

**Ward:** West Kensington

**Site Address:**

Holiday Inn Express 295 North End Road London W14 9NS



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**For identification purposes only - do not scale.**

**Reg. No:**

2024/02648/FUL

**Date valid:**

26.10.2023

**Committee Date:**

10.6.2025

**Case Officer;**

Graham Simpson

**Conservation Area:**

**Applicant:**

Whitbread Group Plc

165 Fleet Street London EC4A 2DW

**Description:**

Erection of six storey rear infill extensions (southern part of the main building) at ground, first, second, third, fourth and fifth floor levels; erection of a single storey extension to extend the existing linen store to eastern elevation of the main building following the removal of existing refuse store; installation of 4no air source heat pumps and 2no air conditioning units within the existing plant enclosure at main roof level; erection of a bin store within the car parking area and installation of 2no air source heat pumps adjacent to the car park.

**Application type:**

Full Detailed Planning Application

**Officer Recommendation:**

(1) That the Committee resolve that the Director of Planning and Property be authorised to grant planning permission upon the completion of a satisfactory legal agreement and subject to the conditions listed below.

(2) That the Committee resolve that the Director of Planning and Property, after consultation with the Assistant Director of Legal Services and the Chair of the Planning and Development Control Committee be authorised to make any minor changes to the proposed Heads of Terms of the legal agreement or proposed conditions, which may include the variation, addition or deletion of conditions, any such changes shall be within their discretion.

**Conditions:****1) Timeframe**

The development hereby permitted shall not commence later than the expiration of 3 years beginning with the date of this planning permission.

Reason: Condition required to be imposed by section 91(1)(a) of the Town and Country Planning Act 1990 (as amended by section 51 of the Planning and Compulsory Purchase Act 2004).

**2) Approved drawings**

The development shall be carried out and completed in accordance with the following drawings hereby approved:

AP06 Rev E (Site plan);  
AP07 Rev C (Ground and first floor plan);  
AP08 Rev B (Second and third floor plan);  
AP08.1 (Fourth and fifth floor plan);  
AP09 (North and west elevations);  
AP10 Rev A (South and east elevations);  
AP12 Rev A (Roof plan).

Reason: To ensure full compliance with the planning permission hereby approved and to prevent harm arising through deviations from the approved plans, in accordance with Policy DC1 and DC4 of the Local Plan 2018.

### **3) Hoardings**

Prior to commencement of the construction phase of the development hereby permitted, a scheme for temporary solid timber hoarded fencing (minimum height 2.5 metres) around the entire perimeter of the site at ground level on all site boundaries) shall be submitted to and approved in writing by the Local Planning Authority. The temporary solid timber hoarded fencing and/or enclosure in accordance with BS 5975-2:2024 shall be installed prior to the start of any site clearance works and thereafter be retained for the duration of the building works in accordance with the approved details. No part of the temporary fencing and/or enclosure of the site shall be used for the display of commercial advertisement hoardings unless the relevant advertisement consent is sought from the Local Planning Authority. Approved details shall be fully implemented and permanently retained and maintained during the demolition and construction phases of the development.

Reason: To ensure a satisfactory external appearance and to prevent harm to surrounding residential occupiers, the street scene, in accordance with Policy D4 of the London Plan (2021), Policies DC1 and CC12 of the Local Plan (2018) and Key Principles of the Planning Guidance SPD (2018).

### **4) Construction Management Plan**

Notwithstanding the submitted details, prior to commencement of the development hereby approved a final Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. Details shall include control measures for dust, noise, vibration, lighting, delivery locations, restriction of hours of work and all associated activities audible beyond the site boundary to 0800-1800hrs Mondays to Fridays and 0800-1300hrs on Saturdays, advance notification to neighbours and other interested parties of proposed works and public display of contact details including accessible phone contact to persons responsible for the site works for the duration of the works. The details shall also include any external illumination of the site during construction, contractors' method statements, waste classification and disposal procedures and locations, suitable site hoarding/enclosure, dust and noise monitoring and control. Approved details for each relevant phase, or part thereof shall be implemented throughout the project period.

Reason: To ensure that appropriate steps are taken to limit the impact of the proposed construction works on the amenities of local residents and the area generally, in accordance with Policy T7 of the London Plan 2021, Policies DC1, DC12, CC6, CC7, CC10, CC11 and CC12 of the Local Plan 2018 and Key Principles of the Planning Guidance SPD (2018).

### **5) Construction Logistics Plan**

Prior to commencement of the development hereby approved, a final Construction Logistics Plan (CLP) in accordance with Transport for London Guidance shall have been submitted to and approved in writing by the Local Planning Authority. The CLP should cover the following minimum requirements: site logistics and operations; construction vehicle routing; contact details for site managers and details of management lines of reporting; location of site offices, ancillary buildings, plant, wheel-washing facilities, stacking bays and parking; storage of any skips, oil and chemical storage etc.; access and egress points and; membership of the

Considerate Contractors Scheme; as well a clear description of how the site will discourage the use of private transport by personnel employed in its construction. The approved details shall be undertaken in accordance with the terms and throughout the period set out in the CLP.

Reason: To ensure that appropriate steps are taken to limit the impact of the proposed construction works on the operation of the public highway, in accordance with Policy T7 of the London Plan (2021) and T1, T6 and T7 of the Local Plan (2018).

## **6) Air Quality Emissions Control and Dust Management (Construction)**

Prior to the commencement of the construction phase (excluding installation of temporary solid timber hoarded fencing around the perimeter of the site) of the development hereby permitted, details of Air Quality Emissions Control including Nitrogen Oxides (NO<sub>x</sub>), Particulates (PM<sub>10</sub>, PM<sub>2.5</sub>) emission control of Non-Road Mobile Machinery (NRMM), On Road Vehicles and fugitive dust emissions in order to mitigate air pollution shall be submitted to and approved in writing by the Local Planning Authority. The submitted details shall include:

- a. Details of installation of solid timber hoarded fencing (minimum height of 2.5 m) including photographic confirmation of installed hoarding around the perimeter of the site.
- b. Details of the Non-Road Mobile Machinery (NRMM) used on the site with CESAR Emissions Compliance Verification (ECV) identification that shall comply with the minimum Stage V NO<sub>x</sub> and PM<sub>10</sub> emission criteria of The Non-Road Mobile Machinery (Type-Approval and Emission of Gaseous and Particulate Pollutants) Regulations 2018 and its subsequent amendments. This will apply to both variable and constant speed engines for both NO<sub>x</sub> and PM. An inventory of all NRMM for the first phase of construction shall be registered on the London City Hall NRMM register GLA-NRMM-Register prior to commencement of demolition works and thereafter retained and maintained until occupation of the development.
- c. Details of the use of on-road London Ultra Low Emission Zone (ULEZ) compliant vehicles from on-site contractors and suppliers of services and materials to the site e.g. minimum Petrol/Diesel Euro 6 and Euro VI.

Developers must ensure that on-site contractors follow best practicable means to minimise dust, particulates (PM<sub>10</sub>, PM<sub>2.5</sub>) and NO<sub>x</sub> emissions at all times in compliance with the Mayor of London 'The Control of Dust and Emissions during Construction and Demolition', SPG, July 2014. Approved details shall be fully implemented and permanently retained and maintained during the construction phases of the development.

Reason: In the interests of air quality, in accordance with Policy SI 1 of the London Plan 2021, and Policy CC10 of the Local Plan (2018).

## **7) Ventilation Strategy**

Prior to commencement of the above ground works of the development hereby permitted, a Ventilation Strategy Report to mitigate the impact of existing poor air quality for the Hotel use (Class C1) shall be submitted to and approved in writing by the Local Planning Authority. This is applicable to all receptor locations where Council 2030 WHO aligned Annual Mean Air Quality Targets for Nitrogen Dioxide

(NO<sub>2</sub>)-10ug/m-3, Particulate (PM<sub>10</sub>) - 15 ug/m-3 and Particulate (PM<sub>2.5</sub>) - 5 ug/m-3 are exceeded and where current and future predicted pollutant concentrations are within 5% of these limits. The report shall include the following information:

- a. Details and locations of the ventilation intake locations at rear roof level or on the rear elevations of each hotel accommodation floor
- b. Details and locations of ventilation extracts, to demonstrate that they are located a minimum of 2 metres away from the air ventilation intakes, to minimise the potential for the recirculation of extract air through the supply air ventilation intake in accordance with paragraph 8.9 part 'C' of Building Standards, Supporting Guidance, Domestic Ventilation, 2nd Edition, The Scottish Government, 2017
- c. Details of the independently tested mechanical ventilation system with Nitrogen Dioxide (NO<sub>2</sub>) filtration with air intakes on the rear elevation to remove airborne pollutants. The filtration system shall have a minimum efficiency of 90% in the removal of Nitrogen Oxides/Dioxides, Particulate Matter (PM<sub>2.5</sub>, PM<sub>10</sub>) in accordance with BS EN ISO 10121-1:2014 and BS EN ISO 16890:2016
- d. Details and locations of restricted opening windows (maximum 200mm for emergency purge ventilation only)

The whole system shall be designed to prevent summer overheating and minimise energy usage. The maintenance and cleaning of the systems shall be undertaken regularly in accordance with manufacturer specifications and shall be the responsibility of the primary owner of the property. Approved details shall be fully implemented prior to the occupation/use of the development and thereafter permanently retained and maintained.

