

# Westminster's City Plan



Consolidated with Basement and Mixed Use Revisions

July 2016



City of Westminster

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Land Use Pie Charts for areas in Part III are based on 2010 pipeline data from Westminster City Council's land use monitoring.

# FOREWORD

## **Welcome to Westminster's City Plan**

Westminster is unique. It is not only home to parliament, the Monarchy and Royal Parks, but also world class tourist attractions, London's two International shopping centres, the highest number of historic buildings in the country, over 250,000 residents, and more businesses than the City and Canary Wharf combined. Westminster accommodates the lively West End, and areas dominated by offices and commercial uses; by nationally important tourism and cultural uses, and world famous specialist uses; all sitting cheek by jowl with residential areas and essential local community facilities.

Westminster City Council is committed to providing an excellent service to this wide and varied community. In this plan we will build on the things we value: we will improve our neighbourhoods; provide enhanced opportunities for our local communities; and deliver sustainable economic growth. We will make Westminster the foremost world class city, with exemplary sustainable design.

We are moving into a new era, where everyone can and should expect the best. Westminster's City Plan will rise to the challenge of managing this unique and complex environment for the next 20 years. It sets out a vision for the future of our unique city: a future of opportunity, improvement, and carefully managed growth and change.

Westminster's City Plan has been produced in conjunction with key stakeholders, partners and the local community, and is the 'spatial expression' of our vision of the future, including priorities for delivering a better city and better lives and the delivering the Sustainable Community Strategy. It has been written to see us through the next 20 years, whatever they may hold: environmental challenges: complex and changing economic circumstances: and outstanding international events, to further enhance Westminster's and London's world class city status: to recognise its global importance: and increase its international competitiveness.

I would like to thank all those involved in the production of this document and in the development of Westminster. We will continue to work with our partners, stakeholders, businesses and residents to deliver our vision, and achieve a city that we can all be proud of.



**Councillor Robert Davis DL**

Deputy Leader of Westminster City Council  
Cabinet Member for the Built Environment

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# PART I: INTRODUCTION

## WESTMINSTER’S LOCAL DEVELOPMENT FRAMEWORK

1.1 Westminster’s Local Development Framework is a ‘portfolio’ of documents which together provide a comprehensive local policy framework for the city. The main document is *this* local plan, Westminster’s City Plan. This will include both strategic and more detailed policies to manage the city and deliver Westminster’s future sustainable development. However, the more detailed policies will be added by a further revision to this document, and have been developed separately as a City Management Plan. This plan applies across the whole of the city, although it also has area-specific policies.

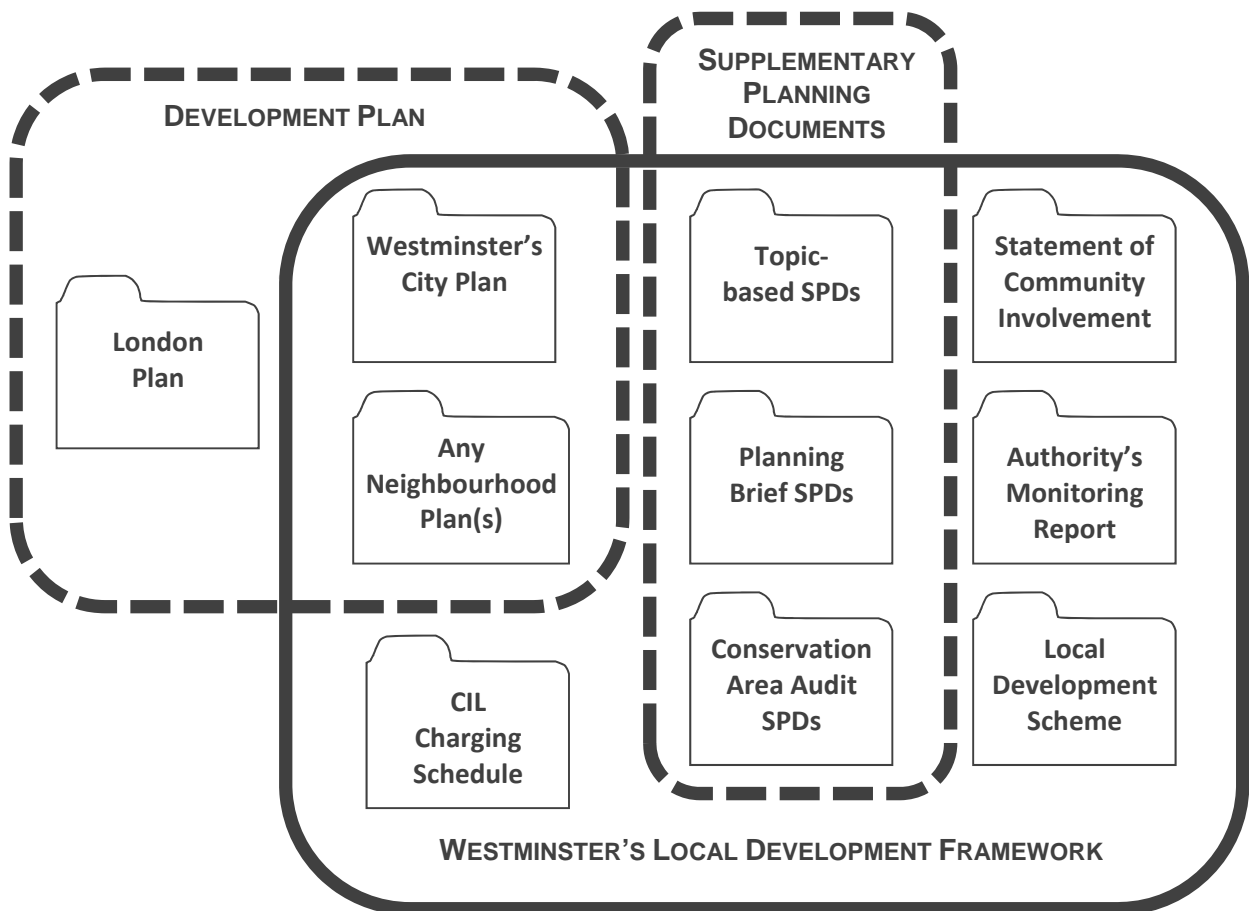


FIGURE 1 WESTMINSTER’S POLICY FRAMEWORK

1.2 Neighbourhood Plans can also be prepared at a local level by communities. Those plans only apply to the area which the local group represents, but within those areas, the neighbourhood-level policies have the same statutory weight as other policies in this plan

and the London Plan. More information about neighbourhood planning can be found in Part VI.

1.3 The portfolio will also include a number of Supplementary Planning Documents. These documents give further guidance on how the council expects the policies in this plan (including City Management policies once these are included) to be implemented. They include Planning Briefs, Conservation Area Audits, design guidance and other topic-based guidance.

1.4 Any changes to Westminster's City Plan will be prepared in accordance with a timetable set out in a Local Development Scheme. Consultation for any local plan changes or Supplementary Planning Documents will be in accordance with the Statement of Community Involvement. These two documents also form part of the portfolio of documents: the Local Development Framework.

1.5 The council also monitors the outcomes of its policies annually, and publishes this information in the Authority's Monitoring Report. This report also monitors how the council is progressing in preparing its policy documents. The Authority's Monitoring Report forms part of the Local Development Framework and is a crucial part of implementing and reviewing Westminster's City Plan over the next 15-20 years, and updating the list of available land for development.

1.6 Finally, Westminster's Local Development Framework will include a charging schedule in the future, setting out required Community Infrastructure Levy contributions in order to deliver the infrastructure needed to support that development.

1.7 The LDF takes the National Planning Policy Framework into account, and is Westminster's local strategic framework for delivering sustainable development, including the 12 core planning principles. It is a strategy for the future: proactively driving and supporting sustainable economic growth by delivering the homes, workplaces, infrastructure and thriving local places needed. In doing this, it also takes the city council's own strategies and also other agencies' plans and proposals into account, giving them spatial expression, and help to deliver them. As well as embracing this 'spatial' planning approach, the LDF recognises the temporal and sensory aspects of the way the city functions as well as the way the city is experienced by individuals. Westminster is a complex environment; it is a city with multiple dimensions. This is fundamental to understanding the way Westminster is now and how it should develop into the future.

**FIGURE 2** SPATIAL, TEMPORAL AND SENSORY DIAGRAM

## WESTMINSTER'S CITY PLAN

1.8 Westminster’s City Plan is the local plan for Westminster. It sets out the vision for the City of Westminster up to and beyond 2026/27, and puts in place a policy framework to deliver that vision. Taken as a whole, it is the local expression of sustainable development. It balances competing requirements and demands to deliver against economic, social and environmental objectives. Looking to the future, it will deliver sustainable economic development including homes, business premises and infrastructure in a way that enhances those key attributes that make Westminster a great place to live, work and invest and creates thriving sustainable communities. This plan includes the strategic policies for the borough and is subject to a number of revisions which add more detailed policies. However it is not, in itself, a comprehensive policy framework for Westminster. It needs to be revised further to include further detailed City Management policies, previously developed as a separate Development Plan Document. Further revisions to this document are underway. References have been made within this document highlighting where further City Management policy is necessary to provide detail. Once the programme of revisions are adopted, they will replace all of the remaining saved policies in Westminster’s Unitary Development Plan not referred to in Appendix 5.

1.9 This local plan been developed by Westminster City Council, working with key stakeholders and the wide and varied communities across the borough. It is the ‘spatial expression’ of the Sustainable Community Strategy. It will be used by Westminster’s key stakeholders in delivering their services across the city.

1.10 Westminster’s City Plan is a Development Plan Document. Together with the London Plan and any Neighbourhood Plan(s) or Neighbourhood Development Orders, these documents make up the statutory ‘development plan’ for the city:

***Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise<sup>1</sup>.***

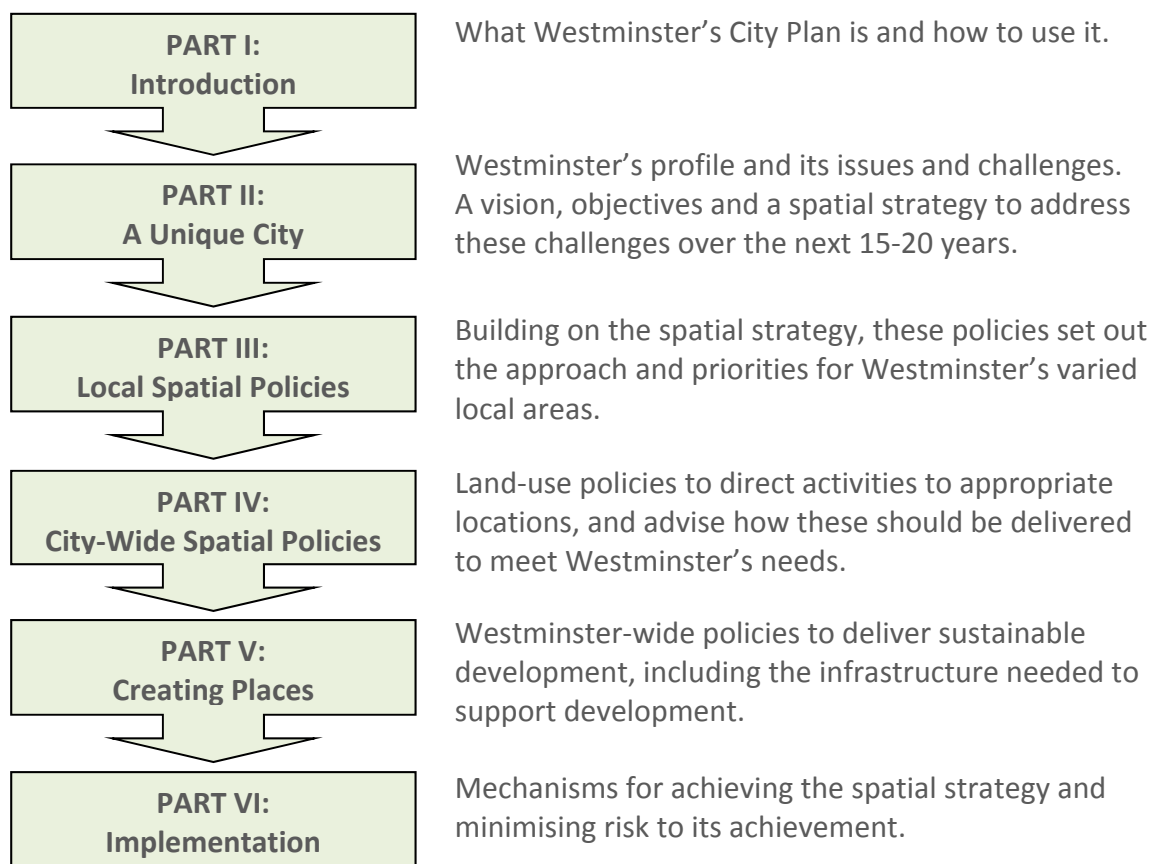
Cross-reference to Part II The Regional Context, Part VI Neighbourhood Planning and Community Governance.

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<sup>1</sup> Planning and Compulsory Purchase Act 2004, Section 38(6)

## HOW TO USE THIS DOCUMENT

1.11 This document is made up of six inter-related parts:



1.12 All plan policies are interrelated and should not be viewed in isolation. To enable greater ease of use, there are cross-references to other directly related policies. However, these boxes should not be used as the sole means for comprehensively assessing which policies apply to a development proposal. Development proposals will be assessed on how well they meet all relevant policies within the development plan, including both strategic and detailed policies, the London Plan and the National Planning Policy Framework.

1.13 Plan policies do not repeat national or London Plan policies, and should be read alongside the London Plan.

1.14 Many of the policies within Westminster's City Plan refer to where "the council" considers or is satisfied that something is the case. However, in circumstances where the council is not the final decision-maker, for example, appeals or called in applications. In such cases, the reference to "the council" is intended to apply to any decision-maker e.g. a Planning Inspector or the Secretary of State. This applies to Policies S1, S2, S4, S5, S6, S7, S8, S12, S13, S14, S16, S21, S34, S39, S40, S42 and S44

# PART II: A UNIQUE CITY

## THE LOCAL CONTEXT

### WESTMINSTER AT THE HEART OF A GLOBAL CITY

2.1 Westminster is one of the most recognised, celebrated and exciting places in the world. It is at the heart of London, which is one of the leading world cities. Westminster is the seat of government and the Monarchy, thriving business clusters, a focus for culture and entertainment, a centre of learning and research and a hub for commerce and retailing. It is home to many government departments, law courts, places of worship of international importance, embassies and diplomatic institutions and other functions of the state. This activity is centred on the West End, a major national and international asset. It is the largest and most diverse concentration of jobs in the UK. Accommodating over 600,000 employees it is also one of the densest employment hubs in the world. Many of Westminster's attractions and functions, both in the West End and beyond, are emblematic of London itself.

2.2 The residential population of approximately 230,000<sup>2</sup> swells to over 1 million every day, due to the influx of workers, visitors and tourists. This pressure is intense, at times overwhelming, and is central to both the city's character and many of its challenges. This level of movement and activity means that Westminster's more tranquil places; its parks, squares and residential enclaves are particularly valued. It also means that the residential environment offered is very different from that found in most other parts of London, with housing and commercial activity in very close proximity.

2.3 However, Westminster is also characterised by areas of a very different nature. There are largely residential areas in the north and south of the borough which do not have significant commercial activity outside designated town centres, and whose town centres provide more local offer. Even within more central commercial parts of the city, there are significant areas of quieter residential streets, and other areas of relative quiet that provide respite from the activity. The Royal Parks account for 24% of the city and provide open landscape amidst a heavily built-up city.

### EMPLOYMENT AND THE LOCAL ECONOMY

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<sup>2</sup> ONS Population Mid Year Estimates 2014

2.4 Westminster functions as a national and international centre for business, shopping, arts and culture, and entertainment. It accommodates over 700,000 jobs, 13% of all of London’s jobs, and more than any other London local authority<sup>i</sup>. Westminster’s economy generated around £56 billion

Gross Value Added (GVA) in 2014/15, 16% of London’s GVA, and 3.5% for the UK<sup>ii</sup>.

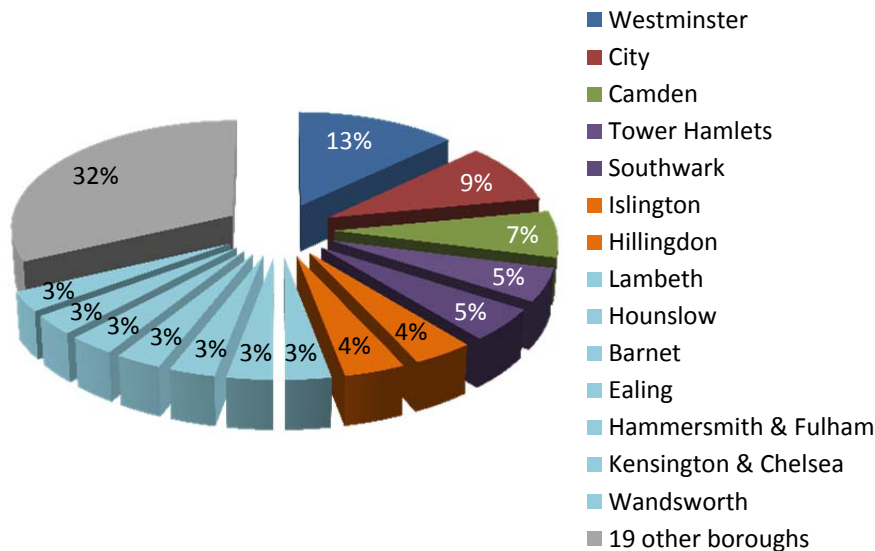


FIGURE 4 PROPORTION OF LONDON’S JOBS WITHIN EACH BOROUGH (BOROUGH WITH OVER 130,000 JOBS SHOWN) 2014<sup>iii</sup>

2.5 Westminster’s 43,000 businesses have a diverse and balanced employment offer, particularly when compared to other areas of the capital such as the City of London<sup>iv</sup>. This reflects its mixed character and contributes to its economic resilience. Core business activity is focussed in the West End, together with Paddington to the north- west and Victoria to the south. These areas host financial, commercial and professional services, creative, retail, leisure, tourism, eating, entertainment and cultural sectors. About seventy percent of Westminster’s businesses are small businesses employing less than five people, and 83% employ less than ten people<sup>v</sup>. This is similar to averages for London and England as a whole



FIGURE 5 COMPARISON OF ECONOMIC SECTORS FOR WESTMINSTER AND CITY OF LONDON, 2010<sup>vi</sup>

## WESTMINSTER'S RESIDENTS

2.6 Westminster has a resident population of 253,000, and has the second highest proportion of residents born outside the UK (54% for 2010, compared to 12% for England as a whole)<sup>vii</sup>. Approximately 31% of Westminster's residents are from a Black, Asian, Arabic or other minority ethnic groups. The overall proportion is not expected to change significantly in the future, although increases are expected from Chinese, Indian, Other Asian and 'other' groups, and decreases in Black African, Bangladeshi and Black Caribbean groups.

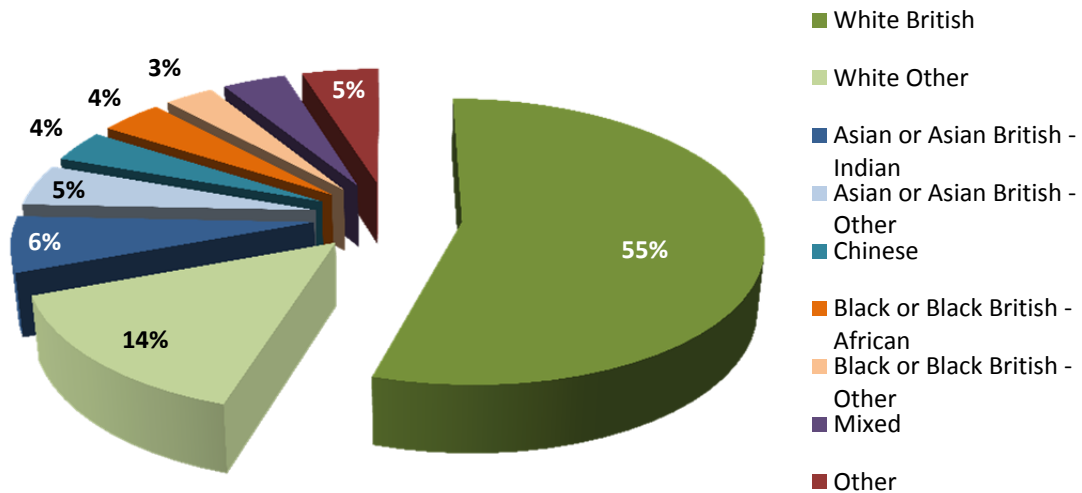


FIGURE 6 PERCENTAGE OF WESTMINSTER'S HOUSEHOLDS IN DIFFERENT ETHNIC GROUPS, 2009<sup>viii</sup>

2.7 During the period 2001-2006, Westminster also had the highest level of international migration per 1,000 population for England and Wales. In particular, Victoria Coach Station is one of the main points of arrival into the UK from Europe, and at its peak had an estimated 2,000 migrants arriving from the continent every week<sup>ix</sup>.

2.8 Westminster is a place of contrast, with the poorest residents often living cheek by jowl with its richest. There are significant differences in life expectancy and mortality between and within electoral wards in Westminster.

Deprivation is much more concentrated in the north-west and south of the city<sup>x</sup>. However, significant progress has been

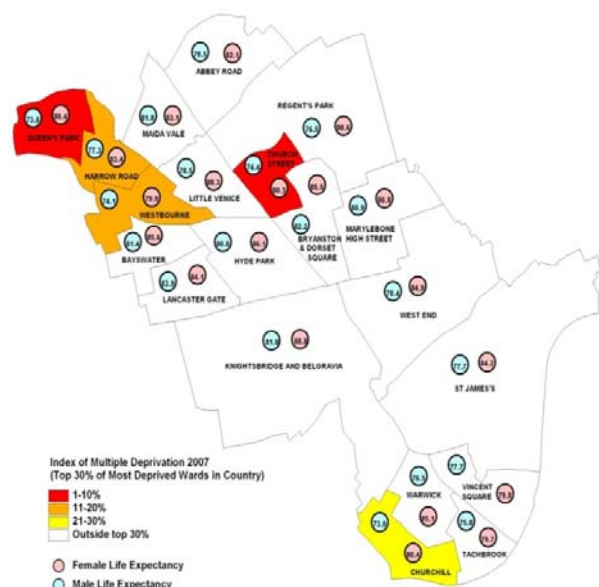


FIGURE 7 DEPRIVATION AND LIFE EXPECTANCY FOR WESTMINSTER'S WARDS, 2007

made. Since 2004, the level of multiple deprivation in the worst affected wards has decreased, however Westminster still contains some of the most deprived areas in London<sup>xi</sup>.

2.9 Westminster’s housing sector also differs markedly from other areas. Average house prices in Westminster are the second highest in the country. The city has a significant, growing private rented sector, comprising an estimated 43% (the highest in London) of households, compared to 26% for London and only 18% for England as a whole. It has a lower owner-occupier sector at only 31%, compared to London (50%) and England (64%)<sup>xii</sup>. The housing sector reflects Westminster’s role at the centre of a world city.

