

CITY OF WESTMINSTER			
PLANNING APPLICATIONS SUB COMMITTEE	Date 12 February 2019	Classification For General Release	
Report of Executive Director Growth Planning and Housing		Ward(s) involved Knightsbridge And Belgravia	
Subject of Report	102 Ebury Street, London, SW1W 9QD		
Proposal	Erection of a single storey rear extension at ground floor level, replacement of windows at front and rear elevations with single glazed double hung timber sash windows, replacement of rear lower ground floor window with French doors, replacement and relocation of front and rear rain and soil water pipes, reinstatement of natural welsh slate roof tiles and associated internal alterations to facilitate the change of use from a hotel (C1) to a single family residential dwelling (Class C3).		
Agent	TF Architecture Ltd		
On behalf of	Grosvenor		
Registered Number	18/09010/FULL and 18/09011/LBC	Date amended/ completed	22 October 2018
Date Application Received	22 October 2018		
Historic Building Grade	Grade II		
Conservation Area	Belgravia		

1. RECOMMENDATION

1. Refuse planning permission - loss of hotel.
2. Grant conditional listed building consent.
3. Agree the reasons for granting conditional listed building consent as set out in the draft decision letter.

2. SUMMARY

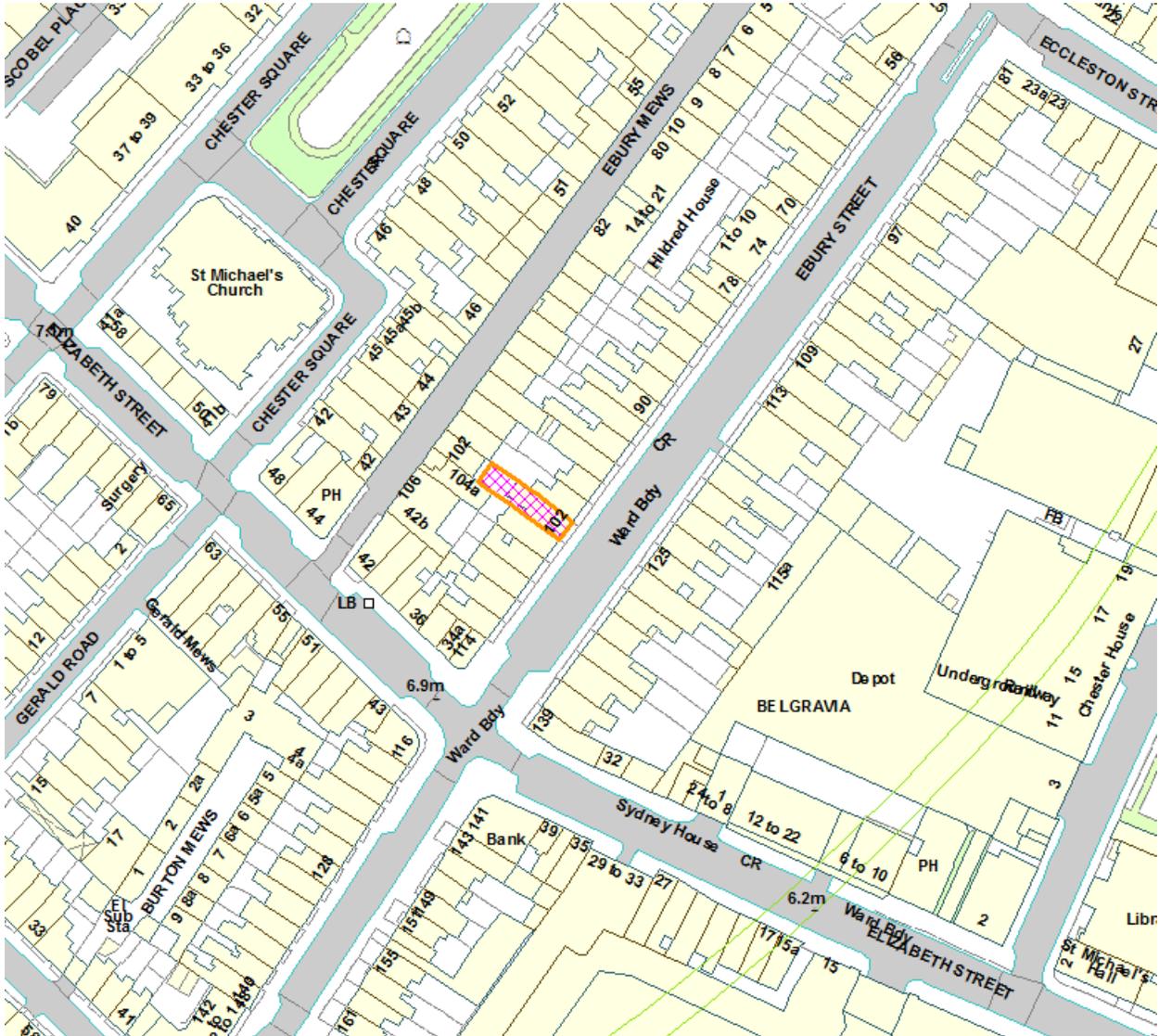
102 Ebury Street forms part of a Grade II listed terrace (Nos. 96-114) located in the Belgravia Conservation Area. The host site comprises a basement, ground floor, four upper storeys and a mansard roof. The site currently operates as a hotel (Class C1) 'Ebury House Hotel'.

