

<b>CITY OF WESTMINSTER</b>			
<b>PLANNING (MAJOR) APPLICATIONS SUB COMMITTEE</b>	<b>Date</b> 2 April 2024	<b>Classification</b> For General Release	
<b>Report of</b> Director of Town Planning & Building Control		<b>Ward(s) involved</b> West End	
<b>Subject of Report</b>	<b>Site 1 – Development site at 18-20 Savile Row, London</b> <b>Site 2 – 17 Savile Row, London</b>		
<b>Proposal</b>	<p><b>Application 1 at Development site at 18-20 Savile Row:</b> Demolition of all existing buildings, excavation to deepen existing basement, and redevelopment to provide an eight storey building plus one storey basement comprising flexible retail (Class E(a)) and/or restaurant (Class E(b)) floorspace and tailoring floorspace (Class E(a), Class E(g)(ii) &amp; Class E(g)(iii)) at part ground floor; and office floorspace (Class E(g)(i)) at part ground and on all upper floors; external terraces and associated hard and soft landscaping; cycle parking; replacement of commemorative plaque and other associated works.</p> <p><b>Applications 2 and 3 at 17 Savile Row:</b> Extension to the chimney stack at No. 17 Savile Row, underpinning of boundary wall to No. 18 and other associated works.</p>		
<b>Agent</b>	Gerald Eve LLP		
<b>On behalf of</b>	The Pollen Estate Trustee Company Limited		
<b>Registered Number</b>	Application 1: 22/03276/FULL Applications 2 and 3: 22/03271/FULL and 22/03189/LBC	<b>Date amended/ completed</b>	13 July 2022
<b>Date Application Received</b>	16 May 2022		
<b>Historic Building Grade</b>	17 Savile Row – Grade II listed.		
<b>Conservation Area</b>	Site 1 – Regent Street Conservation Area Site 2 – Mayfair Conservation Area		
<b>Neighbourhood Plan</b>	Mayfair Neighbourhood Plan		

## 1. RECOMMENDATION

1. Application 1 - Subject to the views of the Mayor of London, refuse permission on the following ground:
  - a. The demolition of the existing building and the erection of a replacement building fails to adhere to circular economy principles and principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings. The proposed development would therefore fail to help transition London to a low carbon circular economy through generating unjustified waste and carbon emissions.
2. Application 2:
  - a. Grant conditional permission.
3. Application 3:
  - a. Grant conditional listed building consent.
  - b. Agree the reason for granting listed building consent, as set out within Informative 1 of the draft decision letter.

## 2. SUMMARY & KEY CONSIDERATIONS

Nos. 17 Savile Row, Nos. 18-19 Savile Row and No. 20 Savile Row are all located within the Central Activities Zone (CAZ), the Savile Row Special Policy Area, the Great Estates Archaeological Priority Area, and the West End Retail and Leisure Special Policy Area. The site is located within 'East Mayfair' for the purposes of the Mayfair Neighbourhood Plan.

No. 17 Savile Row is Grade II listed and is located within the Mayfair Conservation Area. Nos. 18-19 Savile Row and No. 20 Savile Row are unlisted buildings located within the Regent Street Conservation Area.

Application 1 proposes the demolition of Nos. 18-19 Savile Row and No. 20 Savile Row, excavation to lower the existing basement floors, and the erection of a replacement building over basement, ground, and seven upper floors to provide office floorspace on the upper floors accessed from an ground floor entrance on New Burlington Street, a flexible retail or restaurant space at ground level, and two smaller ground floor units for use as bespoke tailors on the Savile Row frontage.

Applications for planning permission and listed building consent are also sought at No. 17 Savile Row to underpin the northern part of the building to accommodate the proposed lowered basement at Nos. 18-19 Savile Row and to raise the height of the northern chimney stack so that it would be taller than the proposed replacement building.

The key considerations in this case are:

- The impact of the development on the Savile Row Special Policy Area's role as an international centre of excellence for bespoke tailoring.
- Whether or not the redevelopment of these building adheres to the sustainability and circular economy policies within the development plan that promote circular economy principles and

principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings.

- The impact of the development proposal on the character and appearance of the Regent Street Conservation Area and the setting the Grade II listed buildings adjoining and near to the site.
- The impact of the works to No. 17 Savile Row on the character and appearance of the Mayfair Conservation Area and on the special interest of this Grade II listed building.

The redevelopment of this site is not considered to be justified in sustainability or circular economy terms. The proposed development would therefore fail to help transition London to a low carbon circular economy through generating unjustified waste and carbon emissions. It is accordingly recommended that Application 1 be refused.

The proposed alterations to No. 17 Savile Row are not considered to harm the special interest of this Grade II listed building or harm the character and appearance of the Mayfair Conservation Area. This is regardless of whether or not the redevelopment of the adjacent site goes ahead. For these reasons it is recommended that conditional planning permission and listed building consent be granted in respect to Applications 2 and 3.

### 3. LOCATION PLANS

#### Site 1:



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Site 2:



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#### 4. PHOTOGRAPHS

20 Savile Row and 18-19 Savile Row (right) from Savile Row, looking south-east:



17 Savile Row (centre) and 18-19 Savile Row (left):



## 5. CONSULTATIONS

### 5.1 Application Consultations

#### Application 1

Consultation on submitted application (July 2022)

#### MAYOR OF LONDON:

- Given that the proposed replacement building is of a similar scale to the existing buildings, detailed technical studies or calculations should be provided demonstrating that the full spectrum of refurbishment and repurposing approaches, which secure significant environmental performance improvements as well as tackling existing functional defects, were properly considered and discounted. The applicant's rationale for the complete demolition and rebuild will be scrutinised and further comment will be provided in this respect upon receipt of this information.
- The application does not currently comply with the London Plan for the following reasons:
  - o A portion of the proposed office floorspace should be flexible / affordable workspace or small office units suitable for micro, small and medium sized enterprises.
  - o A revised fire statement is required which is produced by a suitably qualified assessor and acknowledges the fire safety requirements of London Plan Policies D5 and D12.
  - o The scheme would result in less than substantial harm to the character and appearance of the Regent Street Conservation Area, and to the setting of the listed buildings at Nos. 1 and 2 New Burlington Street. This is due to the increased massing that would disrupt the height and massing characteristic of the Regent Street Conservation Area in views from Regent Street along New Burlington Street and add a degree of domination to the setting of this Grade II listed building. At this stage, it is considered that the public benefits in the form of an increase in commercial floorspace and the associated increase in employment on site could outweigh the less than substantial harm to the heritage assets identified above. This is, however, provided they are further enhanced, particularly in relation to reducing carbon emissions, to ensure that the identified harm might be outweighed by public benefits.
  - o A Stage 2 Road Safety Audit for the access arrangement for the proposed off-street loading bay should be provided.
  - o The convoluted route to servicing the restaurant via the basement should be addressed in order to minimise the prospect of on street servicing.
  - o Further information on the proposed energy strategy, whole life-cycle carbon assessment, and the circular economy strategy are required.
  - o Quantitative evidence that the proposed development secures a net biodiversity gain in accordance with London Plan Policy G6D should be provided.
  - o The urban greening proposed should be reviewed in order to improve its quality or quantity in order to improve the proposal's Urban Greening Factor which is below the target set by London Plan Policy G5. This could include further vegetation and tree planting at roof level.
  - o A Flood Risk Assessment has not been submitted with the application and therefore comments on the acceptability of the proposed development in this



- regard are not possible.
- The failure to include rainwater harvesting to reduce surface water run-off and to enable water reuse is not acceptable.
- Corrected information is required in respect to the construction dust risk assessment in order to ensure that the correct mitigations measures are employed.
- An assessment of the impacts associated with emissions from construction traffic has not been carried out. Further information should therefore be provided to demonstrate that there will be no significant impacts on air quality at existing sensitive receptors as a result of emissions from construction traffic.
- Advises that, if approved:
  - Contributions towards Healthy Streets improvements should be secured via legal agreement.
  - A Deliveries and Servicing Plan and Travel Plan should be secured by condition.
  - A financial contribution to offset the residual operational regulated carbon emission should be secure by legal agreement.
  - A financial contribution of £220,000 [later reduced to £22,500 with agreement from TfL] should be secured to increase provision of cycle hire in the area and mitigate the site-specific impacts of the development in line with London Policy T4C.
  - A commitment to post-completion reporting prior to occupation on whole life-cycle carbon and circular economy matters should be secured.

#### RESIDENTS' SOCIETY OF MAYFAIR & ST. JAMES'S:

- The demolition of part of this priceless tailoring district is economically short-sighted.
- Questions the proposal for additional restaurants when those in existence all around the site are struggling for survival. What is needed is businesses that have invested over generations in their sites and have the loyalty to the area to hang on, providing work, and a continuing, rich heritage of commercial success.
- The destruction of the existing heritage streetscape - which delights residents and tourists alike - for such misguided short-termism should not be contemplated without a public inquiry.

#### MAYFAIR RESIDENTS GROUP:

- Any response to be reported verbally.

#### MAYFAIR NEIGHBOURHOOD FORUM:

- Any response to be reported verbally.

#### HIGHWAYS PLANNING MANAGER:

- Removal of on-site car parking is welcome. The reinstatement of footway will need to be secured.
- Whilst the provision of long-stay cycle parking and associated facilities is welcome, no short stay cycle parking is provided for the retail / restaurant use. Given that the development is for complete redevelopment, it is unclear why the development cannot provide these spaces on-site.
- Off-street servicing is welcome, as is the provision within the loading bay of a rapid charging point which would support electric freight delivery through allowing for top-

- up charging.
- The changes to the on-street parking arrangements to allow vehicular access to the off-street loading bay are broadly acceptable in principle but would need to be subject to changes to the traffic management orders (a separate legal process).
- An amending condition should be imposed to ensure adequate visibility splays so that drivers exiting the delivering bay have adequate visibility of pedestrians, thus maintaining their safety.
- The removal of the pavement lights and creation of a consistent footway surface is welcome.
- No objection is made to the changes to the building line, subject to agreeing areas that need to be formally stopped up or dedicated as public highway.
- Condition should be imposed preventing the doors from opening over the public highway.

#### WASTE PROJECT OFFICER:

- No objection.

#### HISTORIC ENGLAND (ARCHAEOLOGY):

- Concludes that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest and therefore no further assessment or conditions are necessary.

#### THE SAVILE ROW BESPOKE ASSOCIATION:

- Objection to the replacement of the three existing tailoring units within the Savile Row Special Policy Area with a flexible retail / restaurant space.
- In order to support the next generation of bespoke craftsmen and women there needs to be affordable space. A suggested layout and specification is provided for an average affordable unit size for a small (600 sq.ft – 56 sq.m) and medium (1,000 sq.ft – 93 sq.m) sized bespoke company. Would support the re-provision of two tailoring units on site, with the third tailoring space relocated elsewhere on Savile Row.
- Whilst it is accepted that the proposed replacement building will improve the view from New Bond Street along Clifford Street, argues that the new building could go further to create something more distinctive and inviting in order to connect the fashion retailing of New Bond Street with the craft retailing of Savile Row. This could be in the form of an element of public art linked to the tailoring heritage.
- Whilst welcomes the removal of the vehicular entrance to the basement on Savile Row, it remains unfortunate that an emergency exit door is still required on the south side of the proposed replacement building. Emphasises the importance of the shopfronts being of the highest design quality.

#### TRANSPORT FOR LONDON:

- Recommends that a Healthy Streets contribution is agreed with Westminster City Council.
- Requests that a financial contribution of £220,000 [later reduced to £22,500] is secured to increase provision of cycle hire in the area and mitigate the site-specific impacts of the development in line with Policy T4.C.
- The cycle parking provided does not meet the quality of cycle parking anticipated by the London Cycle Design Standards (LCDS). The cycle parking is stacked too close

together (0.4m). For double-stacked parking spaces the minimum space required between stands is 0.7m.

#### THAMES WATER UTILITIES LTD:

- No objection from a foul water perspective.
- Request the imposition of a condition preventing occupation of the development until confirmation had been provided that either: (i) Surface water capacity exists off-site to serve the development; (ii) A development and infrastructure plan has been agreed with the City Council and occupation of the development will accord with that plan; or (iii) All surface water network upgrades required to accommodate the development have been undertaken.
- Requests that a piling method statement is secured by condition to prevent damage to the nearby strategic sewer.
- Requests that additional information is provided to demonstrate a reduction in surface water discharge rates.

#### ENVIRONMENTAL SCIENCES:

- No objection on environmental noise or nuisance grounds.

#### METROPOLITAN POLICE SERVICE:

- A secure office lobby must be incorporated into the design of this development. The proposed building is vulnerable to intrusion due the lack of any secure line. The first secure line must be installed within the proposed office entrance and include fob access control for staff only.
- The doors to the rear of the office lobby should be under access control and be closed permanently.
- The proposed cycle stores should be reconfigured to provide a number of smaller stores and therefore should be separate cycle storage by use to avoid conflict and theft.
- Recommends that any approval of this application contains a relevant planning condition requiring the development to achieve a Secured by Design accreditation prior to occupation.

#### HISTORIC ENGLAND:

- The perception of greater scale and bulk that would result from the proposal's larger massing at its upper levels would, as perceived particularly in views from Regent Street, disrupt the sense of a subsidiary and consistent scale on this secondary street in the Regent Street Conservation Area. The proposed replacement building does not convincingly enhance the existing conditions particularly because of the additional height and bulk above the shoulder and, in some respects, its architectural expression. The additional bulk would cause some limited harm in some conservation area views.
- The same height and bulk combined with visual complexity introduced at roof level into the background of views of the Nos. 11-17 Savile Row would slightly increase the existing distraction caused by Nos. 18-19 and add a degree of domination, counteracting the enhancement promised by a greater complementarity of proportions to the setting of these listed building.
- This harm to these designated heritage assets' significance would be at a very low level.

## ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED:

No. Consulted: 192

Total No. of replies: 0

No. of objections: 0

No. in support: 0

PRESS NOTICE/ SITE NOTICE – Yes.

Consultation on amended application (December 2022)

## MAYFAIR RESIDENTS GROUP:

- Any response to be reported verbally.

## MAYFAIR NEIGHBOURHOOD FORUM:

- Any response to be reported verbally.

## RESIDENTS SOCIETY OF MAYFAIR &amp; ST. JAMES'S:

- Any response to be reported verbally.