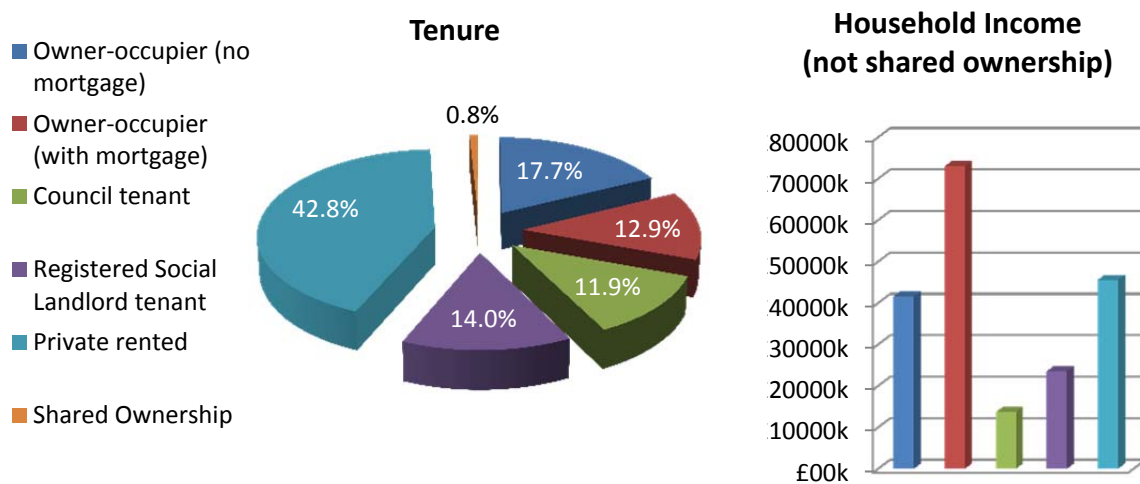


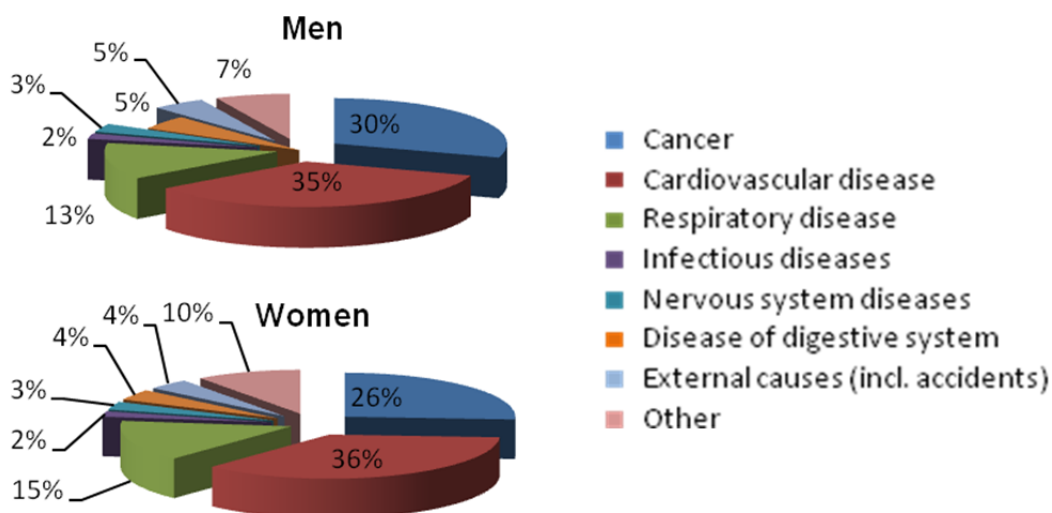
FIGURE 8 HOUSEHOLD TENURE<sup>xiii</sup> (2011) AND INCOME (2006)<sup>xiv</sup>

## HEALTH AND WELL-BEING

2.10 Westminster generally performs well on health indicators. However, patterns of health inequality mirror the patterns of social and economic deprivation and there are a number of key areas where the city performs less well or where there are specific issues that arise because of the characteristics of the city.

2.11 The Indices of Deprivation includes a measure for the outdoor living environment, and measures air quality and road traffic accidents. All of Westminster falls within the worst 20% of areas across the UK for this measure.





**FIGURE 9** MAIN CAUSES OF DEATH FOR WESTMINSTER'S RESIDENTS, 2006<sup>xv</sup>

2.12 Road safety is a significant issue within Westminster. Approximately 300 people die or are seriously injured on the roads of Westminster each year: approximately three times the London average<sup>xvi</sup>. This adversely affects residents, accounting for a significant proportion of accidental deaths and of premature deaths from all causes<sup>xvii</sup>. Road safety also affects workers and visitors within Westminster, and a significant number of fatalities are pedestrians<sup>xviii</sup>.

2.13 Crime and the fear of crime can have considerable negative impacts on health, including increased levels of stress and anxiety, including a fear of going out alone, therefore impacting on levels of physical activity, and loss of confidence. Creating a city where people feel safe and stay safe is a priority for Westminster<sup>xix</sup>. Crime levels are strongly affected by the one million people entering the city every day, and by the unique circumstances of the West End, Oxford Street and the Governmental and related functions in and around Whitehall, giving rise to additional security concerns and challenges including those relating to terrorism<sup>xx</sup>. The thousands of people attracted to the West End from all over London for its pubs, clubs and bars leads to anti-social behaviour, including vandalism, graffiti and drunk, rowdy and intimidating behaviour, as well as acting as a magnet for crime<sup>xxi</sup>. Over half of recorded crime within Westminster is committed within the West End and St James's wards and even this is concentrated within specific parts of those wards<sup>xxii</sup>.

2.14 In many ways, fear of crime can have as profound an effect as direct experience of crime, with similar effects on people's mental and physical health. There is a much stronger correlation between deprivation and the fear of crime as opposed to actual crime statistics, with residents in Westbourne, Queen's Park and Harrow Road feeling the least safe<sup>xxiii</sup>.

## AN ENVIRONMENT FIT FOR A WORLD CITY

2.15 Westminster's famous green spaces and parks, the Thames frontage and public transport links have helped the city develop as a world leader, and support London in being one of the greenest capital cities in the world. As a pioneering authority in the 1950's, the City of Westminster saw the development of one of the first European District Heating Networks in the south of the city. Pimlico District Heating Undertaking not only delivered improved local air quality (in response to the London smog), but also energy efficiency and security for residents and businesses. More recently, Westminster was the first city to develop an air quality action plan and introduce on street electric recharging points for electric vehicles. In the future, large urban areas across the globe will all experience the challenges and exposures to a changing climate, often in more extreme ways than smaller towns and the countryside. Beyond direct climate change impacts, such as health problems due to heat or damage to buildings and infrastructure due to flooding, the indirect impacts on cities can be much broader. Climate change will affect air temperature and quality, biodiversity, and the local micro-climate, exacerbating some and lessening others<sup>xxiv</sup>. Failure to manage this change and adapt as a city will place Westminster's and London's global status at risk, and development within the city must respond to these environmental risks. In line with the National Planning Policy Framework, Westminster also needs to play its part in securing the radical reduction in greenhouse gas emissions necessary to move to a low carbon future. Westminster's City Plan will help the development industry and built environment adapt to these challenges and ensure appropriate policies are in place for the city's future residents and visitors.

## A UNIQUE CITY

2.16 The City of Westminster is therefore unique and requires a bespoke planning framework to respond to the opportunities and challenges over the next 20 years. Looking towards 2036, Westminster will continue to play a key role at the heart of London: the profile of London as one of the world's great global cities should continue to bring long-term benefits through visitors, business and investment; we need to make our contribution to tackling climate change; rise to the challenge of new economic circumstances, changing markets and employment sectors; and changes in the composition of households and families, and the way people carry out their daily lives. This planning framework must retain those unique characteristics that make Westminster what it is today: its heritage, vibrancy, and mix of activities and places. The following chapters set out this planning framework to deliver Westminster's spatial vision for the future.

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- <sup>i</sup> ONS Regional Labour Market: LI01 - Local Indicators for Counties, Local and Unitary Authorities April 2015
- <sup>ii</sup> ONS, CEBR Analysis 2014
- <sup>iii</sup> ONS Regional Labour Market: LI01 - Local Indicators for Counties, Local and Unitary Authorities April 2015
- <sup>iv</sup> Business Register and Employment Survey 2010-11
- <sup>v</sup> Business Register and Employment Survey 2013/14
- <sup>vi</sup> ONS Annual Population Survey 2010
- <sup>vii</sup> ONS Annual Population Survey 2010
- <sup>viii</sup> ONS Population Mid Year Estimates 2009
- <sup>ix</sup> Estimate based on Office of National Statistics 2006 data, in liaison with Victoria bus station management and core coach station companies
- <sup>x</sup> Index of Deprivation 2007 Briefing Note Westminster City Council (accessible through Westminster City Council's COWSTAT system)
- <sup>xi</sup> Westminster City Plan 2006-2016
- <sup>xii</sup> Census 2011
- <sup>xiii</sup> Census 2011
- <sup>xiv</sup> Housing Needs Assessment, 2006
- <sup>xv</sup> ONS Vital Statistics 2006 cited in Public Health Annual Report 2006/2007
- <sup>xvi</sup> London Accident Analysis Unit, London Road Safety Unit, Transport for London Street Management, 2008
- <sup>xvii</sup> Public Health Annual Report 2006/2007 Figure 2.4 and Figure 2.8. It is noted that mortality statistics relating to road safety shown in these figures do not necessarily mean that this was a result of an accident within Westminster. However, the other statistics relate to injuries on Westminster's roads.
- <sup>xviii</sup> Towards the year 2010: monitoring casualties in Greater London; Issue 8, August 2008
- <sup>xix</sup> Westminster City Plan 2006-2016
- <sup>xx</sup> Crime and Disorder Reduction Strategy 2005 – 08 Priorities reflect this, including those relating to street crime, drug and substance misuse, alcohol related violence and begging.
- <sup>xxi</sup> Westminster City Plan 2006-2016, page 28
- <sup>xxii</sup> Metropolitan Police Crime Mapping <http://bit.ly/KV3CIH> , all recorded crimes, for period March 2012
- <sup>xxiii</sup> Public Health Annual Report 2006/2007
- <sup>xxiv</sup> Urban adaptation to climate change in Europe, EEA Report 2012

# THE REGIONAL CONTEXT

2.17 London has been governed at a regional level by a directly elected Mayor since 2000. The Mayor is responsible for the strategic planning of London, including the preparation of the London Plan. Westminster’s City Plan must be in general conformity with the London Plan and should not repeat the regional guidance contained within it. The London Plan forms part of the statutory development plan for Westminster, and many of its policies include a “planning decisions” section that can be used directly for determining planning applications.

2.18 Key aspects of the London Plan that relate to Westminster are:

- housing
- waste
- strategic views
- the Central Activities Zone
- the Paddington, Victoria and Tottenham Court Road Opportunity Areas
- the retail hierarchy
- the high carbon emissions from Westminster relating to energy consumption
- the Blue Ribbon Network and Metropolitan Open Land (the Royal Parks)
- the West End Special Retail Policy Area and Thames Policy Area.

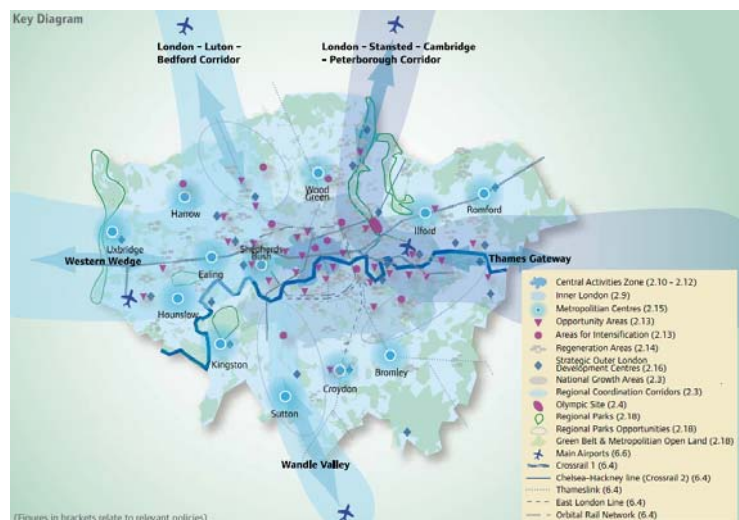


FIGURE 10 LONDON PLAN KEY DIAGRAM 2011

2.19 The Mayor sets the annual budgets for the wider Greater London Authority family made up of the Greater London Authority, Metropolitan Police, Transport for London, and the London Fire Brigade. The Mayor also has responsibility for affordable housing funding. As such, the Mayor is a key strategic partner in the delivery of services and infrastructure within Westminster, and therefore Westminster’s City Plan as a whole.

# WESTMINSTER'S ISSUES AND CHALLENGES

## ACCOMMODATING STRATEGIC LAND USES WITHIN A UNIQUE CENTRAL LONDON MIX

2.20 Westminster is a nationally and internationally important location for offices, retail, media and creative industries, arts and culture, higher education institutions, entertainment and tourism, which it accommodates together with the functions of government and the state. The locations of these strategic land-uses overlap and all converge in the West End. The West End boasts the busiest shopping district in the world centred around Oxford, Regent and Bond Streets. Westminster supports London's £22 billion visitor economy, ranging from the Abbey Road pedestrian crossing to 8 of the 20 top London visitor attractions. It is also the heart of London's evening and night-time economy, including 39 Michelin-starred restaurants. The home of theatre in Theatreland and cinema centred around Leicester Square are within the West End, and Westminster has a third of London's music, visual and performing arts employment and a third of London's television and radio employment.

2.21 Westminster's central area, designated the Central Activities Zone (CAZ) within Westminster's City Plan, contains a mix of uses and activities that is unique both in London and the world. The complex mosaic of land uses gives Westminster its vitality, character and role within London as a world city. The apparent randomness of the mix is the product of the area's long history of changing patterns of land use and, since the 1970s, of careful control through planning policies and negotiations. This approach has proved a success: Soho, Mayfair and other central areas have retained their prestige as a desirable location for businesses and vitality and attraction, and the policy approach ensures that no one use dominates. This mix not only makes Westminster's Central Activities Zone unique, but also helps give it a human scale, significantly enhancing the experience of the city from street level. This approach successfully retained the proportion of office floorspace in the Core CAZ at between 48% and 51% since the early 1980s. However, significant office losses were seen from 2010/11 until 2015/16 due to a change in market drivers. The policy approach was modified to ensure that this loss did not continue and the CAZ could continue to fulfil its strategic function as an internationally important commercial agglomeration.

2.22 Provision of housing within these areas is also intrinsic to its uniqueness and success. From flats in Soho to large residential neighbourhoods such as Pimlico, this residential element plays a major role in defining the character of different parts of the CAZ. The mix of uses must be carefully managed to ensure that the residential use is part of the overall mix of uses, supporting the strategic function of the CAZ as a place to work and visit. Where

homes are appropriate a healthy and safe residential environment must be able to be provided without compromising business activity, acknowledging that more commercial parts of the CAZ have a buzz and level of activity greater than primarily residential areas. .

2.23 Maintaining such a complex environment will require a similarly rigorous approach over the lifetime of the plan, so as to ensure that incremental changes through site-by-site redevelopment do not erode the mix either at a very local level or across the wider area.

Policies to address this issue are set out at: S1 Mixed Use in the Central Activities Zone; S2 Special Policy Areas; S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S5 Tottenham Court Road Opportunity Area; S6 Core Central Activities Zone; S7 West End Special Retail Policy Area; S8 Marylebone and Fitzrovia; S9 Knightsbridge; S12 North Westminster Economic Development Area; S14 Optimising Housing Delivery; S18 Commercial Development; S20 Offices and Other B1 Floorspace; S21 Retail; S22 Tourism, Arts and Culture; S23 Hotels and Conference Facilities; S24 Entertainment Uses; S27 Buildings and Uses of International and National Importance; S29 Health, Safety and Well-Being; S31 Air Quality; S32 Noise; S33 Planning Obligations and Delivering Infrastructure; S42 Servicing and Deliveries; S43 Major Transport Infrastructure.

#### STRENGTH OF WESTMINSTER'S HERITAGE ASSETS

2.24 Westminster has in excess of 11,000 listed buildings (more than any other local authority in the country), and 75% of its land area is covered by conservation area designation. Seventeen of the 27 views identified in the London Plan are either to or from Westminster, and the city is crossed by five designated viewing corridors set out in the London Plan, including ones to Westminster's World Heritage Site: the Palace of Westminster and Westminster Abbey, including St Margaret's Church.

2.25 This historic environment is a national and international treasure, and intrinsic to Westminster and London as a whole. It must be the starting point for consideration of all proposals for change, so as to ensure that it is continually enhanced over the course of this plan and for generations to come. Sensitive and innovative development can provide sustainable retrofitting solutions to make this historic fabric fit for the future, including the challenges of climate change, whilst preserving the integrity of heritage assets. Similarly, those elements of the built fabric that do not contribute to the quality of the historic environment can be replaced with development of exemplary, high quality design and architecture that does contribute and enhance.

These challenges are addressed in the following policies: S4 Victoria Opportunity Area; S8 Marylebone and Fitzrovia; S11 Royal Parks; S25 Heritage; S26 Views; S27 Buildings and Uses of International and National Importance; S28 Design; S35 Open Space; S36 Sites of

Importance for Nature Conservation; S37 Blue Ribbon Network; S42 Servicing and Deliveries; S43 Major Transport Infrastructure.

#### LACK OF AVAILABLE LAND, HOUSING, AND COMPETING LAND USES

2.26 Many other parts of London have a ready supply of surplus industrial land with a relatively low existing use value that can be redeveloped for housing and mixed use with a significantly higher value. Such sites make a significant contribution to meeting borough housing targets. This is not typically the case within Westminster where many sites already contain offices, shops and housing with high existing values. Development in Westminster is often about refurbishment and renewal of building stock rather than significant land use change.

2.27 Westminster's economy relating to the Central Activities Zone also creates challenges for the borough. Since 2010/11, Westminster has seen significant annual losses of office floorspace. Much of this has been lost to housing, and the relative proportion of offices in the Core CAZ has declined to 46%, from a previous balance of between 48% and 51% retained for the 30 years previously. For this reason, a change in approach to offices within this strategically important area has been necessary.

2.28 The lack of available industrial land is also a considerable constraint for Westminster in delivering against the waste apportionment set out in the London Plan.

These issues are addressed in the following policies: S1 Mixed Use in the Central Activities Zone; S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S5 Tottenham Court Road Opportunity Area; S7 West End Special Retail Policy Area; S8 Marylebone and Fitzrovia; S9 Knightsbridge; S10 Pimlico; S12 North Westminster Economic Development Area; S13 Outside the CAZ and NWEDA; S14 Optimising Housing Delivery; S15 Meeting Housing Needs; S16 Affordable Housing; S29 Health, Safety and Well-Being; S30 Flood Risk; S32 Noise; S33 Planning Obligations and Delivering Infrastructure; S35 Open Space; S42 Servicing and Deliveries; S44 Sustainable Waste Management; Appendix 1 Proposals Sites.

#### PEOPLE PRESSURE

2.29 Westminster's residential population of approximately 230,000 swells to over one million during the daytime, with the influx of workers, visitors and tourists. Such intense activity is part of what makes Westminster exciting and vibrant, but is also one of its greatest challenges. It places enormous pressure on transport systems and the public realm and some locations struggle to accommodate the sheer numbers of people. Almost all journeys within Westminster involve a portion of walking within the public realm. A significant proportion of the capacity of social and community facilities and emergency services are taken by visitors rather than residents, and open spaces and parks, particularly

the five Royal Parks, experience extraordinarily high visitor numbers from non-residents. The influx of visitors also extends into the evening and night-time, as people are drawn in for the entertainment offer, particularly concentrated around the West End. The high level of activity and 24 hour nature of some parts of the city strongly affects noise, air quality, crime and security, waste and the provision of local services. The West End offers an almost unique residential environment, with the activity and offer of a 24 hour city on the doorstep. However, the City Council receives an increasing number of complaints from residents suggesting that the relationship between residents' expectations and business activity are not always well matched. The introduction of 24 hour tube running in September 2015 will further increase activity later into the night. The functions of state and government, together with large events befitting Westminster's Central London role, and high numbers of people make the threat of terrorism a particular issue within the borough, and one which is best managed at design stage.

2.30 Regional growth also puts greater pressure on Central London locations such as Westminster, as people move through the city, and access centrally-located services and facilities as well as jobs. This movement to, through and across the city contributes to Westminster having amongst the worst air pollution in the country.

Westminster's activity makes it different from any other local authority in the country.

The policy approach to address these issues is set out in the following policies: S4 Victoria Opportunity Area; S5 Tottenham Court Road Opportunity Area; S6 Core Central Activities Zone; S7 West End Special Retail Policy Area; S8 Marylebone and Fitzrovia; S11 Royal Parks; S13 Outside the CAZ and NWEDA; S24 Entertainment Uses; S29 Heath, Safety and Well-Being; S31 Air Quality; S32 Noise; S33 Planning Obligations and Delivering Infrastructure; S34 Social and Community Infrastructure; S35 Open Space; S37 Blue Ribbon Network; S41 Pedestrian Movement and Sustainable Transport; S42 Servicing and Deliveries; S43 Major Transport Infrastructure.

#### INEQUALITIES INCLUDING HEALTH INEQUALITIES

2.31 Whilst Westminster is generally viewed as a place of affluence, there are pockets of significant deprivation. Queens Park and Church Street are amongst the top 10% of deprived wards in the country, Harrow Road and Westbourne amongst the 10 – 20% most deprived, and Churchill ward amongst the 20 – 30% most deprived. At a sub-ward level, there are also smaller groupings of deprived residents, such as some communities in the West End. Health inequalities, including life expectancy, are closely linked to patterns of deprivation.

2.32 Considerable progress has been made in recent years in addressing deprivation and health inequalities. Further progress is anticipated throughout the life-time of this plan.



Policies to contribute towards achieving this are set out as follows: S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S7 West End Special Retail Policy Area; S10 Pimlico; S12 North Westminster Economic Development Area; S13 Outside the CAZ and NWEDA; S14 Optimising Housing Delivery; S15 Meeting Housing Needs; S16 Affordable Housing; S17 Gypsies and Travellers; S20 Offices and Other B1 Floorspace; S21 Retail; S22 Tourism, Arts and Culture; S28 Design; S29 Health, Safety and Well-Being; S33 Planning Obligations and Delivering Infrastructure; S34 Social and Community Infrastructure; S35 Open Space; S41 Pedestrian Movement and Sustainable Transport; S43 Major Transport Infrastructure.

## ADAPTATION TO AND MITIGATING CLIMATE CHANGE

2.33 This is clearly not an issue unique to Westminster; the National Planning Policy Framework states that *“planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change.”* However, there are a range of particular challenges and opportunities which arise out of the unique characteristics of the borough. Of the 406 local authorities in England, Westminster has the 19<sup>th</sup> highest greenhouse gas emissions. However, unlike most other significant emitters, Westminster’s carbon footprint is not linked to large-scale industrial activity, which can be more easily reduced. Rather it is the cumulative impact of many small occupiers, with 74% of the emissions from the energy use of commercial occupiers, particularly electricity<sup>1</sup>.