Reason: In the interests of air quality, in accordance with Policy SI 1 of the London Plan 2021, and Policy CC10 of the Local Plan (2018).

#### **8) Ventilation Strategy compliance**

Prior to occupation of the development hereby permitted, details of a post installation compliance report including photographic confirmation of the mitigation measures as detailed in the approved ventilation strategy as required by condition 7 to mitigate the impact of existing poor air quality shall be submitted to and approved in writing by the Local Planning Authority. The report shall be produced by an accredited Chartered Building Surveyor (MRICS). Approved details shall be fully implemented prior to the occupation/use of the development and thereafter permanently retained and maintained.

Reason: In the interests of air quality, in accordance with Policy SI 1 of the London Plan 2024, and Policy CC10 of the Local Plan (2018).

#### **9) Zero Emission Heating compliance**

Prior to occupation of the development hereby permitted, details (including manufacturer specification, installation/commissioning certificates and photographic confirmation) of the installed Zero Emission Air Source Heat Pumps, and standby Electric boilers to be provided for space heating and hot water for the Hotel use (Class C1) shall be submitted to and approved in writing by the Local Planning Authority. Approved details shall be fully implemented prior to the occupation/use of the development and thereafter permanently retained and maintained.

Reason: In the interests of air quality, in accordance with Policy SI 1 of the London Plan 2021, and Policy CC10 of the Local Plan (2018).

### **10) Ultra Low Emission Strategy**

Prior to occupation of the development hereby permitted, an Ultra Low Emission Strategy (ULES) shall be submitted to and approved in writing by the Local Planning Authority. Details shall include:

- a. Procurement policy and processes for contractors and suppliers that will incentivise and prioritise the use of Zero Exhaust Emission Vehicles in accordance with the emission hierarchy of 1) Walking Freight Trolley 2) Cargo bike (3) Electric Vehicle
- b. Use of Zero Exhaust Emission Vehicles in accordance with the emissions hierarchy (1) Walking Freight Trolleys (2) Cargo bike (3) Electric Vehicle,
- c. Reduction and consolidation of deliveries and collections e.g., Waste
- d. Re-timing of deliveries and collections outside of peak traffic time periods of 07:00-10:00 and 15:00-19:00 hrs

The ULES shall be monitored and reviewed on an annual basis and any subsequent modifications or alterations to the ULES should be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to occupation and the ULES hereby permitted shall thereafter operate in accordance with the approved details.

Reason: In the interests of air quality, in accordance with Policy SI 1 of the London Plan 2021, and Policy CC10 of the Local Plan (2018).

### **11) External lighting**

External artificial lighting at the development shall not exceed lux levels of vertical illumination at neighbouring premises that are recommended by the Institution of Lighting Professionals in the 'Guidance Notes for The Reduction of Light Pollution 2021'. Lighting should be minimized, and glare and sky glow should be prevented by correctly using, locating, aiming and shielding luminaires, in accordance with the Guidance Notes.

Reason: To ensure that the amenity of occupiers of surrounding premises is not adversely affected by lighting, in accordance with Policies CC11 and CC13 of the Local Plan 2018.

### **12) No terraces**

No other part of any land within the curtilage of the application site or part of any roof of the main building or new buildings hereby approved shall be used as a roof terrace or other form of open amenity space. No alterations shall be carried out; nor planters or other chattels placed on the roofs/within the curtilage of the application site. No railings or other means of enclosure shall be erected on the roofs/within the curtilage of the application site, and no alterations shall be carried out to any elevation of the application building to form access onto the roofs/within the curtilage of the application site.

Reason: The use of the roof as a terrace or the provision of additional amenity space would increase the likelihood of harm to the existing residential amenities of

the occupiers of neighbouring properties as a result of overlooking, loss of privacy and noise and disturbance, contrary to Policies HO11, CC11 and DC4 of the Local Plan (2018), and SPD Policy HS8 of the Planning Guidance Supplementary Planning Document (2018).

**13) External noise from machinery, extract/ ventilation ducting, mechanical gates, etc.**

Prior to occupation of the development, details shall be submitted to and approved in writing by the Council, of the external sound level emitted from plant/ machinery/ equipment and mitigation measures as appropriate. The measures shall ensure that the external sound level emitted from plant, machinery/ equipment will be lower than the lowest existing background sound level by at least 10dBA in order to prevent any adverse impact. The assessment shall be made in accordance with BS4142:2014 at the nearest and/or most affected noise sensitive premises, with all machinery operating together at maximum capacity. A post installation noise assessment shall be carried out where required to confirm compliance with the sound criteria and additional steps to mitigate noise shall be taken, as necessary. Approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure that the amenity of occupiers of the development site/ surrounding premises is not adversely affected by noise from plant/mechanical installations/ equipment, in accordance with Policies CC11 and CC13 of the Local Plan 2018.

**14) Anti- vibration mounts and silencing of machinery etc.**

Prior to occupation of the development, details of anti-vibration measures shall be submitted to and approved in writing by the Council. The measures shall ensure that machinery, plant/ equipment are mounted with proprietary anti-vibration isolators and fan motors are vibration isolated from the casing and adequately silenced. Approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure that the amenity of occupiers of the development site/ surrounding premises is not adversely affected by vibration, in accordance with Policies CC11 and CC13 of the Local Plan 2018.

**15) Curtains and voile**

Prior to occupation of the development hereby approved curtains and voile shall be installed to all hotel bedrooms within the approved extension. The curtains and voile shall thereafter be permanently retained.

Reason: To safeguard the privacy of adjoining residential occupiers, in accordance with Policies DC1, DC4 and HO11 of the Local Plan (2018), and Key Principle H7 of the Supplementary Planning Guidance SPD (2018).

**16) Materials**

Prior to commencement of development hereby approved, details of all new external materials to be used in the development including facing materials, fenestration, glazing, cladding, railings, roofing materials and hard landscaping shall be submitted to, and approved in writing by, the Council. The development



shall be carried out in accordance with the approved details; and permanently retained as such.

Reason: To ensure a satisfactory external appearance of the development, in accordance with Policies D3 and HC1 of the London Plan (2021), Policies DC1, DC4 and DC6 of the Local Plan (2018).

**17) No additional external plant**

No alterations shall be carried out to the external appearance of the building hereby permitted, including the installation of air-conditioning units, ventilation fans, extraction equipment, flues or other plant equipment and associated external pipework or ducting not shown on the approved drawings, without planning permission first being obtained. Any such changes shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory external appearance and to prevent harm to the amenities of the occupiers of neighbouring residential properties, in accordance with Policies DC1, DC4, CC11, CC13 and HO11 of the Local Plan (2018), and Key Principles of the Planning Guidance SPD (2018).

**18) No advertisements**

Notwithstanding the details shown on the plans hereby approved, no advertisements shall be installed on the building hereby permitted without the prior written approval of the Council.

Reason: To ensure a satisfactory external appearance of the development in accordance with Policies DC1, DC4 and DC9 of the Local Plan (2018) and Key Principles of the Planning Guidance SPD (2018).

**19) No aerials**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting that Order with or without modification), no aerials, antennae, satellite dishes or related telecommunications equipment shall be erected on any external part of the approved building, without planning permission first being obtained.

Reason: In order to ensure that the Council can fully consider the effect of telecommunications equipment upon the character and appearance of the building and its setting, in accordance with Policies DC1 and DC4 of the Local Plan (2018).

**20) No rooftop enclosures**

No water tanks, water tank enclosures or other structures, other than those set out on the approved drawings, shall be erected upon the roofs of the building hereby permitted.

Reason: It is considered that such structures would seriously detract from the appearance of the building, contrary to Policies DC1, DC4 and DC8 of the Local Plan (2018).



**21) No plumbing**

No plumbing, extract flues or pipes other than rainwater pipes shall be fixed on the front, rear or side elevations of the building hereby approved.

Reason: To ensure a satisfactory external appearance of the development, and to preserve the character and appearance of the area in accordance with Policies DC1 and DC4 of the Local Plan (2018).

