALLY BY EMAIL AT vnally@westminster.gov.uk



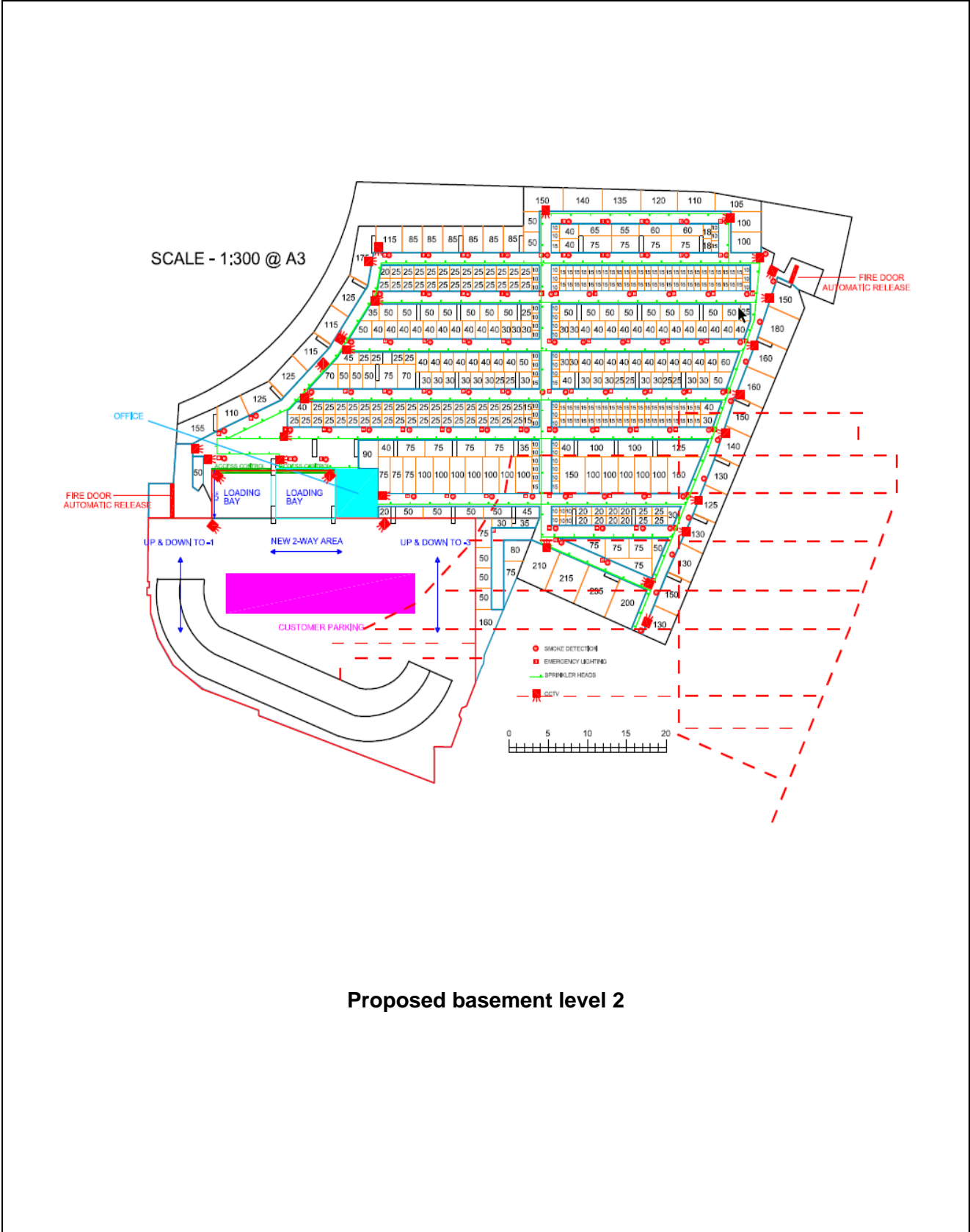
Aerial photograph



01 LEAD DEMISE AT LEVEL 2 BASEMENT
1200

Scale 1/8" = 1'-0"
0 5 10 15 20
N

Existing basement level 2



DRAFT DECISION LETTER

Address: Octavia House, Medway Street, London, SW1P 2TA,

Proposal: Use of part of car park (part of level 2) to provide self-storage facility (Use Class B8).

Reference: 18/00295/FULL

Plan Nos: Site location plan; existing plan and SP113317 rev 0; Operating and Management Statement; Transport Statement no: 5001-21285A-01; Planning Statement Ref: 779; 799-001 APP.

Case Officer: Nosheen Javed **Direct Tel. No.** 020 7641 2858

Recommended Condition(s) and Reason(s)

- 1 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.

- 2 You must carry out the measures included in your Operating and Management Statement for the lifetime of the development hereby approved. (C05KA)

Reason:

To make sure that the use will not cause nuisance for people in the area. This is as set out in S24, S29 and S32 of Westminster's City Plan (November 2016) and TRANS 25 and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R05GB)

- 3 You must not open the self-storage premises to customers, and you must not allow customers on the premises, outside the following times: 08.00 - 20.00 hours each day.

Reason:

To protect the environment of people in neighbouring properties as set out in S24, S29 and S32 of Westminster's City Plan (November 2016) and ENV 6, ENV 7 and ENV 13 of our Unitary Development Plan that we adopted in January 2007. (R12AC)

- 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:
 - o between 08.00 and 18.00 Monday to Friday;
 - o between 08.00 and 13.00 on Saturday; and
 - o 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)

- 5 The area within the level 2 basement shown on approved drawing 'Proposed Self Storage Layout' shall only be used for self-storage units. You must not use it for any other purpose, including within Class B8 of the Town and Country Planning (Use Classes) Order (1987) (as amended) (or any equivalent class in any order that may replace it).

Reason:

We cannot grant planning permission for unrestricted use within Class B8 because it would not meet COM 11 of our Unitary Development Plan that we adopted in January 2007, and because of the special circumstances of this case. (R05BB)

- 6 You must provide the waste store shown on drawing 799-001 APP before the permitted use commences. You must clearly mark it and make it available at all times to everyone using the use. 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)

- 7 With the exception of the collection of refuse, the delivery and collection of all goods must take place within level 2 basement and not outside. No delivery or collection of goods shall take place outside the following times: 08.00 - 20.00 hours each day.

Reason:

To avoid blocking the surrounding streets and to protect the environment of people in neighbouring properties as set out in S42 of Westminster's City Plan (November 2016) and STRA 25, TRANS 20 and TRANS 21 of our Unitary Development Plan that we adopted in January 2007. (R23AC)

- 8 The use hereby permitted shall not have more than a maximum of 417 individual self-storage units within the level 2 basement.

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)

Informative(s):

- 1 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.

- 2 You need to speak to our Highways section about any work which will affect public roads. This includes new pavement crossovers, removal of redundant crossovers, changes in threshold levels, changes to on-street parking arrangements, and work which will affect pavement vaults. You will have to pay all administration, design, supervision and other costs of the work. We will carry out any work which affects the highway. When considering the desired timing of highway works in relation to your own development programme please bear in mind that, under the Traffic Management Act 2004, all works on the highway require a permit, and (depending on the length of the highway works) up to three months advance notice may need to be given. For more advice, please phone 020 7641 2642. However, please note that if any part of your proposals would require the removal or relocation of an on-street parking bay, this is unlikely to be approved by the City Council (as highway authority). (I09AC)

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.