## HIGHWAYS PLANNING MANAGER:

- The reduction in long stay cycle parking below policy requirements is unacceptable.
- The provision of short-stay cycle parking for the office is welcome, however the continued failure to provide short stay cycle parking for the retail / restaurant and the tailoring units is contrary to policy. A financial contribution to TfL's Cycle Hire scheme does not mitigate this policy conflict, with Para. 10.5.9 of the London Plan stating, "*Provision of cycle hire caters for a different market of cyclist and also should not be accepted in lieu of cycle parking*".

## WASTE PROJECT OFFICER:

- No objection.

## METROPOLITAN POLICE SERVICE:

- Any response to be reported verbally.

## THE SAVILE ROW BESPOKE ASSOCIATION:

- Very supportive of the addition of tailoring space within the proposed development.

## HISTORIC ENGLAND:

- Any response to be reported verbally.

## ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED:

No. Consulted: 192

Total No. of replies: 2

No. of objections: 1

No. in support: 1

## Objects on the following grounds:

- Disruption during the course of construction.
- The loss of the historical heritage associated with Savile Row which draws people from all over the world to visit this street and is the reason for the objector choosing

- this location for his business. Concerned that Savile Row will just become another generic street area like Carnaby Street or Soho which has no connection to its past other than its name.
- Questions the long-term thinking behind the development and whether the applicant has the street and the people invested in it at heart.

Supports on the following grounds:

- The development proposal will replace an obsolete building with low ceilings and poor infrastructure with a modern sustainable building that will become unusable as office space with upcoming environmental rules for businesses.
- The replacement building would retain spaces for tailoring businesses and there is already a restaurant and a coffee bar on the ground floor of the buildings, so this is not an application for change of use and would not change the character of Savile Row.

PRESS NOTICE/ SITE NOTICE – Yes.

### **Applications 2 and 3**

MAYFAIR RESIDENTS GROUP:

- Any response to be reported verbally.

MAYFAIR NEIGHBOURHOOD FORUM:

- Any response to be reported verbally.

RESIDENTS SOCIETY OF MAYFAIR & ST. JAMES'S:

- Any response to be reported verbally.

HISTORIC ENGLAND:

- No comment.

HISTORIC ENGLAND (ARCHAEOLOGY):

- Advised that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest given that the site has low to negligible archaeological potential, and the proposed groundworks are small-scale.
- No further assessment or conditions are therefore necessary.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED:

No. Consulted: 82

Total No. of replies: 0

No. of objections: 0

No. in support: 0

PRESS NOTICE/ SITE NOTICE: Yes.

## **5.2 Applicant's Pre-Application Community Engagement**

Engagement was carried out by the applicant with the local community and key stakeholders in the area prior to the submission of the planning application.

The engagement activities undertaken by the applicant (as listed in the submitted Statement of Community Involvement) are summarised below:

- A newsletter was posted to the surrounding area and a series of stakeholder meetings to consult and raise awareness of the plans for the site with the local community and these are outlined below.
- An advertised telephone number and dedicated e-mail address were provided to supply further information to residents, businesses and stakeholders on request, as well as to answer any questions that they may have.
- A newsletter was distributed to c.236 addresses on 4 May 2022. The newsletter was designed to offer an overview of the proposals and provide contact details through which interested neighbours can provide their feedback and ask any further questions or comments that they may have in relation to the proposals.

In addition, the following activities were undertaken:

<b>Engagement Method/Event/Activity</b>	<b>Date</b>	<b>Attendance</b>	<b>Summary of Discussions</b>
Meeting	22 February 2022	Richard Cutt of the Resident's Society of Mayfair and St. James's.	A general summary of discussions has been provided rather than separated by meeting.
Meeting	16 March 2022	Mayfair Neighbourhood Forum	A general summary of discussions has been provided rather than separated by meeting.
Meeting	31 March 2022	Meeting with Cllr Rigby (then the Chairman of Planning)	Officers present. For information only. No feedback provided.
Meeting	4 April 2022	Meeting with Cllrs Barnes and Glanz (former West End Ward Councillors)	A general summary of discussions has been provided rather than separated by meeting.

The Early Community Engagement guidance expects a development of this scale to also undertake: (i) Interactive Digital Engagement (i.e. an interactive website and / or digital social media platforms); and (ii) Public Exhibition / Consultation Events / Drop in Sessions. Neither of these forms of public engagement were undertaken.

In summary, across the range of engagement undertaken by the applicant the principal issues raised were:

- The historic relationship of No. 20 Savile Row with the Heathcoat family.
- Whether there was potential for the existing buildings to be retained and refurbished.
- Whether the existing tenant of the ground floor retail unit could be retained following the completion of the works.

- The design of the proposed replacement building was underwhelming, needing more detail and articulation.
- Concerns were also raised about the appearance of the building's western façade, in particular the view from Clifford Street and New Bond Street.

The applicant's Statement of Community Involvement and other application documents identify that the scheme has been revised in the following ways in response to views and representations expressed during pre-application community engagement:

- A woven brick detail was introduced within the façade of the proposed replacement building to reflect the site's historic association with the Heathcoat Family, add visual interest and provide greater articulation within the design.
- An updated choice of material and colour palette was selected to reflect the character of the buildings along Clifford Street and Savile Row and to respect their historic setting.

## **6. WESTMINSTER'S DEVELOPMENT PLAN**

### **6.1 City Plan 2019-2040 & London Plan**

The City Plan 2019-2040 was adopted at Full Council on 21 April 2021. The policies in the City Plan 2019-2040 are consistent with national policy as set out in the National Planning Policy Framework (NPPF) (December 2023) and should be afforded full weight in accordance with paragraph 219 of the NPPF. Therefore, in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, it comprises the development plan for Westminster in combination with the London Plan, which was adopted by the Mayor of London in March 2021 and, the Mayfair Neighbourhood Plan, adopted in December 2019 (see further details in Section 6.2).

As set out in Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 47 of the NPPF, the application must be determined in accordance with the development plan, unless material considerations indicate otherwise.

An emerging local plan is not included within the definition of "development plan" within ss.27 and 54 of the Town and Country Planning Act 1990 and s.38 of the Planning and Compulsory Purchase Act 2004. However, paragraph 48 of the NPPF provides that a local authority may give weight to relevant policies in emerging plans according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

The council published its draft City Plan Partial Review for consultation under Regulation 19 of the Town and Country Planning Act (Local Planning) (England) Regulations 2012

on 14 March 2024. The consultation continues until 25 April 2024. The Partial Review includes updated policies for affordable housing, retrofitting and site allocations. The Partial Review of the City Plan remains at a pre-submission stage and therefore having regard to paragraph 48 of the NPPF the policies within it will generally attract limited if any weight at all at this stage.

## **6.2 Neighbourhood Planning**

The Mayfair Neighbourhood Plan includes policies on a range of matters including public realm, directing growth, enhancing retail, commercial and public house uses, residential amenity, commercial growth, cultural and community uses, heritage, design, servicing and deliveries and environment and sustainability.

The plan has been through independent examination and was supported by local residents and businesses in a referendum held on 31 October 2019. It was adopted on 24 December 2019. It therefore forms part of the development plan for Westminster for development within the Mayfair neighbourhood area in accordance with accordance with Section 38 of the Planning and Compulsory Purchase Act 2004. Where any matters relevant to the application subject of this report are directly affected by the policies contained within the neighbourhood plan, these are discussed later in this report.

## **6.3 National Policy & Guidance**

The City Plan 2019-2040 policies referred to in the consideration of this application have been examined and have been found to be sound in accordance with tests set out in Paragraph 35 of the NPPF. They are considered to remain consistent with the policies in the NPPF (December 2023) unless stated otherwise.

## **7. BACKGROUND INFORMATION**

### **7.1 The Application Site**

Site 1 comprises two separate buildings, both of which date from the 1950s and were constructed following bomb damage on the site in WW2. Neither building is listed, but both are within the Regent Street Conservation Area.

Nos. 18-19 Savile Row is a smaller building, fronting only onto Savile Row, composed of basement, ground, seven upper floors and plant, predominantly in brick with blank bays to the south of the front facade. There is a prominent view of the front of the building along Clifford Street. The ground floor has two open and unrestricted Class E commercial units. The northern unit is occupied by Re:New, a concept clothing retailer exploring sustainability and circularity in the fashion sector. In addition to retailing, the store offers repairs and an embroidery service. It was previously occupied by The Deck - a clothing retailer. This retailer recently relocated to the ground floor of No. 32 Savile Row. The southern unit was occupied by a bespoke tailor, Maurice Sedwell, for approximately 35 years until it vacated in July 2022 and relocated to the first-floor rear of Nos. 9-10 Savile Row. The unit is now occupied by The Service, a coffee shop which was displaced from the ground floor of No. 32 Savile Row. It is understood that both units are let on short leases. The upper floors are occupied as offices.



No. 20 Savile Row is larger and is located at the corner of Savile Row and New Burlington Street, with a long return frontage to New Burlington Street as well as the Savile Row frontage. It is again composed of basement, ground and seven upper floors, in brick. The commercial unit on Savile Row is currently occupied by Marcel Rodrigues, a bespoke hat maker. The unit was occupied for a number of years by a bespoke tailor, Welsh and Jefferies, until this occupier vacated in early 2022. The commercial unit located over basement and grounds floors at the corner of Savile Row and New Burlington Street is occupied as a restaurant. The upper floors are occupied by offices, accessed by a ground floor entrance on Savile Row. The remainder of the basement of No. 20 Savile Row is made of vehicular parking (six spaces) accessed by a crossover and vehicular entrance on the Savile Row frontage.

A plaque on the ground floor of No. 20 Savile Row on the New Burlington Street frontage depicts John Heathcoat and is inscribed 'Heathcoat House 1808-1954'. John Heathcoat (7 August 1783 –18 January 1861) was the founder of a fabric manufacturer Heathcoat and Co. The dates on the plaque may relate to the duration during which the former buildings on the site stood and it appears likely that these buildings were occupied by Heathcoat and Co.

Site 2 comprises No. 17 Savile Row, a former terraced Georgian house, dating from c.1733. It immediately abuts Nos. 18-19 Savile Row. It is Grade II listed and located within the Mayfair Conservation Area.

Both sites are located within the CAZ, the Savile Row Special Policy Area, the Great Estates Archaeological Priority Area, and the West End Retail and Leisure Special Policy Area. The site is located within 'East Mayfair' for the purposes of the Mayfair Neighbourhood Plan.

The surrounding area is predominantly commercial, made up of offices, restaurants, retailers, tailors and art galleries. Records indicate that the nearest residential properties are 12 x flats at No. 33 Savile Row, a flat at No. 4 Clifford Street, and a flat at No. 11 Savile Row.

There are a number of listed buildings, whose settings would be affected by the proposed development. The most affected are:

- In views looking north-east along Clifford Street – No. 4 Clifford Street (Grade II), No. 5 Clifford Street (Grade II), No. 8 Clifford Street (Grade II\*), No. 9 Clifford Street (Grade II), No.16 Clifford Street (Grade II), No. 17 Clifford Street (Grade II) and No. 24a Old Burlington Street (Grade II\*).
- In views looking north-west along Savile Row – No. 11 Savile Row (Grade II\*), Nos. 12, 12a and 13 Savile Row (Grade II), No. 14 Savile Row (Grade II\*), No. 16 Savile Row (Grade II), and No. 17 Savile Row (Grade II).
- In views looking south-west from Regent Street – Heddon House, Nos. 133-167 Regent Street and Nos. 17 and 18 New Burlington Street (Grade II), Triumph House, Nos. 169-201 Regent Street (Grade II), and Nos. 1 and 2 New Burlington Street (Grade II).

To the rear of the site is New Burlington Mews, a private mews partly owned by the applicant that no longer provides vehicular access from Regent Street.

## 7.2 Recent Relevant History

None of relevance.

## 8. THE PROPOSAL

Planning permission is sought to demolish both Nos. 18-90 and No. 20 Savile Row, excavate to lower the existing basement by approximately 2.3m at Nos. 18-19 Savile Row and by approximately 1.8m at No. 20 Savile Row, and erect a replacement building over basement, ground, and 6/7 x upper storeys to provide:

- Basement - cycle parking (and associated lockers and changing facilities), plant, refuse store, a UKPN sub-station, and back-of house space.
- Ground – a service yard and office entrance on the New Burlington Street frontage, a flexible retail or restaurant unit at the corner of New Burlington Street and Savile Row, two units specifically for bespoke tailoring on the Savile Row frontage, and a fire escape adjacent to No. 17 Savile Row.
- First to sixth floors – office floorspace, including terraces at fourth to six floor levels.
- Seventh floor – an ‘event space’ associated with the proposed office accommodation, roof terraces and plant.
- Roof level – photovoltaics.

**Table 1: Existing and proposed land uses.**

Land Use	Existing GIA (sqm)	Proposed GIA (sqm) (as per original submission)	Proposed GIA (sqm) (as per first revised submission)	Proposed GIA (sqm) (as per second revised submission)	+/-	+/-
Office (Class E)	6,047	8,113	8,053	8,005	+1,958	+1,958
Retail (Class E)	805	Between 0 and 746	Between 0 and 596 <sup>1</sup>	Between 0 and 596	Between -805 and -209	-918
Restaurant (Class E)	832	Between 0 and 746	Between 0 and 596	Between 0 and 596	Between -832 and -236	
Bespoke tailoring (Class E)	0	0	123	123	+123	
<b>Total</b>	<b>7,684</b>	<b>8,859</b>	<b>8,771</b>	<b>8,724</b>	<b>+1,040</b>	<b>+1,040</b>

All of the supporting information is based on the above distribution of uses within Class E and therefore the application has been assessed on this basis.

<sup>1</sup> 596 sq.m of the ground floor is proposed to be use for either restaurant or retail floorspace (both Class E).

The application is referable to the Mayor of London as it comprises the erection of a building that exceeds 30m in height.

The application was amended in December 2022 in the following ways:

- Addition of two bespoke tailoring units (58 sq.m and 65 sq.m) at ground floor level on the Savile Row frontage. The originally submitted application proposed a single flexible retail / restaurant unit occupying the whole ground floor (excluding the office entrance, loading bay and fire escape). The applicant has committed to these two units being used as bespoke tailoring uses in perpetuity (to be secured by planning condition or legal agreement).
- Addition of a visitor cycle store at basement level and separation of the cycle stores by uses within proposed building. In addition, the office cycle parking store has been updated to provide a greater level of separation so that fewer bikes are stored within each storage area.
- Minor design changes in the form of: (i) The consolidation of plant to the northern side, enabling a large event space to be provided at roof level; (ii) Slight changes to the design of the shopfronts along Savile Row; and (iii) The provision of additional photovoltaic arrays at roof level above the lift core.