**22) Accessible rooms**

No less than five of the hotel bedrooms within the extension hereby approved shall be accessible rooms. The hotel bedrooms shall thereafter be permanently retained in this arrangement.

Reason: To ensure the provision and retention of facilities for all, including disabled people, in accordance with Policies D5 and E10 of the London Plan (2021), and Policy E3 of the Local Plan (2018).

**23) Cycle parking**

No part of the development hereby approved shall be occupied or used until the cycle parking has been implemented in accordance with the details provided on the approved plans. Thereafter the provision for cycle storage shall be so maintained for the life of the development.

Reason: To ensure satisfactory provision for the bicycle and thereby promote sustainable and active modes of transport, in accordance with Policy T5 London Plan (2021), and Policy T3 of the Local Plan (2018).

**24) Refuse and recycling storage**

No part of the development hereby approved shall be occupied or used until the refuse storage, including provision for the storage of recyclable materials, have been implemented in accordance with the details provided on the approved plans. Thereafter the provision for cycle storage shall be so maintained for the life of the development.

Reason: To ensure satisfactory provision for the storage of refuse and recycling on site, and thereby prevent it being stored on the highway, in accordance with Policy CC7 of the Local Plan (2018).

**25) Hotel size**

The extension to the hotel hereby approved, shall contain a maximum of 20 bedrooms. The number of lettable rooms shall not increase without the written approval of the council.

Reason: In granting this permission, the Council has had regard to the particular circumstances of the case. An increase in the number of bedrooms could raise materially different planning considerations and the council wishes to have an opportunity to consider such circumstances at that time, in accordance with Policies T1, E3, DC1, DC4, CC10, CC11, CC11, CC12 and CC13 of the Local Plan (2018).

## **26) Secure by Design**

Prior to occupation of the development, a statement of how 'Secured by Design' requirements are to be adequately achieved shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be carried out prior to occupation or use of the development hereby approved and permanently retained thereafter.

To ensure that the development incorporates suitable design measures to minimise opportunities for, and the perception of crime and provide a safe and secure environment, in accordance with Policy D11 of the London Plan (2021), and Policy DC1 of the Local Plan (2018).

### **Justification for approving application:**

1. Land Use: The extension of this existing large hotel within the Fulham Town Centre is considered acceptable in land use terms. As well as increasing and enhancing London's visitor economy the site would continue to provide employment opportunities and would support the viability of the Fulham Town Centre. The proposal is judged to accord with the NPPF (2024), London Plan (2021) Policy E10, and Local Plan (2018) Policy E3.
2. Design and Heritage: The proposals are considered to be of a good quality of design having regard to the character and appearance of the existing site and surrounding area. As such, the proposals would not result in harm to the setting of any adjacent heritage assets. The proposal therefore accords with the NPPF (2024), London Plan (2021) Policy D3, and Local Plan (2018) Policies DC1 and DC4.
3. Impact on Neighbouring Residents: The development is considered to respect the principles of good neighbourliness in relation to the on-site characteristics. The impacts on outlook, overlooking and sunlight/daylight are considered to be acceptable. Measures would be secured by conditions to minimise noise/odours/light pollution generated by the use/operation of the premises. The proposed development therefore accords with the NPPF (2024), London Plan (2021) Policies D14, Local Plan (2018) Policies DC1, DC4, HO11, CC11, CC12 and CC13, and Key Principles of the Planning Guidance SPD (2018).
4. Safety and Access: The development would provide a safe and secure environment for all users in accordance with London Plan (2021) Policy D11, and Local Plan (2018) Policies DC1 and DC4. Inclusive access has been considered. The proposal would provide ease of access for all people, including disabled people, in accordance with London Plan (2021) Policy D5, and Local Plan (2018) Policies DC1 and DC4.
5. Highways and Transportation: It is considered that the scheme would not have a significant impact on the highway network or local parking conditions and is thus considered to be acceptable. The application is supported by highways/transport documents. More detailed documents would be secured by condition. Subject to a satisfactory legal agreement it is considered that the development would not contribute to on-street parking stress or significant disruption to traffic flows. Conditions will ensure satisfactory provision would be made for cycle parking, blue badge parking, and EV Charging points. External impacts of the development would be controlled by conditions related to servicing and deliveries, and car and coach parking will be secured by a s106

agreement. The proposed development therefore accords with the NPPF (2024), London Plan (2021) Policies T1-T7, Local Plan (2018) Policies T1, T2, T3, T4, T7 and CC7, and relevant Key Principles of the Planning Guidance SPD (2018).

6. Flood Risk and SUDS: A SUDs assessment has been submitted as required. In this respect the proposal is therefore in accordance with the NPPF (2024), London Plan (2021) Policies SI 12 and SI 13, and Local Plan (2018) Policies CC2, CC3 and CC4.

7. Energy and Sustainability: Information has been submitted outlining the energy efficiency and low/zero carbon measures to be implemented as part of the development with the aim of minimising energy use and associated CO2 emissions. The details will be secured by condition. The proposal therefore accords with the NPPF (2024), London Plan (2021) Policies SI 2 and SI 4, and Local Plan (2018) Policies CC1 and CC2.

8. Air Quality: With regards to air quality considerations, a number of conditions will ensure additional mitigation is included. The development would be acceptable and compliant with London Plan (2021) Policy SI 1, Local Plan (2018) Policy CC10 and the council's Air Quality Action Plan.

9. Planning Obligations: Planning obligations to mitigate the impact of the development and to make the development acceptable in planning terms are secured. This includes, highway improvements, on-street car parking permit free, travel plan, and a contribution towards community safety and place shaping. These measures for the proposed development would therefore mitigate external impacts and would accord with London Plan (2021) DF1 and Local Plan (2018).

**LOCAL GOVERNMENT ACT 2000**  
**LIST OF BACKGROUND PAPERS**

**All Background Papers held by case officer named above:**

Application form received: 21<sup>st</sup> October 2024  
Drawing Nos: see above

**Policy Documents:** National Planning Policy Framework (NPPF) 2024  
The London Plan 2021  
LBHF - Local Plan 2018  
LBHF - Planning Guidance Supplementary Planning Document  
2018

**Consultation Comments:**

Comments from:	Dated
Health and Safety Executive	4.11.2024
Transport for London	6.12.2024

**Neighbour Comments:**

**Letters from:****Dated:**

3 Thaxton Road	3.11.2024
18 Turnville Road	6.11.2024
6 Lerry Close	12.11.2024
15 Thaxton Road	27.11.2024
3 Lerry Close	27.11.2024
3 Lerry Close	3.12.2024
3 Lerry Close	3.12.2024
3 Lerry Close	3.12.2024

**1.0 SITE DESCRIPTION**

- 1.1. The application site includes the existing 150-bedroom Holiday Inn Express hotel and is located on North End Road at its junction with Thaxton Road. The hotel has a 6-storey frontage along North End Road and a 4-storey building to the rear which fronts Thaxton Road. There are 15 parking to the rear.
- 1.2. The surrounding area is a mix of commercial and residential properties. To the north, on the opposite side of Thaxton Road are residential blocks including Desborough House (10 storeys) and 1-23 (consecutive) Marchbank Road (4 storeys) which form part of the West Kensington Estate. To the east, is an access road and beyond that is the rear of 1-6 (consecutively) Lerry Close, which comprise 2 storey residential properties, with additional accommodation at roof level.
- 1.3. To the south, is a doctors' surgery building, and a Telephone Exchange building (4 storeys) with an associated car park that is accessed from North End Road. In addition, there is a 3-storey terrace with mansard roofs fronting North End Road (Nos. 297-311) which are in commercial use at ground floor with residential use on the upper floors.
- 1.4. The main access to the hotel is from Thaxton Road; servicing area and on-site parking spaces are accessed from Thaxton Road. The front of the site has a public transport rating of PTAL 5 and the rear of the site is largely PTAL 4 area.
- 1.5. The site falls within the Fulham Town Centre and the Fulham Regeneration Area. The site is not located within a Conservation Area. The site is in the Environment Agency's Flood Risk Zone 2, and is located within controlled Parking Zone D.

**Relevant planning history**

- 1.6 In 2004 planning permission (Ref. 2003/01781/FUL) was granted for redevelopment of the site including the erection of a six storey (plus plant level) building for use as a hotel containing 96 bedrooms and associated facilities, together with the provision of 10 car parking spaces, 1 coach parking bay, 14 bicycle bays and servicing area, with vehicular access off Thaxton Road; retention of existing vehicular access from North End Road. The permission was subject to a S106 agreement with a £40,000 contribution towards environmental, highway and regeneration; plus, training and employment opportunities during construction and operational phases.