2.34 The density, accessibility, heritage and complex mix of uses in Westminster, particularly in central areas, provide significant opportunities for sustainable development: reducing reliance on journeys by private vehicles; the efficient use of land; extending the lifetimes of existing buildings (by hundreds of years in some cases); and opportunities for local and neighbourhood solutions such as Combined (Cooling), Heat and Power networks, local in-vessel composting and other waste solutions, cycle hire, and freight consolidation schemes. Westminster is also fortunate in having excellent flood defences that will be in place for at least the duration of this plan. The need to protect existing buildings along the Thames, such as the Houses of Parliament, will ensure that the borough has a relatively low risk of riverine flooding compared to other parts of the country.

2.35 However, because of its central location Westminster suffers disproportionately from the effects of London’s urban heat island and, in central areas, this is exacerbated by the 24 hour nature of this part of the city. Noise and poor air quality are also relevant to this issue as they increase reliance on air conditioning, which further contributes to localised heating effects, noise and energy consumption.

Matters relating to climate change mitigation and adaptation are set out in the following policies: S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S11 Royal Parks; S12 North Westminster Economic Development Area; S37 Blue Ribbon Network; S30 Flood Risk; S25 Heritage; S28 Design; S29 Health, Safety and Well-Being; S32 Noise; S33 Planning Obligations and Delivering Infrastructure; S35 Open Space; S38 Biodiversity; S39 Decentralised Energy Networks; S40 Renewable Energy; S41 Pedestrian Movement and Sustainable Transport; S42 Servicing and Deliveries; S43 Major Transport Infrastructure; S44 Sustainable Waste Management; S45 Flood-Related Infrastructure.

# WESTMINSTER'S SPATIAL STRATEGY

## WESTMINSTER'S SPATIAL VISION

Westminster will remain a foremost world class global city, while improving its sustainable performance: A city which values its unique heritage and accommodates growth and change to ensure the city's continued economic success while providing opportunities and a high quality of life for all of its communities and a high quality environment for residents, workers and visitors alike.

## WESTMINSTER'S STRATEGIC OBJECTIVES

The objectives for Westminster are not specifically locally distinctive or unique: Westminster shares many of the aspirations and aims of other local authorities across the country. However, Westminster also faces particular issues and challenges as set out in the previous section, and these are also reflected in the objectives.

1. To accommodate sustainable growth and change that will contribute to Westminster's role as the heart of a pre-eminent world class city, building on its internationally renowned business, retail, cultural, tourism and entertainment functions within the Central Activities Zone; to support the unique economic breadth and diversity of the West End and its fringe areas including the Opportunity Areas; whilst maintaining its unique and historic character, mix, functions, and townscapes.
2. To sensitively upgrade Westminster's building stock to secure sustainable and inclusive exemplary design which minimises energy and resource consumption and the production of waste, reduces the impacts of local environmental pollution and meets both today's needs and those of the future, including the effects of a changing climate; creating attractive places that function well whilst ensuring that the historic character and integrity of Westminster's built fabric and places is protected and enhanced.
3. To maintain and enhance the quality of life, health and well-being of Westminster's residential communities; ensuring that Westminster's residents can benefit from growth and change, providing more employment and housing opportunities, safety and security, and better public transport and local services; to work with our partners to foster economic vitality and diversity, improved learning and skills, and improved life chances in areas of deprivation.
4. To increase the supply of good quality housing to meet Westminster's housing target, and to meet housing needs, including the provision of affordable housing and homes

for those with special needs; whilst ensuring that new housing in commercial areas coexists alongside the business activity and an appropriate balance of uses is maintained.

5. To manage the pressures on the city from its national and international roles and functions, supporting business communities and tourism, and ~~to~~ ensuring a safe and enjoyable visitor experience.

6. To accommodate the safe and efficient movement of growing numbers of people entering and moving around Westminster by facilitating major improvements to the public transport system, improving the public realm and pedestrian environment, managing vehicular traffic, and making walking and cycling safer and more enjoyable.

7. To protect and enhance Westminster's open spaces, civic spaces and Blue Ribbon Network, and Westminster's biodiversity; including protecting the unique character and openness of the Royal Parks and other open spaces; and to manage these spaces to ensure areas of relative tranquillity in a city with a daytime population increased every day by over one million workers and visitors.

## WESTMINSTER'S SPATIAL STRATEGY

### EMPLOYMENT AND THE ECONOMY

2.36 Westminster is projected to accommodate growth in employment of about 77,000 jobs to 2036<sup>ii</sup>. This will include 5,000 new jobs in Paddington Opportunity Area, 4,000 in Victoria Opportunity Area, and about 5,000 in the Tottenham Court Road Opportunity Area, including those areas within the London Borough of Camden<sup>iii</sup>. It is crucial to remove barriers to employment for Westminster's residents, such as a lack of skills and training. This will reduce deprivation and social exclusion, and provide a skilled, local workforce for Westminster's businesses.

2.37 Over the life-time of this plan, Westminster will continue to be one of London's most important office locations. New offices and other B1 business floorspace will be directed to appropriate locations within the Central Activities Zone, primarily the three Opportunity Areas at Paddington, Victoria and Tottenham Court Road, the Core Central Activities Zone, and to Named Streets within Marylebone and Fitzrovia. This will be delivered in such a way that maintains Westminster's unique mixed use character within Central London recognising the importance of Westminster's office stock to the national economy. **Y** Overspill office and other B1 accommodation will be directed to appropriate locations within the North Westminster Economic Development Area, extending the existing office stock being delivered within the Paddington Opportunity Area.

2.38 Regional assessments of growth in retail, estimated at 285,000sqm net additional floorspace between 2006 and 2026, have been based on demand assessment rather than capacity<sup>iv</sup>. However, Westminster's City Plan looks at where increases in retail floorspace might be accommodated. The main increases, particularly comparison goods retail floorspace, will be within the West End Special Retail Policy Area with potentially 210,000 sqm growth between 2006 and 2026<sup>v</sup>. This includes the significant retail districts of Covent Garden and Soho, as well as the international shopping streets of Oxford, Regent and Bond Streets. Growth can also be expected to a lesser extent in other areas of the Core CAZ and Knightsbridge<sup>vi</sup>. Projections and capacity for other significant shopping centres are set out below:

Shopping Centre	Type	Growth Projection <sup>vii</sup>	Capacity	Designation
Knightsbridge (part shared with Kensington & Chelsea)	International	42,000	Mostly within Kensington & Chelsea which has the majority of this shopping centre	
Marylebone High Street	CAZ Frontage	4,700	Within existing boundaries	
Victoria Street	CAZ	9,000	Opportunity Area	Sites 6 to 8 in Appendix

	Frontage		redevelopment	1
<b>Warwick Way/Tachbrook Street</b>	CAZ Frontage	2,200	Within existing boundaries	
<b>Edgware Road (south)</b>	CAZ Frontage	600	Within existing boundaries	
<b>Queensway/Westbourne Grove</b>	Major	6,000 sqm	Occupation of floorspace within existing boundaries	No obvious opportunities to extend the designation
<b>Church Street/Edgware Road</b>	District	2,000 sqm	Addition of supermarket	Site 22 in Appendix 1
<b>Harrow Road</b>	District	800 sqm	Occupation of vacant units and possibly Prince of Wales Junction/Maida Hill redevelopments	Site 21 in Appendix 1
<b>Praed Street</b>	District	3,000 sqm	Occupation of units within the Paddington Opportunity Area	
<b>St John's Wood</b>	District	1,000 sqm	No indication of demand that cannot be met within the existing boundaries	No significant opportunities for expansion on the edges

**FIGURE 11** SHOPPING CENTRE GROWTH PROJECTION AND CAPACITY

2.39 Westminster will continue to play a definitive role in London's tourism, arts, educational, service and entertainment sectors. Perceptions of Westminster (and often by extension, of London) will be enhanced by a continued focus on the enhancement of heritage assets and views, improved public realm, open spaces and the pedestrian environment, and the provision of a high quality and safe visitor experience.

## HOUSING

2.40 Westminster offers a wide range of residential environments from quiet suburban streets to the hurley-burley of a global 24 hour city. As a general principle, housing is acceptable in all parts of Westminster although it will not always be appropriate on all sites in the Central Activities Zone. As a minimum, an average of 1,068 new homes will be delivered annually within Westminster. Opportunities for residential development will be optimised except in those parts of CAZ where the priority is for commercial development and where the introduction or increase of residential floorspace would be detrimental to the strategic functions of the CAZ as an internationally important business agglomeration.

2.41 These new homes will be designed and constructed to ensure a high quality residential environment, with particular attention given to the challenges of poorer air quality, noise pollution and neighbouring non-residential uses in a built-up residential environment. Housing will also be designed and positioned within sites to minimise flood risk.

2.42 The quality of the residential environment, relationship between residential and commercial activity and local characteristics of Westminster’s neighbourhoods will continue to be a defining consideration for development proposals. This is expressed in the area-based policies throughout this plan.

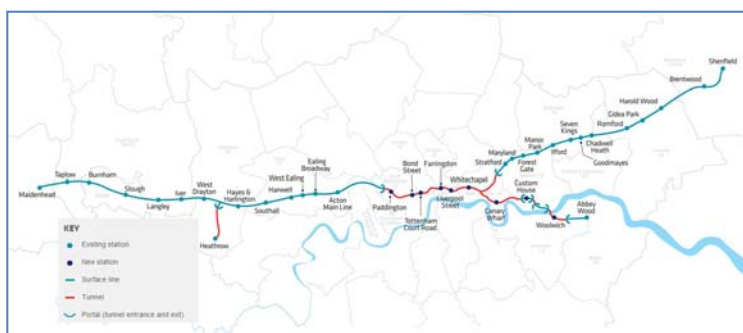
2.43 It is not possible to meet the need for affordable housing within the borough as it exceeds the total housing provision for the plan period<sup>viii</sup>. However, the council will seek to maximise the delivery of affordable housing and exceed 30% of new housing being affordable over the plan period. This will include the council’s Housing Renewal programme on its own estates, as well as affordable housing delivered by the private sector. It will also ensure that new affordable housing improves the mix and balance of communities by increasing intermediate housing in areas of deprivation.

## INFRASTRUCTURE

2.44 Westminster’s success as a world city and its triple roles as a place to live, commercial centre and tourist attraction places heavy demands on the infrastructure required. Residents and businesses alike need good utilities provision, transport networks, open spaces and social and community facilities. The influx of workers and visitors also place considerable demands on public spaces, and rely on the transport infrastructure to take advantage of the 24 hour nature of the tourism offer.

2.45 Planned growth and change will increase pressure on existing infrastructure and will generate need for improvements and in some cases, new infrastructure. This is likely to be more pronounced in the Central Activities Zone but will also affect the rest of the city. These infrastructure needs will be met through rationalisation of existing sites or introducing relatively small new facilities within development sites, with the exception of major transport infrastructure, which has been provided for within Westminster’s City Plan.

2.46 Increases in the capacity of transport infrastructure will have a significant impact on the city of the next 15 – 20 years. This includes the delivery of Crossrail by 2018/9 which will



**FIGURE 12** CROSSRAIL LINE 1 ROUTE THROUGH LONDON

have stations at Paddington, Bond Street and Tottenham Court Road. There will also be an increase in passenger capacity on the overground trains into Victoria, Paddington and Marylebone stations, together with capacity increases on eight London Underground lines. In addition, Underground station

congestion-relief schemes now underway at Victoria, Paddington, Tottenham Court Road and Bond Street Underground stations to support the capacity increases to those stations. These will increase the development potential of the three Opportunity Areas: Paddington, Victoria and Tottenham Court Road. Collectively they should cater for the increase in demand that will result from projected employment and housing growth, although works to some stations other than those set out above may also facilitate capacity increases. Crossrail 2 may be a longer term project.

2.47 Measures will also facilitate the infrastructure necessary to increase walking and cycling over the life-time of the plan.

2.48 Improvements to the public realm will also play a major role in the future to enable Westminster to support the pressure it experiences. Significant areas of work identified include Oxford Street and other West End public realm projects, work around Victoria and Crossrail stations, work on key sites along the River Thames, and works in the North Westminster Economic Development Area including town centre improvements and improving connectivity with the surrounding area. These projects are delivered by a range of stakeholders, usually involving partnership arrangements. Key delivery partners are Transport for London, Network Rail, Business Improvement Districts, developers and land owners and neighbouring boroughs.

2.49 There is no opportunity within Westminster for large-scale provision of new parks and therefore provision of open and civic spaces within individual developments will be maximised to help contribute to the necessary infrastructure. In addition, improvements to the quality of spaces will be sought to mitigate the increased pressure on these spaces.

2.50 Similarly, there is a lack of suitable sites available for dealing with waste within the city boundary and delivering against the waste apportionment in the London Plan. Westminster's approach will focus on protection of micro-sites and securing on-site opportunities, rather than a large-scale waste site, although opportunities to identify a suitable site may arise during the lifetime of the plan.

2.51 The need for additional social and community facilities has been identified and provided for in Westminster's City Plan. In many cases, throughout the city, this will be provided by refurbishment, rationalisation and/or redevelopment of existing sites such as indoor sports facilities, libraries, schools and hospitals. This may also need to reflect changing models of delivering public services, and bringing a number of local service providers together in one location e.g. NHS, housing services, and/or voluntary sector all operating out of a single local service facility.

2.52 Emergency services have been engaged with the plan development process and this will enable them to continue to plan for and meet future needs.



2.53 Utility companies have also engaged with the council, including discussions to enable them to continue to deliver services in the light of projected growth and development. This will enable them to properly programme infrastructure delivery within the timescales of their investment programmes. Energy infrastructure will need to be supplemented by local energy generation solutions, delivering a source of renewable and low carbon energy, including on-site and area-based generation capacity delivered through the development process. Similarly, water infrastructure should be supplemented by local on-site solutions. Delivery of improved communications is also necessary to enable Westminster, and London as a whole to compete internationally.

2.54 Specific infrastructure projects have been identified throughout Westminster's City Plan, both in relation to specific areas, and in Part V Infrastructure and Development Impacts. These are projects for which there is a high degree of certainty. Other projects will come forward over the lifetime of the plan, and these will be identified and monitored through the Community Infrastructure Levy provisions.

#### URBAN CHARACTERISTICS

2.55 Development within Westminster over the life-time of Westminster's City Plan will enhance the existing unique and extensive heritage assets and landscape characteristics across the city. The historic fabric and valued landscapes should be the starting point for consideration of any development. Development should enhance those characteristics that contribute to Westminster's local distinctiveness whilst renewing and improving the building stock, particularly the environmental performance of buildings in order to contribute to climate change mitigation.

2.56 In all cases, Westminster intends to continue to 'raise the bar' in terms of urban design and architectural quality. This will not only add to and enhance existing heritage assets, but will also support communities and foster civic pride in all parts of the city, including in areas suffering deprivation. It also ensures that buildings are fit to meet the challenges of the future, including climate change. This plan, together with further detailed policies will provide a proactive strategy to deliver low carbon and renewable energies for the city and its built environment.

2.57 Development and the management of the public realm will continue to have a focus on meeting the unique challenges of Westminster: including the national and international functions; the influx of people to different areas and at different times of the day; pressure on infrastructure and spaces from non-residential needs; and safety and security considerations. Appropriate responses to these challenges will be particularly important in the design of new developments.

## TACKLING INEQUALITIES

2.58 Over the lifetime of the plan, the council and its partners will continue to tackle deprivation across the city, ensuring residents can play an active role in the local economy through enterprise, access to employment opportunities, and removing barriers to employment such as skills and training. The North Westminster Economic Development Area will apply a specific policy approach to secure investment and economic development in keeping with the Economic Development Strategy, and continuing to maximise on the regeneration and employment opportunities within the Paddington Opportunity Area and other parts of the Central Activities Zone. The policy approach will also deliver mixed and sustainable communities across the area, with a focus on the quality of housing, the local environment, connectivity and accessibility and local service provision.

2.59 The provision of social and community facilities has also been identified for other deprived areas within the West End and in the south of the borough. Within the south of the borough, regeneration of Victoria Opportunity Area will also deliver employment and training opportunities to local residents in deprived areas. The council and its partners will continue to deliver a range of tailor-made programmes to reduce inequalities and tackle deprivation, including through its Housing Renewal Programme on its own estates or through those promoted by the council through its partners.

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<sup>i</sup> Local and Regional CO<sup>2</sup> Emissions Estimates for 2005-2009 by local authority, 2011

<sup>ii</sup> GLA Employment Projections 2013

<sup>iii</sup> London Plan 2015 .

<sup>iv</sup> Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, 2009.

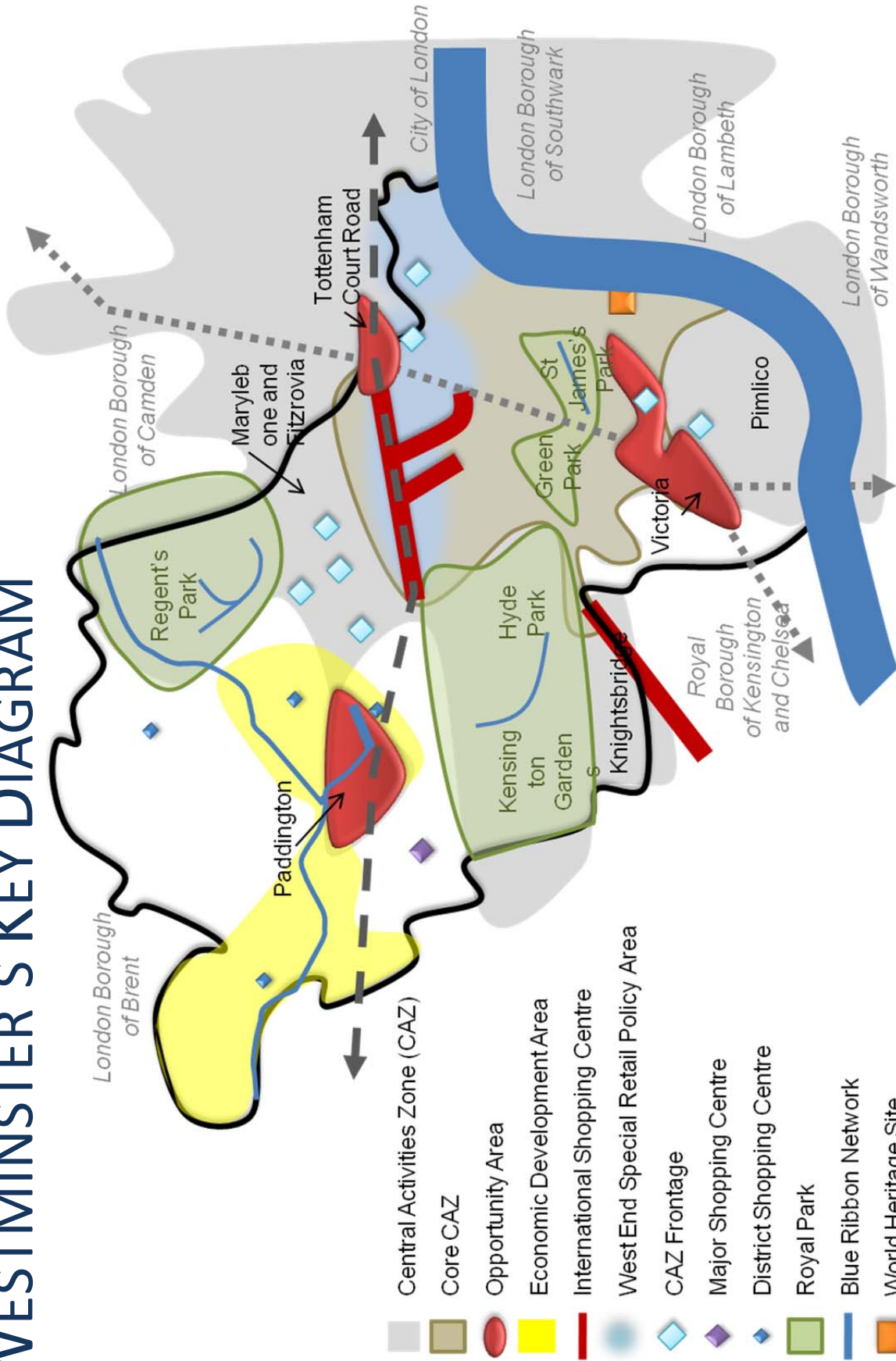
<sup>v</sup> Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, 2009.

<sup>vi</sup> London Town Centre Assessment, 2004.

<sup>vii</sup> Consumer Expenditure and Comparison Goods Retail Floorspace Need in London, 2009.