Permission is sought to convert the existing hotel into a single-family dwellinghouse (Class C3), as well as various other internal and external alterations.

One letter of objection has been received from the existing hotel operator and leaseholder primarily on the grounds that this would result in the loss of a hotel 'Ebury House Hotel', which is currently operating as a successful and viable business together with its neighbouring sister business at No. 104 Ebury Street 'Belgravia Rooms'.

On balance, whilst the proposed development would provide a new family-sized residential dwelling and would offer some heritage and conservation benefits, the extant hotel is not considered to adversely harm the residential amenity of neighbouring occupiers. Therefore, the proposed benefits are not considered substantial enough to justify the loss of the hotel, that is protected under Policies S23 of Westminster's City Plan (2016) and TACE 1 of the Council's adopted Unitary Development Plan (2007). These policies protect existing hotels and seek to ensure that Westminster continues to make a significant contribution to London's visitor accommodation. The planning application is therefore recommended for refusal however the associated listed building application is recommended for approval.

3. LOCATION PLAN



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4. PHOTOGRAPHS





5. CONSULTATIONS

BELGRAVIA RESIDENT'S ASSOCIATION

Any response to be reported verbally.

THE BELGRAVIA SOCIETY

Any response to be reported verbally.

BELGRAVIA NEIGHBOURHOOD FORUM

Any response to be reported verbally.

HIGHWAYS PLANNING

No objection, but requests that provisions are made for cycle parking, as outlined in the London Plan (Policy 6.9).

WASTE PROJECT OFFICER

No objection, but requests that conditions are attached to secure waste and recyclable storage, and to prevent waste to be left or stored on the public highway.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

No. consulted: 19

No. of replies: 1

One letter of objection received on the following grounds:

- Loss of a successful, viable hotel business
- Loss of visitor accommodation
- Loss of jobs
- The hotel business would collapse as the business would be forced to run through No. 104 Ebury Street
- The loss of the visitor accommodation would impact on an English Language course business.
- Would not optimise housing delivery

SITE & PRESS NOTICE

Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

The application site is 102 Ebury Street, which forms part of a Grade II listed terrace (Nos. 96-114) located in the Belgravia Conservation Area. The host site comprises a basement, ground floor, four upper storeys and mansard roof and dates from the early nineteenth century.

Ebury Street is predominantly characterised by residential dwellings, however a few hotels and privately-owned businesses exist also. Nos. 102 & 104 Ebury Street both currently operate as individual hotels (Class C1 use) known as 'Ebury House Hotel' and 'Belgravia Rooms' respectively.

6.2 Recent Relevant History

11/06823/FULL and 11/06824/LBC

Erection of single storey infill extension within rear lightwell at basement level. Installation of sash window at rear first floor level. Associated internal alterations including the removal and addition of partitions.