- 1.7 In 2011 planning permission (Ref. 2009/01541/FUL) was grant for the erection of a part 4-storey, part 3-storey building to the rear to provide a further 50 hotel bedrooms; together with 16 car parking spaces, a plant room (ground floor), a plant enclosure (roof level) and related landscaping. The permission was subject to a S106 agreement with a £40,000 contribution towards North End Road, Lillie Road to West Cromwell Road streetscape, accessibility and accident remedial measures; and the submission of a travel plan, to include a restriction on coach party bookings.
- 1.8 In 2012 planning permission (Ref. 2012/01608/FUL) was granted for the erection of a single storey rear extension to the side of the existing ground floor covered parking area, to accommodate a storage tank.

### **Current proposal**

- 1.9 The current application seeks planning permission for the erection of six storey infill extensions fronting North End Road at ground floor (around the retained electricity substation) with extensions at first, second, third, fourth and fifth floor levels to provide an additional 20 bedrooms; erection of a single storey extension to the existing linen store to the rear of the main building following the removal of existing refuse store; installation of 4 air source heat pumps and 2 air conditioning units within the existing plant enclosure at main roof level; erection of a bin store within the hotel's car parking area and installation of 2 air source heat pumps adjacent to the hotel car park.

## **2.0 PUBLICITY AND CONSULTATIONS**

### **Pre-Application Engagement**

- 2.1 In accordance with the National Planning Policy Framework (NPPF), the Applicant undertook a detailed programme of pre-application engagement with the Council's Planning officers. Pre-application discussions were held between March 2024 and August 2024. Officers advised that the proposals were acceptable in principle, but further details are required regarding loss of onsite accessible parking, parking stress, and the impact on existing neighbouring residential amenities particularly outlook, sense of enclosure and daylight and sunlight.

### **Application Stage**

- 2.2 In November 2024, the application was advertised by site and press notices and notification letters to 244 neighbouring properties. In 8 responses (including duplicates) which comprised 7 objections and 1 letter of support.
- 2.3 The grounds of objection can be summarised as follows:
  - overbearing and over dominant extension
  - Residential amenities: privacy, outlook/ enclosure, daylight and sunlight/ overshadowing, noise and disturbance
  - Proposed scale would set a precedent for similar future development
  - Increased parking stress, traffic and congestion, including coaches
  - Safety concerns due to increased traffic and coaches

- Adverse impact on access to doctor's surgery to the rear
- Insufficient consideration of impact on Lerry Close
- anti-social behaviour due to reduced light levels to rear alleyway

2.4 The letter of support included the following points:

- The additional hotel provision would make good economic sense providing accommodation to the Olympia development and encourage more footfall on North End Road.

2.5 Health and Safety Executive confirmed that it there was no statutory requirement for them to be notified.

2.6 Transport for London sought clarification of the applicant's proposals to suspend the bus stop fronting North End Road, and the need for the existing on-site car parking.

### **3.0 Policy Context**

3.1 The Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004 and the Localism Act 2011 are the principal statutory considerations for town planning in England.

3.2 Collectively the three Acts create a plan led system which requires local planning authorities to determine planning applications in accordance with an adopted statutory development plan unless there are material considerations which indicate otherwise (Section 38 (6) of the 2004 Act as amended by the Localism Act).

3.3 In this instance, the statutory development plan comprises the London Plan (2021), the Local Plan (2018) and the Planning Guidance Supplementary Planning Document - 2018 (hereafter referred to as Planning Guidance SPD). Several strategic and local supplementary planning guidance and other documents are also material to the determination of the application.

#### **National Planning Policy Framework (2024)**

3.4 The National Planning Policy Framework - NPPF (as updated 2024) is a material consideration in planning decisions. The NPPF, as supported by the Planning Practice Guidance (PPG), sets out national planning policies and how these are expected to be applied.

3.5 The NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

#### **The London Plan**

3.6 The London Plan (2021) was published in March 2021 and is the Spatial Development Strategy for Greater London. The Plan provides the strategic planning policies for London, setting out an integrated economic, environmental, transport and social framework for growth over the next 20-25 years. The proposal

has been assessed in line with the policies set out in the Plan. The London Plan is supported by guidance, which provides further information about how the London Plan should be implemented in the form of Supplementary Planning Guidance ('SPG') documents which have also been considered in determining this application.

### **The Local Plan**

- 3.7 The Council Local Plan was adopted on 28 February 2018. The policies in the Local Plan together with the London Plan make up the statutory development plan for the borough. The Planning Guidance Supplementary Planning Document (SPD) (February 2018) is also a material consideration. This provides supplementary detail to the policies and is organised around key principles.
- 3.8 With regard to this application, all planning policies in the National Planning Policy Framework (NPPF), London Plan (2021), Local Plan (2018), and Supplementary Planning Guidance (SPG) / Planning Guidance Supplementary Planning Guidance (SPD) have been referenced where relevant.
- 3.9 The main planning considerations in light of the London Plan 2021, and the Local Plan 2018 (hereafter referred to as Local Plan 2018) and the Planning Guidance Supplementary Planning Document 2018 (hereafter referred to as Planning Guidance SPD), include:
- Land Use - The acceptability of the increase in hotel rooms and associated ancillary accommodation, and the intensification of the use.
  - Accessibility; Secure by Design; and Fire Safety
  - Design and Heritage
  - Residential Amenity (light/outlook/privacy/environmental nuisance)
  - Highways and Transportation
  - Flood Risk and SUDS
  - Energy and Sustainability
  - Air Quality

## **4.0 LAND USE**

- 4.1 Paragraphs 85 and 86 of the revised NPPF outlines a commitment to securing economic growth and productivity, considering both local business needs and wider opportunities for development. The NPPF emphasises that significant weight be placed on the need to support economic growth and productivity.
- 4.2 London Plan Policy E10 states that London's visitor economy and associated employment should be strengthened by enhancing and extending its attractions, inclusive access, legibility, visitor experience and management and supporting infrastructure, particularly to parts of outer London well-connected by public transport. Notably, Policy E10 seeks to achieve 58,000 net additional hotel bedrooms across London by 2041. Part C of this policy seeks to ensure a sufficient supply and range of serviced accommodation. Part G aims to locate visitor infrastructure within the Central Activity Zone (the vibrant heart and globally iconic core of London). or where they are well connected by Public Transport, particularly to central London. Part H requires sufficient choice and at least 10% of bedrooms to be wheelchair accessible.



- 4.3 Local Plan Policy E3 states that permission will be granted for new visitor accommodation and facilities or the extension of existing facilities within the three town centres, the Earl's Court and West Kensington and White City Opportunity Areas subject to:
- being well located in relation to public transport;
  - any associated uses not having a detrimental impact on the local area;
  - having no loss of priority uses such as permanent housing;
  - adequate off-street servicing and pick up points for the proposal;
  - at least 10% of hotel bedrooms being wheelchair accessible;
  - the facility being of a high standard of design; and
  - adding to the variety and quality of visitor accommodation available locally.
- 4.4 The existing hotel includes 150 bedrooms, and the extension would provide an additional 20 rooms which results in a 170-bed hotel. The proposed development is located within the Fulham Town Centre and is therefore considered to be well located in terms of public transport accessibility. As well as enhancing London's visitor economy the proposal would also provide additional employment opportunities and would support the vitality of the Fulham Town Centre and the Fulham Regeneration Area.
- 4.5 Subject to an assessment against all other material planning considerations, including design and heritage, accessibility, residential amenity and impact on the highways network, the principle of increasing the number of hotel rooms and the intensification of the existing use is considered to be acceptable and would accord with the NPPF, London Plan Policy E10 and Local Plan Policy E3.

## **5.0 ACCESSIBILITY; SECURE BY DESIGN; AND FIRE SAFETY**

### **Accessibility**

- 5.1 London Plan Policy D5 and Local Plan Policy DC4 requires all new development to achieve the highest standards of accessible and inclusive design. Specifically, London Plan Policy E10 requires 10% of new bedrooms to be wheelchair accessible. Local Plan Policy E10 also requires at least 10% of new hotel rooms to be accessible. Access requirements have now been incorporated into Building Regulations.
- 5.2 The proposed development would include 20 new rooms and 5 (25%) these would be fully wheelchair accessible which excess the minimum requirement of 10%. This will be secured by a condition.
- 5.3 In addition, all entrances in the development from the street and forecourt will be level, accessible lifts will remain serving all floors, and all guests facilities including the bar/restaurant, meeting the relevant standards. Also, 4 accessible parking spaces will be provided. Detailed access matters would be covered under Building Regulations.
- 5.4 Overall, in terms of accessibility the proposal accords with London Plan Policies D5 and E10, Policies E3 and DC4 of the Local Plan.