<sup>viii</sup> Housing Needs Assessment, 2006

# WESTMINSTER'S KEY DIAGRAM



# PART III: LOCAL SPATIAL POLICIES

## THE CENTRAL ACTIVITIES ZONE

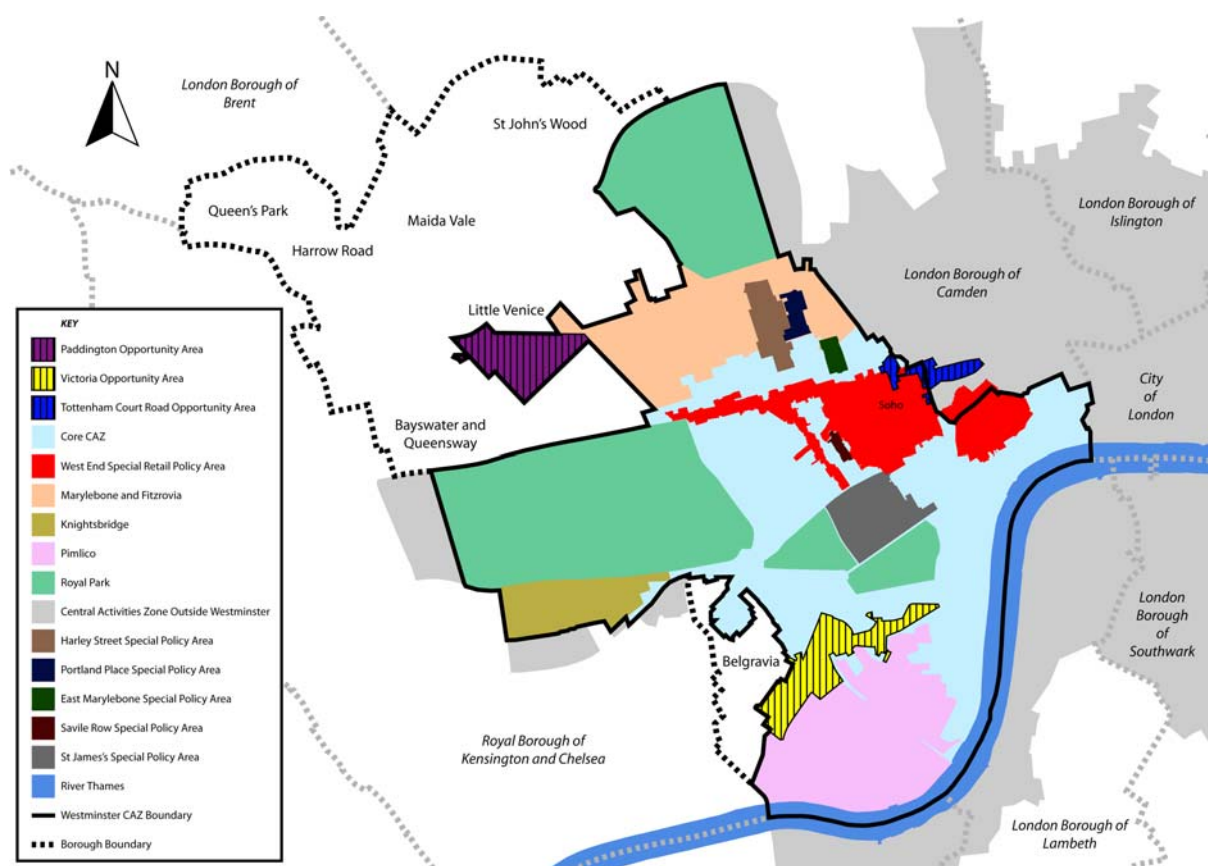


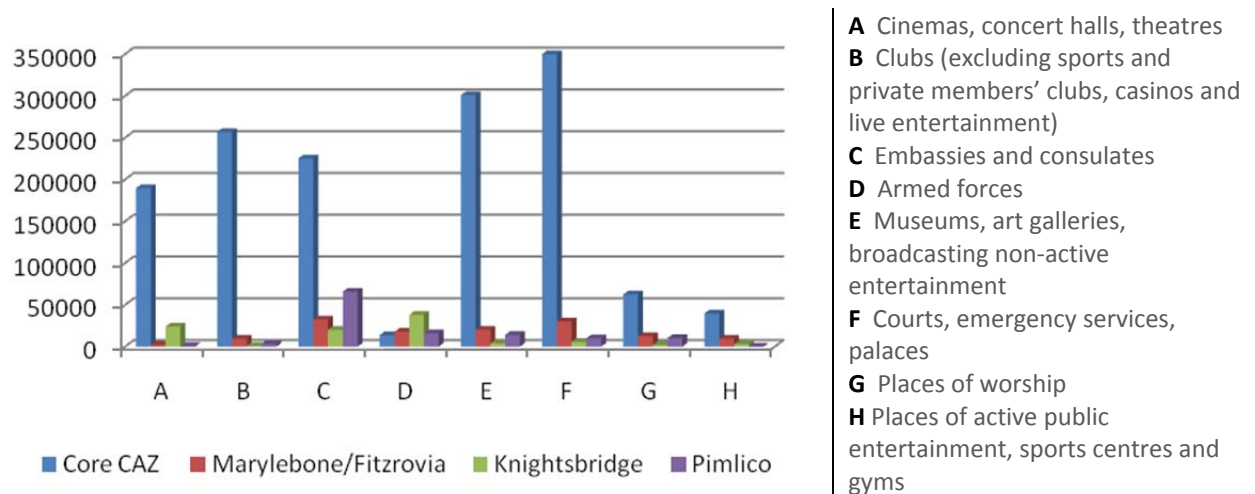
FIGURE 13 THE CENTRAL ACTIVITIES ZONE

3.1 As Westminster has evolved, it has become one of the most mixed and exciting places in the world. This activity is centred around the West End, and includes the area which since the 1970s has been termed the Central Activities Zone (CAZ). Here, together with the functions of state and the Monarchy, are over 40,000 businesses, more office floorspace than the City of London and Canary Wharf combined, the nation's largest entertainment centre, London's theatre district and the West End cinemas, one of the most important hubs of creative industries in the world, and internationally important shopping offer including the West End and part of Knightsbridge. This area contains about 17% of London's hotel bedspaces and some of London's most recognised tourist attractions and most iconic public spaces such as Piccadilly Circus, Leicester, Trafalgar and Parliament squares, the Royal Parks and Speakers' Corner. All this takes place in an area that over

21,500 people call home<sup>i</sup>. This mix creates the unique character of Westminster's CAZ that makes it so different from any other part of London and unique in the world.

3.2 The term Central Activities Zone (CAZ) was adopted by the London Plan in 2004 and is now used to define an area extending across 10 London boroughs, and a wider area of Westminster including Marylebone and Fitzrovia, Knightsbridge, the Royal Parks and parts of Pimlico.

3.3 The central part of Westminster's CAZ is characterised by an intense level and range of activities. The council has designated this part of the CAZ as the Core Central Activities Zone (Core CAZ). The intensity of use and range of activities in the Core CAZ is not always appropriate in the other parts of the CAZ, which have their own unique character and role within the city. Approximately 120,000 people live across the wider CAZ area and there are many areas that are predominantly residential.



**FIGURE 14** PUBLIC BUILDINGS (SQM) ACROSS THE CENTRAL ACTIVITIES ZONE 2003

3.4 Based on their existing character and function, scale and intensity of land uses, and type and mix of land use, locally distinctive areas within the CAZ have been identified and are subject to their own policy framework. These areas are as follows:

- Paddington Opportunity Area
- Victoria Opportunity Area
- Tottenham Court Road Opportunity Area
- Core Central Activities Zone (including the West End Special Retail Policy Area)
- Marylebone and Fitzrovia
- Knightsbridge
- Pimlico
- Royal Parks

## MIXED USES IN THE CENTRAL ACTIVITIES ZONE

3.5 There is an insatiable demand for every type of floorspace within the CAZ from its internationally important agglomerations of commercial activities and functions to its residential communities .

3.6 Managing Westminster's CAZ is all about balance. The mixed character of the CAZ is central to its economic diversity and vibrancy and is also crucial in attracting visitors and businesses. It also makes a significant contribution to the unique character of Westminster. It is acknowledged that in seeking mixed use, potential conflicts may be created which need to be managed. However, the benefits of genuine mixed use outweigh the difficulties of securing mixed use development or the additional management needs that may be generated by such a complex environment.

### **POLICY S1 MIXED USE IN THE CENTRAL ACTIVITIES ZONE**

1. The council will encourage development which promotes Westminster's World City functions, manages its heritage and environment and supports its living, working and visiting populations.
2. Within the CAZ, a mix of uses consistent with supporting its vitality, function and character will be promoted.
3. For development within Core CAZ, the Named Streets, and Opportunity Areas, which includes net additional B1 office floorspace:
  - A) Where the net additional floorspace (of all uses) is;
    - i. less than 30% of the existing building floorspace, or
    - ii. less than 400sqm; (whichever is the greater),or where the net additional B1 office floorspace is less than 30% of the existing building floorspace (of all uses), no residential floorspace will be required.
  - B) Where A) does not apply and the net additional floorspace (of all uses) is:
    - i. between 30% and 50% of the existing building floorspace, and
    - ii. more than 400sqm,residential floorspace or an equivalent payment in lieu will be provided, equivalent to the net additional B1 office floorspace less 30% of the existing building floorspace.

The residential floorspace can be provided:

- i. on-site,
- ii. off-site,
- iii. by mixed use credits (Policy CM47.2), or
- iv. as a payment in lieu of the residential floorspace.

It is at the applicant's discretion which of i to iv. above they wish to apply.

C) Where A) does not apply and the net additional floorspace (of all uses) is:

- i. more than 50% of the existing building floorspace, and
- ii. more than 400sqm,

residential floorspace or an equivalent payment in lieu will be provided, equivalent to the net additional B1 office floorspace less 30% of the existing building floorspace. The residential floorspace will be provided in accordance with the following cascade. Applicants are required to demonstrate to the council's satisfaction that it is not appropriate or practicable to provide the floorspace (in whole or in part) at each step of the policy cascade before they can move to the next.

- i. The residential floorspace will be provided on-site or in the immediate vicinity of the site.
- ii. The residential floorspace will be provided off-site, including by mixed use credits (Policy CM47.2), on a site in the vicinity of the development site, or in the case of Victoria and Paddington Opportunity Areas, within that Opportunity Area.
- iii. The residential floorspace will be provided off-site, including by mixed use credits (Policy CM47.2) elsewhere within the Central Activities Zone. This part of the cascade does not apply to Victoria and Paddington Opportunity Areas. The housing provided must be of a higher quality than would be possible under i. or ii. above.
- iv. Payment of an appropriate payment in lieu to the Affordable Housing Fund equivalent to the net additional B1 office floorspace less 30% of the existing building floorspace.

In demonstrating that a particular step is not practicable, site specific considerations will need to be taken into account. In demonstrating a particular

step is not appropriate, considerations may include where a significantly better outcome can be achieved, in keeping with the council's mixed use objectives, by not providing the residential floorspace on site.

4. For development within Core CAZ, the Named Streets, and Opportunity Areas, which includes:
  - i. changes of use from office to residential; and/or
  - ii. replacement of office floorspace with residential floorspace

which are acceptable in principle under Policy S20:

- A) Where the net additional C3 residential floorspace is;
  - i. less than 400sqm, or
  - ii. in the case of changes of use from B1 office to C3 residential, the building was originally built as residential and the building is substantially retained,  
no commercial floorspace and/or social and community floorspace will be required.
- B) Where A) does not apply and the net additional floorspace is increased by between 0% and 50% of the existing building floorspace, the net additional C3 residential floorspace will be accompanied by an appropriate amount of commercial floorspace and/or social and community floorspace.
- C) Where A) does not apply and the net additional floorspace is increased by more than 50% of the existing building floorspace, the net additional C3 residential floorspace will be accompanied by an equivalent amount of commercial floorspace and/or social and community floorspace.

For B) and C) above, the commercial and/or social and community floorspace can be provided on-site, off-site, by mixed use credits (Policy CM47.2) or by an appropriate payment in lieu to the City Council's Civic Enterprise Fund. These options will not apply where an active frontage is required at ground floor level, which must be provided on-site.

### **Policy Application**

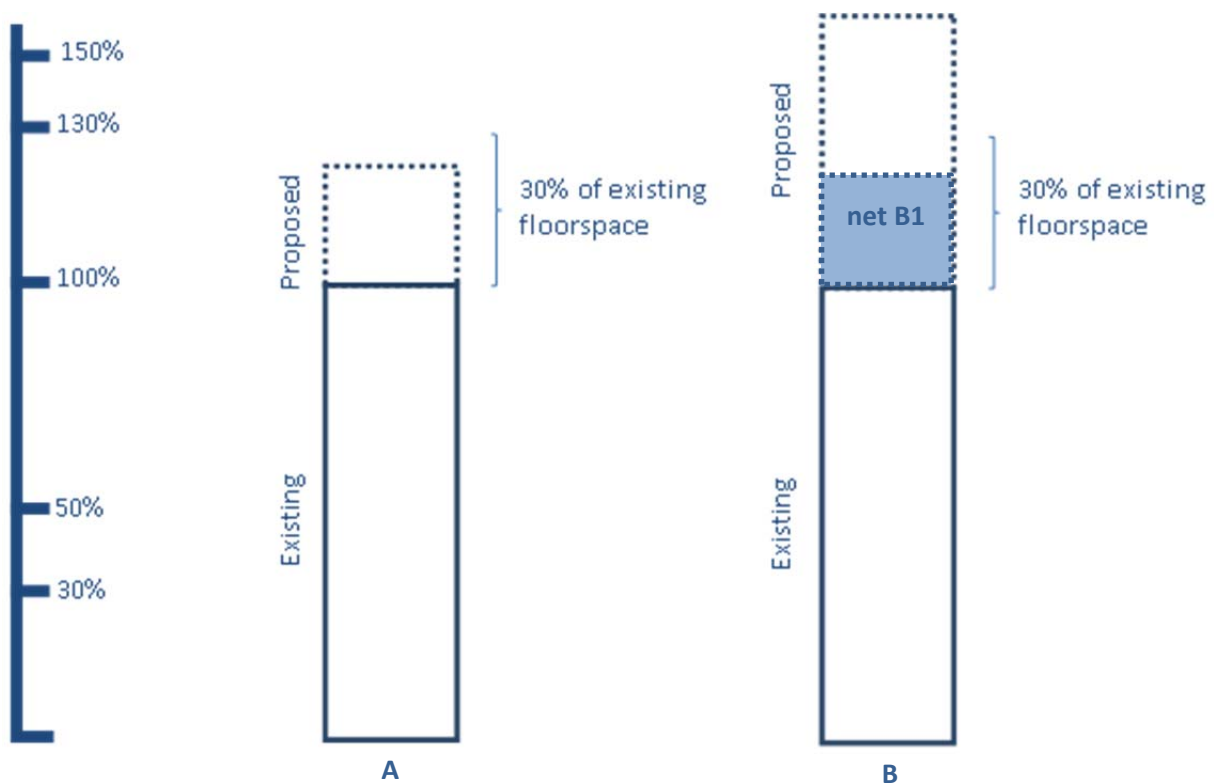
The requirement set out in 1B) and 1C) above for residential floorspace from office development allows up to 30% additional floorspace before the policy applies. This is calculated as follows:



$$\frac{\text{Net additional floorspace (sqm GIA)} \times 100}{\text{Existing building floorspace (sqm GIA)}}$$

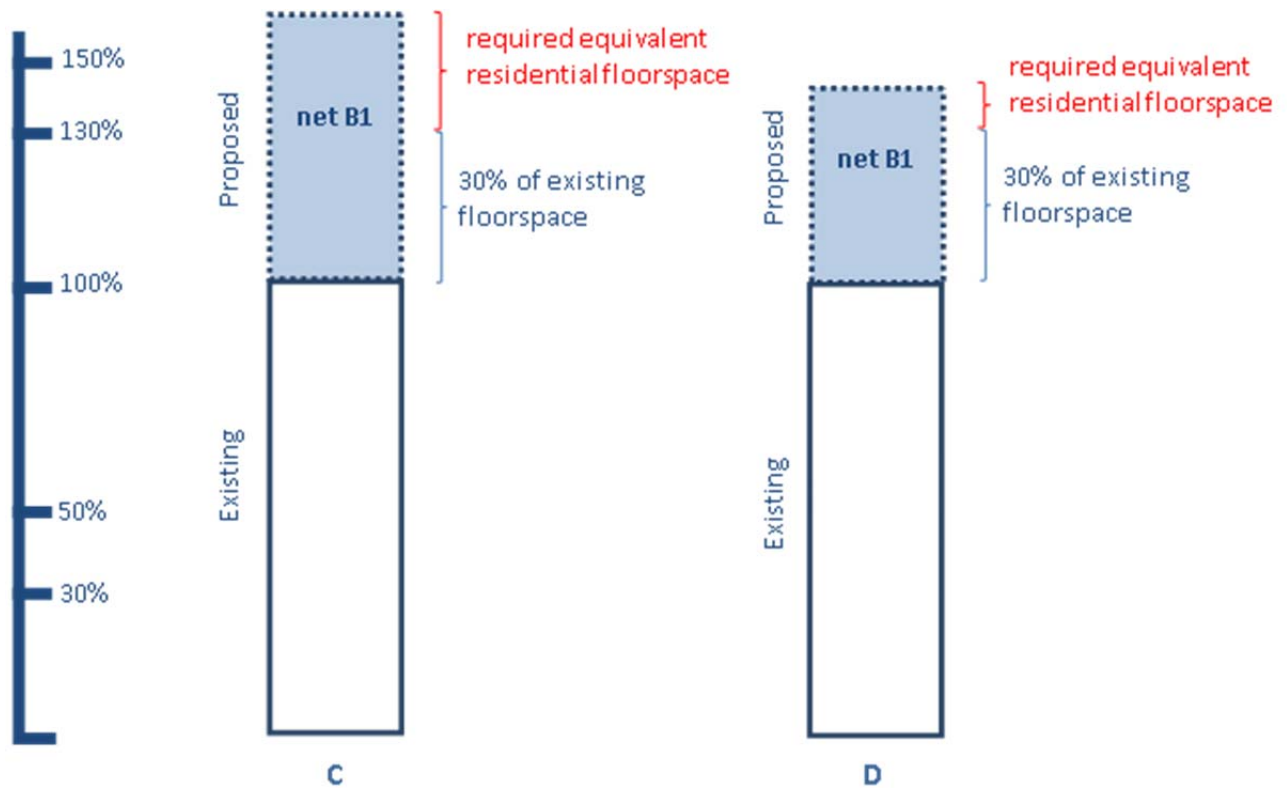
Where the site is wholly made up of office floorspace, the requirement for residential simply applies to the net gain in office floorspace above 30% of the existing building floorspace. However, site development with a mix of uses (existing or proposed) can be more complicated, with some of the gain in office floorspace achieved through net additional floorspace and some through changes of use of other types of floorspace.

In the following examples, no residential floorspace is required. In (A) below, the net additional floorspace is less than 30% of the existing building floorspace. In (B), the net additional B1 office floorspace is less than 30% of the existing building floorspace.

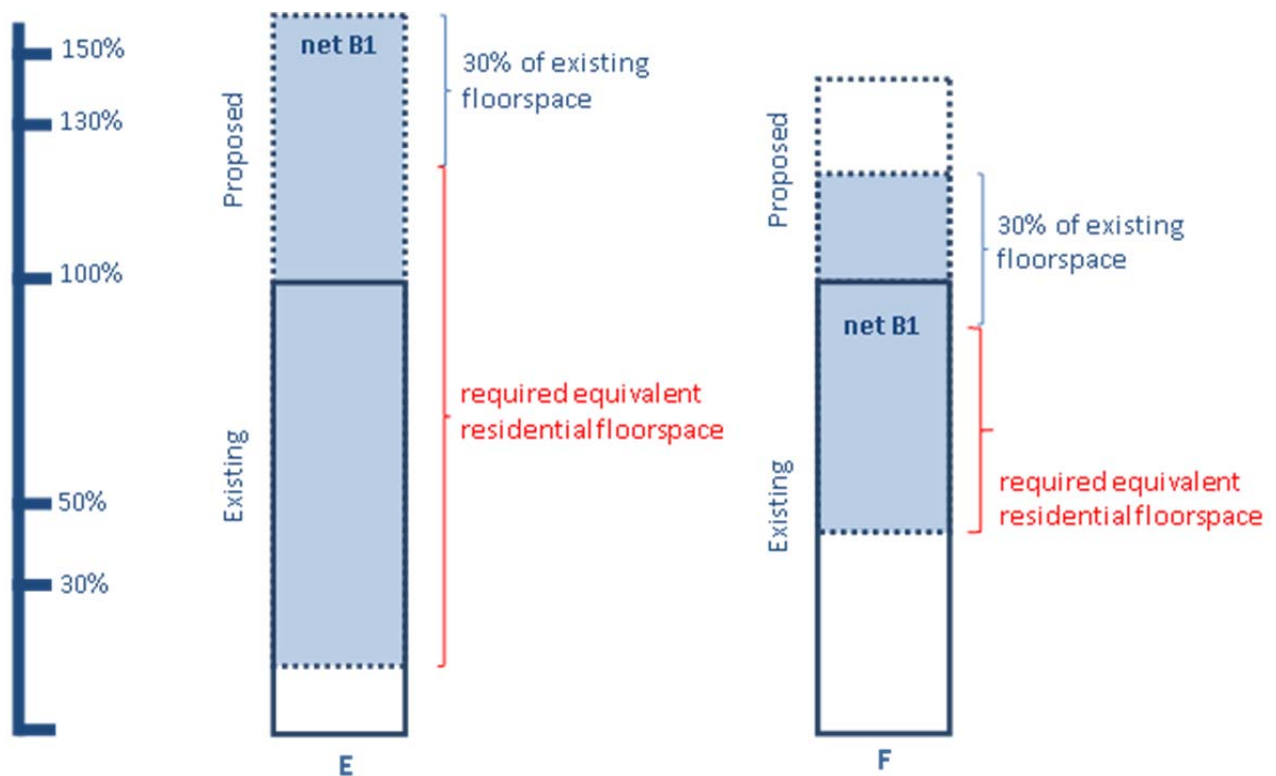


In the following examples, residential floorspace is required because both the net additional floorspace and the net additional B1 office floorspace are more than 30% of the existing building floorspace. The policy requirement is shown as the required equivalent residential floorspace in the diagrams. In (C), the residential floorspace required is equivalent to the net additional B1 office floorspace minus 30% of the existing building floorspace. Because the net additional floorspace is more than 50% of the existing building floorspace the cascade applies. In (D), the residential floorspace required is equivalent to the net additional B1 office floorspace, minus 30% of the existing building floorspace. It would be at the

applicant's discretion how they provide this floorspace as the net additional floorspace is less than 50% of the existing building floorspace.



In the following examples, some of the B1 office floorspace is from a change of use rather than net additional floorspace. The policy requirement is shown as the required equivalent residential floorspace in the diagrams. In (E), the residential floorspace required is equivalent to the net additional B1 office minus 30% of the existing building floorspace. As the net additional floorspace is more than 50% of the existing building floorspace, the cascade will apply. In (F), the residential floorspace required is equivalent to the net additional B1 office minus 30% of the existing building floorspace. As the net additional floorspace is less than 50% of the existing building floorspace, it is at the applicant's discretion how they provide this floorspace.



In determining the amount and proportion of residential floorspace that is appropriate in a specific proposal as a variation of these requirements, the City Council will take into account the NPPF, London Plan policy and other policy objectives of this plan.

Where the examples E and F above include the change of use of commercial floorspace to B1 offices, and where this is acceptable in principle taking into account the other policies in this plan, it will be important to ensure that small increases in floorspace are not penalised by disproportionate policy requirements arising from the change of use. Where a relatively small amount of additional floorspace would result in a significant residential requirement under Policy S1 which is not commensurate with the additional floorspace gained, or which would lead to site capacity not being optimised, flexibility will be applied on the amount of residential floorspace sought. This flexibility will ensure that office floorspace is not disincentivised and remains the priority in these locations, including in relation to residential floorspace. The priority of the policy requirement will be to secure the residential requirement generated by the net additional floorspace (from all uses) above 30% of the existing building floorspace, rather than the policy requirement generated by the loss of floorspace in other uses (through changes of use or redevelopment).

The calculation of requirements against this policy is based on Gross Internal Area.

Where extensions that fall below the threshold have been approved, are under construction or completed in the previous 5 years, these will not be taken into account in the calculation

of the existing building floorspace except where the applicant can demonstrate that there are good reasons for the incremental extensions.

Housing should be provided within the CAZ. However there may be instances where a much higher quality of housing can be provided outside the CAZ, and this can help mitigate the disbenefits of failing to provide it more locally. Examples might include providing better access to outdoor and green space, reduced noise, better air quality or other local environmental benefits, or more generous site or unit layouts.

The policy cascade in Part (C) will be applied flexibly, recognising in particular that on-site or off-site provision of relatively small amounts of residential floorspace may not be appropriate or practicable in the context of a larger redevelopment scheme.

In D) above, where an appropriate amount of commercial floorspace is required, this is a matter for agreement with the Council and will depend on the individual site circumstances. Considerations may include whether a ground floor active frontage is required or desirable, the typology of the building itself, the surrounding townscape, and the types of commercial uses that could be accommodated within any basement area without compromising any necessary space needed for ancillary plant, storage or parking for the residential floorspace.

### **Reasoned Justification**

The council wishes to accommodate the various economic functions that contribute to London's world-class city status and at the same time, build sustainable residential communities. The primary aim of this policy is to maintain and enhance the pre-eminent role of Westminster's CAZ in terms of an internationally important business agglomeration. Westminster's CAZ will continue to accommodate a broad mix of uses, but the balance between residential and commercial uses must be carefully managed to ensure that the core strategic commercial function can continue to thrive. The residential communities within CAZ, alongside the commercial uses, will continue to make it a living, human city centre, which is so attractive to businesses and visitors alike, contributing to the balance, variety and vibrancy.