Application Permitted 7 October 2011

7. THE PROPOSAL

Permission is sought to convert the existing hotel into a single-family dwelling (Class C3), which would include the construction of a single storey extension to the rear at ground floor level, the replacement of windows to the front and rear elevations, the replacement of rear lower ground floor window with French doors, the replacement and relocation of front and rear rain and soil water pipes, the reinstatement of natural welsh slate roof tiles and associated internal alterations.

At the lower ground floor, the application proposes cycle and refuse storage within the existing vaults, and a staff bedroom with associated shower, study, storage and utility room to the rear. Separate access to the lower ground floor would be via the staircase within the existing front lightwell. To the ground floor, there would be an open plan kitchen and dining room, toilet and reception room; at the first floor there would be a study/library/snug, second reception room and toilet; to the second floor there would be a master bedroom with ensuite, shower room, storage room and plant storage room (comprising the boiler and water cylinder); lastly, at the third floor and fourth floors there are to be 2 bedrooms, each with an ensuite. Alterations to the roof include new roof access, a new satellite dish, new dormer coverings and new welsh slate.

The extension would extend approx. 5 m from the existing rear closet wing and would be approx. 4m at its widest point. The extension would have an overall footprint of approx. 20sqm and the existing rear lightwell would remain.

The proposed residential accommodation would be approx. 288 sqm GIA (including the proposed extension).

Use	Existing GIA (sqm)	Proposed GIA (sqm)	+/- (sqm)
Hotel (C1)	267	0	-267
Residential (C3)	0	288	+288
Total	267	288	+ 21

8. DETAILED CONSIDERATIONS

8.1 Land Use

Loss of hotel

The main consideration to review within this application is the change of use, and subsequent loss of the hotel business, from Hotel (Class C1) to a single-family dwelling (Class C3).

One letter of objection has been received on the grounds that the proposed scheme would result in the loss of a successful, viable hotel business, and would have a detrimental impact on both the neighbouring sister business at No. 104 Ebury Street and English Language Course that is indirectly linked to the extant hotel accommodation.

Policy S14 of the City Plan prioritises residential use across Westminster and encourages an increase in residential units. It also accentuates the need for more family-sized units within Westminster, adding that they can contribute to the character and functioning of Conservation Areas. Policy S13 states that areas outside both the Central Activities Zone and North Westminster Economic Development Area will be primarily kept for residential use.

However, Policy S23 of the City Plan and TACE 1 of the UDP protects existing hotels, particularly those outside of the Central Activities Zone, Pimlico, Bayswater and Queensway areas, where they do not have adverse effects on residential amenity. This seeks to ensure that Westminster continues to make a significant contribution to London's visitor accommodation.

A site visit conducted on 9th November 2018 by officers revealed that the extant hotel was in use and appeared to be functioning sufficiently, and was not considered to be significantly and adversely affecting the residential amenity of neighbouring occupiers. Searches of the Council's records do not indicate that complaints in respect of the neighbours' residential amenity have been made. Notwithstanding, it was noted on site that the host building had been largely compromised internally to facilitate the extant use, evidenced by the installation of partitions to create bathrooms and additional rooms.

It is appreciated that the proposed scheme would create a large single-family dwellinghouse, in accordance with Policies S13 and S14 of the City Plan, and would offer some heritage and conservation benefits, by bringing the building back into its original use and reinstating the facade details and interiors.

On balance, and in light of the above, the extant hotel is not considered to adversely harm the residential amenity of neighbouring occupiers and hotel guests, and therefore the proposed creation of one large family-sized dwellinghouse, alongside the heritage and conservation benefits, is not considered substantial enough to justify the loss of the fully-functioning and viable hotel that is protected under Policies S23 of the City Plan and TACE 1 of the UDP. The proposed change of use would lead to the loss of existing hotel accommodation, which would restrict the range of visitor accommodation available to support London's role as a world visitor destination. This is therefore found contrary to such policies and is unacceptable in land use terms.