## **Secure by Design**

- 5.3 London Plan Policy D11 and Local Plan Policy DC1 require new developments to respect the principles of Secured by Design and to ensure that proposals create a safe, secure, and appropriately accessible environment where crime and disorder and the fear of crime do not undermine quality of life or community cohesion.
- 5.4 The existing access road along North End Road would include a new undercroft area at its ground floor entrance. However, the existing gates for this access would be retained to and additional CCTV cameras would be provided by the hotel to safeguard security and use of that space. Subject to a condition to regarding secure by Design arrangements that include the provision of CCTV cameras it is considered that the development is satisfactory.
- 5.5 Overall, in terms of secure by design the proposals would accord with Policies London Plan Policy D11 and Local Plan Policy DC1.

## **Fire Safety**

- 5.6 Fire safety compliance is covered by Part B of the Building Regulations. However, London Plan Policy D12 recommends that the fire safety of developments should be considered from the outset and 'all development proposals must achieve the highest standards of fire safety' and the requirements are set out in Section A (criteria 1-6).
- 5.7 A Fire Safety Statement, prepared by an independent and suitably qualified third party has been submitted in support of the proposal. The building does not fall under the category of a 'relevant building' as defined in Building Regulation 7(4) and consultation with HSE is not required. The Fire Strategy evaluates the proposal alongside British Standards, demonstrating the fire safety measures to be implemented as part of this development in respect to life safety of the occupants and facilitating adequate fire service access. Officers are satisfied that the submitted Fire Safety Statement provides sufficient information for the planning stage.

## **6.0 DESIGN AND HERITAGE**

- 6.1 The NPPF states that economic, social and environmental gains are to be sought jointly and simultaneously in order to deliver positive improvements in the quality of the built, natural and historic environment.
- 6.2 London Plan Policy D3 specifies that development must take a design led approach that optimises the capacity of sites, with specific regard to form and layout, experience, quality and character. London Plan Policy HC1 states that development proposals affecting heritage assets, and their setting should conserve their significance and avoid harm and identify enhancement by integrating heritage considerations early on the design process.
- 6.3 Local Plan Policy DC1 states that 'Development should create a high-quality urban environment that respects and enhances its townscape context and heritage assets. There should be an approach to accessible and inclusive urban design that considers how good design, quality public realm, landscaping and land use can be

integrated to help regenerate places. In particular, development throughout the borough should be of the highest standard of design that respects local context and character and should protect and enhance the character, appearance and setting of the borough's conservation areas and its historic environment'.

- 6.4 Local Plan Policy DC4 states that 'The council will require a high standard of design in all alterations and extensions to existing buildings. These should be compatible with the scale and character of existing development, their neighbours and their setting. In most cases, they should be subservient to the original building. Alterations and extensions should be successfully integrated into the architectural design of the existing building. In considering applications for alterations and extensions the council will consider the impact on the existing building and its surroundings and take into account the following:
- a) Scale, form, height and mass;
  - b) Proportion;
  - c) Vertical and horizontal emphasis;
  - d) Relationship of solid to void;
  - e) Materials;
  - f) Relationship to existing building, spaces between buildings and gardens;
  - g) Good neighbourliness; and
  - h) The principles of accessible and inclusive design.'
- 6.5 The proposal relates to the existing six storey hotel building on the southeast corner of North End Road and Thaxton Road. The first element of the proposals includes the erection of an extension from 1st to 5th floors to the North End Road elevation above the retained access road to the Telephone Exchange to the rear, to provide 20 additional hotel bedrooms. The extension would retain an approximately 2m gap from the side elevation of the adjoining site at 297 North End Road. The extension would also be set back 7m from the front building line of the neighbouring parade of buildings fronting North End Road, ensuring a significant proportion of the flank elevation of No. 297 North End Road would be retained. In this form and position, it is considered that the extension would remain suitably recessive within the streetscene, and although 6 storeys in height, not dominate the neighbouring parade.
- 6.6 The proposals would essentially replicate the design and appearance of the existing North End Road elevation in terms of architecture, materials and detailing on all floors, which would include the continuation of use of coloured render to the ground floor, light-coloured render to first floor, with stock brick to the upper floors and windows and curtain walling frames to match existing. It is considered that the proposal's design would integrate comfortably with the existing hotel building, and be acceptable in terms of scale and massing, remaining in keeping with the established character and appearance of the application site and surroundings. Conditions regarding materials and finishes to match the existing building would be secured by condition.
- 6.7 At roof level it is proposed to install 4no air source heat pumps and 2no air conditioning units. These would be within the existing plant enclosure at main roof level, and as such would not result in any additional impact to the existing appearance of the application building.

- 6.8 At ground floor level it is proposed to extend an existing external linen area to the rear of the original hotel building by 20m<sup>2</sup>. The construction will be single storey London stock brick laid in Flemish bond, with a flat roof covered in single ply membrane to match existing, which due to its location, will not be visible from either North End Road or Thaxton Road. It is considered that the proposal's design would integrate comfortably with the existing hotel building, and be acceptable in terms of scale and massing, remaining in keeping with the established character and appearance of the application site and surroundings. The proposals would also seek to introduce a new controlled vehicular access gate to the frontage of the site, this would ensure that the new undercroft created by the scheme, is designed to limit any potential of antisocial behaviour. A condition would be attached to obtain secure by design details.
- 6.9 Overall, the proposed extensions and alterations are considered to be sympathetically designed to match the existing building's fabric, and would not harm the existing character and appearance of surrounding area. As such, the proposals are considered to represent a good quality of design. To secure the quality of the proposed works to match the external fabric of the building, details and samples of all external materials and finishes to facades will be secured by conditions.

#### **Impact upon adjacent heritage assets**

- 6.10 The application site is not located in a conservation area and does not include any designated/non-designated heritage assets. The site is however in close proximity of the former Methodist Church, (now known as Lourdes Apartments), a locally listed, (building of merit).
- 6.11 Whilst the proposal scheme would have a degree of intervisibility from views of this non-designated asset, along North End Road, officers consider given the scale and setback of the proposed extension, and the massing of the current hotel building, there would be no harmful impact to the setting of locally listed building. Its character and significance would remain clearly legible and appreciable post construction of the development. As such, the proposals would preserve the setting of surrounding heritage assets.

#### **Design and heritage conclusion**

- 6.12 Overall, the proposed development is considered to represent a good quality of design and would not result in any harm to the setting of adjacent heritage assets. As such, the proposals are considered acceptable, having regard to the NPPF, Policies D3 and HC1 of the London Plan (2021) and Policies DC1 and DC4 of the Local Plan (2018).

### **7.0 RESIDENTIAL AMENITY**

- 7.1 The existing hotel is within in a mix of commercial and residential uses. The nearest residential neighbouring properties are to the south: the upper floors of 297 North End Road and opposite at 222 and 224 North End Road and to the east at Lerry Close. The key considerations for these properties are outlook, privacy, daylight and sunlight and noise.

- 7.2 Local Plan Policy HO11 addresses detailed residential standards and, in seeking a high standard of design, seeks to ensure the protection of existing residential amenities; including issues such as loss of daylight, sunlight, privacy and outlook. Policy DC4 advises that good neighbourliness in particular the amenities of the neighbouring properties, and other properties most directly affected by the proposal will be a key consideration when assessing proposals.
- 7.3 Key Principles HS6 and HS7 of the Planning Guidance SPD seek to protect the existing amenities of neighbouring residential properties, in terms of outlook, light, and privacy.

### **Outlook**

- 7.4 No. 297 North End Road, which is immediately to the south of the application site, is the nearest neighbouring residential accommodation. That property has 4 windows in its main rear elevation at first and second floor levels. Although, the proposed five storey extension would be visible from those windows, the two nearest windows serve non-habitable staircase areas, and the remaining 2 windows are some 7m away and are at an oblique angle. In these circumstances, it is considered that the proposals would not result in any undue increased sense of enclosure or loss of outlook. Also, none of the proposed works at ground floor, due to their siting and location would have any impact on the residential amenity of neighbouring properties.
- 7.5 To the east, the three-storey residential properties in Lerry Close are some 70m away from the 6-storey infill extension. Officers consider that the siting and location of the proposed development would not result in any undue loss of outlook or increased sense of enclosure to the properties in Lerry Close.

Overall, the proposals are considered acceptable in terms of outlook and sense of enclosure and accord with Policies HO11 and DC1 and DC4 of the Local Plan, and SPD Housing Key Principle HS7.