Mixed use means offices, shopping, entertainment, cultural, social and community and residential uses sharing buildings, streets and localities. The unique and varied mixed use character across CAZ is fundamental in ensuring the vitality, attraction and continued economic success of Central London. The mix sought must reflect the needs, character, function and priorities of these varied areas.

A mix of uses will be secured where development sites achieve a sizeable uplift in floorspace. Where on-site provision of residential or commercial floorspace is not

considered appropriate or practicable, a cascade of other options, including the use of land use swaps or residential credits will be applied.

Policies relating to the Opportunity Areas (Policies S3, S4 and S5), Core CAZ (Policy S6), West End Special Retail Policy Area (Policy S7) and S20 Offices and Other B1 Floorspace include specific exceptions to the application of this policy.

## SPECIAL POLICY AREAS

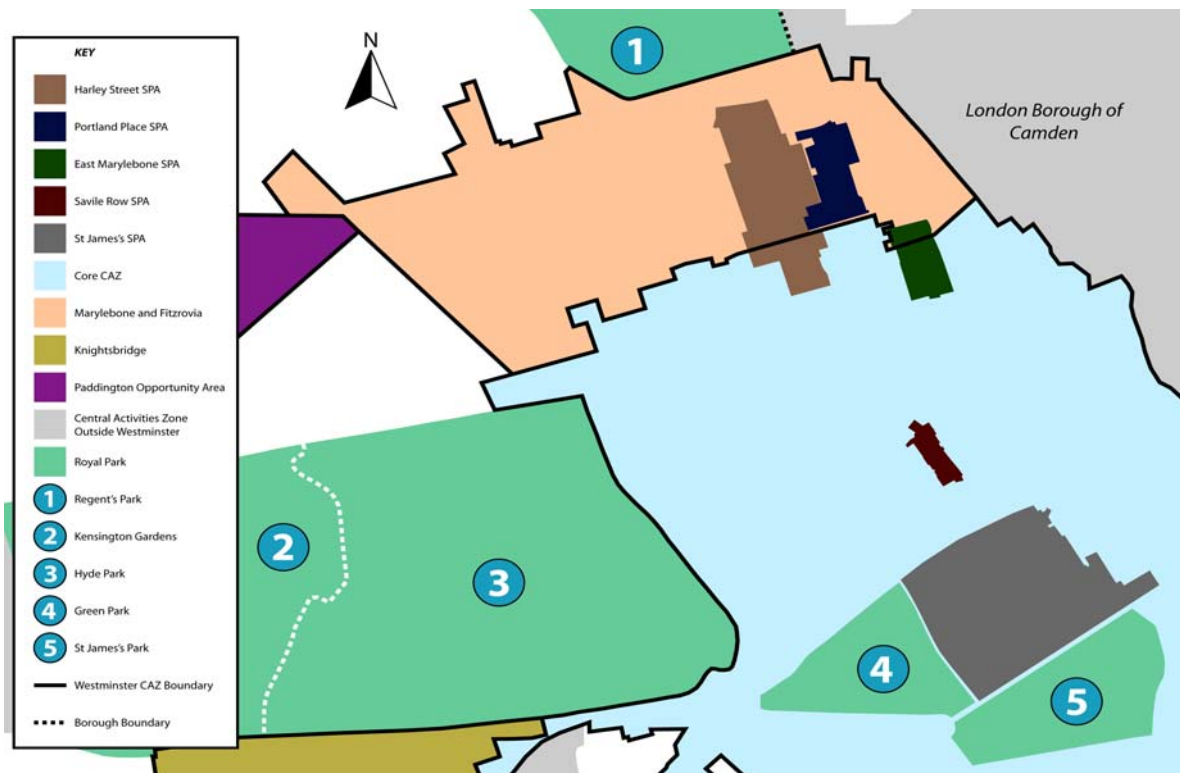


FIGURE 15 SPECIAL POLICY AREAS

3.7 The council has long protected and encouraged specialist uses in defined Special Policy Areas (SPAs). These areas are recognised for their special local distinctiveness, particularly relating to their land uses. Defining SPAs can help ensure that unique clusters of activity are not lost to other commercial uses. Protection of such unique uses support specific industries' long-term success and in many cases enhance London's global reputation.

3.8 Future Special Policy Areas may be designated in order to address specific, local land use issues. These will be used in order to ensure sufficient flexibility within the plan to address specific development pressures, economic circumstances and market conditions.

## POLICY S2 SPECIAL POLICY AREAS

Special Policy Areas are designated to protect and promote specialist uses and functions as follows:

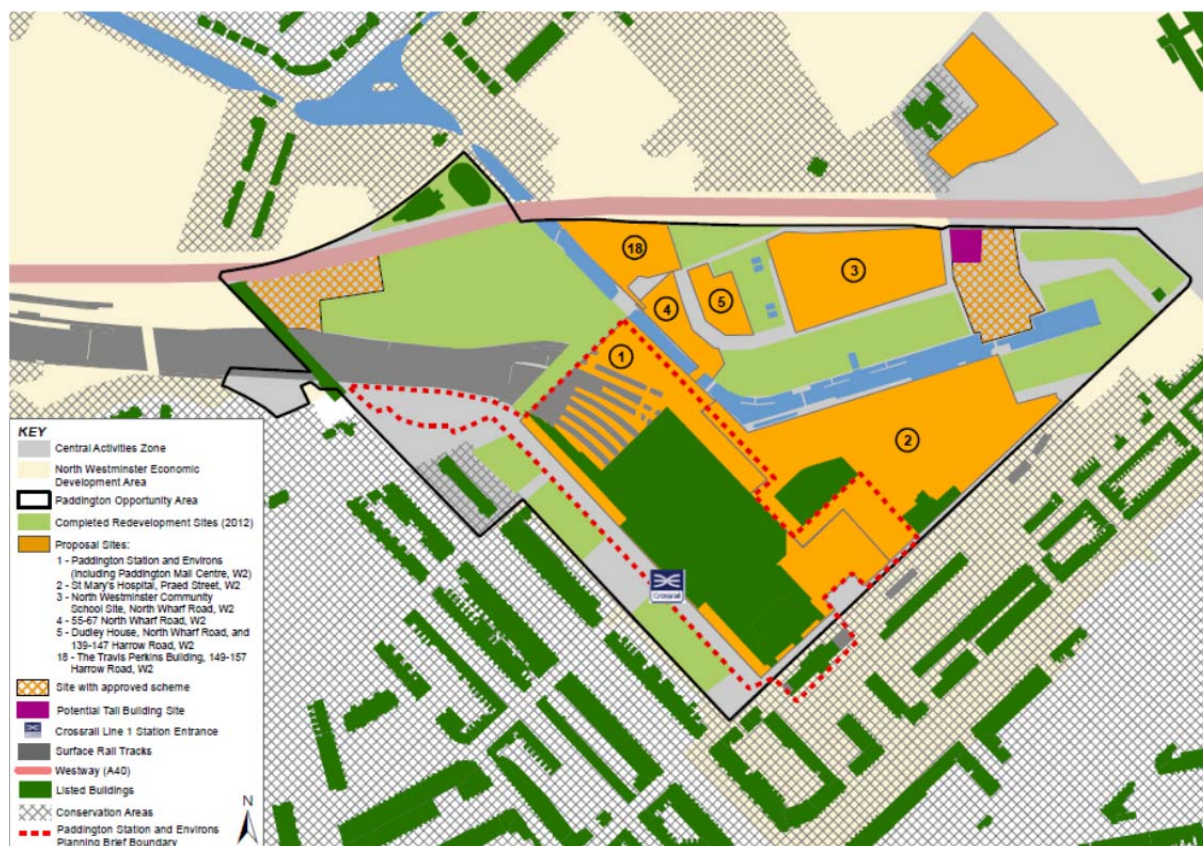
Harley Street:	Medical facilities
Portland Place:	Institutional uses
East Marylebone:	Wholesale showrooms
Savile Row:	Tailoring
St James's:	Private members' clubs, art galleries, niche retail

### **Reasoned Justification**

It is necessary to provide specific protection for the unique clusters of specialist uses which are central to London's character and ensure these clusters are not eroded by pressure from other commercial uses. City Management policies will provide the detail to protect and encourage these uses.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S8 Marylebone and Fitzrovia (for Edgware Road Stress Area, which extends slightly into Core CAZ boundary).

## PADDINGTON OPPORTUNITY AREA



**FIGURE 16** PADDINGTON OPPORTUNITY AREA

3.9 The Paddington Opportunity Area is Westminster’s most significant opportunity for large-scale regeneration. This area, designated in 1988 and focused around Paddington Station and the canal, has seen considerable development which has redefined the area. Since 2001, the capacity for over 27,000 jobs has been built, over £2 billion has been invested in the area, 35 new companies have located into the area, and more than 900 homes completed. As a major brownfield redevelopment area, the mix of uses has been secured subject to a planning framework, with a focus on its emerging importance within London as an office location.

3.10 Development of this area has been characterised by partnership working to minimise negative impacts and maximise local benefits within the Opportunity Area and surrounding areas suffering deprivation. The Opportunity Area lies within the Central Activities Zone and the North Westminster Economic Development Area, reflecting this dual role.

3.11 Much of the additional capacity in Westminster’s office floorspace has been provided within Paddington and it remains the most appropriate location for large-floorplate office space. As an area, it should continue to support businesses whilst building a thriving mixed-use sustainable neighbourhood and destination. Future development over

the course of Westminster's City Plan will therefore focus on delivery of housing to re-balance the mix of uses in accordance with the phased regeneration of the area established in earlier policy documents.

3.12 Linked to this growth are significant infrastructure projects and public realm improvements. These include improvements to the rail and Underground stations, the bus network and a new Crossrail station. These, together with other improvements for pedestrians and cyclists, will improve connections between Central London and improve connectivity to the south and the Economic Development Area as well as the wider regional area. The Opportunity Area will continue to support the Imperial College Healthcare Trust in its aims to deliver 21<sup>st</sup> Century healthcare through St. Mary's Hospital.

3.13 The Grand Union Canal (Paddington Arm) and Paddington Basin, part of the Blue Ribbon Network, are also key landmarks within Paddington. There is potential for developments to improve access to and enjoyment of the canal, further developing the basin as a waterside destination.

3.14 Evidence indicates that there is very limited potential for the location of tall buildings within the Opportunity Area<sup>ii</sup>. The Opportunity Area has scope for the development of medium height large floorplate buildings in keeping with the larger buildings in the surrounding townscape. Permission has been granted for one significantly higher tall building of exceptional quality on Harrow Road between North Wharf Road and Harbet Road to act as a landmark for the Opportunity Area.

### **POLICY S3 PADDINGTON OPPORTUNITY AREA**

At least 1,000 new homes and development capacity for 5,000 new jobs will be provided within the Paddington Opportunity Area between 2011 and 2031 by provision of a range and mix of uses across the Opportunity Area including:

- A range of offices, flexible workspaces and light industrial units including large floorplate office stock and affordable business floorspace suitable for small business and Creative Industries;
- A significant proportion of housing;
- The retention and improvement of the St Mary's Hospital facilities to provide healthcare at all levels and provision, if required, of health care facilities elsewhere within the Paddington Opportunity Area;
- Other uses to support the economic and social regeneration of the area, including retail, social and community facilities, entertainment and arts/cultural uses. Where appropriate, other town centre uses should provide active frontages at ground floor level;



- Public transport and interchange improvements including delivery of Crossrail, improvements to Underground stations and improvements to the bus network;

together with the following:

- Development of a heat and power network including on-site energy generation capacity;
- Public realm improvements to improve legibility and connectivity for pedestrians within and to/from the area, and enhanced integration between all modes of public transport;
- Improvements to the cycle network and facilities including the provision of a north/south route to improve accessibility within and to/from the Opportunity Area; and
- New public open space, including green space and play areas across the Opportunity Area.

The requirement for residential floorspace as part of new commercial development may be applied more flexibly where the council considers this to be necessary in order to deliver substantial planned transport and/or public realm improvements which are set out above, and are also of benefit to the local community.

One site has been identified for a single landmark, high quality building. In other locations within the Opportunity Area, the council considers that high buildings could not be accommodated without detriment to the surrounding townscape.

### **Reasoned Justification**

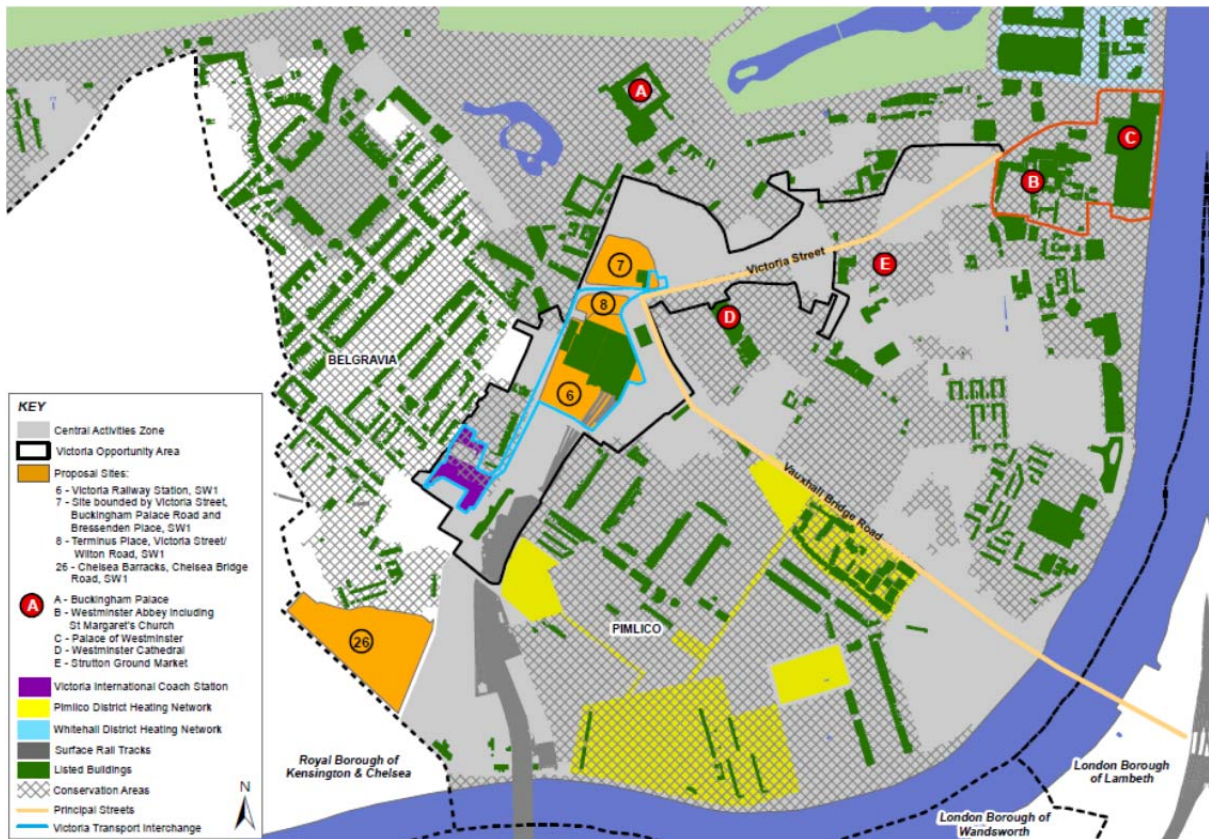
This area has already seen significant growth, however it remains Westminster's most important site for development with significant opportunities for place-making and improving connectivity. The policy reflects the success of existing partnership work within the area and ensures that continuing development benefits the wider community.

The redevelopment of sites in the Paddington Opportunity Area has established a general height and scale for new buildings reflecting that of the higher buildings in the surrounding area. The location identified for the tall building set out in the policy allows for the creation of a landmark building but without harm to the character of the surrounding townscape.

Detailed policy criteria for tall buildings will be included in the City Management policies.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S12 North Westminster Economic Development Area; S18 Commercial Development; Policy S37 Blue Ribbon Network; Appendix 1 Proposals Sites: Strategic Sites for the Paddington Opportunity Area.

## VICTORIA OPPORTUNITY AREA



**FIGURE 17** VICTORIA OPPORTUNITY AREA

3.15 Victoria is a busy location with a transport interchange which struggles to cope with the daily demands of its residents, workers and visitors. The transport interchange is comprised of Victoria Station accommodating rail and Underground, the international coach station and the Terminus Place bus station. Victoria is one of the busiest transport interchanges in the country and the streets around the interchange are extremely busy. There is insufficient capacity to accommodate pedestrian flows and an obvious conflict between pedestrians and vehicular traffic.

3.16 The area is an established centre for offices within Westminster. The development of office space has led to growth of retail and café/restaurant uses around the interchange and along Victoria Street. These provide facilities for workers and residents. However, because of the dominance of offices, particularly those built to accommodate government departments, parts of the Opportunity Area are relatively quiet outside working hours. Away from the interchange there are also a number of quieter residential streets.

3.17 The busy roads and streets around the interchange and other developments in Victoria currently lack a coherent sense of place and urban quality, and are in need of regeneration. There is an opportunity to knit the area together in terms of the built form,

connections to the wider area, and the functioning of the transport interchange. The vision for the Victoria area is simple: Victoria needs to become a place, not simply a space to pass through.

3.18 Development at Victoria will also be characterised by a partnership approach including the local employment partnership, SW1st, Victoria Business Improvement District, and social and community fund.

3.19 There are a number of key sites that form the most significant opportunities for development to 2025 and beyond. Sites should be redeveloped sensitively, respecting adjacent heritage assets. The proximity of conservation areas, listed buildings, Buckingham Palace, Royal Parks and the World Heritage site limit the opportunities for tall buildings<sup>iii</sup>.

#### **POLICY S4 VICTORIA OPPORTUNITY AREA**

At least 1,000 new homes and development capacity for 4,000 new jobs will be provided within the Victoria Opportunity Area between 2011 and 2031, together with the following:

- Improvements within and around the Victoria Transport Interchange (comprising Victoria Main Line Station, London Underground stations, the international coach terminal, local London bus network and Terminus Place) as opportunities arise. Improvements include increased transport and pedestrian movement capacity; improved integration between different transport modes; improved connectivity within the transport interchange and to surrounding areas including Victoria Street, Buckingham Palace and Vauxhall Bridge Road; improved cycle parking;
- Safe-guarding and Integration of Crossrail Line 2;
- Public realm and environmental improvements to improve legibility and accessibility for pedestrians and cyclists, particularly to and around the Victoria Transport Interchange, retail areas, other attractions and features in the vicinity;
- A mix of uses on all development sites including active frontages at ground floor level except where this would compromise movement in and around the Victoria Transport Interchange;
- Provision of publicly accessible open spaces, including tranquil spaces in the vicinity of the transport interchange, and play spaces for children;
- Provision of new purpose-built library; facilities for young people / teenagers; and improved sports and leisure facilities;
- Protection and enhancement of Strutton Ground street market;

- A Combined Heat and Power facility, connected to the Pimlico District Heating Undertaking (and potentially to the Whitehall system if supported by Government), with sufficient capacity to serve all sites within the Opportunity Area.

The requirement for residential floorspace as part of new commercial development may be applied more flexibly where the council considers this to be necessary in order to deliver substantial planned transport infrastructure improvements and/or public realm improvements which are set out above and are also of benefit to the local community.

There are limited opportunities for tall buildings because of the potential harm to the wider area, including the World Heritage Site, adjacent listed buildings, Buckingham Palace, conservation areas and the Royal Parks. Tall buildings may be acceptable in a limited number of suitable locations where the council considers that they will not seriously harm the surrounding area and its heritage assets, and will also deliver wider benefits to the Opportunity Area.

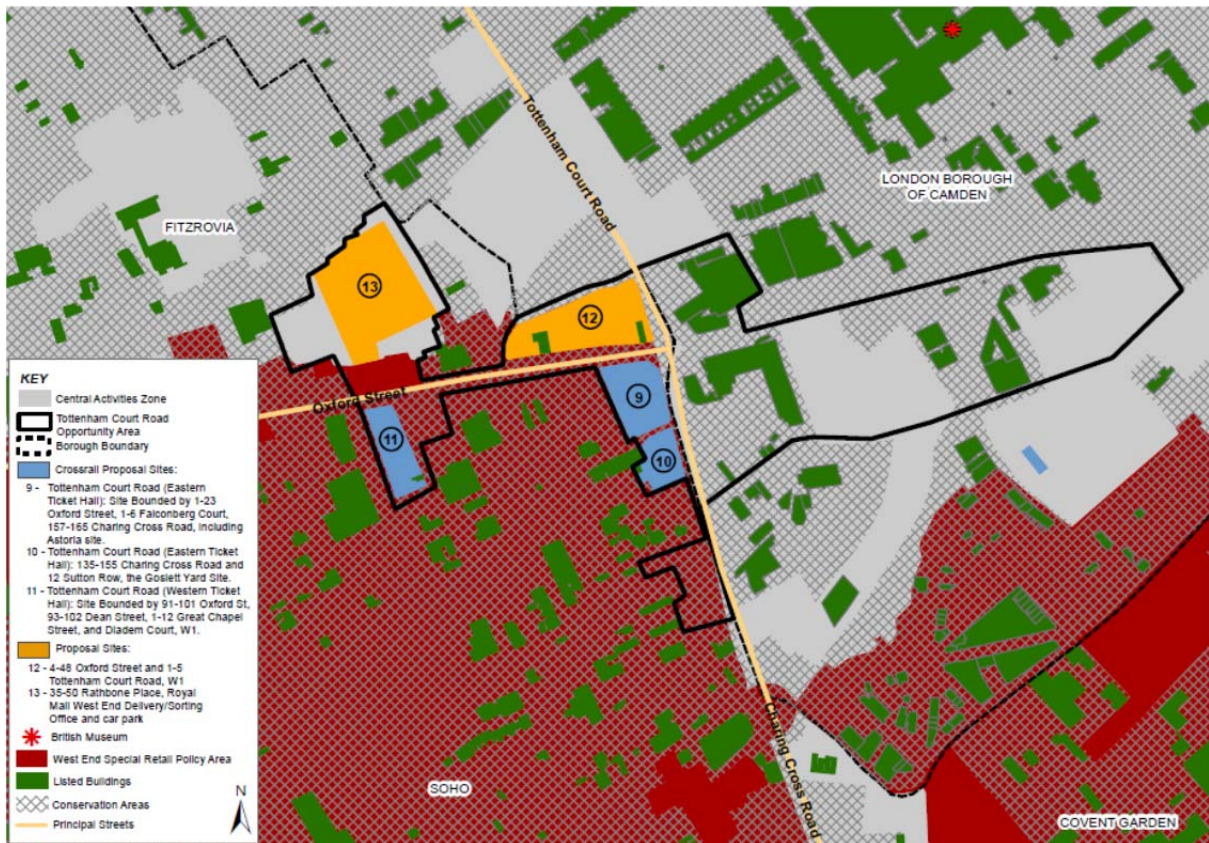
### **Reasoned Justification**

The development of this area needs to improve the sense of place within and around Victoria. To deliver this, it is necessary to address the high volumes of pedestrian traffic associated with the transport interchange, and provide a high quality environment that functions well in terms of its connections, streetscape and economic and environmental performance. This includes maximising the opportunities that exist for redevelopment, retail, employment provision, creating a more vibrant mix of uses, and a greatly improved public realm. This approach will enhance the significant heritage assets in the area by sensitive improvements to historic buildings and structures together with sensitive redevelopment on neighbouring infill sites. The policy will be implemented with a range of stakeholders, and through local partnerships, and deliver benefits for the wider area particularly helping to address local deprivation using a similar model to Paddington.