8.2 Townscape and Design

Internal Alterations

Internally the proposals include the removal of modern partitions and the reinstatement of the building's traditional plan form throughout. Subdivision is being introduced at the basement, second, third and fourth floor levels, but ideally placed in less sensitive areas, away from principal rooms which are considered to improve the viability of the space for modern family living. Whilst the internal alterations are acceptable in principle, further details are sought in relation to the

existing and proposed interior details, along with design details of the secondary glazing units, which could be secured conditions on the listed building consent.

External Alterations

The proposed scheme seeks to retain the basement extension but reduce its height to allow a ground floor extension to be constructed above. The light-well between the principal property and the basement extension is to be retained and railings proposed to provide protection.

At the ground floor level, the extension would extend from the existing closet wing, extending just beyond the building line of the basement extension. Also, the extension would extend a half width from the closet wing, incorporating a glass and crittal style design. The proposed extension would have a better relationship with the host building, and is considered to be appropriately designed whereby it would respond to the traditional rear building line of the terrace. The footprint of the extension would also be reduced, in comparison to the existing basement extension.

Fenestration alterations to the front and rear include reinstating the traditional joinery pattern of the sash windows, which largely appear non-original. The proposed alterations would help to maintain and enhance the character and appearance of the listed building and Conservation Area and are considered to be acceptable, subject to details of the joinery and glazing (which should be single glazed) which could be secured by condition.

Other improvements to the exterior includes the reconfiguration of the front entrance steps and reinstatement of Portland stone, removal of vents and external drainage from the façade, removal of the infill beneath the entrance steps and alterations to the roof. Such alterations are not considered to be detrimental to the listed fabric or appearance of the building and would not negatively impact the Conservation Area.

Overall, subject to further details which could be secured by condition, the proposed internal and external alterations are not opposed in design and conservation terms. The proposed scheme is considered to offer numerous heritage benefits, which includes bringing the building back into its original use and reinstating the facade details and interiors. The proposed scheme is thus considered to comply with Chapter 16 of the NPPF (2018), Policies S25 and S28 of the City Plan, and DES 1, DES 5, DES 9 and DES 10 of the UDP.

8.3 Residential Amenity

Policies ENV 13 of the UDP and S29 of the City Plan seek to protect residential amenity. Policy ENV 13 aims to protect against an increased sense of enclosure, loss of daylight/sunlight and/ or loss of privacy.

The proposed rear extension would be set in from the boundary fence between Nos. 102 and 100 Ebury Street by approx. 0.9m and would extend above the neighbouring wall by approx. 0.9m. Between Nos. 102 and 104, the proposed extension would extend over the boundary parapet by approx. 1.3m and would stand up against the boundary. In addition, one set of crittal style steel framed sliding glazed doors are proposed to face the adjoining boundary wall of No. 100 Ebury Street and another set is proposed on the west elevation.

Overall, by virtue of the mass, scale and siting, the proposed extension, including the glazed doors, is not considered to result in any significant negative impact to the amenity of the immediate

adjoining neighbours, in terms of overbearing, loss of light and loss of privacy, and would be in accordance with Policies S29 of the City Plan and ENV13 of the UDP.

The proposed internal and facade alterations to the property are not considered to result in any negative impact to the residential amenity and are also in accordance with Policies S29 and ENV13.

8.4 Transportation/Parking

The proposal would be reducing the number of bedrooms in the property and proposes the provision of cycle storage for a minimum of 2 cycles. For these reasons, the proposed scheme is not considered to have a significant impact on the existing highways or parking provisions, in accordance with Policies TRANS 10 and TRANS 23 of the UDP and Table 6.3 of The London Plan (2016). It is recognised, however, that cycle parking must be kept secure, weather proof and accessible. Had the proposal been acceptable in land use terms, this could have been secured by condition.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size. The objector is concerned that the development would result in the loss of jobs within the existing hotel however this is not considered a reason to refuse permission.

8.6 Access

The building would be accessed from the front of the property via the main entrance as existing, as well as from a new ancillary entrance to the front lightwell.

8.7 Other UDP/Westminster Policy Considerations

The Council's Waste Project Officer raises no objection to the scheme and considers that the proposal's storage for waste and recyclables are to be in line with the requirements of the City Council. Had the proposal been acceptable in land use terms, this could have been secured by condition.