As summarised within Section 5.1 of this report, the following limited re-consultation exercise was undertaken following these amendments to the development proposal - the local amenity societies, parties with an interest in the amendments made (i.e. Historic England, the Savile Row Bespoke Association, and the Metropolitan Police Service), as well as the owners / occupiers of nearby buildings. Notice of the development was also re-advertised via a site notice and an advertisement within a local newspaper.

The development proposal was revised for a second time to increase the set back of the sixth floor (a brick faced office floor) on the New Burlington Street frontage from 1.3m to 2.6m and to increase the set back of the seventh floor (a plant enclosure) from 2.6m to 2.9m. The result is that the seventh floor is 1.0m closer to the edge of the sixth floor roof. It was not considered that further consultation was required given the minor nature of this amendment.

Applications for planning permission and listed building consent are also sought at No. 17 Savile Row to underpin the northern part of the building to accommodate the proposed lowered basement at Nos. 18-20 Savile Row and to raise the height of the northern chimney stack so that it would be taller than the proposed replacement building.

## **9. DETAILED CONSIDERATIONS**

### **9.1 Land Use**

#### **Savile Row Special Policy Area**

##### *Policy Summary*

London Plan Policy SD4(A) states, “*The unique international, national and London-wide roles of the CAZ, based on an agglomeration and rich mix of strategic functions and local uses, should be promoted and enhanced*”. Part G adds, “*The CAZ as a centre of*

*excellence and specialist clusters including functions of state, health, law, education, creative and cultural activities, and other more local Special Policy Areas should be supported and promoted*. Savile Row's association with bespoke tailoring is cited as an example suitable for the use of Special Policy Areas that could provide protection from development pressures and market conditions that could lead to the loss of valued specialist clusters of uses or functions that have particular significance to London's unique identity, economic function or cultural heritage (Para. 2.4.15).

The City Plan designates an area spanning either side of Savile Row between Burlington Gardens and Conduit Street as the Savile Row Special Policy Area, with City Plan Policy 23 stating:

*"A. Development in the Savile Row Special Policy Area (SPA) will complement and enhance its continued role as an international centre of excellence for bespoke tailoring, supported by complementary Class E (commercial, business and service uses) floorspace that respects townscape and heritage value.*

*B. New bespoke tailoring uses will be supported throughout the SPA, particularly at lower floor levels. Proposals for other uses that would result in the net loss of tailoring floorspace from the SPA will be resisted, unless this relates to floorspace benefiting from temporary consent for tailoring purposes.*

*C. Where new Class E (commercial, business and service uses) development incorporates retail floorspace, provision of a size, type and format that complements the unique character and function of the SPA is encouraged. Redevelopment proposals that would result in the replacement of multiple individual stores with large format retail will be resisted*".

In respect to Part C, the supporting text (Para. 23.4) outlines how: (i) The type of new retail floorspace should be in the fashion industry and be one that offers bespoke services; and (ii) The size of new retail units should normally be up to 300 sq.m GIA.

The supporting text goes on to state, "*Any proposals for the wholesale redevelopment of existing retail premises that would require planning permission should therefore respond to the unique character and offer of the tightly defined SPA. Conditions will be used to restrict the extent to which any new Class E (commercial, business and service uses) development can be occupied by large format retail*" (Para. 23.4).

In terms of complementary uses within the Savile Row SPA, the supporting text states, "*Other Class E (commercial, business and service uses) that are of a scale and design that respect local townscape, and can complement the commercial nature of the area, are in principle supported – as uses such as cafes and restaurants can increase dwell time, and additional office floorspace can contribute to the strategic office function of the CAZ*" (Para 23.4).

Mayfair Neighbourhood Plan Policy MR6.1 states, "*Proposals for new Creative Originals retail development in Mayfair will be encouraged*", whilst Policy 6.2 states, "*Proposals which involve the loss of Creative Originals floorspace should be resisted unless being replaced nearby*".

'Creative Originals' is defined with the glossary of the Mayfair Neighbourhood Plan as, *"Creative Originals retailers whose goods are based on the manufacture, production or sale of physical artefacts, the value of which derive from their perceived creative or cultural value and exclusivity. Examples are designer fashion, bespoke tailoring, craft-based activities such as jewellery and arts and antiques"*.

Since the submission of the application in May 2022:

- The northern unit within Nos. 18-19 Savile Row, arranged over basement and ground floor levels, became vacant following the fashion retailer (The Deck) relocating to No. 32 Savile Row. The Deck is a high-end clothing retailer but without any on-site manufacturing of clothing. This takes place off-site. It is now occupied by Re:New, a concept clothing retailer exploring sustainability and circularity in the fashion sector.
- The southern unit within Nos. 18-19 Savile Row, occupied by a bespoke tailor (Maurice Sedwell) for approximately 35 years, became vacant in July 2022 when it relocated to the first-floor rear of Nos. 9-10 Savile Row. Later in 2022, this unit was occupied by The Service, a coffee shop which was displaced from the ground floor of No. 32 Savile Row in order to make room for the relocated The Deck.
- The ground floor commercial unit within No. 20 Savile Row, formerly occupied for a number of years by a bespoke tailor, Welsh and Jefferies, until this occupier vacated in April 2022, was first occupied by a 'pop-up' retailer on a short-term basis and is now occupied by a bespoke hat maker.

None of the above changes in occupancy constituted development requiring planning permission. This is because: (i) All of the former and current uses fall within Class E (bespoke tailors comprise a composite use made up of elements of retail sales and light industry – both uses within Class E); and (ii) None of this floorspace is prevented by condition or legal agreement from changing to other use(s) within Class E.

The proposed provision of two ground floor units dedicated for use as bespoke tailors will mean that the development proposal would not result in a net loss of tailoring floorspace from the Savile Row SPA or the loss of 'creative original' floorspace. There is therefore no conflict with City Plan Policy 23(B) and Mayfair Neighbourhood Plan Policy MR6.2.

The inclusion of two units dedicated to bespoke tailoring would result in a development that enhances the SPA's continued role as an international centre of excellence for bespoke tailoring through adding new bespoke tailoring uses within the SPA, in accordance with City Plan Policy 23(A) and (B). The amendments made to the development proposal respond to the Savile Row Bespoke Association's initial objection by proposing two fairly small, and therefore more affordable, units suitable in this prominent location that visually links Savile Row and New Bond Street. Furthermore, the applicant proposes that:

- The use of these units as bespoke tailors be retained in perpetuity by condition or legal agreement.
- One of these units would be made available rent free for a period of five years, to

- support new tailors that could not otherwise access Savile Row.
- It will undertake reasonable endeavours to ensure that five three-year tailoring apprenticeships would be provided, focussed in the first instance on Westminster residents.

These all represent benefits of the redevelopment scheme.

Whilst bespoke tailors may occupy some or all of the existing units should permission be refused, given that there are no restrictions upon other uses within Class E occupying these units, this is in no way guaranteed.

In respect to the proposed flexible retail or restaurant unit proposed, this would either replace the current restaurant on site with one of similar size or potentially provide a relatively large (586 sq.m) retail unit that would significantly exceed the 300 sq.m threshold suggested in the supported text for what would constitute 'large format retail' for the purpose of City Plan Policy 23(C). The applicant has indicated, however, that this unit could be split up into smaller units. Unless this is secured by condition, however, this is not guaranteed.

The existing units comprises four commercial units over basement and ground floor level, one of which in the form of the restaurant is already large (832 sq.m). Whilst the proposed development could potentially reduce the number of units to three units (the larger unit proposed to be for used as either a restaurant or a retail unit that is capable of subdivision), the fact that the proposed largest potential unit is smaller than the existing restaurant, means that it is considered that the proposed form of development would complement and enhance the unique character and function of the Savile Row SPA w. In the context of a development that includes two bespoke tailoring units that the Savile Row Bespoke Association welcomes, it is considered that the development, when taken as a whole, is acceptable when assessed against City Plan Policy 23.

### **Increase in office floorspace and job capacity**

London Plan Policy SD4(B) states, *"The nationally and internationally significant office functions of the CAZ should be supported and enhanced by all stakeholders, including the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values"*. London Plan Policy E1(A) supports improvements to the quality, flexibility and adaptability of office space of different sizes through new office provision, refurbishment and mixed-use development. London Plan Policy E1(B) states that increase in the current stock of office should be supported in various locations, including the CAZ, whilst London Plan Policy E1(C) states, *"The unique agglomerations and dynamic clusters of world city businesses and other specialist functions of the central London office market, including the CAZ... should be developed and promoted"*. London Plan Policy E2(B) states, *"Development of B Use Class business uses should ensure that the space is fit for purpose having regard to the type and use of the space"*.

City Plan Policy 1 outlines how growth will primarily be delivered through the intensification of the CAZ, the West End and the town centre hierarchy in order to provide at least 63,000 new office-based jobs. City Plan Policy 2 seeks significant job growth through a range of commercial-led development through the intensification of the

West End Retail and Leisure Special Policy Area. City Plan Policy 13 reiterates the new jobs target set out within City Plan Policy 1 and provides support for new and improved office floorspace that meets the needs of modern working practices within the parts of the CAZ with a commercial or mixed-use character (which includes the application site), enabling the continued growth and clustering of the creative, knowledge and research-based sectors. City Plan Policy 14 supports the intensification of town centres, high streets and the CAZ.

Policies MSG1, MGS2 and MC1 of the Mayfair Neighbourhood Plan all support growth within Mayfair and, in particular commercial (including office) growth within Central and East Mayfair.

The proposed development would provide 8,005 sq.m of high-quality office floorspace (+1,958 sq.m) in the CAZ and in East Mayfair. This is supported by London Plan Policies SD4, E1 and E2(B), City Plan Policies 1(B)(1), 2(A), 13(A) and 14(A), and Policies MC1, MSG1 and MSG2(e) of the Mayfair Neighbourhood Plan.

Based on an employment density of 1 employee per 11.6 sq.m (the average density of the general office sub-sectors<sup>2</sup>), the proposed increase in office floorspace will add capacity for 80 FTE office-based jobs when compared to the existing office floorspace on site. This will contribute to the target of providing capacity for at least 63,000 new office-based jobs over the Plan period (i.e. 3,000 jobs per annum), as set out within City Plan Policy 13.

### **Affordable / flexible workspace**

The GLA Stage 1 response states that the lack of provision of affordable workspace is not compliant with the London Plan and that the applicant should work further with the City Council to include within the development a portion flexible / affordable workspace or small office units suitable for micro, small and medium sized enterprises.

London Plan Policy E1(G) requires development proposals relating to new or existing offices to, “...take into account the need for a range of suitable workspace including lower cost and affordable workspace”. Furthermore, London Plan Policy E2(A) supports boroughs working up policies, “...that support the provision, and where appropriate, protection of a range of B Use Class business space, in terms of type, use and size, at an appropriate range of rents, to meet the needs of micro, small and medium-sized enterprises and to support firms wishing to start-up or expand”, and Part D states, “Development proposals for new B Use Class business floorspace greater than 2,500 sq.m. (gross external area), or a locally determined lower threshold in a local Development Plan Document, should consider the scope to provide a proportion of flexible workspace or smaller units suitable for micro, small and medium-sized enterprises”.

These supportive general policies for the provision of affordable workspace are complemented by London Plan Policy E3 that sets out a number of circumstances where planning obligations may be used to secure affordable workspace at rents maintained below market rates for specific social, cultural or economic development purposes.

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<sup>2</sup> Employment Density Guide (3<sup>rd</sup> edition), November 2015.

These circumstances are where there is affordable workspace currently on site or where boroughs have identified specific locations where affordable workspace should be protected or provided and have worked up detailed policies accordingly.

There is no affordable works space currently on-site and, although City Plan Policy 13(C) provides general support throughout the City for proposals that involve the provision of affordable workspace, it does not contain an overt policy requirement for affordable workspace provision.

For this reason, despite the objections in the GLA Stage 1 on this ground, it is concluded that the failure to provide affordable workspace in the proposed development is not in breach of policy.

In terms of the flexibility of the proposed floorspace, whilst the replacement building proposes larger and more open plan office floorplates than existing, the building could be let to different occupiers by floor, providing a degree of flexibility for small and medium sized enterprises (SMEs). This is in accordance with London Plan Policy E2.

## **Ground Floor Commercial Units**

The proposed replacement building would result in a slight reduction in active frontage from approximately 52m to approximately 45m. This is a result of the proposed office reception (relocated from Savile Row to New Burlington Street) being wider than existing and the proposed service yard on New Burlington Street being wider than the vehicular entrance on Savile Row. Despite the small loss in frontage that serves visiting members of the public, the proposed building will provide an entirely active frontage on Savile Row. Given that Savile Row has the greater retail presence of the two streets and forms the heart of the Savile Row SPA, the proposed replacement building is considered to be acceptable when assessed against City Plan Policy 14(B) that requires uses that provide active frontages and serve visiting members of the public at the ground floor throughout the town centre hierarchy.

Whilst the development proposal could potentially see the loss of all restaurant floorspace on site, the development will still provide an acceptable retail and leisure experience within the West End Retail and Leisure Special Policy Area, in accordance with City Plan Policy 2.

Given that the maximum size of a restaurant unit is smaller than existing, there is no concern about its impact on the occupants of the residential units in this part of the CAZ or in terms of the impact upon the vitality, diversity and function of the local area, in accordance with City Plan Policy 16.

## **9.2 Environment & Sustainability**

### **Sustainable Design and the Circular Economy**

#### *Summary of policy and guidance*

NPPF Para. 157 states, “*The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change.*”



*It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; **encourage the reuse of existing resources, including the conversion of existing buildings;** and support renewable and low carbon energy and associated infrastructure” [emphasis added].*

London Plan Policy GG5 states, “*To conserve and enhance London’s global economic competitiveness and ensure that economic success is shared amongst all Londoners, those involved in planning and development must... [under Part H]: recognise and promote the benefits of a transition to a low carbon circular economy to strengthen London’s economic success*”. The supporting text states, “*Creating a low carbon circular economy, in which the greatest possible value is extracted from resources before they become waste, is not only socially and environmentally responsible, but will save money and limit the likelihood of environmental threats affecting London’s future*” (Para. 1.6.2).