Detailed policy criteria for tall buildings will be included in the City Management policies.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S18 Commercial Development; S26 Views; S34 Social and Community Infrastructure (for policy on a new local services provision facility); S39 Decentralised Energy Networks; Appendix 1 Proposals Sites: Strategic Sites for the Victoria Opportunity Area.

## **TOTTENHAM COURT ROAD OPPORTUNITY AREA**



**FIGURE 18** TOTTENHAM COURT ROAD OPPORTUNITY AREA

3.20 The Tottenham Court Road Opportunity Area has been established to encourage regeneration and growth. It lies across the boundary between the City of Westminster and the London Borough of Camden, with the smaller area within Westminster. It sits within a wider area dominated by the retail sector, including the eastern end of Oxford Street with its mixed retail uses, Charing Cross Road with its specialist book retailers, and Tottenham Court Road characterised by its specialist electronics retailers. Westminster’s part of the Opportunity Area has a number of key development sites including sites required for the delivery of Crossrail, a large postal sorting office site and a large retail site at the junction of Oxford Street and Tottenham Court Road.

3.21 This area already has good access to public transport, with key bus and Underground routes. Tottenham Court Road Underground Station has 37 million passenger movements per year and will undergo substantial change up to 2026/27, particularly with the construction and opening of Crossrail. Substantial public transport and public realm improvements are required to facilitate major development and help realise the full potential of this area.

3.22 There is also potential to facilitate and encourage pedestrian movement within and around the Opportunity Area as part of a comprehensive strategy for the whole of the West End.

3.23 As Tottenham Court Road is surrounded by historic buildings and areas, it is not appropriate for tall buildings<sup>iv</sup> however there are significant opportunities for the sensitive redevelopment of some sites to provide additional residential and commercial capacity.

#### **POLICY S5 TOTTENHAM COURT ROAD OPPORTUNITY AREA**

At least 420 new homes and development capacity for 5,000 new jobs will be provided within the Tottenham Court Road Opportunity Area (including within the London Borough of Camden) between 2011 and 2031, together with the following priorities:

- Crossrail, including new Crossrail/London Underground stations;
- Public realm improvements to improve pedestrian circulation and movement, enhance the appearance of the street environment, and improve connectivity and way-finding to the surrounding areas, particularly retail and tourist destinations such as Covent Garden and the British Museum;
- A1 retail use at basement to first floor level for all frontages onto Oxford Street, and at ground floor level for all frontages onto Tottenham Court Road and Charing Cross Road, including large scale retail development on appropriate sites.

The requirement for residential floorspace as part of new commercial development may be applied more flexibly where the council considers this to be necessary in order to deliver substantial planned transport and/or public realm improvements which are set out above and are also of benefit to the local community.

#### **Reasoned Justification**

Tottenham Court Road Opportunity Area provides the potential for development that respects the conservation areas, listed buildings and important views. Some sites in the Opportunity Area are currently under-developed, and in need of regeneration.

Development here, including improvements to public transport provision, will act as a catalyst for further private sector investment and improve the built fabric, commercial performance, and overall contribution that the Opportunity Area makes to the city. The delivery of Crossrail, with new stations and associated development above increases the potential of this area for such development.

Public realm improvements will be required to ensure that pedestrians entering the West End are able to move around freely. Pavements and other public areas will need to be designed and managed to facilitate high pedestrian flows, particularly with the significant increase in passenger numbers associated with Crossrail.

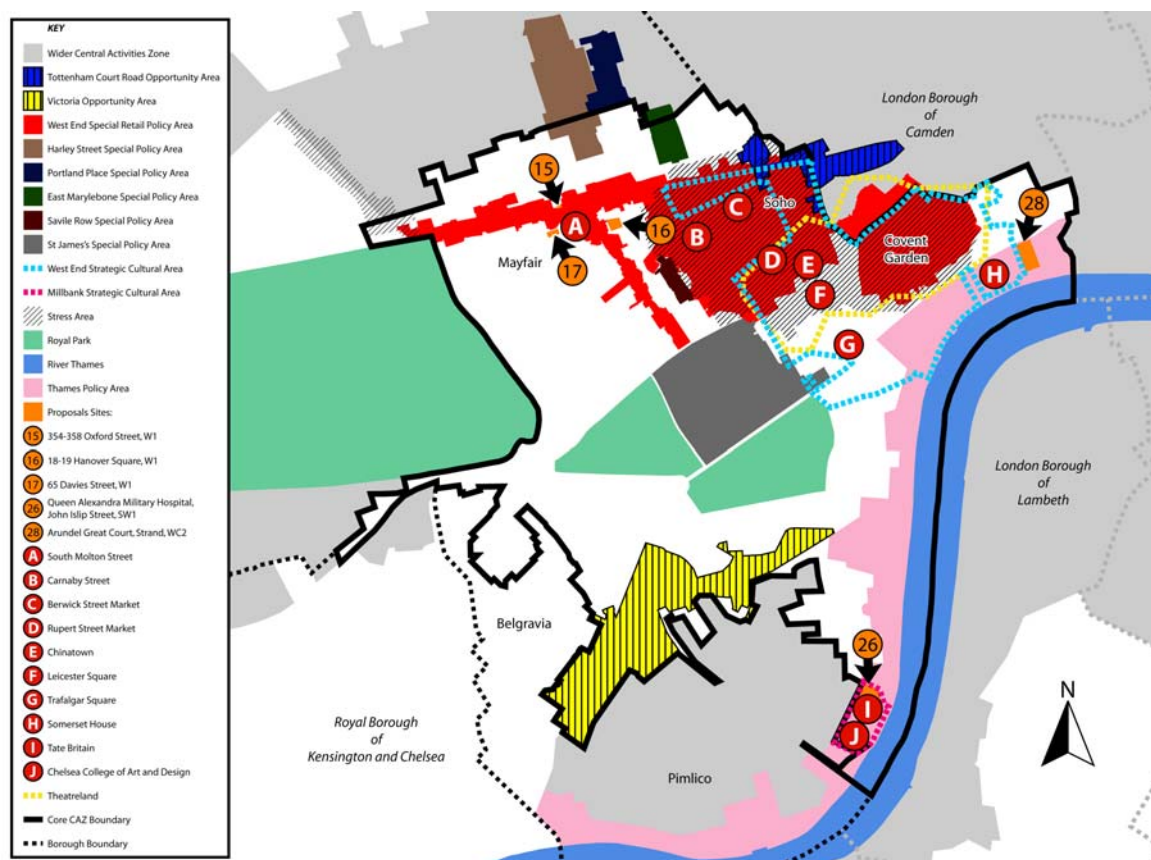
Westminster City Council will work with the London Borough of Camden, Transport for London, local land owners and developers where appropriate, the Crossrail delivery partners, to ensure that the necessary improvements are provided. This will include partnership working with the London Borough of Camden to ensure that the footways and the public realm at St. Giles Circus at the borough boundary are coordinated.

Covent Garden market and shopping area lies directly to the southeast of the Opportunity Area extending into Camden, and the British Museum in Camden is only a few streets away to the north. Improving access to and from such destinations will help the functioning of the West End and surrounding area, encourage pedestrian movement, and help foster a sense of place and connectivity. The success of established way-finding strategies such as Legible London will be built on to achieve this.

As the Opportunity Area is the eastern gateway to the Oxford Street Primary Frontage, a strong retail offer and presence is required to support the West End Special Retail Policy Area, especially at street level.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S7 West End Special Retail Policy Area; S18 Commercial Development; Appendix 1 Proposals Sites: Strategic Sites for the Tottenham Court Road Opportunity Area.

## CORE CENTRAL ACTIVITIES ZONE



**FIGURE 19** CORE CENTRAL ACTIVITIES ZONE

3.24 The majority of commercial activity in Westminster is located within Westminster's original CAZ designation, in place since the early 1980s. This area (with minor updates to the boundary) is designated as the Core Central Activities Zone (Core CAZ). It is an economic powerhouse and international destination, home to global companies, world-class hotels, 40 theatres, 20 cinemas, 30 museums and galleries, about 2,500 restaurants, public houses and bars and over 2,000 shops, all showcasing the best London has to offer in terms of retail, culture, leisure and entertainment. Creative Industries are an important element to the Westminster economy and interdependent with a vibrant cultural sector. The West End, particularly Soho, has the highest concentration of creative businesses in the world. The central part of Westminster has one of the largest clusters of cultural and entertainment uses in the country centred around the West End, including Theatreland, Trafalgar Square and Somerset House. This has been designated a Strategic Cultural Area. Millbank, along the Thames Riverside, is also a Strategic Cultural Area, including Tate Britain and the Chelsea College of Art and Design. It also has many open, public and green spaces including London Squares and Royal Parks.

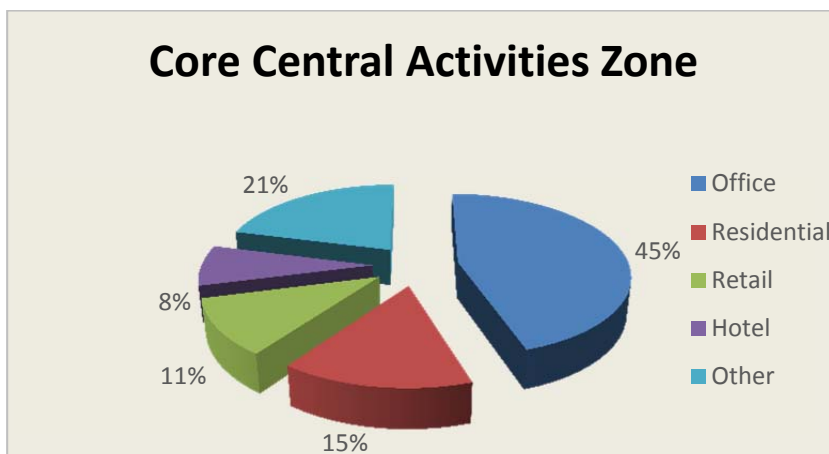
3.25 The Core CAZ is an internationally important location for commercial developments, institutes and activities and functions of national and international status and importance.



3.26 Core CAZ's international retail offer, centred around Oxford Street, Regent Street and Bond Street, is the UK's largest outdoor retail area and a world-renowned retail destination. London's other International Shopping Centre, Knightsbridge, is shared with the Royal Borough of Kensington and Chelsea, with a section extending into the eastern part of Core CAZ at Brompton Road.

3.27 The typical 'town centre' model of shopping centres and parades is irrelevant within the Core CAZ and its long-standing characteristic of genuine mixed use. Within this area retail is encouraged in any location and this is an important element in the unique character and mix of this part of London. Places such as Covent Garden Market, South Molton Street and Carnaby Street are all retail destinations in their own right. This approach has also helped to support significant shopping areas, such as Soho and Covent Garden, extending into Camden.

3.28 It is also home to a number of long-standing residential communities, including some areas suffering deprivation within the West End.



**FIGURE 20** CORE CAZ LAND USE BREAKDOWN (2014)

3.29 The council has designated the West End as a Stress Area because there is a saturation of entertainment uses within the area and harm is being caused to residential amenity, health and safety, local environmental quality and the character and function of the area.

3.30 Despite being one of the most vibrant areas of London, supported by a range of commercial uses, parts of the Core CAZ suffer from deprivation, and a lack of local services and community facilities.

#### **POLICY S6 CORE CENTRAL ACTIVITIES ZONE**

The Core Central Activities Zone (Core CAZ) is an appropriate location for a range of commercial and cultural uses and complementary residential use, subject to the following priorities:

- Supporting strategically important clusters of uses consistent with enabling the growth and evolution of places to ensure that the area retains its globally important function as a business location.
- Retail floorspace is encouraged throughout the area. Large scale retail development will be directed to the West End International Shopping Centre's Primary Shopping Frontages, the CAZ Frontages and the Opportunity Areas, with smaller-scale retail development also to its other shopping centres. Development within the Knightsbridge Primary Shopping Frontage will support the character, function and vitality of the wider International Shopping Centre within the Royal Borough of Kensington and Chelsea.
- Within the West End Stress Area, new entertainment uses will only be allowed where the council considers that they are small-scale, low-impact and they will not result in an increased concentration of late-night uses.
- Development sites within the Millbank Strategic Cultural Area between Lambeth and Vauxhall bridges will deliver a mix of uses including those that support culture and the creative industries - including arts and cultural uses, affordable business floorspace, workshops and studios; and
- Berwick Street market will be protected and the use of Rupert Street for specialist seasonal market trading will be supported.

Where retail developments fronting the Primary Shopping Frontages result in the requirement to provide residential floorspace, the residential floorspace may be provided off-site in the vicinity rather than on-site, where the council is satisfied that off-site provision would better contribute to the vitality of the West End Special Retail Policy Area or Knightsbridge International Shopping Centre.

### **Reasoned Justification**

This policy approach allows and encourages the growth of commercial uses within the Core CAZ and recognises the significant contribution Westminster makes to London's world city status and the UK economy. The Core CAZ is the centre of commercial life and the heart of business in London. It has a deep culture and history, which has created a rich tapestry of

instantly recognisable places and spaces at every scale. The area has a density of significance which is unequalled: historic, pop culture, aesthetic, creative and political.

The unique agglomeration of commerce in this area must be protected and enhanced to ensure the economic sustainability and international reputation of this part of London. It must also be allowed to evolve, to remain vibrant and at the forefront of British culture and businesses.

Retail is an essential element of the mix of uses in Core CAZ contributing to its vibrancy and activity and its function as a world-class shopping destination, including its most famous retail destinations.

There is some potential for redevelopment between Lambeth and Vauxhall bridges to enhance the Millbank Strategic Cultural Area.

It is essential that the strategically important clusters of entertainment uses within the West End remain attractive and safe places in which to live, visit and work. There are identified 'crime hotspots' within the West End Stress Area and introduction of any additional entertainment uses would be unacceptable in many instances. In particular, larger scale and high impact entertainment uses have a disproportionate impact, and are detrimental to the safety and functioning of the area, people's enjoyment and perceptions of the West End as a place to visit, and the character of the streetscape.

Off-site provision of the residential floorspace may be appropriate in the Primary Shopping Frontages to ensure that retail growth and improved retail space remains the priority. This will maintain a retail experience befitting the international status and help maintain the unique vitality and attractiveness for businesses, shoppers and visitors alike.

Cross-reference to Policy S1 Mixed Use in the Central Activities Zone; S18 Commercial Development.

## WEST END SPECIAL RETAIL POLICY AREA

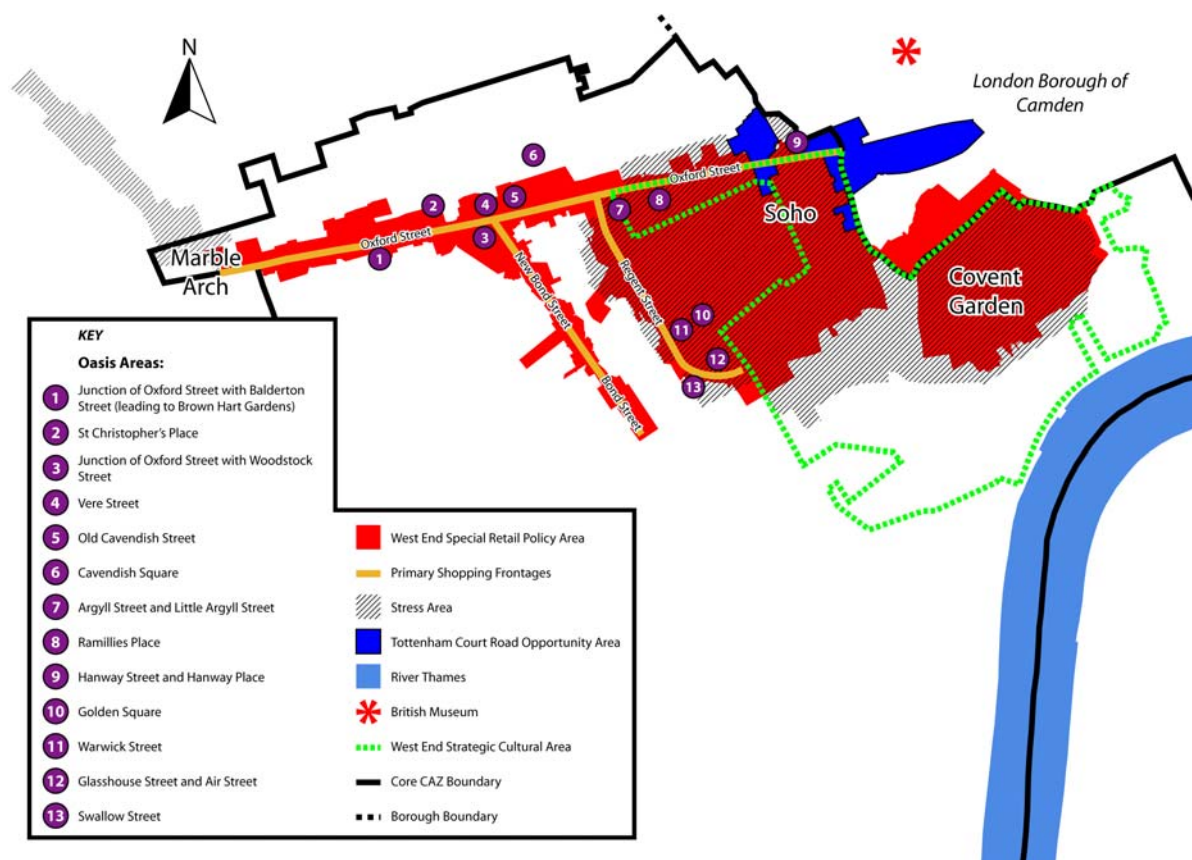


FIGURE 21 WEST END SPECIAL RETAIL POLICY AREA

3.31 The West End, at the heart of London, attracts visitors from around the world to its celebrated shopping streets: including Oxford, Regent and Bond streets, Piccadilly Circus, and Carnaby Street within Soho, which together with the other major shopping district of Covent Garden form the basis of this policy area.

3.32 The West End Special Retail Policy Area (WESRPA) has been established to sustain and enhance this unique part of the city. It includes an International Shopping Centre, which together with Knightsbridge, sits at the top of London's shopping hierarchy. WESRPA's most important shopping frontages of Oxford, Regent and Bond streets are designated Primary Shopping Frontages as they contain the most significant concentration of shop uses in the country. It also includes two substantial shopping districts of Soho and Covent Garden, which have their own distinct character and history.

3.33 The retail frontages within WESRPA vary in their quality and attraction. Much of the area is architecturally attractive and performs well. However, the eastern end of Oxford Street from Oxford Circus to Tottenham Court Road, and Marble Arch at the western end of Oxford Street offer particular scope for improvement.

3.34 The five main Underground stations within the WESRPA<sup>3</sup> have, on average, over 600,000 passenger movements *every day*, added to by the 170,000 daily passenger movements from the bus network along Oxford Street alone. Oxford Circus station is the third busiest Underground station in London, but unlike Victoria and Waterloo (the two busiest stations in London), passengers do not transfer to the rail network but instead spill out onto busy streets. Crossrail will further increase the capacity of public transport in this part of Westminster. Pedestrian congestion is therefore a significant challenge for the Primary Shopping Frontages.

3.35 Because of the intense activity on the main shopping streets, 'Oasis Areas' are being created in side streets close to the main shopping frontages but away from their hustle and bustle. They provide areas of rest and make the WESRPA more attractive to a wider range of people, including older people or those with younger children.

3.36 Evidence suggests that 41% of West End shoppers never venture off the main streets and 38% of all shoppers have difficulty finding their way around<sup>v</sup>. Legibility and way-finding are crucial to improving the functioning and visitor experience in WESRPA.

3.37 Development within the WESRPA must be of exceptional design and townscape quality in order to support its function as a world-class shopping destination.

#### **POLICY S7 WEST END SPECIAL RETAIL POLICY AREA**

The unique status and offer of the West End Special Retail Policy Area will be maintained and enhanced, together with the following priorities:

- Improved retail space;
- Appropriate retail growth throughout the WESRPA, including provision of A1 retail along the Primary Shopping Frontages at least at basement, ground and first floor levels;
- Improved pedestrian environment to manage the significant pedestrian flows and address the adverse impacts of pedestrian congestion in the Primary Shopping Frontages;
- Improved public transport provision and access to it, including Crossrail stations at Tottenham Court Road and Bond Street;

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<sup>3</sup> Oxford Circus, Tottenham Court Road, Bond Street, Piccadilly Circus and Leicester Square

- Development of Oasis Areas of rest, including seating areas, and A3 café and restaurant uses where appropriate in terms of scale and location, to support the main retail areas in WESRPA;
- Improved linkages to and from surrounding retail areas and visitor attractions; and
- Provision of appropriate service uses where they complement the shopping environment.

The requirement for residential floorspace as part of new commercial development may be applied more flexibly at the eastern end of Oxford Street Primary Shopping Frontage (east of Oxford Circus) where the council considers this to be necessary in order to deliver substantial planned transport and/or public realm improvements which are set out above and are also of benefit to the local community.

### **Reasoned Justification**

This approach will help to support the West End as a global shopping destination and help to rejuvenate London's competitiveness by providing an enhanced shopping environment. The council will work with retailers, landowners, developers, the Business Improvement Districts (New West End Company and Heart of London), and the West End Marketing Alliance to improve the retail offer and pedestrian environment of the WESRPA and make visiting this area a more pleasurable experience. This includes providing areas of calm and enabling shoppers to 'recharge' in a more relaxed environment that complements the main shopping activity. Enhanced linkages and way-finding between the WESRPA, its Oasis Areas, surrounding retail areas, and visitor attractions will encourage pedestrian movement, both reducing pressure on the public transport network and promoting what the wider area has to offer.

Appropriate management of the public realm is needed to reduce pedestrian congestion. Public realm improvements are essential for the success of WESRPA and for the introduction of Crossrail into the West End, with the streetscape designed and managed to cope with the increased pedestrian flows.

The council, New West End Company and Transport for London have prepared an action plan to address these issues. The Oxford, Regent, Bond Street 'ORB' Action Plan covers the main shopping streets in the West End, and Westminster's City Plan supports this and other West End partnership action plans.

The location, accessibility and scale of the Primary Shopping Frontages, together with their return frontages, make them especially suitable for retail growth. A1 Retail should be

provided at basement to first floor levels to maintain their character and to reflect their importance at the top of London's retail hierarchy. Regeneration within the wider WESRPA will encourage further investment with potential to further improve the environment for shoppers and retailers. This retail experience can be enhanced by the provision of appropriate, complementary uses such as banks and cafés.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S6 Core Central Activities Zone; Appendix 1 Proposals Sites: Strategic Sites for the West End Special Retail Policy Area.

## MARYLEBONE AND FITZROVIA



FIGURE 22 MARYLEBONE AND FITZROVIA

3.38 Residential use is much more evident in the northern part of the Central Activities Zone covered by Marylebone and Fitzrovia than it is in the Core Central Activities Zone, and large areas have a predominantly residential character.