8.8 Westminster City Plan

The City Council is currently working on a complete review of its City Plan. Informal consultation on the first draft of Westminster's City Plan 2019-2040 started on Monday 12 November 2018 and will close on Friday 21 December 2018. Following this informal consultation, any representations received will be considered and the draft plan will be revised in advance of formal consultation under Regulation 19 of the Town and Country Planning Act (Local Planning) (England) Regulations 2012. Given the very early stage of the consultation process and having regard to the tests set out in para. 48 of the NPPF, the policies of the emerging draft City Plan are given little to no weight at the present time.

8.9 Neighbourhood Plans

None applicable to this site.

8.10 London Plan

This application raises no strategic issues.

8.11 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.

8.12 Planning Obligations

Planning obligations are not relevant in the determination of this application.

8.13 Environmental Impact Assessment

Not applicable for a scheme of this size.

8.14 Other Issues

Impact on Hotel's other business

The objector and hotel operator has raised concerns that the proposed development may have a detrimental impact on their other business, an English language school. The hotel also provides accommodation for students of the language school and they raise concern that if they are unable to provide accommodation this may have a knock on effect, where students cannot attend courses due to the lack of suitable accommodation. Whilst the concerns of the objector are understood, the proposals impact on the hotel's other business is not considered a reason to withhold planning permission.

The proposed development is recommended for refusal on the grounds it would lead to the loss of existing hotel accommodation, which would restrict the range of visitor accommodation available to support London's role as a world visitor destination.

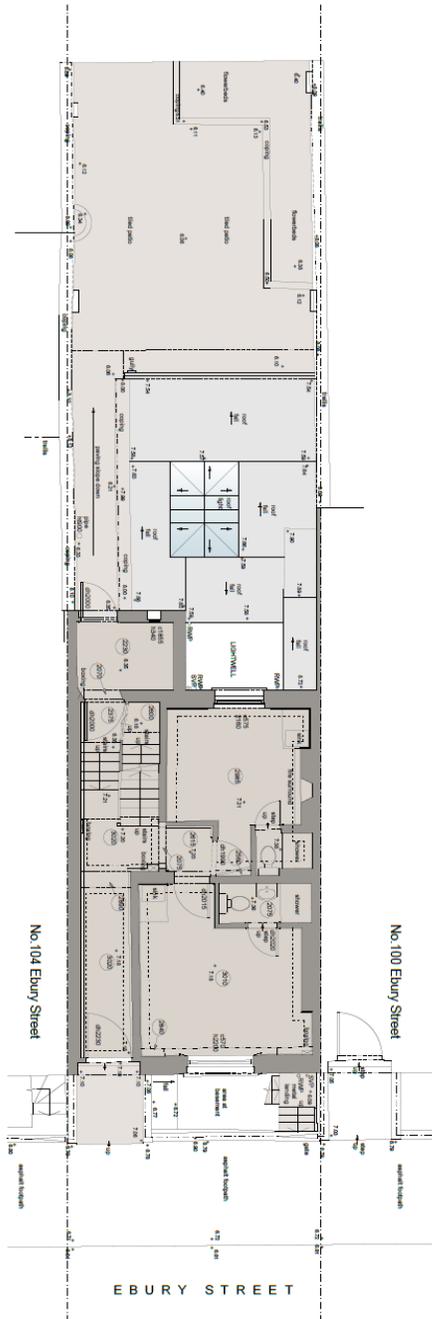
(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: DAVID DORWARD BY EMAIL AT DDORWARD@WESTMINSTER.GOV.UK