‘Circular economy’ is defined within the London Plan’s glossary as, “*An economic model in which resources are kept in use at the highest level possible for as long as possible in order to maximise value and reduce waste, moving away from the traditional linear economic model of ‘make, use, dispose’*”.

The promotion of transitioning to a low carbon circular economy is also supported by London Plan Policy GG6 that states, “*To help London become a more efficient and resilient city, those involved in planning and development must... [under Part A]: seek to improve energy efficiency and support the move towards a low carbon circular economy, contributing towards London becoming a zero-carbon city by 2050*”.

London Plan Policy D3 states, “*All development must make the best use of land by following a design-led approach that optimises the capacity of sites ... Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. The design-led approach requires consideration of design options to determine the most appropriate form of development... that responds to a site’s context and capacity for growth... and that best delivers the requirements set out in Part D*’. Part D refers to a number of requirements, including under Part 13 that development proposals should, “*aim for high sustainability standards (with reference to the policies within London Plan Chapters 8 and 9) and take into account the principles of the circular economy*”. Figure 3.2 and the supporting text set out a hierarchy of building approaches which maximises use of existing material, with ‘retain’ at its heart, stating, “*Diminishing returns are gained by moving through the hierarchy outwards, working through refurbishment and re-use through to the least preferable option of recycling materials produced by the building or demolition process*” (Para. 3.3.12).

Retaining existing building fabric is also supported by London Plan Policy SI 7(A)(1) that sets out the objective to, “*promote a more circular economy that improves resource efficiency and innovation to keep products and materials at their highest use for as long as possible*” and City Plan Policy 37(A) that states, “*The Council will promote the Circular Economy...*”. The supporting text for London Plan Policy SI7 states, “*London should move to a more circular economy as this will save resources, increase the resource efficiency of London’s businesses, and help to reduce carbon emissions. The successful implementation of circular economy principles will help to reduce the volume of waste that London produces and has to manage. A key way of achieving this will be*

*through incorporating circular economy principles into the design of developments...*". (Para. 9.7.1). The large proportion of London's total waste that is made up of construction, demolition and excavation waste is highlighted in London Plan Para. 9.7.4 that states that in 2015, this waste stream constituted 54 per cent of the total waste generate in London (9.7 million tonnes).

Section 2.4 of the Mayor of London's Circular Economy Statements guidance (March 2022) sets out Circular Economy design approaches for existing buildings, with Para. 2.4.1 stating that the 'decision tree' should be followed to inform the design process for the development from the outset (informed by a pre-redevelopment and pre-demolition audits, where possible, and a whole life carbon assessment). In cases where there are existing buildings on site, the decision tree asks it is technically possible to retain these buildings in whole or part. If so, the decision tree asks whether the existing building, or parts of these building, are suitable to the requirements of the site. If the answer is 'yes in whole', the guidance indicates that the building should be retained and retrofitted. If the answer is 'yes in part', the guidance indicates that the building should be partially retained and refurbished. This approach, the guidance states, is to follow the approach set out in Figure 3.2 of the London Plan, stating, "...*retaining existing built structures totally or partially should be prioritised before considering substantial demolition, as this is typically the lowest-carbon option*" (Para. 2.4.2). Such an approach is required to adhere to London Plan Policy D3 that states that development proposal should take into account the principles of the circular economy. In terms of what optioneering is expected Para. 2.4.5 adds, "*When assessing whether existing buildings are suited to the requirements for the site, applicants should robustly explore the options for retaining existing buildings (either wholly or in part). Where disassembly or demolition is proposed, applicants should set out how the options for retaining and reconstructing existing buildings have been explored and discounted; and show that the proposed scheme would be a more environmentally sustainable development*".

City Plan Policy 38(A) states, "*New development will incorporate exemplary standards of high quality, sustainable and inclusive urban design and architecture befitting Westminster's world-class status, environment and heritage and its diverse range of locally distinctive neighbourhoods*". City Plan Policy 38(D) (Design Principles) adds, "*Development will enable the extended lifetime of buildings and spaces and respond to the likely risks and consequences of climate change by incorporating **principles of sustainable design**...*" [emphasis added]. The supporting text for City Plan Policy 38 states, "*As new developments are large consumers of resources and materials, the possibility of sensitively refurbishing or retrofitting buildings should also be considered prior to demolition...*" (Para. 38.11).

Guidance on the meaning of 'sustainable design principles' is found within the 'Retrofitting and Sustainable Design' chapter of the Westminster's Environmental SPD (February 2022). The guidance states, "*The upgrade and reuse of existing buildings is a sustainable approach and can help by avoiding the higher carbon footprint associated with constructing new buildings*" (p. 104). Page 87 also states, "*Where all or part of the existing building can be retained and demolition can be avoided, this will help conserve resources, reduce embodied carbon, minimise waste and avoid dust and emissions from demolition. However, this needs to be carefully balanced against other sustainability objectives, the need to deliver new housing and economic growth, meaning demolition*

*will still be appropriate in some circumstances. When balancing the merits and impacts of retention or demolition of the existing building, the council will consider environmental, economic and social sustainability issues in the round with reference to other City Plan policies". This guidance adds that, "Putting the circular economy into action in Westminster's built environment means in the first instance exploring retention and refurbishment of buildings rather than demolition and re-build. If this is not possible, then incorporating reused materials into a new development" (p.96).*

### Assessment

The applicant states that the design team has followed a 'retrofit first' approach in working up the development proposal by prioritising the retention and retrofitting of existing buildings over their demolition and redevelopment. To this end, the applicant explored three development options and assessed both the upfront (the so-called 'cradle to completion' – Modules A1- A5) and the whole life carbon emissions (the so-called cradle to grave – Modules A-C) carbon emissions for each option.

These options are as follows:

**Table 2 – Upfront and whole life carbon emissions of development options**

	Option 1 - Retention of structural frame for 18-19 and 20 Savile Row	Option 2 - Retention of structural frame for 20 and rebuild 18-19 Savile Row	Option 3 - Redevelopment of both buildings (i.e. the development proposal)	GLA aspirational benchmark	GLA benchmark
Upfront carbon ('cradle to practical completion') (i.e. Modules A1-A5) (kgCO <sub>2</sub> e/m <sup>2</sup> )	343	693	775	<600	<950
Whole life carbon ('cradle to grave') (i.e. Modules A-C (excluding B6 and B7) (kgCO <sub>2</sub> e/m <sup>2</sup> )	956	1,085	1,188	<970	<1,400

Nos. 18-19 Savile Row and No. 20 Savile Row are structurally independent buildings and are considered to be structurally sound. In order to better align the two building's layout, grid and floor levels to enable them to function as a single building, as shown in Option 2, major structural works will be required. These include moving or expanding the

core which will involve some demolition and re-building of new structures. The carbon impact from these various structural alterations is included in the above whole life carbon assessment.

The above figures are an updated position from that originally submitted and that reviewed by officers at the GLA. This updated position reflects an improved understanding within the industry of embodied carbon and more detailed material quantities provided by the applicant's structural engineer. In respect to the figures for the development proposal scheme, these include: (i) An assumed 25% reduction in raft concrete volume through the use of Piecewise Reuse of Extracted Concrete (PRECS), a technique whereby pieces of concrete from an existing building are extracted and reused in the construction of the replacement buildings; (ii) The reuse of 50% of the existing brickwork on site; and (iii) The reuse of 3,290 sq.m of raised access floor from the existing buildings on site.

Option 2 would extend the floorplates out to match a similar envelope to the new build. However, as this option retains the lower floor to ceiling heights of Nos. 18-19 Savile Row there is effectively an additional floor for the equivalent height structure. Therefore, Option 2 has a floorspace of 9,383 sq.m GIA in comparison to the new build floorspace of 8,724 GIA.

Despite finding that the demolition and new build option would be the most carbon intensive option, the applicant proceeded with this development option on the grounds that the other options were unable to provide the same quality of space, flexibility, occupier comfort, along with health, wellbeing, and environmental standards when compared to the new build. More specifically, the applicant states that Options 1 and 2 were not pursued because:

- These options would fail to increase the floor to ceiling heights, typically around 2.35m, to meet market expectations (2.8m+).
- These options would fail to provide the same levels of internal light as the new build option. This is due to the lower floor to ceiling heights that reduce the penetration of light into the floorplates, albeit these options would have a central core that would mean that occupants of the office would be closer to windows when compared to the proposed development that pushes the cores to the outside of the site in order to deliver large open plan floorplates.
- The levels of the floorplates between the retained No. 20 Savile Row and the rebuilt Nos. 18-19 Savile Row will be significantly out of alignment (Option 1) and there is a desire for larger, open plan floorplates with minimal interruption by structural columns.
- These options fail to rectify the lack of level access to the building (only one of the ground floor units benefit from level access and this is not across the whole of the unit).
- These option 1 do not provide the same degree of open plan office floorplate when compared to the new build option due to the core remaining in the centre of the floorplate.
- Amalgamating and extending the two buildings would require a significant amount of the building to be demolished in any event to allow for rear extensions, the relocation of the cores and to deal with boundary columns between the two building.

In terms of the market demands for office floorspace in this part of the West End, the applicant points out that the total office floorspace within the part of the CAZ that is within Westminster has been declining over the last 15 years. Furthermore, there is a lack of new office floorspace in the development pipeline to reverse this trend. This lack of supply, combined with strong demand (+28% across central London since the COVID pandemic) for new and refurbished offices because of tenants' desire to occupy high-quality office space as a way to entice workers back into the office, attract international talent, and adhere to corporate environmental objectives through operating within highly efficient and low carbon buildings, means that office vacancy rates (5.5%) is below the ten year quarterly average of 6.4% for the West End. For new and refurbished buildings within Mayfair and St. James's, the applicant states that the vacancy rate is only 2.8%. The result is that office rents for the best quality office buildings in this area are increasing. In size terms, the applicant argues that since the COVID pandemic there has been a notable increase in the take-up of large offices (i.e. those above 60,000 sq. ft (5,574 sq.m)) and there is a particular lack of supply of such offices currently on the market within Mayfair and St. James's. In quality terms, the applicant states that in Mayfair and St. James's, the annual take-up of new and refurbished office floorspace has grown by 659% since the COVID pandemic. This contrast to a fall in take-up of second-hand offices of 26% over the same period.

The applicant argues that the inability to increase the floor-to-ceiling heights of the building and to improve the natural light levels means that the floorspace could only ever be considered to 'second hand space' (i.e. already used space that has not undergone major refurbishment), for which there is a low and declining demand (-34% across central London since the COVID pandemic). For this reason, the applicant states that there was a 20-month vacancy period at rear second floor of No. 20 Savile Row and that the rents achieved have been significantly lower than other nearby buildings on the applicant's estate that have been recently retrofitted. The applicant reasons that the two office buildings on site will suffer from growing vacancy and protracted voids because of the inescapable deficiencies in the structure of the buildings and due to low and declining demand for second hand category B office floorspace in Mayfair and St. James's.

For these reasons, the applicant argues that the proposed development is supported by:

- City Plan Policy 13 that supports improved office floorspace and additional floorspace that meets the need of modern working practices.
- London Plan Policy SD4(B) that requires the support and enhancement of the nationally and internationally significant office functions of the CAZ and the provision of sufficient space to meet demand for a range and types and sizes of occupier.

Feedback from GLA officers in February 2023 states, *"Upon further review and with coordination with the Circular Economy Officer the reasoning for demolition is not deemed to be adequate as the proposed new build appears to be of similar scale to the existing building. Has the applicant quantified the proposed benefits of the new build as the new build has the largest WLC impact of all the design options assessed?"*

Following further justification for the redevelopment of the site being provided by the applicant to officers at the GLA, the following update to the GLA's Stage 1 response has been provided, *"It is understood that whilst it is considered technically feasible to retain the existing building, the applicant considers the existing building unsuitable to fulfil the*

*requirements of the development brief. The applicant has provided evidence to demonstrate this and nothing further is requested in this regard at the current stage. However in principle, it remains that the buildings to be demolished are of the same typology with the key constraint being the requirements set out in the applicant's development brief, which should be considered when weighing up overall benefits demonstrated across the whole planning submission compared to the demolition”.*

Officers agree that it is technically feasible to retain the buildings as a whole or in part, with various structural alterations. Furthermore, such a refurbished building would be capable of being highly efficient in term of operational carbon emissions. Given that the upper floors of the buildings have contributed to the office stock within the CAZ since the erection of the buildings in the 1950s, no robust marketing evidence has been provided to explain why the floorspace is not fully let, and that the floorplates of the buildings are relatively shallow (and often dual aspect) meaning that the current floor-to-ceiling heights are considered to be adequate, it is concluded that the buildings are suited for the requirements of the site. The two buildings could also remain separate, thereby reducing the structural interventions associated with amalgamating two structurally independent building. Level access could provided to both buildings by cutting away the ground floor slab and creating internal ramps. The basement is large and is considered to be of sufficient size to accommodate end and trip facilities and the plant requirements of the two buildings.

The retention of the frames of both buildings will deliver the highest carbon reductions and less carbon-intensive alterations could provide some of the benefits of the new build scheme. These include outdoor amenity space, greater urban greening, cycle parking and associated end of journey facilities, and improvements to the access arrangements. Officers therefore agree with the update to the GLA's Stage 1 response that the key impediment to the retention of the buildings is the constraints imposed by the applicant's development brief to achieve open plan floorplates across the whole site and providing Grade A quality office floorspace.

For these reasons, it is concluded that the proposal would be contrary to circular economy principles, the most important of which is to keep resources (in this case the existing building) in use at the highest level possible for a long as possible. This would fail to help transition London to a low carbon circular economy, fail to incorporate principles of sustainable design, and result in unjustified carbon emissions. It is therefore concluded that in circular economy respects, the proposal is contrary to London Plan Policies GG5, GG6, D3 and SI 7 and City Plan Policies 37 and 38.

This conflict with the above policies in respect to the circular economy needs to be weighed against the policy support for the proposed development in respect to growth in office floorspace with the CAZ, jobs creation, and improvements in the quality of the office floorspace, as well as the public benefits that will flow from the proposed development. As set out above in Section 9.1 of this report, there is policy support throughout the development plan for the growth in office floorspace within the CAZ, job creation, and for improving the quality of office floorspace, including within London Plan Policies SD4 and E1, City Plan Policies 1, 2, 13 and 14, and Mayfair Neighbourhood Plan Policies MSG1, MSG2 and MC1.