### **Privacy**

- 7.6 Policy HS7 within the Council's Supplementary Planning Document states that any new windows should be positioned at least 18 metres from existing habitable room windows. This will be measured by an arc of 60 degrees taken from the centre of the proposed new window to ensure there is no loss of privacy. If this standard cannot be met then windows should be designed to ensure that no loss of privacy will occur. In this case, there are no opposing habitable room windows within 18m of the proposed elevations.
- 7.7 The proposed development complies with Policies HO11 and DC1 and DC4 of the Local Plan, and SPD Housing Key Principle HS7.

### **Daylight, Sunlight, and Overshadowing**

- 7.8 There are no specific policies about daylight, sunlight or overshadowing in the Local Plan Policy HO11 of the Local Plan includes requirements for residential developments to avoid detrimental impacts on the amenities of residents in the

surrounding area. The policy states the protection of existing residential amenities, including such issues such as loss of daylight, sunlight, privacy, and outlook.

- 7.8 Policy DC1 (Built Environment) require development to be well designed and respect of the principles of good neighbourliness. Policy DC4 requires development to be designed to respect residential amenity and to demonstrate good neighbourliness. This is expanded on within the 'Planning Guidance' SPD. Key Principles HS6 and HS7 of the SPD seek to protect the existing amenities of neighbouring residential properties, in terms of outlook, light, and privacy.
- 7.9 The application is supported by a Daylight, Sunlight & Overshadowing Report. The assessment is undertaken in accordance with British Research Establishment (BRE) Site Layout Planning for Daylight and Sunlight (Second Edition 2011)'.
- 7.10 The BRE sets out good practice for assessing daylight and sunlight impacts for new development. In urban and city centre areas, BRE Guidelines advise that the guidance be applied flexibly. The applicant's Daylight and Sunlight report considers the potential impacts of the proposed development on daylight, sunlight and overshadowing on existing neighbouring residential buildings. In total 26 windows relating to the adjoining properties to the south at 297, 299, 301 and 303 North End Road, and to the west at 222, 224 and 226 North End Road for external levels of daylight have been assessed. Officers are satisfied that this provides a robust assessment and have considered the applicant's report in terms of impact on habitable rooms.

#### Daylight

- 7.11 The BRE Guidance sets out two different methods of assessing daylight to or within a room, the Vertical Sky Component (VSC) method, and the plotting of the no-sky-line (NSL) method (also known as daylight distribution)

#### Vertical Sky Component

- 7.12 The VSC method measures the amount of sky that can be seen from the centre of an existing window and compares it to the amount of sky that would still be capable of being seen from that same position following the erection of a new building. The measurements assess the amount of sky that can be seen by converting it into a percentage. An unobstructed window will achieve a maximum level of 40% VSC. The BRE guide advises that if the VSC is greater than 27% then enough skylight should still be reaching the window of the existing window. If the VSC is both less than 27% and less than 80% of its former value, occupants of the existing building will notice the reduction in the amount of skylight. However, the Guidance makes clear that these values are advisory and para 2.2.1 states that 'Different criteria may be used based on the requirements for daylighting in an area viewed against other site layout constraints. Another important issue is whether the existing building is itself a good neighbour, standing a reasonable distance from the boundary and taking no more than its fair share of light.'
- 7.13 In terms of VSC, only one window at 299 North Road, would not achieve the target VSC levels of either above 27% or more than 0.8 times their former values. However, the affected window at No. 299 North End Road does not serve a habitable room being kitchen, and the infringement to the window is very minor.

- 7.14 Overall, virtual all the windows comply with the VSC daylight target, and the single minor shortfall to a non-habitable room is considered acceptable.

#### No Skyline

- 7.15 The NSL method measures the distribution of daylight within a room. It indicates the point in a room from where the sky cannot be seen through the window due to the presence of an obstructing building. The NSL method is a measure of the distribution of daylight at the 'working plane' within a room. In houses, the 'working plane' means a horizontal 'desktop' plane 0.85 metres above floor level. This is approximately the height of a kitchen work surface. The NSL divides those areas of the working plane in a room which receive direct sky light through the windows from those areas of the working plane which do not. For houses, the rooms to be assessed should include living rooms, dining rooms and kitchens. Bedrooms should also be analysed, although in terms of NSL they are considered less significant in terms of receiving direct sky light. Development will affect daylight if the area within a room receiving direct daylight is less than 80% of its former value.
- 7.16 In terms of NSL, the first floor window to 299 North Road serving a kitchen would experience a small noticeable NSL reduction (as a result of this room being poorly lit in the existing situation), which exacerbates the relative alteration. It is important to consider that this room is a kitchen which due to its size (in accordance with the London Plan), is not a habitable room.

Only one habitable room to the west, a second-floor bedroom within 222 North End Road, experiences a reduction of NSL which is 77% and marginally below the 80% target value. This is a very minor impact and the shortfall of 3% is likely to be imperceptible to the occupants. Overall, it is not considered that this shortfall is sufficient to withhold planning permission.

#### Sunlight

- 7.17 To assess loss of sunlight to an existing building, the BRE guidance suggests that all main living rooms of dwellings, and conservatories, should be checked if they have a window facing within 90 degrees of due south.
- 7.18 In this case, the above test is not applicable as there are no windows orientated within 90° due south.

#### Overshadowing

- 7.19 The BRE Guidelines recommend that for it to achieve adequate sun light throughout the year at least half of a garden or amenity space should receive a least 2 hours of sunlight on 21 March. If, because of new development, an existing garden or amenity area does not meet the above, and the area which can receive 2 hours of sunlight on the 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable.
- 7.20 The proposed 6-storey infill extension would be approximately 70m away from Lerry Close, officers consider that there would be no impact to the properties in Lerry Close in terms of overshadowing.



- 7.21 Overall, in terms of daylight, sunlight and overshadowing officers accept that there is a single technical infringement to one habitable room which is virtually imperceptible, it is considered that the proposals would have an acceptable impact within this urban setting. On balance, considering the site constraints within this urban location, the proposal is considered satisfactory in terms of its impact on daylight, sunlight and overshadowing to neighbouring residential properties.
- 7.22 In terms of daylight sunlight and overshadowing, the proposals accord with Local Plan Policies DC1, DC4, HO11, and Key Principles HS6 and HS7 of the Planning Guidance SPD.

#### Noise

- 7.23 London Plan Policy D14 states in order to reduce, manage and mitigate noise to improve health and quality of life, development proposals should manage noise by avoiding significant adverse noise impacts on health and quality of life.
- 7.24 Local Plan Policy CC11 states that noise-generating development will not be permitted if it would be liable to materially increase the noise experienced by the occupants of existing noise-sensitive uses in the vicinity. Policy CC13 states that the Council will, where appropriate require mitigation measures if a nuisance (such as smoke, smell, or noise) would be likely to occur. Local Plan Policy CC12 seeks to control the adverse impacts of lighting arrangements.
- 7.25 For developments that have the potential to increase noise or vibration levels Planning Guidance SPD Key Principle NN1 requires the submission of a noise and/or vibration survey and report. SPD Key Principle NN4 requires all noise generating uses, including plant, machinery and equipment, will be subject to requirements to minimise noise to relevant criteria in order to protect residential and other noise sensitive amenity.
- 7.26 In this case, the key concerns relate to the impact of additional noise from the use of the hotel, new plant, and the construction phase in terms of environmental nuisance.

#### Use

- 7.27 Although, the proposed development will increase the number of users at the hotel in terms of comings and goings, officers consider that the overall increase in the number of rooms (13%) will not generate a significant number of users. Condition 6 of the 2004 permission restricted the use of the bar and restaurant for hotel guests only, which will remain in force.
- 7.28 There will be no change to the operation of the site as a result of the extension. As expected for a hotel, there are no hours of use restrictions. There will be no change to the servicing arrangements. The same arrangements will apply for linen and food deliveries. Refuse vehicles will continue to collect waste on-site within the gap between the front and the rear building.

- 7.29 Officers are satisfied the proposals to include 20 additional guest bedrooms and enhanced front of house accommodation would not substantially alter the existing operational arrangement on site, and in turn would not result in a noticeable change to the amenity of neighbouring residential properties.
- 7.30 In summary, subject to conditions, the operational use of the hotel itself would not result in an inappropriate and unneighbourly form of development, in accordance with London Plan Policy D14, Local Plan Policies DC1, DC4, CC11, CC13 and HO11, and Key Principle HS8 of the Planning Guidance SPD.

### **Plant**

- 7.31 The proposals include the installation of 4 air source heat pumps and 2 air conditioning units within the existing plant enclosure at main roof level and installation of 2 air source heat pumps adjacent to the car park.
- 7.32 The submissions have been reviewed by the Council's Environmental Protection Officer who has confirmed that the operation of the proposed plant would have a negligible impact on the amenities of residents surrounding the site. They raise no objections to the proposals subject to conditions to ensure that plant noise limits and anti-vibration measures remain acceptable and a post installation noise assessment is carried out to mitigate any undue noise impact.
- 7.33 Subject to conditions, the proposals comply with London Plan Policy D14 and Local Plan Policies CC11 and CC13.