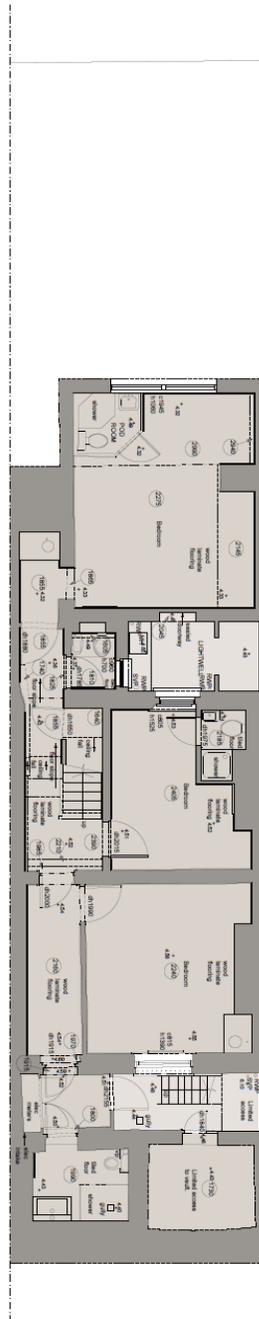
9. KEY DRAWINGS

Existing lower ground floor and ground floor plans

BASEMENT FLOOR - EXISTING INHERITED SURVEY

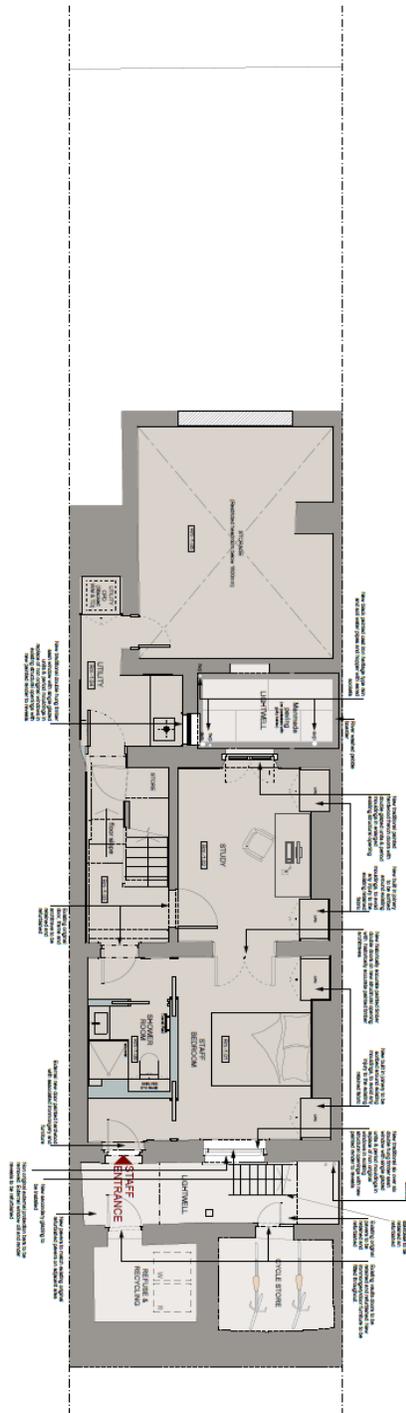


BASEMENT FLOOR - EXISTING INHERITED SURVEY

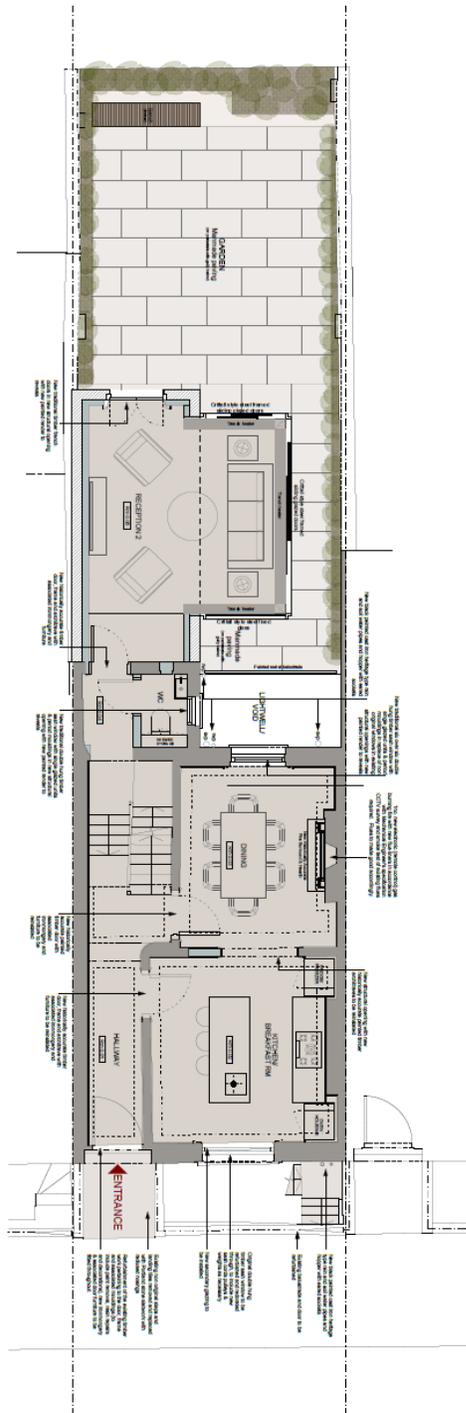


Proposed lower ground floors and ground floor plans

BASEMENT FLOOR_PROPOSED



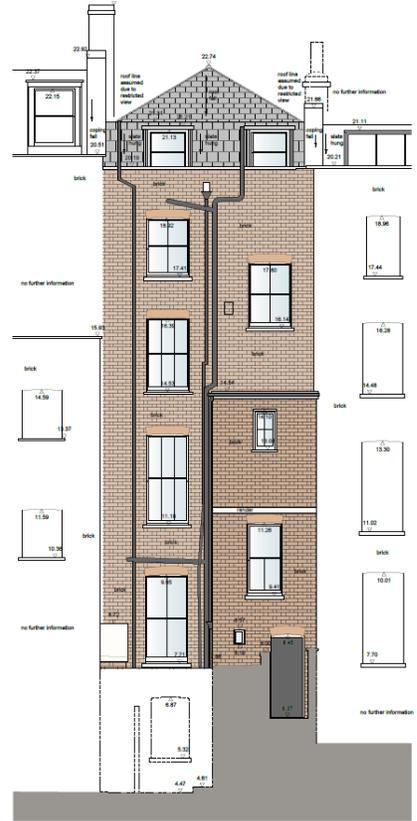
GROUND FLOOR_PROPOSED



Existing front and rear elevations



FRONT ELEVATION EXISTING INHERITED SURVEY



REAR ELEVATION EXISTING INHERITED SURVEY

PLANNING APPLICATION DRAFT DECISION LETTER

Address: 102 Ebury Street, London, SW1W 9QD

Proposal: Erection of a single storey rear extension at ground floor level, replacement of windows at front and rear elevations with single glazed double hung timber sash windows, replacement of rear lower ground floor window with French doors, replacement and relocation of front and rear rain and soil water pipes, reinstatement of natural welsh slate roof tiles and associated internal alterations to facilitate the change of use from a hotel (C1) to a single family residential dwelling (Class C3).

Reference: 18/09010/FULL

Plan Nos: PR.100; PR.101; PR.102; PR.103; PR.200; PR.201; PR.300, , For information only, DEM. 100; DEM.200; DEM.201; DEM.102; EX. 200; EX.000; EX.101; EX. 102; EX.103; Design and Access Statement; Planning Report; Heritage Statement.

Case Officer: Hayley White

Direct Tel. No. 020 7641

Reason:

The proposed development would lead to the loss of existing hotel accommodation, which would restrict the range of visitor accommodation available to support London's role as a world visitor destination. This is contrary to Policies S23 of Westminster's City Plan (2016) and TACE 1 the Council's adopted Unitary Development Plan (2007).

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 so far as practicable. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, neighbourhood plan (where relevant), supplementary planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service. However, we have been unable to seek solutions to problems as the principle of the proposal is clearly contrary to our statutory policies and negotiation could not overcome the reasons for refusal.

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.

LISTED BUILDING CONSENT DRAFT DECISION LETTER

Address: 102 Ebury Street, London, SW1W 9QD

Proposal: Erection of a single storey rear extension at ground floor level, replacement of windows at front and rear elevations with single glazed double hung timber sash windows, replacement of rear lower ground floor window with French doors, replacement and relocation of front and rear rain and soil water pipes, reinstatement of natural welsh slate roof tiles and associated internal alterations to facilitate the change of use from a hotel (C1) to a single family residential dwelling (Class C3).