In addition, the proposed development would deliver benefits to Savile Row as an international centre for excellence for bespoke tailoring through delivering two bespoke tailoring units in perpetuity, one of which would be made available rent free for a period of five years from first occupation to support new tailors that could not otherwise be able to access Savile Row. Such provision is supported by City Plan Policy 23. Furthermore, the applicant is committed to undertaking reasonable endeavours to ensure that five three-year tailoring apprenticeships are provided, focusing in the first instance on young Westminster residents. This is supported by City Plan Policy 18(D).

The proposed development would also be liable to make a financial contribution of £41,000 to support the Westminster Employment Service. The site's employment capacity would also increase, which will have associated economic benefits.

In respect to the policy support for additional office floorspace within the CAZ, however, the actual increase in office floorspace delivered by the proposed development is modest (+1,958 sq.m GIA). Furthermore, it is partially offset by the 918 sq.m GIA reduction in other Class E floorspace from the site. The result is that the proposed replacement building would only increase the commercial floorspace on site by 1,040 sq.m GIA. Furthermore, the proposed development would only result in a modest increase in the site's employment capacity of 43 FTE jobs (an increase of 80 FTE jobs associated with the office floorspace but a loss of 37 FTE jobs associated with the other Class E floorspace on site).

This modest increase in the site's employment capacity is in stark contrast to the increase in 246 FTE jobs that the applicant expects as a consequence of the proposed development compared to the current employment on site. This is mostly due to the high level of vacancy on site – the applicant states that the office parts of the building were 45% vacant in June 2023. The applicant estimates that the current number of employees on site is 300 FTE jobs; significantly lower than the employment capacity of the existing site of 431 FTE jobs. The applicant also uses the employment density for the office element of the proposed development of 10 sq.m per FTE job (the employment density for 'finance and insurance' – presumably the applicant's target market) as opposed to the average employment density of 11.6 sq.m per FTE job for the general offices. Finally, these figures have not been updated following the final revision to the proposed development that slightly reduces its floorspace; albeit the impact on job numbers would not be significant.

Based on the expected increase of 246 FTE jobs on site and, assuming that the significant increase in rents (and therefore rateable value) expected as a result of the floorspace proposed being more efficient and higher quality would attract higher value and more productive tenants, the applicant estimates that the proposed development would deliver:

- An additional £660,000 in worker expenditure per annum.
- An additional output in gross value added<sup>3</sup> (GVA) terms of £36m per annum (increasing to £73m per annum should the new office occupiers be amongst Mayfair's most productive firms).

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<sup>3</sup> The value generated by any unit engaged in the production of goods and services.

- An increase tax revenue (business rates, VAT, corporate and income tax etc.) of between £11m and £14m per annum (increasing to between £22m and £29m per annum should the new office occupiers be amongst Mayfair's most productive firms).

No robust marketing evidence, however, accompanies the application to explain the current levels of vacancy on site. The only vacancy period identified is that the rear second floor of No. 20 Savile Row was vacant for 20 months prior to the current letting of this space in June 2021. In the absence of any further evidence to explain the currently low level of occupancy, it is considered likely that the current low levels of occupancy are a result of the buildings being emptied at the end of tenancies pending the outcome of this planning application. Indeed, the applicant advises that recent unsuccessful attempts to let parts of the buildings have all been on a short-term basis, indicating that achieving vacant possession is likely to be the applicant's overriding objective.

Furthermore, no evidence accompanies the application to explain why less carbon intensive alterations and / or extensions to the existing buildings would not significantly increase the buildings' occupancy rate and therefore deliver a large proportion of these economic benefits without the high carbon and waste costs of redeveloping the site.

For these reasons, it is considered that more weight should be given to the development's ability to generate an increase in the site's employment capacity of 43 FTE jobs as opposed to the expected increase in the number of actual jobs on site of 246 FTE jobs.

The modest increase in the site's employment capacity means that, even if the proposed development were able to attract higher value and more productive tenants, the associated economic benefits in terms of additional worker spend, increased economic output and increased tax revenues would be significantly less than as set out above. These economic benefits are not considered to outweigh the conflict with the policies within the adopted development plan in respect to sustainability and the circular economy.

Furthermore, whilst it is accepted that a refurbished, altered and extended office floorspace may not be as high quality as the proposed replacement building, London Plan Policy SD4(B) provides policy support for a range of types, sizes and cost of office floorspace, stating, "*The nationally and internationally significant office functions of the CAZ should be supported and enhanced by all stakeholders, including the intensification and provision of sufficient space to meet demand for a range of types and sizes of occupier and rental values*". It is considered that refurbishing and possibly altering and / or extending the buildings would mean that the office floorspace would still contribute to the office function of the CAZ, albeit to a different sector of the market. Maintaining diversity in type and rental values of office floorspace within the CAZ is supported within the development plan, which weighs against the economic benefits associated with providing Class A floorspace on this site.

For these reasons, the policy support for additional and improved office floorspace within the CAZ, as well as increased job capacity, are not considered to outweigh the significant carbon and waste impact of the proposed development caused by the proposed development failing to adhere to the sustainability and circular economy



policies within the development plan that promote circular economy principles and principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings. Furthermore, the proposal is not considered to deliver sufficient public benefits to act as compelling material considerations to justify this departure from policy. The proposed development would therefore fail to help transition London to a low carbon circular economy through generating unjustified waste and carbon emissions. In those respects, the development proposal is contrary to London Plan Policies GG5, GG6, D3 and SI 7 and City Plan Policies 37 and 38. It is recommended that permission be refused on this ground.

### **Energy Performance**

London Plan Policy SI 2 requires major development to be net zero-carbon, with a minimum reduction in regulated emissions (i.e. those associated with heating, cooling, ventilation, hot-water and lighting) of 35 per cent beyond Part L of the Building Regulations 2013 (or, if updated, the policy threshold will be reviewed). Residential development should achieve 10 per cent, and non-residential development should achieve 15 per cent through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided, in agreement with the borough, either:

- 1) through a cash in lieu contribution to the borough's carbon offset fund, or
- 2) off-site provided that an alternative proposal is identified and delivery is certain.

City Plan Policy 36(B) requires major development to be zero carbon. City Plan Policy 36(C) adds, *'Where it is clearly demonstrated that it is not financially or technically viable to achieve zero-carbon on-site, any shortfall in carbon reduction targets should be addressed via off-site measures or through the provision of a carbon offset payment secured by legal agreement'*.

Policy MES4 of the Mayfair Neighbourhood Plan requires all new non-domestic development to be zero carbon.

National building regulations were updated to enhance energy performance standards for new buildings through Part L 2021 that came into force on 15 June 2022. The Mayor of London's updated Energy Assessment Guidance states that an on-site carbon reduction of at least 35 per cent beyond Part L 2021 of building regulations should be achieved, with the GLA website stating that all applications submitted on or after 1 January 2023 will be required to follow the 2022 Energy Assessment guidance and use the 2022 Carbon Emissions Reporting Spreadsheet (version 2). This application was submitted before this date and therefore is still assessed as improvement against a notional development that meets the requirements of Part L 2013. Regardless of the baseline used to compare the development proposal and the methodology used, the above energy policies all require development proposals to achieve the maximum possible operational regulated carbon savings, with the aim to be zero carbon.

**Table 3: Regulated carbon dioxide savings from each stage of the energy hierarchy.**

	Regulated Carbon Dioxide Savings	
	Tonnes CO <sub>2</sub> per Annum	%
<b>Be Lean:</b> Savings from energy demand reduction	17.1	19
<b>Be Clean:</b> Savings from heat network	0.0	0
<b>Be Green:</b> Savings from renewable energy	19.0	21
Cumulative on-site savings	36.1	40
Carbon shortfall	54.4	-
	Tonnes CO <sub>2</sub>	
Cumulative savings for offset payment	1,623	
Cash-in-lieu contribution (£330 / tonne)	£535,590	

The proposed development is proposed to utilise highly efficient air and water source heat pumps for heating, cooling and hot water, a 138 sq.m array of roof level photovoltaic panels that has a maximum peak output of approximately 30kW, and best practice building fabric materials to achieve low U-values. Taken together, these measures are expected to reduce the regulated operational carbon emissions by 40% compared to a Part L 2013 compliant building. The application has been amended to increase the area of roof level photovoltaic panels from 110 sq.m to 138 sq.m. This has increased the carbon savings from renewable energy by 3 percentage points.

There are no district heat networks within the vicinity of the application site and therefore there are no opportunities to make carbon savings through connecting to a heat network. Had the development been acceptable in other respect, a condition would have been recommended securing the ability of the development to be connected to a district heat network should one come forward in the future.

Officers are now satisfied that the carbon savings are the maximum that can be achieved on site and that a financial contribution towards the City Council's Carbon Offset Fund of £536,000 secured by legal agreement would be used to fund carbon savings off-site to offset the residual operational carbon emissions arising from the proposed development. Correspondence from the GLA also indicates that there are no outstanding objections to the proposed development from an operational energy perspective.

### **BREEAM 'Excellent'**

City Plan Policy 38(E) requires non-domestic developments of 500 sq.m or above to achieve at least BREEAM 'Excellent' or equivalent standard. The proposed development

is targeting a BREEAM rating of 75.9% as a minimum. This is 5.9% above the requirement for a BREEAM rating of 'Excellent' which gives certainty that this rating will be achieved. This meets the requirement of City Plan Policy 38(E) and is therefore acceptable.

### **Circular Economy**

London Plan Policy SI 7(B) requires referable application (such as the development proposal) to promote circular economy outcomes and aim to be net zero-waste. The policy requires that a Circular Economy Statement should be submitted to demonstrate:

- 1) how all materials arising from demolition and remediation works will be re-used and/or recycled
- 2) how the proposal's design and construction will reduce material demands and enable building materials, components and products to be disassembled and re-used at the end of their useful life
- 3) opportunities for managing as much waste as possible on site
- 4) adequate and easily accessible storage space and collection systems to support recycling and re-use
- 5) how much waste the proposal is expected to generate, and how and where the waste will be managed in accordance with the waste hierarchy
- 6) how performance will be monitored and reported.

The Mayor of London adopted the Circular Economy Statement guidance in March 2022. This guidance states, "*CE [Circular Economy] statements, or elements of the statement, can be submitted as compliant or pioneering. To demonstrate the promotion of Circular Economy outcomes in line with Policy SI 7, all Circular Economy statements should aim to set out best practice, rather than recording business-as-usual activities*" (Para. 3.4.1).

City Plan Policy 37(C) states, "*Developers are required to demonstrate through a Circular Economy Statement, Site Environment Management Plan and/or associated Site Waste Management Plan, the recycling, re-use, and responsible disposal of Construction, Demolition and Excavation waste in accordance with London Plan targets and the council's Code of Construction Practice (CoCP)*". The accompanying guidance states, "*Implementing the waste hierarchy and promoting circular economy principles is key to reducing the amount of waste produced and ensuring that more materials are reused, repaired and recycled*" (p. 94 of the Environmental SPD).

The addendum to the Circular Economy Statement that originally accompanied the application sets out the following key circular economy commitments:

- Minimum of 97% of the demolition waste material (non-hazardous) diverted from landfill for reuse, recycling and recovery.
- Minimum of 95% excavation waste material diverted from landfill for beneficial use.
- Minimum of 95% of construction waste material diverted from landfill for reuse, recycling and recovery.
- Minimum of 65% of municipal waste generated by the operational phase of the proposed development to be recycled.
- Minimum of 20% of the building material elements to be comprised of recycled or

reused content.

In terms of re-use of existing building fabric within the proposed development, the Pre-Demolition Audit estimates that the total volume arising from deconstruction is 14,198 tonnes, of which 7% (by weight) is designated for re-use off-site and 9% (by weight) is designated for use on-site.

The materials for re-use on site is as follows:

- 10% of metal (including 100% re-use of railings, balustrade and bicycle racks).
- 25% Piecewise Resue of Extracted Concrete in order to achieve a 25% reduction in the raft concrete volume.
- 50% of brick for use in the basement walls or for re-use in the rear façade of the proposed replacement building.
- 100% of stone in the form of the Heathcote plaque and the first floor window pediments.
- 100% reuse of raised access flooring on site (if suitable storage is found).

The applicant has designated the following for re-use off-site:

- 16% of metal
- 1% of electronics
- 99% of glass.
- 13% of gypsum.
- 74% of timber.
- 100% of carpet.
- 23% of ceramics.
- 55% of plastic.
- 100% of mineral fibre.

Steel, brick and steel have been chosen as building components to increase opportunities for the materials that could be reused at the end of the proposed development's life-cycle.

Whilst the circular economy commitments either meet or exceed those set out within London Plan Policy SI 7(A), for the reason set out above, this does overcome the proposal's failure to adhere to circular economy principles or principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings. Were the existing buildings on site retained rather than demolished, this would clearly result in a significant reduction in waste generation and demand for new materials.

### **Whole Life Carbon**

London Plan Policy SI 2(F) requires, "*Development proposals referable to the Mayor should calculate whole life-cycle carbon emissions through a nationally recognised Whole Life-Cycle Carbon Assessment and demonstrate actions taken to reduce life-cycle carbon emissions*". The Mayor of London's 'Whole Life-Cycle Carbon Assessments' guidance was adopted in March 2022. WLC benchmarks have been developed, broken down into life-cycle modules. Aspirational benchmarks that represent a 40% improvement based on the World Green Building Council's target to achieve a 40% reduction in WLC emissions by 2030 are also set out.

The applicant has assessed the Whole Life Carbon Emissions of the proposed development. This is a more holistic approach to assessing the carbon impact of development than purely focussing on regulated operational emissions. It includes operational carbon emissions from both regulated and unregulated (i.e. those associated with cooking and small appliance) energy use, as well as its embodied carbon emissions associated with the development's construction and carbon emissions associated with the dismantling, demolition and eventual material disposal. Embodied carbon emissions are those associated with raw material extraction, manufacture and transport of building materials and construction.

In terms of the whole life impact of the development including all modules over the building's notional 60-year life cycle, this is anticipated to be 11,690,128 kg CO<sub>2</sub>e (1,340 kg CO<sub>2</sub>e/m<sup>2</sup>). Operational water and energy over the building's notional 60-year life cycle is expected to be 11.3% of the total.