3.39 The area contains a number of commercial developments that are clustered either within Special Policy Areas or along the main streets referred to as Named Streets, which have historically been treated as part of the Central Activities Zone. There is a significant concentration of media-based offices which spill over from the main concentration of Soho, most of which occupy older pre-war buildings<sup>vi</sup>.

3.40 Retail within the area is also focused in specific shopping streets - Marylebone High Street which has long been a designated District Shopping Centre and is now a CAZ Frontage, and a number of local shopping parades. Whilst there are a few embassies (mostly within the Portland Place Special Policy Area and Montagu Street) and hotels, the area does not have the tourist-focused activities of the Core CAZ.



However, the area contains Edgware Road which provides a unique cosmopolitan retail and entertainment offer.

3.41 The council has designated part of the Edgware Road as a Stress Area due to the existing concentration of entertainment uses to ensure that the impact on the surrounding area is carefully managed.

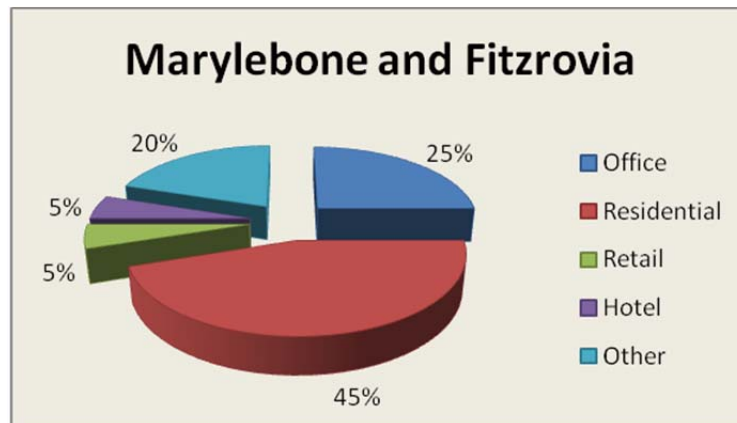


FIGURE 23 MARYLEBONE AND FITZROVIA LAND USE BREAKDOWN

#### POLICY S8 MARYLEBONE AND FITZROVIA

Edgware Road, Baker Street, Marylebone Road, Portland Place, Park Crescent and Great Portland Street (Named Streets) are appropriate locations for residential use and a range of commercial uses. Retail and other appropriate town centre uses will also be directed to Marylebone High Street and the Local Shopping Centres.

Within the Edgware Road Stress Area, new entertainment uses will only be allowed where the council considers that they are low-impact and would not result in an increased concentration of late-night uses.

Outside these locations, new commercial uses will not generally be appropriate unless they provide services to support the local residential community in that part of the Central Activities Zone.

#### Reasoned Justification

This policy recognises the role of this area in terms of contributing to Westminster's wider role within London's economy and world-city status, whilst ensuring that the local distinctiveness of areas, particularly the residential character and function within Marylebone and Fitzrovia, are not lost.

The provision of cafés, restaurants and appropriate entertainment uses can help to support the retail function of the Edgware Road CAZ Frontage. However, growth in the night-time

economy outside this area, or creating a concentration of such uses within the area would unacceptably impact on residential amenity and the functioning of the area.

Cross-reference to Policy S2 Special Policy Areas; S18 Commercial Development.

## KNIGHTSBRIDGE

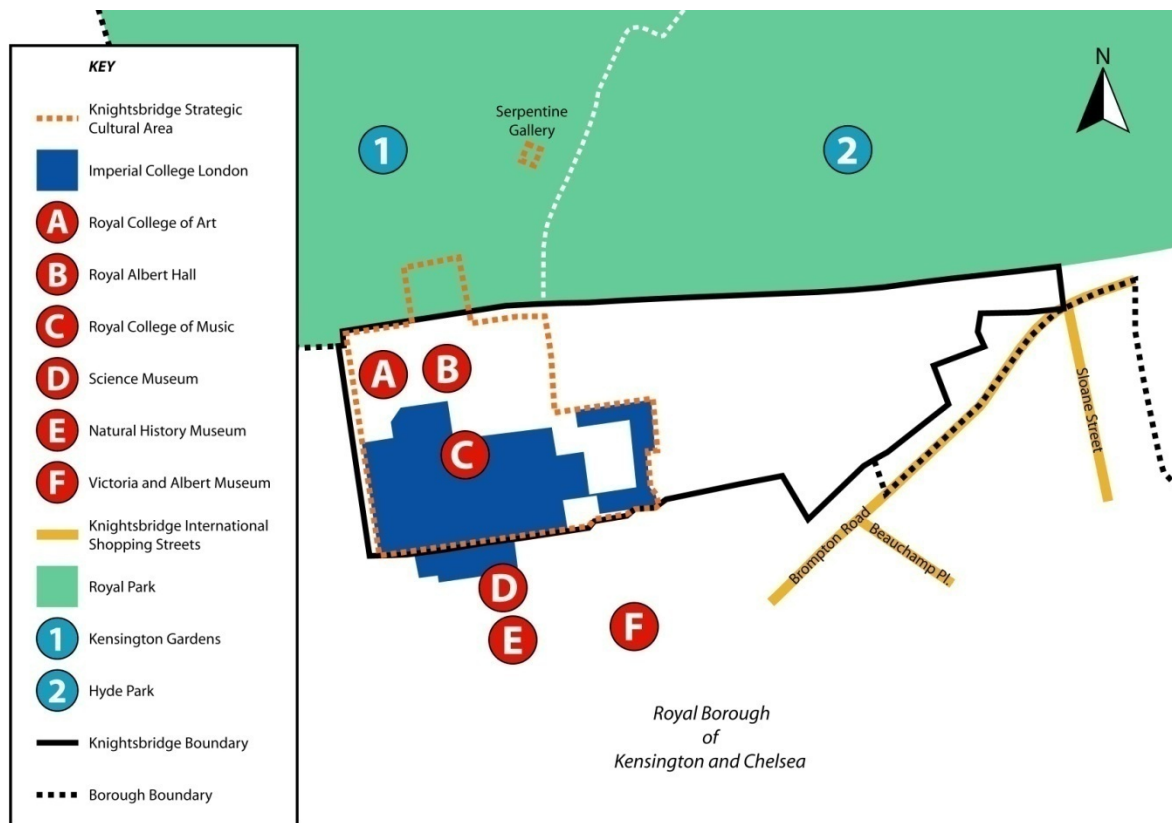


FIGURE 24 KNIGHTSBRIDGE

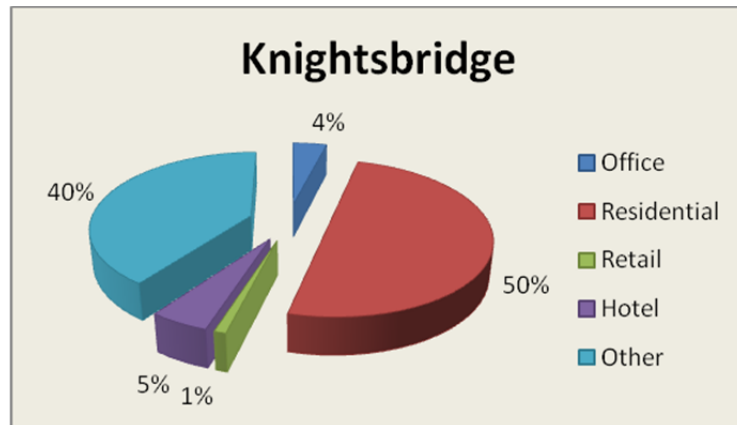
3.42 Lying west of the International Shopping Centre of Knightsbridge, residential use dominates this area, with a mix of private apartment blocks, and single family dwellings in terraced or mews properties.

3.43 The western side of Knightsbridge, around Exhibition Road and Kensington Gore, contains a concentration of specialist and world-renowned arts and cultural facilities and is designated a Strategic Cultural Area. This area includes the Royal Albert Hall and Albert Memorial, the Serpentine Gallery, the Royal College of Art and the Royal College of Music, and forms a centre for higher education and research dominated by Imperial College London. There are also a few small hotels within this area.

3.44 This area is adjacent to the major cluster of museums in the Royal Borough of Kensington and Chelsea, and together form a concentration of specialist and world-

renowned arts and cultural facilities. The council will continue to work in partnership with the Royal Borough of Kensington and Chelsea to achieve a shared vision for the area.

3.45 Knightsbridge has seen a significant reduction in office floorspace and the few remaining offices tend to be small and scattered throughout the area.



**FIGURE 25** KNIGHTSBRIDGE LAND USE BREAKDOWN

#### **POLICY S9 KNIGHTSBRIDGE**

New tourism, arts, cultural and educational uses and appropriate town centre uses should be directed to the Strategic Cultural Area.

Outside the Strategic Cultural Area, new commercial uses will not generally be appropriate unless they provide services to support the local residential community in that part of the Central Activities Zone.

#### **Reasoned Justification**

This policy recognises the two very different aspects and roles of this area: one of international importance to arts, culture and education, and the other of very residential character. This approach ensures that the character and function of the long-standing residential communities are not lost by encroachment of other uses.

## PIMLICO

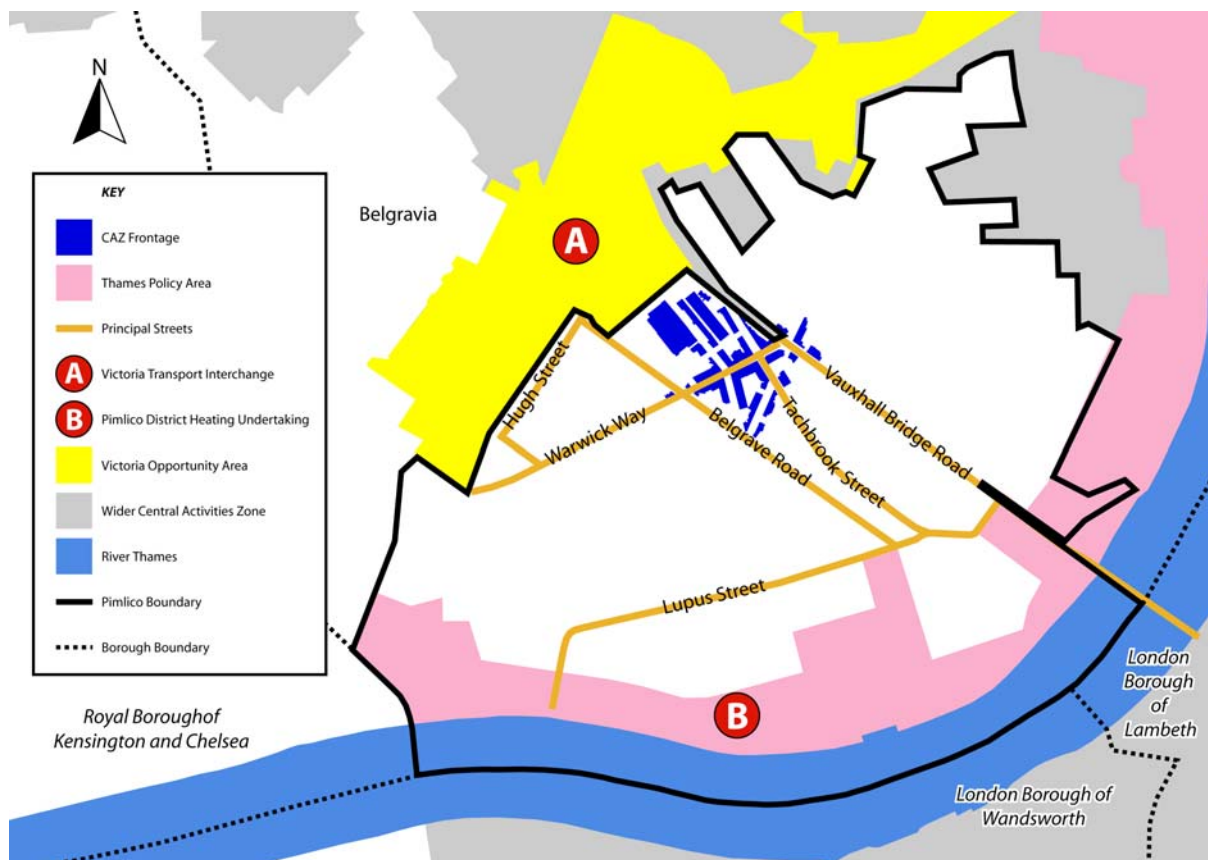
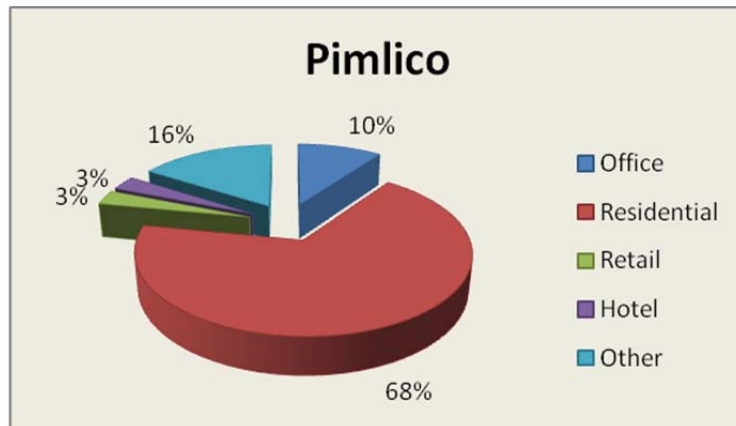


FIGURE 26 PIMLICO

3.46 This is an area of predominantly local uses. The majority of this area is residential, with long-standing communities and large family homes. Within this part of the CAZ there are also areas suffering deprivation.

3.47 Retail uses are concentrated in the Warwick Way/Tachbrook Street CAZ Frontages, including the vibrant street market on Tachbrook Street. Groups of small businesses and shops form important foci of activity throughout the area and there are substantial stretches of retail use in Lupus Street, with shorter stretches in some of the adjoining streets and nearby Local Shopping Centres. This area is also served by the retail provision in the Core CAZ and Victoria Opportunity Area. There are a large number of small hotels to the south of the Victoria Transport Interchange, particularly on Belgrave Road, Warwick Way and Hugh Street. The area comprises only 10% offices and very few public buildings.



**FIGURE 27** PIMLICO LAND USE BREAKDOWN

**POLICY S10 PIMLICO**

This area will be primarily for residential use with supporting retail, social and community and local arts and cultural provision. Retail and other appropriate town centre uses will be directed to the Warwick Way/Tachbrook Street CAZ Frontages and the Local Shopping Centres.

The street market at Tachbrook Street will be protected and modest expansion allowed if required to meet the needs of local residents.

Outside these locations, new commercial uses will not generally be appropriate unless they provide services to support the local residential community in that part of the Central Activities Zone.

The council will encourage and support a partnership approach to tackling deprivation, and will work closely with its partners locally including the Victoria Business Improvement District, SW1st, area renewal partnerships, local communities and the private sector.

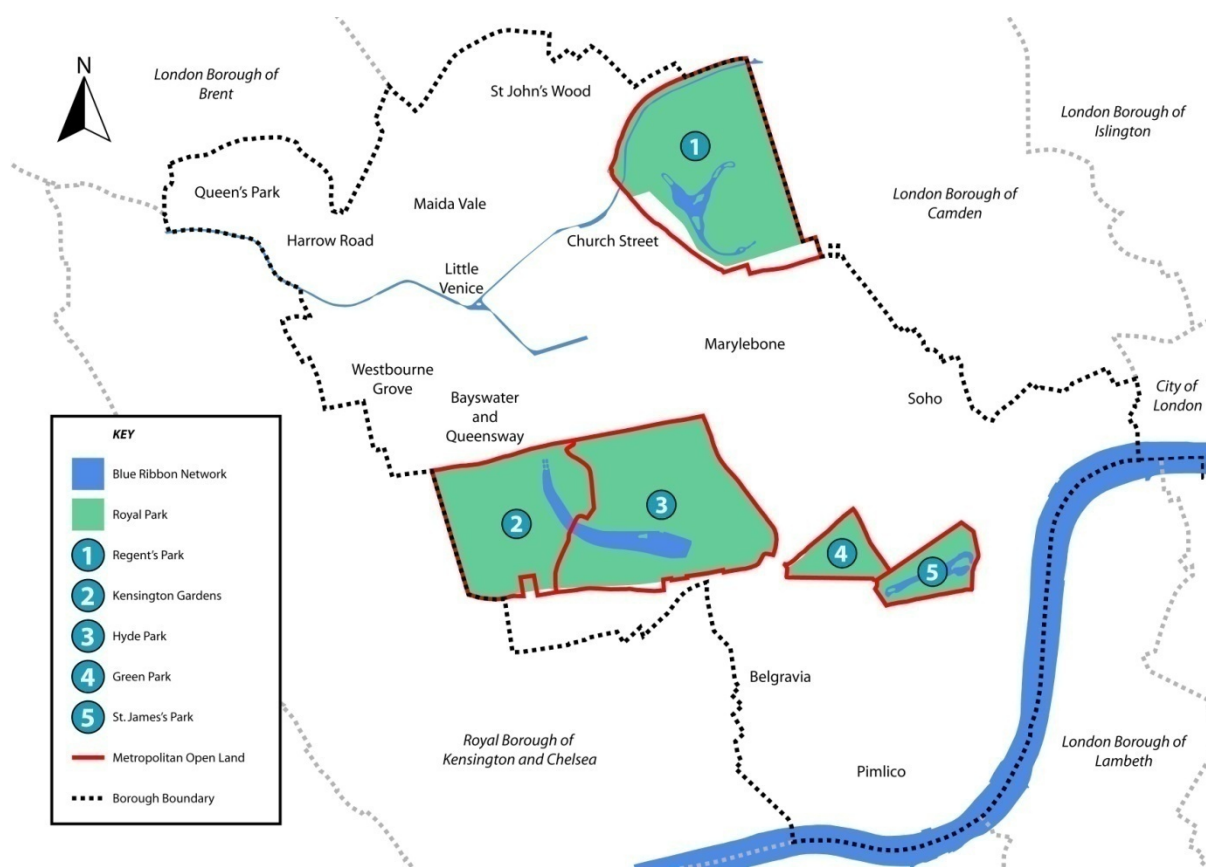
**Reasoned Justification**

The policy recognises the predominantly residential nature of this area, and ‘village’ character with associated local uses and the sense of small-scale shops and services.

A partnership approach will help tackle deprivation and inequalities, particularly in relation to the development within the Victoria Opportunity Area.

Cross-reference to Policies S34 Social and Community Infrastructure; S37 Blue Ribbon Network (for Thames Special Policy Area); S39 Decentralised Energy Networks.

## ROYAL PARKS



**FIGURE 28** ROYAL PARKS IN WESTMINSTER

3.48 Metropolitan Open Land identified in the London Plan is comprised of the five Royal Parks, managed by the Royal Parks Agency. The Royal Parks are public open spaces of immense historical importance and national and international significance. They are a major contributor to the unique character of Westminster's open space network, comprising 89% of Westminster's public open space.

3.49 As an important component of the nation's heritage, these parks are key attractions of Central London, used by visitors, workers and residents, with an estimated 25 million visits per year. All five are located within the Central Activities Zone. They provide the only metropolitan-sized public spaces in Westminster and are therefore important in providing open landscapes and tranquillity amidst a busy, heavily built-up city. Their significant heritage, ecological and natural conservation value is reflected in their designation as:

- Metropolitan Open Land
- Metropolitan Sites of Importance for Nature Conservation
- Listed Parks and Gardens of Special Historic Interest (all Grade I except Green Park which is Grade II)

### **POLICY S11 ROYAL PARKS**

The Royal Parks, their settings, views and tranquillity will be protected from inappropriate development and activity. Developments will only be allowed where they are essential and ancillary to maintaining or enhancing the value of the park as open space, and that do not harm the park's:

- Open landscape character;
- Heritage value;
- Nature conservation value;
- Tranquillity; or
- Value as a public open space.

### **Reasoned Justification**

Because of their location and role as Central London attractions, the five Royal Parks are all included within the Central Activities Zone. However, there is substantial pressure on these open spaces, and their importance in providing a more tranquil environment and respite from the activity of other parts of the city, needs to be carefully protected.

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<sup>i</sup> Census postcode estimated population of the Core Central Activities Zone, 2011

<sup>ii</sup> High Buildings Study, 2000

<sup>iii</sup> High Buildings Study, 2000

<sup>iv</sup> High Buildings Study, 2000

<sup>v</sup> ORB Action Plan, 2008

<sup>vi</sup> A Study of Small Offices in Westminster, 2009

# NORTH WESTMINSTER ECONOMIC DEVELOPMENT AREA

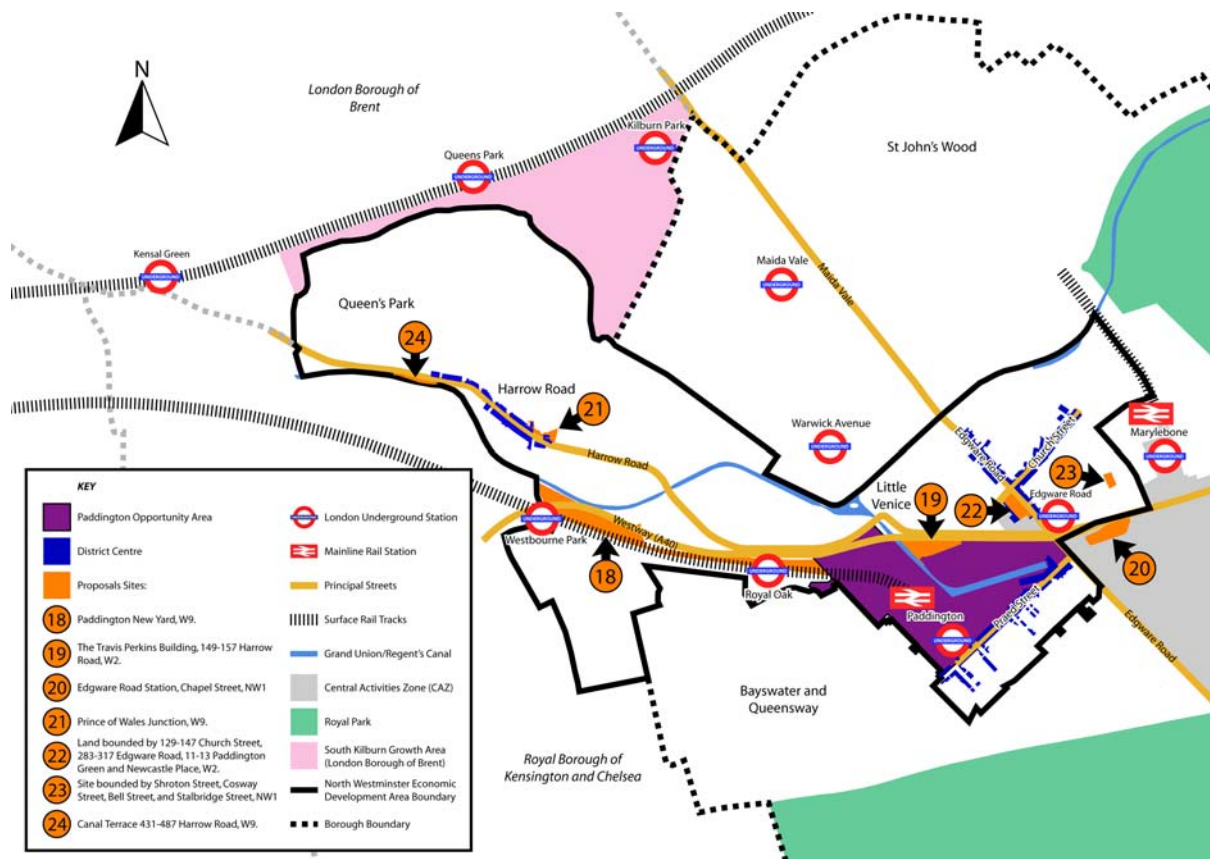


FIGURE 29 NORTH WESTMINSTER ECONOMIC DEVELOPMENT AREA

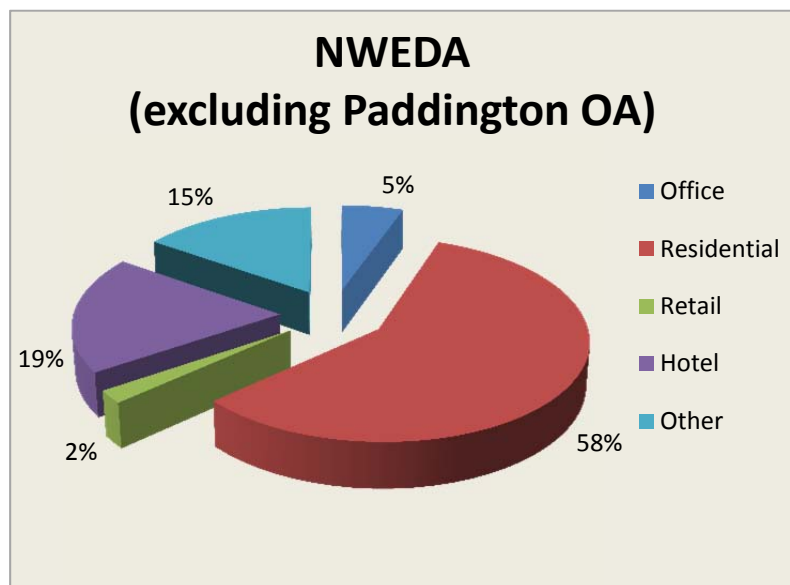
3.50 An Economic Development Area has been designated to address the needs of the principal area of economic renewal in the north-west of Westminster. This area covers 4 of the 5 wards suffering the greatest deprivation within Westminster, namely Church Street, Westbourne, Harrow Road and Queen’s Park: which are amongst the most deprived places in the country<sup>j</sup>. The North Westminster Economic Development Area not only encompasses all of these communities, but also includes the Paddington Opportunity Area (which lies within the Central Activities Zone) and wider Paddington Business Improvement District. This is to ensure that regeneration both benefits and is integrated with these deprived communities, including securing a range of economic and physical benefits. Paddington plays an important role in linking the deprived areas to the Central Activities Zone.