### **Lighting**

- 7.34 Details and levels of illumination of external lighting, including floodlights, security lights and decorative external lighting will be secured by a condition.

### **Construction phases**

- 7.35 An informative will advise the applicant on permitted hours for building works; notification requirements to neighbours; and dust, smoke and noise mitigation measures associated with the building works.

## **8.0 HIGHWAYS AND TRANSPORTATION**

- 8.1 London Plan Policy T6 sets out the intention to encourage consideration of transport implications as a fundamental element of sustainable transport, supporting development patterns that reduce the need to travel or that locate development with high trip generation in proximity of public transport services. The policies also provide guidance for the establishment of maximum car parking standards in relation to hotel uses as well as blue badge parking at Policies T6.4 and T6.5. London Plan Policy T5 sets out the requirements for cycle parking in accordance with the proposed use.
- 8.2 Local Plan Policy T1 sets out the Council's intention to "work with strategic partners to improve transport provision, accessibility and air quality in the borough, by improving and increasing the opportunities for cycling and walking, and by improving connections for bus services, underground, national and regional rail".

- 8.3 Local Plan Policy T2 relates to transport assessments and travel plans and states "All development proposals would be assessed for their contribution to traffic generation and their impact on congestion, particularly on bus routes and on the primary route network".
- 8.4 Local Plan Policies T3, T4, T5 and T7 relate to opportunities for cycling and walking, vehicle parking standards, blue badge holders parking and construction logistics. Local Plan Policy CC7 sets out the requirements for all new developments to provide suitable facilities for the management of waste.
- 8.5 A Transport Statement supports the application.

### **Accessibility**

- 8.6 The site has a Public Transport accessibility Level (PTAL) of 6a - suggesting that it has excellent access to public transport. West Brompton station entrance which serve London Overground (LO) lines is 600m to the east and West Kensington station for the London Underground (LU) Central and District line 550m to the north of the site. The nearest bus stops are located directly in front of the site on North End Road Road.

### **Trip Generation**

- 8.7 The proposed increase in the number of rooms by 20 is not anticipated to generate a significant number of additional vehicle trips given its highly accessible town centre location, as the vast majority of trips would be carried out using sustainable modes, primarily by public transport and on foot.

### **Parking**

- 8.8 There is existing vehicular access to the site from Thaxton Road located alongside the north side of the site. This provides access to internal car parking and for service vehicles.
- 8.9 The site is located in Controlled Parking Zone D, which has restriction for resident parking only Monday to Friday between 9am to 5pm.
- 8.10 The existing parking provision for 15 cars will reduced to 11 car parking spaces, including four disabled parking spaces and two spaces for electric vehicle charging. Taxis will continue to use the private forecourt for pickups/drop-offs.
- 8.11 It is noted, if considered in isolation, the proposed off-street parking provision exceeds the London Plan parking Standards which requires any on-site provision to be limited to operational needs, disabled persons parking and parking required for taxis, coaches and deliveries or servicing. However, the additional 20 guest bedrooms will not generate an increase to the off-street parking provision. It will utilise the existing longstanding off-street parking arrangement, which in any event will be reduced by 4 spaces. The provision of 4 disabled parking spaces to serve the additional 20 rooms accords with the London Plan. Prohibition of the hotel and its staff/guests to obtain parking permits will be secured by the s106 agreement.

- 8.12 Nonetheless, in recognition that the level of off-street car parking at the site would encourage vehicle trips, rather than trips by sustainable modes, a legal agreement will include mitigation measures to help encourage sustainable travel / mode shift at the site. As outlined in more detail in this section of the report, this will include a travel plan, car parking permit free obligation. Separately, securing the provision of EV charging points and further details for the proposed mobility hub will be secured by conditions.

### **Cycle Parking**

- 8.13 At present the site provides 14 cycle parking spaces. Parking for 18 cycles will be provided at the site which will serve long stay and short stay users. Provision has also been made for a mobility hub for 18 cycle spaces. Whilst this is in line with the London Plan minimum quantitative standard, details of the access arrangement to the proposed cycle facility and details of how its functionality considers and responds to all users will be secured by a condition to ensure the final provision meets the quality standards set out in the London Plan and London Cycle Design Standards (LCDS).

### **Travel Plan**

- 8.14 To promote sustainable travel to and from the site, a Travel Plan is secured under the s106 agreement, together with associated monitoring fees.

### **Servicing**

- 8.15 The Transport Statement includes details of the servicing arrangements of the hotel. The majority of deliveries and servicing is undertaken off street by small vans on a daily basis via the access off of Thaxton Road. The bin store will be located next to the access road. A dedicated refuse and recycling store is located towards the rear of the property on the southern edge of the car park area. Access to the location of the waste facilities by refuse vehicles will have no change to the existing procedures.

### **Construction**

- 8.16 A Construction Logistics Plan (CLP) is provided with the application. Transport for London have noted that the proposals include suspending the bus stop adjacent to the site on North End Road. For further details on how this is to be managed, a final CLP will be secured by a condition to ensure it is produced in accordance with TfL guidance, and also provides a clear description of how the site will discourage the use of private transport by personnel employed in its construction. The CLP will remain live a document with ongoing consultation with the Council's Highways Officers.
- 8.17 In summary, there are no objections to the proposal based on highways, traffic or parking. Subject to the outlined conditions and legal obligations the proposal accords with the above policies.

## **9.0 FLOOD RISK AND SUDS**

- 9.1 London Plan Policy SI 12 states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 sets out the same requirement and additionally states that proposals for impermeable paving should be refused and that drainage should be designed and implemented to address water efficiency, water quality, biodiversity and recreation.
- 9.2 Local Plan Policy CC2 requires major developments to implement sustainable design and construction measures, including making the most efficient use of water. Local Plan Policy CC3 requires that new development is required to reduce the use of water and to minimise current and future flood risk. This is supported by Policy CC4 which seeks that developments manage surface water run-off and requires all major developments to implement SuDS and to provide a sustainable drainage strategy.
- 9.3 This site is in the Environment Agency's Flood Zone 2. The site is well protected from flood risk from the River Thames due to the presence of flood defences such as the Thames Barrier and local river walls. If these were breached or over-topped, flood water would not reach the site. The site is also low risk in terms of surface water flood risks and risks from groundwater and sewer flooding.
- 9.4 As the main part of the proposals is an extension to the existing hotel, the ground floor element will match the existing finished floor levels. No additional hotel accommodation is proposed at this level. Flood resilience measures will be included at ground floor level where appropriate for the works.
- 9.5 A SuDS Statement however has been provided with the application. During the course of the application further details were submitted regarding the integration of SuDS - e.g. on the new flat roof and details provided on how the discharge of surface water will be managed down to as close to greenfield rate as possible. The submitted technical note explains that a blue roof is proposed and some design information is provided. 100mm depth of storage is to be provided over the 102m<sup>2</sup> of roof. This is sufficient to provide enough attenuation for the 1 in 100 year storm event (Including Climate Change). Surface water from the site will be reduced to 0.72 l/s. This is above the greenfield rate which is very low at 0.1 l/s but it represents a 50% reduction compared to the current rate of 1.4 l/s. The implementation of the measure including the blue roof and its maintenance in line with the supplier's specifications is to be secured by a condition. The proposals are therefore considered acceptable in terms of the requirements of Policy CC4.
- 9.6 Subject to the conditions recommended above, no objection would be raised under London Plan Policies SI 12 and SI 13 or Local Plan Policies CC3 and CC4 on sustainable drainage and flooding grounds.

## **10.0 ENERGY AND SUSTAINABILITY**

- 10.1 London Plan Policy SI 2 seeks to extend the extant requirement on residential development to non-residential development to meet zero carbon targets. It maintains the expectation that a minimum reduction of 35% beyond Building Regulations to be met on site (10% or 15% of which should be achieved through energy efficiency for residential development, and non-residential development).

Where it is clearly demonstrated that the zero-carbon target cannot be met on site, the shortfall should be provided through a cash in lieu contribution to the borough's carbon offset fund, or off-site provided an alternative proposal has been identified and delivery is certain.