The applicant has taken a number of actions to reduce embodied carbon associated with the development, including (but not limited to):

- Selection of low carbon cross laminated timber structural typology for the floors.
- Rationalisation of the steel frame to reduce spans and reduce total steel tonnage.
- Selection of brick façade which compares favourably to alternatives such as stone.
- Rationalisation of space planning to maximise the basement space and avoid adding an extra basement level.

In terms of how these figures relate to the benchmarks contained within the GLA's WLC guidance:

- The upfront carbon emissions (i.e. Modules A1-A5) is 18.4% lower than the GLA's WLC benchmark of 950 kg/Co<sub>2</sub>e/m<sup>2</sup> and 29.2% above the GLA's WLC aspirational benchmark of 600kg/Co<sub>2</sub>e/m<sup>2</sup>.
- The whole life carbon impact of the development for Modules A-C (excluding B6 and B7) is 15.1% lower than the GLA's WLC benchmark of 1,400kg/Co<sub>2</sub>e/m<sup>2</sup> and 26.4% above the GLA's WLC aspirational benchmark of 970kg/Co<sub>2</sub>e/m<sup>2</sup>.

Given that the applicant is able to demonstrate that actions have been taken to reduce life-cycle carbon emissions from the proposed development and that the expected whole life cycle emissions are 30.0% lower than the GLA's WLC benchmark, the development is compliant with London Plan Policy SI 2.

This conclusion does not, however, detract from the failure of the proposed development to incorporate circular economy principles or principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings. As demonstrated within Table 2, had these principles been prioritised, the carbon impact of the development would have been significantly lower.

## **Air Quality**

The applicant has submitted an Air Quality Neutral Assessment. The report establishes that the proposed development is air quality neutral for buildings and transport. During

the construction phase the impact of dust has been classed as low or negligible risk. This is in accordance with London Plan Policy SI 1, City Plan Policy 32 and Mayfair Neighbourhood Plan MES 1.2

In respect the initial concerns set out in the GLA's Stage 1 response, officers at the GLA have confirmed that the report, which has fully taken account of the previous comments and revised the dust risk assessment, is now acceptable.

### **Flood Risk & Sustainable Drainage**

The site is in Flood Zone 1 and not within a Surface Water Management Zone and therefore has a low risk of surface water flooding from either fluvial or surface water flooding.

In terms of sustainable drainage, both London Plan Policy SI 13 and City Plan Policy 35(J) require development proposals to aim to achieve greenfield run-off rates and demonstrate how all opportunities to minimise site run-off have been taken.

Surface run-off from the development to proposed to be attenuated through the use of blue roofs beneath the proposed terraces at third, fourth, fifth, sixth and seventh floor levels, ensuring that water is dealt with as close to source as possible. A blue roof system provides temporary water storage attenuation at roof level through the use of a layer of geocellular crate and restricts the release of this water at the outlets. The total capacity of these blue roofs is 15.7 cubic metres.

The proposed SUDs strategy will restrict surface water run off to the public sewer to a peak discharge of 5.2l/s for a 1 in a 100-year (+40% climate change) event. Although not as low as greenfield run-off rates, it will provide a betterment of 77% when compared to existing run-of rates for this storm event. This is acceptable in this instance.

Officers at the GLA consider that the applicant has provided appropriate justification for not including rainwater harvesting within the basement. This includes the low yield compared to the additional carbon expenditure required to provides a second basement level and the spatial constraints within the existing basement. Considering that other SuDS have been provided, this is considered sufficient justification.

### **Odour**

The design of the building includes tenants' risers in both the north and east sides of the building. These could be used as kitchen extract routes to ensure that any cooking smells from primary cooking are taken to roof level to ensure adequate dispersal, in accordance with City Plan Policy 33(D).

## **9.3 Biodiversity & Greening**

An Urban Greening Factor (UGF) assessment has been undertaken and the expected score is 0.3. This compares to the existing site's UGF score of 0. This is achieved through the provision of planters around terraces areas and roof level rain gardens. The development will achieve the UGF target for a predominantly commercial development, as set out within London Plan Policy G5. The potential for the scheme to accommodate

urban greening has been maximised taking into account the site circumstances and development constraints in this instance and the development would provide net gains in terms of urban greening compared to the existing site circumstances. As such, the application accords with the City Plan Policies 7(E) and 34, as well as London Plan Policy G5.

London Plan Policy G6(D) requires development proposal to manage impacts on biodiversity and aim to secure net biodiversity gain. City Plan Policy 35(G) states, *“Developments should achieve biodiversity net gain, wherever feasible and appropriate. Opportunities to enhance existing habitats and create new habitats for priority species should be maximised. Developments within areas of nature deficiency should include features to enhance biodiversity, particularly for priority species and habitats”*.

The Biodiversity Impact Assessment that accompanies the application states that the proposals would achieve a biodiversity net gain of 0.25 units (achieving 100% as there are currently no units on site). This is acceptable.

#### **9.4 Townscape, Design & Heritage Impact**

##### **Statutory Requirements, Policy and Guidance**

The key legislative requirements in respect to designated heritage assets are as follows:

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (‘the LBCA Act’) requires that *“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*

Section 66 of the same Act requires that *“In considering whether to grant planning permission... for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*

Section 72 of the same Act requires that *“In the exercise, with respect to any buildings or other land in a conservation area... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*

Whilst there is no statutory duty to take account of effect on the setting of a conservation area, Policy 39(K) in the City Plan 2019-2040 states that features that contribute positively to the significance of the setting of a conservation area will be conserved and opportunities will be taken to enhance conservation area settings, wherever possible.

Government guidance on how to carry out the above duties is found in the National Planning Policy Framework (NPPF). At the heart of the framework is a presumption in favour of ‘sustainable development’ where protecting and enhancing the built and historic environment forms part of one of the three overarching interdependent objectives (economic, social and environmental).

Chapter 16 of the NPPF sets out how the historic environment should be conserved and enhanced, and makes it clear at Paragraph 205 that when considering the impact of a proposed development on a designated heritage asset (which includes its setting), local planning authorities should give 'great weight' to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification and substantial harm or total loss should be exceptional. In the case of Grade II\* or Grade I listed or registered assets or World Heritage Sites, substantial harm or loss should be wholly exceptional (Paragraph 206).

If the harm is deemed to be less than substantial, Paragraph 208 of the NPPF requires that harm to be weighed against the public benefits of the proposals including, where appropriate, securing its optimum viable use. In undertaking this exercise, the decision maker is required to take into account the above statutory duties to have special regard or pay special attention, as relevant, to the desirability of preserving the significance of the designated heritage asset(s) affected by the proposed development or works. This should also take into account the relative significance of the affected asset and the severity of the harm caused.

In considering these proposals the key urban design and conservation policies relate to the protection of conservation areas, the setting of listed buildings, views, and the quality of the replacement building. These include City Plan Policies 38, 39 and 40.

### **Redevelopment of 18-20 Savile Row (Application 1)**

Nos. 18-20 Savile Row comprises two, unlisted, buildings which are in the Regent Street Conservation Area and also in the Great Estates Area of Special Archaeological Priority. Both buildings have been altered to various degrees in the past.

No. 18-19 Savile Row dates from 1956 and has no historic or architectural merit. It incorporates a massive, vertical, panel of blank brickwork, above a classically-detailed portico which is a later addition that looks peculiar in the context of building's otherwise austere facade. This brickwork panel is a poor design feature, clearly visible in the view east along Clifford Street. The remainder of the building is bland and compares unfavourably with the vast majority of buildings in the Regent Street Conservation Area; it is equally poor when seen in the context of the Mayfair Conservation Area and the adjacent, and nearby, listed buildings.

No. 20 Savile Row has facades to New Burlington Street and Savile Row. It dates from 1958 has limited historic and architectural interest. The red-brick facades are well-finished but sparsely detailed. The main features of any interest are some of the window surrounds which have carved stonework, a carved stone plaque of John Heathcoat, and a vague sense of architectural hierarchy in the façades. However, overall, the building is coarse and lacks the scale, detail, and materiality necessary to harmonise with its surroundings. This is particularly noticeable looking south-east in Savile Row towards the New Burlington Street corner of the building where its scale and detailed design are conspicuously at odds with neighbouring buildings.



The assessment is that both buildings make a neutral contribution in heritage asset terms, and this is also the opinion of Historic England and officers at the GLA.

#### *Impact on Heritage Assets*

The proposal envisages clearing the site and the erection of a brick-faced building rising through six storeys with a set-back seventh storey and a further set-back eighth storey. The existing Heathcoat plaque would be removed and reinstated in a comparable position on the new facade, at first-floor level, and other pieces of decorative stonework would be reused on the new facades.

However, with regard to listed building and conservation area matters, both Historic England and the GLA find that the proposed redevelopment would cause less than substantial harm, with Historic England stating that the harm is at the 'low end' of less than substantial. In addition, objections have been received on various grounds including a perceived adverse impact on designated heritage assets and on the bespoke tailoring heritage of Savile Row. Given the statutory obligations set out within Sections 66 and 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as set out above, this harm must be given great weight when weighed against the public benefits of the proposal, including securing the optimum viable use of the site (as required by NPPF Para. 208),

As regards objections to the impact of the development on the historic character of Savile Row as a world-renowned place associated with bespoke tailoring, the plans have been amended to provide two shop-type units in Savile Row for tailoring purposes. This aspect of the scheme has been developed in discussion with the Savile Row Bespoke Association. The applicant proposes that use of the units would be secured for bespoke tailoring, or tailoring-related uses, by planning condition or legal agreement. Subject to that agreement being formalised, the revised proposal has adequately addressed the tailoring issue in heritage asset terms.

Historic England's summary of their objection highlights that the existing buildings, *"...feature in the background townscape of several Georgian listed buildings on Savile Row and in views on surrounding streets in the Mayfair Conservation Area. The proposed demolition and replacement of the buildings with a taller and bulkier development would disrupt the height and massing characteristic of their New Burlington Street context, and would fail convincingly to enhance the site's contribution in the latter views. Planning policy strongly encourages the enhancement of settings and conservation areas wherever possible... The proposed development is not convincingly justified and could better fulfil policy in these regards"*. Historic England does, however, note that any actual harm to the significance of designated heritage assets would be at "a very low level". In response to the comment, the application has been revised to reduce the apparent height and bulk of the building in views along New Burlington Street. The amended design has therefore satisfactorily addressed the objection. Furthermore, as noted below, there are also enhancements in heritage asset terms.

In views along New Burlington Street, the impact of the latest revised scheme on the skyline is slight. The alteration to the roofscape in these views is not so conspicuous or dramatic as to draw attention away from the street level views, which continue to appropriately frame the splendid façade of former Police Station in Savile Row.

The view along Clifford Street towards the site will be improved by the new building which has an attractive facade instead of a large and incongruous area of blank brickwork.

In Savile Row, the massing of the new building is an improvement as regards the transition of scale from the development site to the neighbouring listed building at No.17 Savile Row. Here, the proposed building begins a deep set-back at the sixth storey. This is apparent in close and longer distance views, thus the setting of listed buildings in Savile Row is improved as far as the development's massing is concerned in Savile Row views.

#### *Detailed Design*

In terms of the building's detailed design, this is an improvement in heritage asset terms. The main body of the building is to be faced in a light-brown brick with the upper levels and set-backs faced with a light-grey brick, and the window reveals are to be clad with brushed aluminium. There is a thoughtfully detailed richness to the brickwork, the grouping of windows on the Savile Row façade into a three-bay arrangement better reflects the tighter grain of historic development in the street and neighbouring Mayfair Conservation Area, and the colour of the facing materials is more harmonious than the current red-brick facades. The set-back sixth floor will incorporate salvaged decorative stonework over the windows, and at street level the proposed shopfronts are well detailed and provision has been made for advertisements to be sensitively located.

The rear facades are of light-grey brick and tiered with a series of terraces incorporating planting. This contributes positively to urban greening. The mechanical plant at roof level will be appropriately screened.

Therefore, the development as a whole will be an improvement in heritage asset terms and accords with City Plan policies 38, 39, and 40, and Mayfair Neighbourhood Plan policy MD.

#### *Heathcoat Plaque*

NPPF Para. 204 states, *"In considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal"*.

The Heathcoat plaque currently affixed to No. 20 Savile Row is proposed to be removed, safely stored and reinstated at first floor in a similar location as existing.

The proposal to reuse the Heathcoat plaque in a similar position to existing is acceptable, providing a memento of the Site 1's origins and therefore preserves an element of the local heritage significance which No. 20 Savile Row possesses.

It is not considered that the plaque's removal and reinstated constitutes its full or part demolition for the purposes of the Town and Country Planning (Consultation) (England) Direction 2021. As such, if the City Council resolves to approve the development at Site 1, it is not considered that it is required to consult the Secretary of State in order to allow him the opportunity to recover the application for his determination under Section 77 of

the Town and Country Planning Act (1990).

### **Alterations to No. 17 Savile Row (Applications 2 and 3)**

Although unusual, it is not unprecedented for chimneystacks to be raised and, in this case, the additional height is required if it is to maintain its safe functionality. As part of the neighbouring redevelopment the flank wall is to be partly reduced in height in conjunction with proposed set-backs to the upper floors. In terms of the impact this has on the setting of No. 17 Savile Row, the alterations to the wall are beneficial because the transition of scale between the buildings becomes less abrupt, and the extension of the chimney stack is neutral in terms of its impact on the appearance and special interest (significance) of No. 17 Savile Row as a grade II listed building because it raises an already altered stack which is seen in the context of the already taller adjoining building, and it maintains the ability to use the chimneys which can aid natural ventilation of the building. There are other examples of raised chimneys (many historic) where floors have been added to neighbouring buildings in the area and in this case the increased height is neither excessive nor incongruous. Therefore, the alteration is neutral in terms of its impact on the character and appearance of the Mayfair Conservation Area.

The extension to the chimney stack to No. 17 Savile Row are acceptable in their own right, irrespective of whether or not the neighbouring development at No. 18-20 Savile Row goes ahead. This is because the raised chimneystack would not appear incongruous in views from within the Regent Street or Mayfair conservation areas, and it would not cause any harm to the building's special interest. This is subject to the imposition of a condition ensuring that the brickwork used to extend the chimney stack matches the existing.