Reference: 18/09011/LBC

Plan Nos: PR.100; PR.101; PR.102; PR.103; PR.200; PR.201; PR.300, , For information only, DEM. 100; DEM.200; DEM.201; DEM.102; EX. 200; EX.000; EX.101; EX. 102; EX.103; Design and Access Statement; Planning Report; Heritage Statement.

Case Officer: Hayley White

Direct Tel. No. 020 7641

Recommended Condition(s) and Reason(s)

- 1 The works 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 All new work and improvements inside and outside the building must match existing original adjacent work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the approved drawings or are required in conditions to this permission. (C27AA)

Reason:

To protect the special architectural or historic interest of this building and to make sure the development contributes to the character and appearance of the Belgravia Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R27AC)

- 3 You must apply to us for approval of a sample panel of brickwork which shows the colour, texture, face bond and pointing. You must not start work on this part of the development until we have approved what you have sent us. You must then carry out the work according to the approved sample. (C27DB)

Reason:

To protect the special architectural or historic interest of this building and to make sure the development contributes to the character and appearance of the Belgravia Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R27AC)

- 4 You must not disturb existing ornamental features including chimney pieces, plasterwork, architraves, panelling, doors and staircase balustrades. You must leave them in their present position unless changes are shown on the approved drawings or are required by conditions to this permission. You must protect those features properly during work on site. (C27KA)

Reason:

To protect the special architectural or historic interest of this listed building. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.129 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26ED)

- 5 You must not disturb existing original plaster walls and ceilings unless changes are shown on the approved drawings.

You must apply to us for approval of details of the following parts of the development:

- i) Windows scaled 1:10 showing joinery details and glazing (which must be single glazed)
- ii) Secondary glazing section details (in context) scaled 1:10
- iii) All new internal and external doors scaled 1:20 showing panelling details (sections and elevations)

You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these detailed drawings.

Reason:

To protect the special architectural or historic interest of this listed building and to make sure the development contributes to the character and appearance of the Belgravia Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

6 You must apply to us for approval of details of the following parts of the development:

- i) Design details of the critical framed extension. Elevation and section details scaled 1:20
- ii) Material sample indicating finish and colour.

You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these detailed drawings

Reason:

To protect the special architectural or historic interest of this listed building and to make sure the development contributes to the character and appearance of the Belgravia Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

7 You must apply to us for approval of details of the following parts of the development:

- i) A photo survey of existing interior details along with a schedule of proposed interior details to be reinstated. Including cornices, skirting boards, architraves, doors and ceiling roses for each room.
- ii) You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these detailed

Reason:

To protect the special architectural or historic interest of this listed building. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.129 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26ED)

8 You must apply to us for approval of details of the following parts of the development:

- i) A sample of Portland Stone

You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work according to these detailed

Reason:

To protect the special architectural or historic interest of this listed building and to make sure the development contributes to the character and appearance of the Belgravia Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

- 9 You must scribe all new partitions around the existing ornamental plaster mouldings. (C27JA)

Reason:

To protect the special architectural or historic interest of this listed building. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.129 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26ED)

Informative(s):

- 1 SUMMARY OF REASONS FOR GRANTING CONDITIONAL LISTED BUILDING CONSENT - In reaching the decision to grant listed building consent with conditions, the City Council has had regard to the relevant policies in the National Planning Policy Framework, the London Plan 2016, Westminster's City Plan (November 2016), and the City of Westminster Unitary Development Plan adopted January 2007, as well as relevant supplementary planning guidance, representations received and all other material considerations., , The City Council decided that the proposed works would not harm the special architectural and historic interest of this listed building., , In reaching this decision the following were of particular relevance:, S25 and S28 of Westminster's City Plan and DES 10 including paras 10.130 to 10.146 of the Unitary Development Plan, and paragraph 2.4 of our Supplementary Planning Guidance: Repairs and Alterations to Listed Buildings.

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