- 10.2 London Plan Policy SI 4 seeks to minimise internal heat gain and the impacts of urban heat island effect through design, layout, orientation and materials. An energy strategy should demonstrate how development proposals will reduce potential for overheating and reliance on air conditioning systems in accordance with a hierarchy that prioritises the minimisation of internal heat generation through energy efficient design and reductions to the amount of heat entering a building.
- 10.3 Local Plan Policy CC1 requires major developments to implement energy conservation measures by implementing the London Plan sustainable energy policies and meeting associated CO2 reduction target and demonstrating that a series of measures have been taken to reduce the expected energy demand and CO2 emissions. It requires the use of on-site energy generation to further reduce CO2 emissions where feasible. Policy CC2 seeks to ensure the implementation of sustainable design and construction measures by implementing the London Plan sustainable design and construction policies. These are supported by Key Principles set out in the Energy and Sustainable Design Construction Chapters of the Planning Guidance SPD.
- 10.4 The application submissions note that the proposed development has considered the inclusion of sustainability measures such as energy (including an air source heat pump) and water efficiency improvements where feasible. It is acknowledged that the additional floorspace being created does not trigger the major scheme criteria, and therefore technically there is no requirement to submit a Sustainability Statement or Energy Assessment, although the inclusion of such measures are welcomed.
- 10.5 The inclusion of 6 new Air Source Heat Pumps, which are to serve the main building as well as the extension, will help to reduce CO2 emissions for the site.
- 10.6 The implementation of the measures such as the ASHPs and water efficiency measures are to be secured by a condition.
- 10.7 On this basis the proposals are considered acceptable with regards to London Plan Policies SI 2 and SI 4, and Local Plan Policies CC1 and CC2.

## **11.0 AIR QUALITY**

- 11.1 NPPF (2024) Paragraph 199 relates to air quality, and states planning decisions should ensure that any new development in Air Quality Management Areas (AQMA) is consistent with the local air quality action plan. The council's Air Quality Action Plan 2025-2030 was approved and adopted by the council on the 16th of December 2024.
- 11.2 London Plan Policy SI 1 states that development proposals should not lead to deterioration of existing poor air quality, create any new areas that exceed air quality limits or create unacceptable risk of high levels of exposure to poor air quality.

- 11.3 Local Plan Policies CC1 and CC10 seek to reduce levels of local air pollution and improve air quality in line with the national air quality objectives by reducing the potential adverse air quality impacts of new developments, requiring the submission of an air quality assessment and mitigation measures where appropriate. These are supported by Planning Guidance SPD Key Principles AQ1 to AQ5.
- 11.4 The development site is located within the councils Air Quality Management Area (AQMA) for the air pollutants - Nitrogen Dioxide (NO<sub>2</sub>) and Particulate Matter (PM<sub>10</sub>, PM<sub>2.5</sub>), and an area of existing poor air quality due to the road traffic emissions from North End Road (B317). North End Road is also a main vehicle route between GLA Air Quality Focus Area 65- West Cromwell Road (A4) and GLA Air Quality Focus Area 66 -Fulham Town Centre. The development proposal will introduce new sensitive receptors into an area of very poor air quality.
- 11.5 The application submissions have been reviewed by the Council's Air Quality Officer. Further details are required which can be secured by conditions, including the submission of a Air Quality Emissions Control and Dust Management (Construction), Ventilation Strategy and post installation compliance report, Zero Emission Heating Systems compliance, and Ultra Low Emission Strategy (ULES).
- 11.6 Subject to the conditions recommended above, no objection would be raised under London Plan Policy SI 1, Local Plan Policies CC1 and CC10 and the Council's Air Quality Action Plan and Climate and Ecology Strategy on air quality grounds.

## **12.0 COMMUNITY INFRASTRUCTURE LEVY (CIL)/PLANNING OBLIGATIONS**

### **Mayoral and Local CIL**

- 12.1 The Mayor's CIL (Community Infrastructure Levy) came into effect in April 2012 and new fee rates came into effect in April 2019. This would contribute towards the funding of Crossrail. The GLA expect the Council, as the Collecting Authority, to secure the levy in accordance with London Plan Policy DF1. This development would not be subject to a London wide community infrastructure levy.
- 12.2 The Council's Community Infrastructure Levy (CIL) is also a charge levied on the net increase in floorspace arising from development in order to fund infrastructure that is needed to support development in the area. The CIL Charging Schedule was presented to Council and approved 20 May and has formally taken effect since the 1st September 2015. Given the site falls within the West Kensington Opportunity Area this development is not liable for any local CIL. Financial contributions from developments in these areas are still however sought as part of any S106s agreement.



## **S106 Heads of Terms**

- 12.3 The NPPF provides guidance for local planning authorities in considering the use of planning obligations. It states that 'authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations and that planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition'.
- 12.4 London Plan Policy DF1 (Delivery of the Plan and Planning Obligations) states that: "Development proposals should provide the infrastructure and meet the other relevant policy requirements necessary to ensure that they are sustainable and to support delivery of the Plan."
- 12.5 Local Plan Policy INFRA1 (Planning Contributions and Infrastructure Planning) advises that the council will seek planning contributions to ensure the necessary infrastructure to support the Local Plan is delivered using two main mechanisms 'Community Infrastructure Levy (CIL) and Section 106 Agreements (s106).
- 12.6 The planning obligations set out in the heads of terms below are considered necessary to make the development acceptable in planning terms, they are related to the development and fairly and reasonable in scale and kind to the development. A Section 106 agreement is therefore required to ensure the proposal is in accordance with the statutory development plan and to secure the necessary infrastructure to mitigate the needs of the Proposed Development.
- 12.7 In view of the fact the Section 106 agreement will be the subject of extended negotiations, officers consider that circumstances may arise which may result in the need to make minor modifications to the conditions and obligations (which may include the variation, addition, or deletion). Accordingly, the second recommendation has been drafted to authorise the Director of Planning and Property, after consultation with the Assistant Director Legal Services and the Chair of the Planning and Development Control Committee, to authorise the changes they consider necessary and appropriate, within the scope of such delegated authority.
- 12.8 The Applicant is expected to agree to enter into a legal agreement with the Council to which would include the following site-specific items (i.e. items which are not on the CIL r123 list):
- 1) Financial Contribution of £65,000 towards local employment, training and local businesses, community safety and place shaping
  - 2) Submission and implementation of an approved Hotel Travel Plan. A contribution of £3,000 at yr 1, 3 and 5 towards Travel Plan monitoring
  - 3) On-street car parking permit-free and coach-free development
  - 4) Construction Logistics Plan to be conditioned, include £3000 p/a monitoring fee.
  - 5) Support delivery of Upstream London, the Council's Industrial Strategy for inclusive economic growth (or any successor to it), including to support employment, skills and local procurement activities, including:
    - at least 10% of the total number of people employed on the construction of the development would be local residents,

- 3 apprenticeships, 3 paid work and 3 unpaid placements
  - at least 20% of the total number of people employed in the end use of the development would be local residents.
  - 10% of the build cost to be spent on businesses based in H&F in the supply chain of the development
  - 10% local labour during construction phase, including an employment and skills plan
- 6) A commitment to sign up to the Council's Upstream Pathway Bond H&F Upstream Pathway Bond | London Borough of Hammersmith & Fulham, a broad menu of opportunities to help businesses play a meaningful role in supporting the local community in which they operate – and to encouraging end-users of the development to do so.

## **13.0 CONCLUSION**

- 13.1 In considering planning applications, the Local Planning Authority needs to consider the development plan as a whole and planning applications that accord with the development plan should be approved without delay, unless material considerations indicate otherwise and any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 13.2 In the assessment of the application regard has been given to the NPPF, London Plan, Publication London Plan, and Local Plan policies as well as guidance.
- 13.3 In summary, the proposals to refurbish and extend an existing large hotel within the Fulham Town Centre would enhance London's visitor economy and is supported in principle. The proposal is acceptable in visual terms and is considered to be of a good quality of design which would not adversely impact upon the setting of the surroundings. Subject to conditions the proposal would not result in unacceptable impacts upon the amenities of neighbouring residential properties. Highways, transportation and environmental matters including energy and sustainability, flood risk and air quality, have also been satisfactorily addressed and will be subject to conditions/planning obligations. In these respects, the proposals comply with the relevant policies of the NPPF (2024), the London Plan (2021), the Local Plan (2018) and the relevant Key Principles within the Planning Guidance Supplementary Planning Document (2018).
- 13.4 Officers have taken account of all the representations received and in overall conclusion for the reasons detailed in this report it is considered, having regard to the development plan as a whole and all other material considerations, that planning permission should be granted subject to the conditions listed, and the completion of a s106 agreement.
- 13.5 In line with the Town and Country Planning Act 1990 and the Town and Country Planning (Pre-commencement Conditions) Regulations 2018, Officers have consulted the Applicant on the pre-commencement conditions included in the agenda and the Applicant has raised no objections.

## **14.0 RECOMMENDATION**

- 14.1 The application is therefore recommended for approval, subject to conditions and the completion of a legal agreement.