If permission were to be granted for the redevelopment of Nos. 18-20 Savile Row, it is not considered necessary to impose a 'Grampian' condition for the works to extend the chimney at No. 17 Savile Row to be completed prior to the commencement of development. Whilst this is the usual approach for necessary off-site works, in this case such a condition would not pass the 'necessary' test because these off-site works are not necessary to preserve the special interest of No. 17 Savile Row, being only desirable to allow the chimneys to operate if the owner wishes to use the fireplaces. It is also not considered necessary for this chimney stack to be extended for the redevelopment at Nos. 18-20 Savile Row to take place. The replacement building would simply butt up against the existing chimney stack. For these reasons, it is sufficient that these works have been assessed at the same time as the application to redevelop the neighbouring site. Whether the works are undertaken and, if so when, is a private matter between the owners of No. 17 Savile Row and Nos. 18-20 Savile Row. If the owner of No. 17 Savile Row chooses not to undertake these works, it will mean that the fireplaces will not be able to be adequately vented but this can be remedied by extending the chimney for which permission and consent is sought in Applications 2 and 3.

Also, in connection with the redevelopment, underpinning of adjoining properties including No.17 Savile Row is required to form the new basement floor level at Nos. 18-20 which is to be approximately 2.3m below the existing basement floor level. A ground movement assessment has been carried out, amongst other technical studies, and it predicts the damage to be, "*at worst, within Category 1 as described in the 'Classification of Visible Damage to Walls' table... within the acceptable damage levels*

*set out in the City of Westminster subterranean development policies* [Elliot Wood Structural Engineering Report and Subterranean Construction Method Statement]. Category 1 cracks are defined by the Building Research Establishment as, *“Fine cracks of up to 1mm... [that] can be treated easily using normal decoration. Damage generally restricted to internal wall finishes; cracks rarely visible in external brickwork”*. This degree of impact on No. 17 Savile Row is not harmful to its special interest, and making good would normally be dealt with as a Party Wall matter.

### **Fire Safety**

London Plan Policy D12 states that major applications should be accompanied by a fire statement, prepared by a suitably qualified third-party assessor, demonstrating how the development proposals would achieve the highest standards of fire safety, including details of construction methods and materials, means of escape, fire safety features and means of access for fire service personnel. Further to the above, London Plan Policy D5(B)(5) seeks to ensure that development proposals incorporate safe and dignified emergency evacuation for all building users.

The applicant has prepared a revised Fire Statement that provides more clarity and detail. Discussions with officers at the GLA reveal that the original objection to the application to the development proposal on fire safety grounds has been overcome and that the proposal development now accords with policy.

### **Archaeology**

Historic England (Archaeology) has reviewed the proposal and advises that it is unlikely to have a significant effect on heritage assets of archaeological interest and therefore no further assessment or conditions are necessary.

## **9.5 Residential Amenity**

Given the distance to the neighbouring between the application site and the nearest residential properties, the proposal will not result in any material impact upon the occupants of these properties in respect to daylight / sunlight, sense of enclosure or privacy.

An acoustic report accompanies the application that sets out the lowest background noise levels to establish maximum noise criteria that the selected plant is required to comply with. Subject to the imposition of conditions, Environmental Sciences raises no objection to the proposal from a noise perspective.

## **9.6 Transportation, Accessibility & Servicing**

### **Parking**

The removal of the existing on-street car parking is compliant with City Plan Policy 27(F).

The number of cycle parking spaces required by the proposed development is set out below.

**Table 4 – Cycle parking requirements and provision**

Use	Policy requirement	Provision	+/-
Office (short-stay)	11	12	+1
Office (long-stay)	115	115	0
Flexible retail or restaurant / bespoke tailoring (short-stay)	32	0	-32
Flexible retail or restaurant / bespoke tailoring (short-stay)	4	6	+2
<b>Total</b>	<b>162</b>	<b>133</b>	<b>-29</b>

Table 4 demonstrates that the cycle parking proposed is policy compliant with the exception of short-term cycle parking associated with flexible retail / restaurant unit and the two bespoke tailoring units which is contrary to London Plan Policy T5. Furthermore, the long-stay cycle parking for the non-office Class E floorspace is all located within the flexible retail / restaurant unit and therefore would not be accessible for staff working within the two proposed bespoke tailoring units. The failure to provide any long-stay or short stay cycle parking for the staff of the bespoke tailors is also contrary to London Plan Policy T5.

In order to cater for a modal shift towards cycling in the decades to come, it is important to take opportunities as developments come forward to accommodate the short-term cycle parking on-site. Although London Plan Policy T5(D) does allow on-street parking where it is not possible to provide short-stay cycle parking on-site, in this case the proposal is for the demolition and redevelopment of the site and therefore it is clearly possible to provide the required cycle parking on site. Furthermore, the public highway is a finite and a much-contested space that needs to accommodate various functions and is often not able to provide the required short stay cycle parking associated with development proposal.

It is, however, accepted that breaking up the frontage on Savile Row with a door to some off-street cycle parking is not desirable and therefore the provision of some or all of the required short-term cycle parking on the public highway is the best that can be achieved in this instance. Whilst the applicant has committed to making a financial contribution of £22,500 towards the maintenance costs associated with cycle hire in the area, following a request from Transport for London in order to mitigate increased demand for this service, this does not mitigate the failure to provide short-term cycle parking as: (i) London Plan Para. 10.5.9 clearly states, "*Provision of cycle hire caters for a different market of cyclists and also should not be accepted in lieu of cycle parking*"; and (ii) The financial contribution agreed will not increase cycle hire spaces in the vicinity of the site, only contributing to docking station maintenance.

Given that the area on New Burlington Street that is currently behind the railings is not to be constructed upon, officers enquired whether this could be dedicated as public highway and thereby widen the footway. This would assist in providing space for the required short-stay cycle parking near the site. Disappointingly, however, the applicant declined to offer up this land for dedication. Had the development been acceptable in other respects, a study would have been undertaken by the City Council to identify whether there are suitable locations for short term cycle parking immediately adjacent to the application site and, if so, the installation of as many as possible would have been secured by legal agreement as part of the highways works associated with the redevelopment of this site. The location and number of these cycle parking space is a matter for the City Council as the Highways Authority when designing the highways works. In addition, conditions would have been imposed requiring staff working within the non-office Class E uses at ground floor to be given access to the proposed changing rooms / lockers / showers at basement level.

### **Servicing**

There is no access for servicing from the rear from New Burlington Street Mews. The proposed for off-street loading and unloading from a new off-street loading bay accessed from New Burlington Street is acceptable. The applicant has committed to including rapid EV charging facilities within the loading bay to allow top up charging to electric vehicles. This is clearly welcome.

Had the proposed development been acceptable in other respects, the necessary changes to the on-street parking restrictions would have been secured by legal agreement. It is important that these changes, which is a separate legal process requiring public consultation, is completed prior to the commencement of development (including demolition) in order: (i) To ensure that this process is independent of the planning system; and (ii) To ensure that there is no impediment that it outside the control of the applicant that could prevent the continuity of the redevelopment of the site.

A concern is raised by the GLA and Transport for London in respect to the lack of pedestrian splays for vehicles exiting the proposed loading bays. Had the development been acceptable in other respects, an 'amending condition' would have been imposed showing an alteration to the detailed design of the loading bay to ensure that adequate visibility splays can be achieved to secure the safety of pedestrians.

Had the proposed development been acceptable in other respects, the reinstatement of the vehicle crossover to footway on Savile Row would have been secured by legal agreement as part of the wider highway works.

### **Doors opening over the public highway**

The proposed door at the southern corner of the Savile Row frontage opens out on to the highway. This is a fire escape door and therefore needs to open outwards. Furthermore, this door is located adjacent to a narrower stretch of Savile Row footway, which is 'sheltered' by the protruding railings and lower ground floor access to 17 Savile Row. For these reasons, subject to the imposition of a condition preventing this door being opened other than during an emergency, the proposal to have a door opening over the public highway is acceptable.

## Highways dedication / stopping up

None of the proposed development builds over the public highway and therefore there is no requirement for any public highway to be stopped up.

The proposed development will be stepped back from the current building in three small areas on Savile Row – land beneath bottom step of the two shops and land beneath the entrance portico, both to Nos. 18-19 Savile Row. Had the development been acceptable in other respects, this dedication would have been secured by legal agreement.

## 9.7 Economy including Employment & Skills

### *Employment capacity*

Based on an employment density of 1 employee per 11.6 sq.m (the average density of the general office sub-sectors<sup>4</sup>), the proposed increase in office floorspace will add capacity for 80 FTE jobs when compared to the existing office floorspace on site. This increase, however, is partly offset by the proposed reduction in other Class E floorspace over ground and basement floors levels. The employment capacity for the existing retail, coffee shop and restaurant floorspace is approximately 72 FTE jobs and this would reduce to approximately 35 FTE jobs as a result of the proposed development. Overall, the net result of the proposed development would be a modest increase in the site's employment capacity of 43 FTE jobs.

The increase in job capacity supported by this site will help to promote opportunities for local employment and will lead to increased spending in existing nearby shops and services and other town centre uses. Furthermore, the applicant's offer to undertake reasonable endeavours to ensure that five three-year tailoring apprenticeships would be provided, focussed in the first instance on Westminster residents, is clearly welcome and, if realised, will give opportunities for local residents to enter this trade.

### *Employment and Skills*

City Plan Policy 18(D) states, "*Major developments will contribute to improved employment prospects for local residents. In accordance with the council's Planning Obligations and Affordable Housing SPD, this will include:*

- 1. financial contributions towards employment, education and skills initiatives; and*
- 2. for larger schemes, the submission and implementation of an Employment and Skills Plan".*

The Planning Obligations and Affordable Housing SPD (adopted March 2024) sets out how developments proposing a net increase in commercial floorspace of between 1,000 sq.m and 9,999 sq.m will be required to make a financial contribution but there is no requirement to produce an Employment and Skills Plan. Based on the formula within the guidance note, the proposed development would be liable to make a financial contribution of £41,000 to support the Westminster Employment Service (payable prior to the commencement of development). Had the development been acceptable in other

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<sup>4</sup> Employment Density Guide (3<sup>rd</sup> edition), November 2015.

respect, this financial contribution would have been secured by legal agreement.

## **9.8 Other Considerations**

### **Crime and Security**

The concerns of the Metropolitan Police Service in respect to the lack of a secure line of turnstiles with fob access within the ground floor office entrance could have been addressed through the imposition of a condition requiring details of such a facility to be submitted for approval. Such a secure line would also address the concerns in respect to the ability to access the upper floors of the building through the doors to the rear of the lobby.

In addition, following adjustments to the basement layout, the cycle store for flexible retail/restaurant and office have been provided within separate stores. In addition, the main office cycle store now includes partial separation so that the store provides two general sections rather than provided as one larger single store. This is considered to address the concerns expressed by the Metropolitan Police Service.

### **Procedural**

As set out above, the application at Site 1 is referable to the Mayor of London under Category 1C of Part 1 of the Schedule of the Town and Country Planning (Mayor of London) Order 2008. Following a resolution to determine this application, the application will have to be referred to the Mayor of London. Following receipt all the required information, the Mayor has 14 days to make a decision to allow the local planning authority decision to stand, to direct refusal, or to take over the application (and thus becoming the local planning authority for the determination of the application).

## **9.9 Environmental Impact Assessment**

The proposed development is not of sufficient scale or impact to require an Environmental Impact Assessment.

## **9.10 Planning Obligations & Pre-Commencement Conditions**

The NPPF identifies that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition. Paragraph 57 of the NPPF states that planning obligations must only be sought where they meet all of the following tests:



- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development.

The Planning Obligations and Affordable Housing Supplementary Planning Document (PO&AH SPD) was adopted by the City Council on 7 March 2024. This sets out guidance on several matters that constitutes a material consideration in the assessment of these applications. Of relevance to this application, the PO&AH SPD makes changes to the per tonne monetary figure that enable developments to offset operational regulated carbon emissions when they fail to be operationally zero carbon and sets out guidance on how major developments will contribute to improved employment prospects for local residents.

Had the development proposed within Application 1 been acceptable in sustainability terms, the following planning obligations would have been secured via a S106 legal agreement:

- A financial contribution of £41,000 (index linked) towards initiatives that provide local employment, training opportunities and skills development through the Westminster Employment Service (payable prior to the commencement of development).
- Require the owner to undertake reasonable endeavours to ensure that five three-year tailoring apprenticeships would be provided within the two ground floor bespoke tailor units on site, focussed in the first instance on Westminster residents.
- Arrangements to ensure that one of the proposed ground floor bespoke tailor units on site would be made available rent free for a period of five years from first occupation.
- A financial contribution to the City Council's Carbon Off-Set Fund of £536,000 (index linked and payable prior to commencement of development) in order to mitigate the residual regulated operational carbon emissions for heating, cooling, lighting equipment etc arising for the development over the anticipated 30-year life of these services.
- Be seen energy monitoring on the actual operational energy performance of the building, including as-built and in-use stage data.
- Undertaking of highways works (including, if possible and desirable, the provision of short stay cycle parking and the replacement of the vehicular crossover on Savile Row with footway) on the parts of Savile Row and New Burlington Street immediately adjacent to the application site. The necessary alterations to traffic orders to allow the re-arrangement of the on-street vehicular parking on the south side of New Burlington Street to provide vehicular access to the off-street servicing bay to be confirmed prior to commencement of development (including demolition).

- A financial contribution of £22,500 (index linked and payable prior to commencement of development) towards the maintenance costs associated with cycle hire in the area.
- Dedication of three areas of land on Savile Row in front of Nos. 18-19 Savile Row as public highway (land beneath bottom step of the two shops on the Savile Row frontage and land beneath the entrance portico).
- The costs of monitoring the S106 agreement.

The estimated CIL payment is £510,600. This is made up of a Westminster CIL payment of £292,428 and a Mayoral CIL payment of £218,172. Note that these figures exclude any discretionary relief or other exemptions that may apply and are estimates pending calculation of the CIL payments using the process set out in the Community Infrastructure Levy Regulations 2010 (as amended).

No pre-commencement conditions are proposed on the draft decision letters for Application 2.

## 10. Conclusion

Whilst the development proposal in Application 1 is acceptable in land-use, amenity and design and conservation terms, the demolition of the existing buildings and the erection of a replacement building fails to adhere to circular economy principles and principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings. The proposed development would therefore fail to help transition London to a low carbon circular economy through generating unjustified waste and carbon emissions. The proposed development is therefore contrary to London Plan Policies GG5, GG6, D3 and SI 7 and City Plan Policies 37 and 38. For this reason, it is recommended that permission be refused.

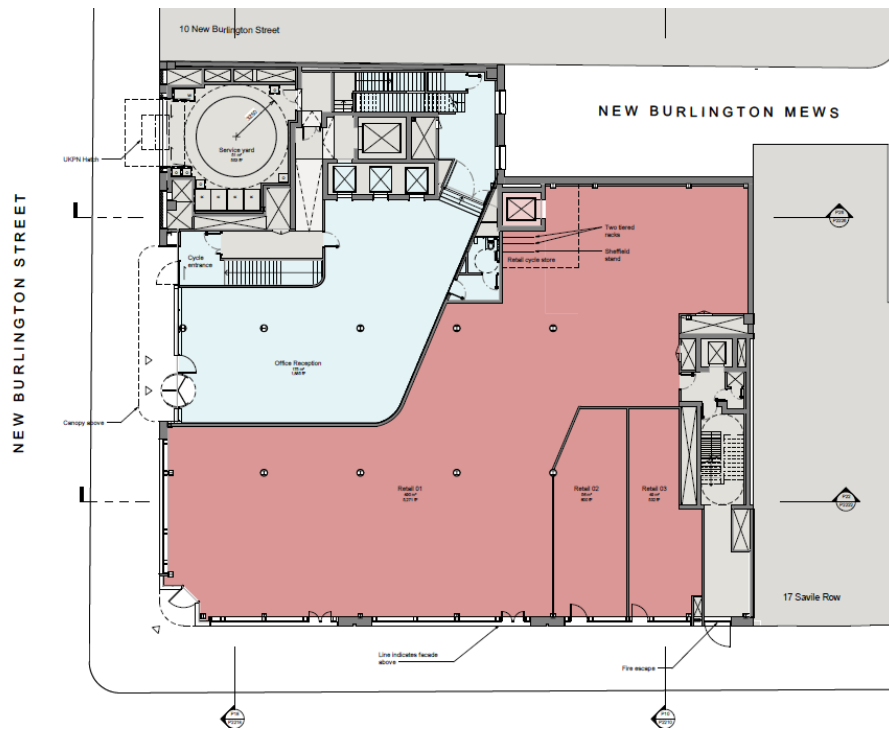
The proposed alterations to No. 17 Savile Row will preserve the character and appearance of the Mayfair Conservation Area and will not harm the special interest of this Grade II listed building. This is regardless of whether or not the redevelopment of the adjacent site goes ahead. For this reason, it is recommended that conditional permission and listed building consent be granted for Applications 1 and 2, respectively.

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

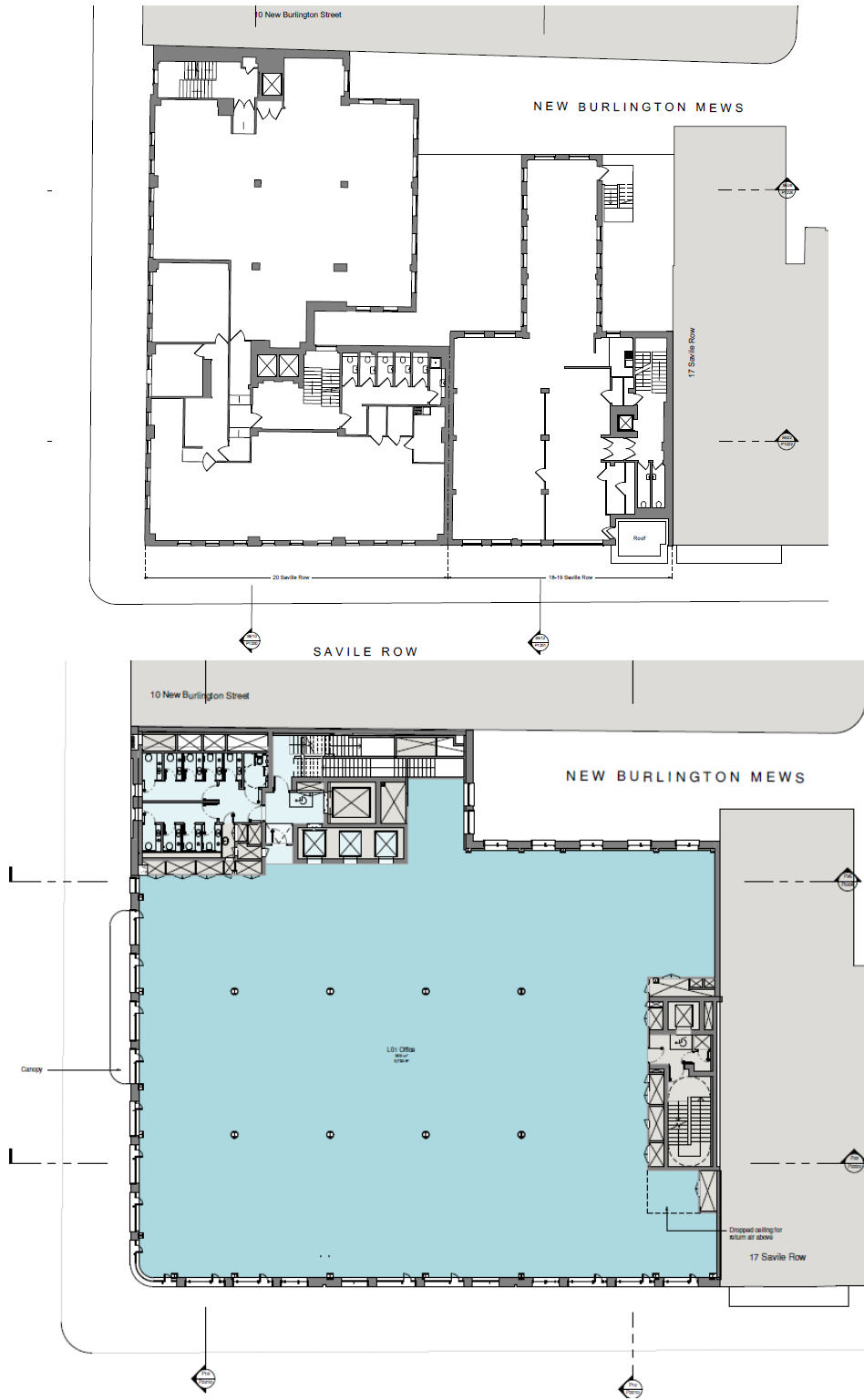
IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: MARK HOLLINGTON BY EMAIL AT [mhollington2@westminster.gov.uk](mailto:mhollington2@westminster.gov.uk)

### 11. KEY DRAWINGS

Existing and proposed ground floor plans:



Existing and proposed first floor plans:



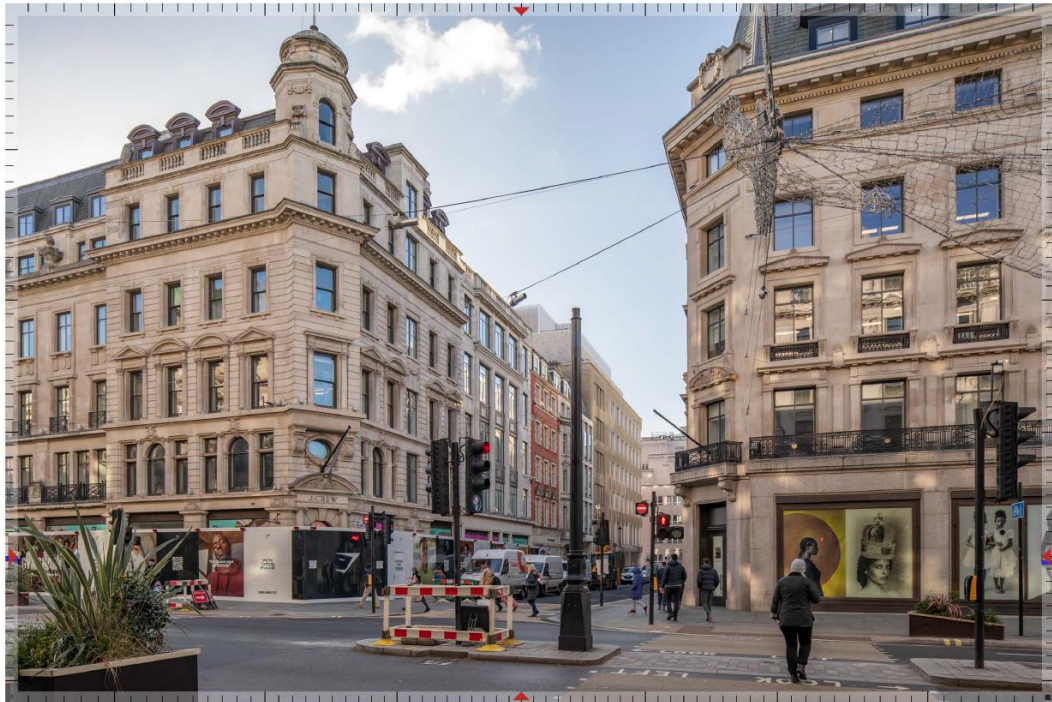
Existing north elevation:



Existing and proposed west elevation:



Existing and proposed view from Regent Street



Existing and proposed view from Saviel Row (looking south-east):





Existing and proposed view looking north-east along Clifford Street:



**DRAFT DECISION LETTER (APPLICATION 1)**

**Address:** Development Site At, 18 - 20 Savile Row, London,

**Proposal:** Demolition of all existing buildings, excavation to deepen existing basement, and redevelopment to provide an eight storey building plus one storey basement comprising flexible retail (Class E(a)) and/or restaurant (Class E(b)) floorspace and tailoring floorspace (Class E(a), Class E(g)(ii) & Class E(g)(iii)) at part ground floor; and office floorspace (Class E(g)(i)) at part ground and on all upper floors; external terraces and associated hard and soft landscaping; cycle parking; replacement of commemorative plaque and other associated works.

**Reference:** 22/03276/FULL

**Plan Nos:** Demolition drawings  
P599 Rev. 2, P600 Rev. 2, P601 Rev. 2, P602 Rev. 2, P603 Rev. 2, P604 Rev. 2,  
P605 Rev. 2, P606 Rev. 2, P607 Rev. 2 and P608 Rev. 2.

Proposed drawings  
P199 Rev. 4, P200 Rev. 7, P2001 Rev. 4, P2002 Rev. 4, P2003 Rev. 4, P2004 Rev.  
4, P2005 Rev. 4, P2006 Rev. 5, P2007 Rev. 5, P2008 Rev. 5, P2100 Rev. 6, P2101  
Rev. 5, P2102 Rev. 4, P2103 Rev. 3, P2210 Rev. 3, P2218 Rev. 4, P2222 Rev. 4  
and P2226 Rev. 4.

**Case Officer:** Mark Hollington

**Direct Tel. No.** 07866040156

**Recommended Condition(s) and Reason(s)**

Reason:

- 1 The demolition of the existing building and the erection of a replacement building fails to adhere to circular economy principles and principles of sustainable design, both of which prioritise the retention, refitting and refurbishment of existing buildings. The proposed development would therefore fail to help transition London to a low carbon circular economy through generating unjustified waste and carbon emissions. The proposed development is therefore contrary to London Plan Policies GG5, GG6, D3 and SI 7 and City Plan Policies 37 and 38.

**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 the City Plan 2019 - 2040 (April 2021), neighbourhood plan (where relevant), supplementary planning documents, London Plan (March 2021), 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.

**DRAFT DECISION LETTER (APPLICATION 2)**

**Address:** Aberach House, 17 Savile Row, London, W1S 3PN

**Proposal:** Extension to the chimney stack at No. 17 Savile Row, underpinning of boundary wall to No. 18 and other associated works. (Linked with 22/03189/LBC) [SITE INCLUDES 18 SAVILE ROW].

**Plan Nos:** P2009 Rev. 1, P2104 Rev. 2 and P2205 Rev. 2.

**Case Officer:** Mark Hollington

**Direct Tel. No.** 07866040156

**Recommended Condition(s) and Reason(s) or Reason(s) for Refusal:**

- 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 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 Policies 7 and 33 of the City Plan 2019 - 2040 (April 2021). (R11AD)

- 3 You must apply to us for approval of a sample panel of brickwork, built on site, which shows the colour, texture, face bond and pointing. You must not start work on this part of the development until we have approved the sample panel in writing. You must then carry out the work according to the approved sample. (C27DC)

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 Mayfair Conservation Area.

This is as set out in Policies 38, 39 and 40 of the City Plan 2019 - 2040 (April 2021). (R26FE)

**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 the City Plan 2019 - 2040 (April 2021), neighbourhood plan (where relevant), supplementary planning documents, the London Plan (March 2021), 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.

**DRAFT DECISION LETTER (APPLICATON 3)**

**Address:** Aberach House, 17 Savile Row, London, W1S 3PN

**Proposal:** Extension to the chimney stack at No. 17 Savile Row, underpinning of boundary wall to No. 18 and other associated works. (Linked with 22/03271/FULL) [SITE INCLUDES 18 SAVILE ROW].

**Plan Nos:** P2009 Rev. 1, P2104 Rev. 2 and P2205 Rev. 2.

**Case Officer:** Mark Hollington

**Direct Tel. No.** 07866040156

**Recommended Condition(s) and Reason(s) or Reason(s) for Refusal:**

- 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 You must apply to us for approval of a sample panel of brickwork, built on site, which shows the colour, texture, face bond and pointing. You must not start work on this part of the development until we have approved the sample panel in writing. You must then carry out the work according to the approved sample. (C27DC)

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 Mayfair Conservation Area. This is as set out in Policies 38 and 39 of the City Plan 2019 - 2040 (April 2021). (R27AC)

**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 (March 2021), the City Plan (April 2021), as well as relevant supplementary planning guidance, representations received and all other material considerations.

The City Council has had special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses and has decided that the proposed works would not harm this special architectural or historic interest; or where any harm has been identified it has been considered acceptable in accordance with the NPPF.

In reaching this decision the following were of particular relevance:

Policies 38, 39 and 40 of the City Plan 2019 - 2040 adopted in April 2021 and paragraph 2.4 of our Supplementary Planning Guidance: Repairs and Alterations to Listed Buildings.

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.