3.51 The neighbourhoods in the area share similar priorities – improving the physical environment, promoting economic development, education, training and skills, providing access to social and community facilities, reducing crime and disorder, improving health and



addressing issues of over-crowding. Essential to addressing these priorities is community involvement, engagement and resident participation.

3.52 This area is primarily residential, with a high proportion of social rented affordable housing. This has placed pressure on infrastructure in the area, and a locally-specific approach to local service provision, health facilities, education, training opportunities, community space and recreation facilities is required. These facilities are required to tackle deprivation, improve social cohesion, and improve the life chances of residents. Although this area sits in the centre of London, local residents can find it difficult to access employment. The area has three District Shopping Centres, Praed Street, Harrow Road and Church Street/Edgware Road, however the latter two of these are in decline<sup>ii</sup>.



**FIGURE 30** NORTH WESTMINSTER EDA LAND USE BREAKDOWN (EXCLUDING PADDINGTON OA)

3.53 The North Westminster Economic Development Area as a whole suffers from the physical severance and environmental impacts of the major roads, railway lines and canals. The Westway, an elevated section of the A40, Harrow Road and the railway are significant barriers to enabling people to move between neighbourhoods to access work, services and open space. These transport routes are a source of significant noise and air pollution and have a negative impact on the health of residents and workers, and also on people’s perceptions of the area. They restrict social and physical activity and inhibit the overall regeneration of the area.

3.54 The council will work in partnership with the London Borough of Brent and the Royal Borough of Kensington and Chelsea to create better pedestrian and transport routes to connect neighbourhoods in the South Kilburn Growth area, North Kensington, and other areas.

3.55 Located in London's Central Activities Zone, the Paddington Opportunity Area, which will include a new Crossrail station, provides unique opportunities for regeneration and economic development for the wider North Westminster Economic Development Area. The wider area is particularly suitable for affordable business floorspace to complement the main B1 office stock within Paddington Opportunity Area and other parts of the Central Activities Zone immediately to the south-east. There is a strong Creative Industries sector in the area with clusters located in Paddington, Westbourne, Maida Vale and Queens Park<sup>iii</sup>. This sector can be nurtured through sensitive regeneration, again complementing the sector within the West End. The council has prepared a 'Regeneration Masterplan' for the Church Street area, identifying potential development opportunities. The Prince of Wales Junction/Maida Hill in Harrow Road, comprised of a paved area at the junction of busy roads and buildings on all sides, represents an opportunity for development to meet local service needs and provide new employment space.

#### **POLICY S12 NORTH WESTMINSTER ECONOMIC DEVELOPMENT AREA**

The council will continue to encourage and support a partnership approach to tackling deprivation and promoting economic activity. The council will work closely with its partners locally including Paddington Development Trust, Paddington Waterside Partnerships, area renewal partnerships, Business Improvement Districts, local communities and the private sector.

Development should contribute to increasing economic activity within the area, or providing local services, or improving the quality and tenure mix of housing, and also contribute towards the following priorities:

- Improving physical connections within the Economic Development Area including Paddington Opportunity Area and its shopping centres; and to the Central Activities Zone and other surrounding areas including the South Kilburn Growth Area in the London Borough of Brent and North Kensington within the Royal Borough of Kensington and Chelsea;
- Addressing severance and in some cases the poor local environment resulting from the Westway (A40), Harrow Road (A404), rail network, and canal;
- Improving the public realm and local environment, particularly within Shopping Centres and housing estates;
- Redevelopment of, and infill developments in, some existing housing estates, including provision of a range of housing tenures (including intermediate and market housing) wherever possible, consistent with protection of areas of open space;

- Delivering improved and appropriate local services including: local services provision facilities in Church Street area and Queens Park; a new sports facility at Moberley Sports and Education Centre; a new children's sports centre at Compton Street; and support opportunities to provide facilities for local community groups including faith groups;
- Providing training, skills and employment opportunities for local people;
- Redevelopment of a civic space at the Prince of Wales junction/Maida Hill for community activities and to provide a focus for the area;
- Secure a Combined Heat and Power facility with sufficient capacity to serve other sites and establish a wider heat and power network.

B1 uses (including studios and workshops) are acceptable throughout the Economic Development Area as part of major developments.

In the District Shopping Centres of Harrow Road and Church Street/Edgware Road the council may be more flexible about uses, provided development delivers benefits to the local community, provides employment opportunities and contributes to the quality of the built environment. This approach will be detailed in City Management policy.

A small loss of residential development is acceptable where development will provide local employment opportunities and the council considers that employment uses will not adversely impact on residential amenity, and will not adversely impact on the vitality, viability, character or function of the retail offer in the designated shopping centres.

### **Reasoned Justification**

A partnership approach between the council, local community, private sector and other local service providers will support economic regeneration and help to tackle deprivation and inequalities, including health inequalities. A more flexible approach to commercial activity will help the Shopping Centres to remain functional, support a wide catchment and be a focus for the community, as well as providing employment and meeting day to day needs. Business floorspace in this area will encourage investment and enterprise.

Improving the quality and range of housing in the area will ensure that new housing better meets and contributes to achieving more mixed communities in areas currently dominated by social housing. A more balanced mix of tenures in the North Westminster Economic Development Area will improve the perception of the area, help support local businesses, and provide widened aspirations.

The provision of cafés, restaurants and appropriate entertainment uses can help to support the retail function of the Church Street/Edgware Road District Shopping Centre. However, growth in the night-time economy outside this area, or creating a concentration of such uses within the area would unacceptably impact on residential amenity and the function of the area.

Constraints in the physical environment also need to be tackled to encourage investment, support local shops and businesses, improve social cohesion, and maximise the locational opportunities of this area on the fringe of Central London to benefit local residents. This is key to changing people's perceptions of the area.

Local service provision and social and community uses need to be restructured or new sites found to ensure they meet the specific needs of local communities and address gaps in provision.

Cross-reference to Policies S3 Paddington Opportunity Area; S8 Marylebone and Fitzrovia (for Edgware Road Stress Area which slightly lies within the North Westminster Economic Development Area); S18 Commercial Development; S34 Social and Community Infrastructure; S39 Decentralised Energy Networks; Appendix 1 Proposals Sites: Strategic Sites for the North Westminster Economic Development Area.

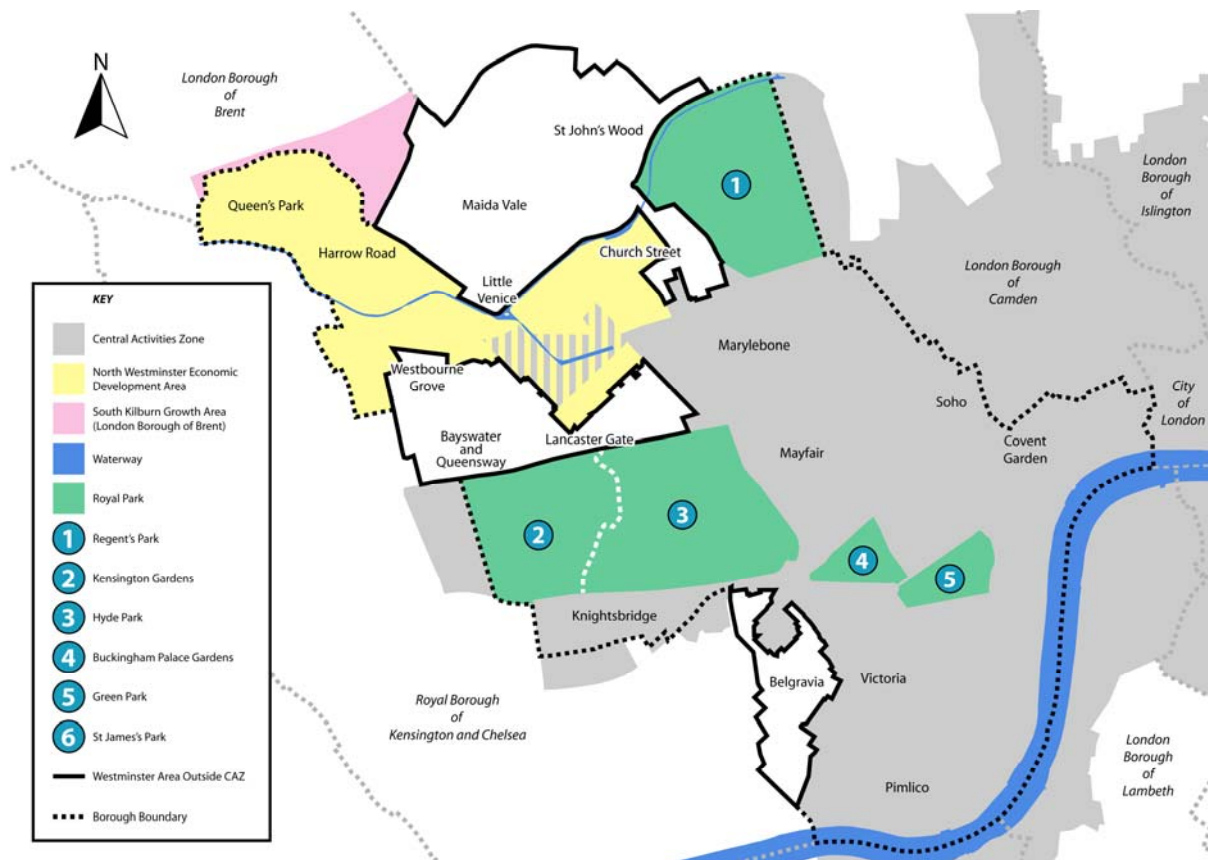
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<sup>i</sup> Index of Multiple Deprivation, 2007

<sup>ii</sup> Shopping Area Health Check Surveys for District Centre 1: Church Street/Edgware Road and District Centre 2: Harrow Road 2007.

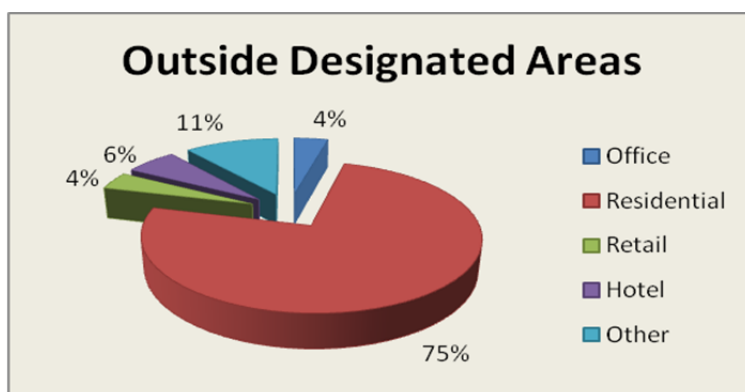
<sup>iii</sup> Creative Industries Report, 2007

# OUTSIDE THE CAZ AND NWEDA



**FIGURE 31** OUTSIDE THE CAZ AND NWEDA

3.56 There are three areas within Westminster that fall outside of both the Central Activities Zone (CAZ) and the North Westminster Economic Development Area, namely: St John’s Wood, Maida Vale and Little Venice; Bayswater and Queensway; and Belgravia. These areas are almost entirely residential in character with supporting services and activities, and together include a Major Shopping Centre, a District Shopping Centre and 22 Local Shopping



Centres (including three that lie partially in CAZ and three partially in the NWEDA).

3.57 Areas outside CAZ, particularly close to the CAZ border, can come under intense pressure for development.

**FIGURE 32** OUTSIDE DESIGNATED AREAS LAND USE

Management of these areas is focused on protecting and enhancing the residential environment, together with improving the health and wellbeing of communities and providing them with the facilities and services they need. As such, commercial development

will not generally be considered appropriate in these areas, other than appropriate development within the designated town centres.

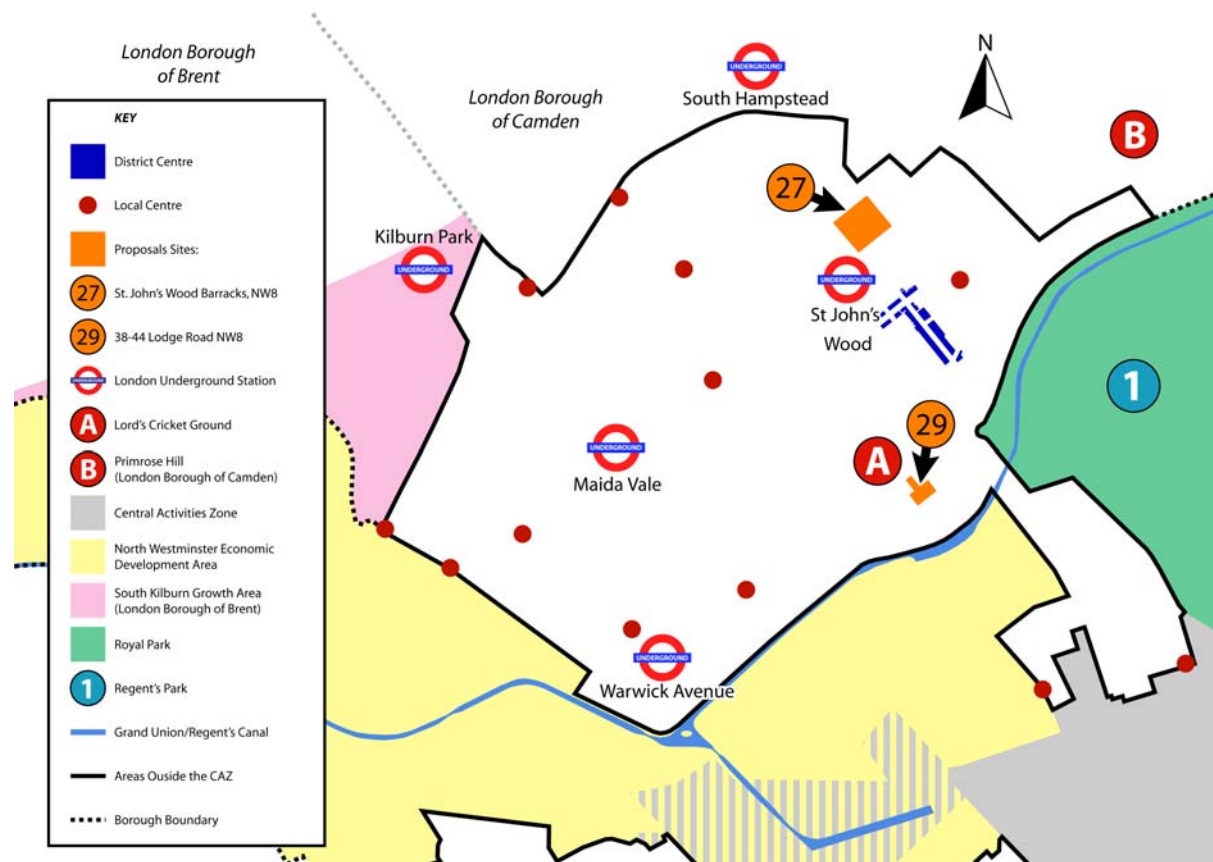


FIGURE 33 ST JOHN'S WOOD AND MAIDA VALE

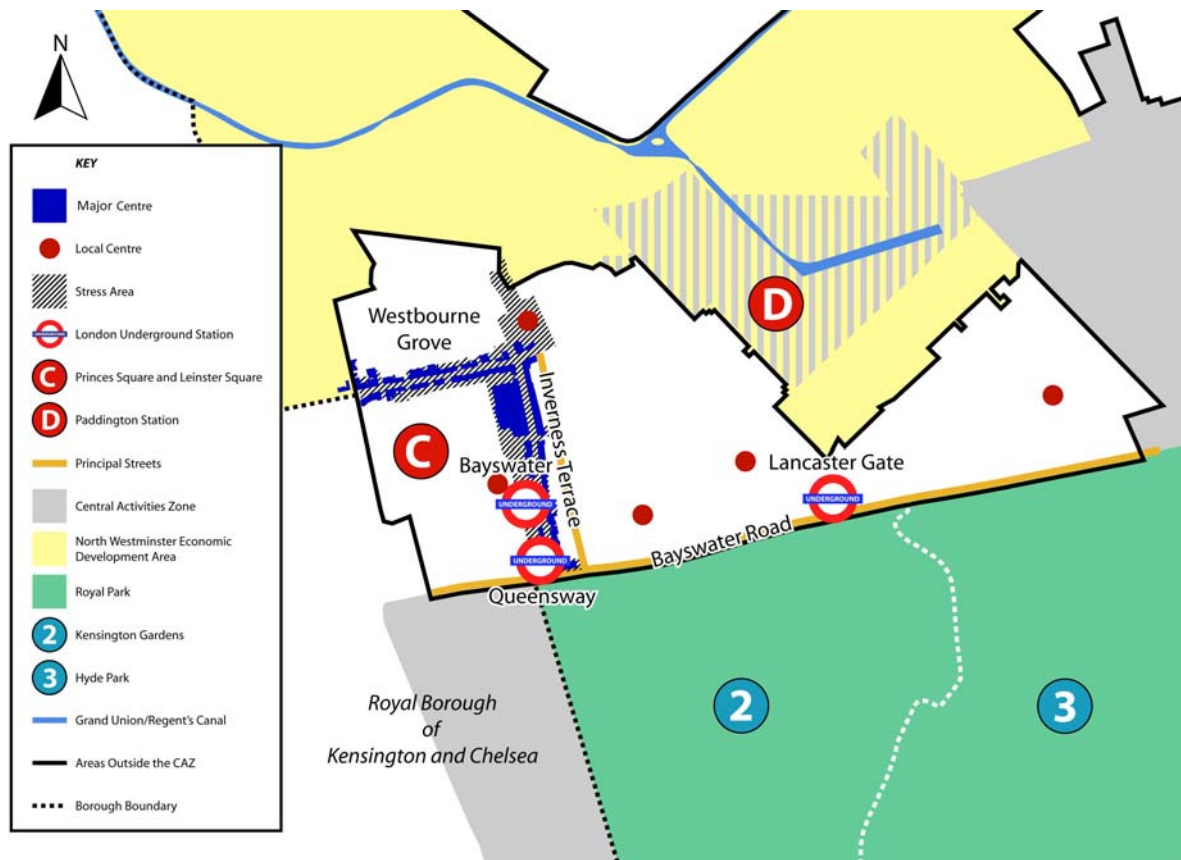
3.58 St John's Wood was built up in the 1820's and 1830's and represents the first example of suburban residential development in Inner London. Uniquely for Westminster, it is characterised by detached and semi-detached villas and terraced houses. The area includes a number of private hospitals, Abbey Road Studios and Lord's cricket ground, with the latter being the single largest non-residential use in the area.

3.59 The Grand Union Canal and Regent's Canal create the initial key townscape elements of Maida Vale and Little Venice. Like St John's Wood, the principal land use of these areas is residential.

3.60 St John's Wood District Shopping Centre has an important neighbourhood retail role, serving residents in St John's Wood, Primrose Hill, Lisson Grove, as well as other parts of north and west London and beyond. The District Shopping Centre has a wide range of specialist and independent retailers. The main concentration of A1 retail use is on St John's Wood High Street, with smaller concentrations in the area's Local Shopping Centres.

3.61 Although a growth in A1 retail floorspace has been projected (1,487 sqm gross for 2006 – 2016) there are limited opportunities within or adjacent to the town centre in which

to provide this. However, complementary community and leisure uses could add to its vibrancy and serve a wider range of local needs.



**FIGURE 34** BAYSWATER, QUEENSWAY AND WESTBOURNE GROVE

3.62 Queensway and Westbourne Grove have a lively townscape, dominated by the Major Shopping Centre with retail on the ground floor and predominantly residential above. Bayswater is predominantly residential with numerous mansion blocks, including the Hallfield Estate. This area also has one of London's highest concentrations of hotels, particularly Inverness Terrace, Princes Square and Leinster Square, with many serving Paddington Station. The area also has a concentration of small hotels clustered around Lancaster Gate and Queensway stations. Many of these hotels are not purpose-built and occupy former residential houses in residential streets, and are therefore more likely to give rise to adverse effects on local residential amenity and environmental quality.

3.63 The Queensway/Westbourne Grove Major Shopping Centre has a good selection of shops, including an indoor shopping centre on Queensway, and has a dual role serving local residents and commuters, as well as a wider catchment from across London and beyond. The Major Shopping Centre has seen an increase in non-retail uses, particularly A3 food and drink use and premises with late licences. Cumulatively, small scale losses of A1 retail use will erode the retail function of this Major centre. There is also a demand for more entertainment uses to operate late in the evening. Although these can have a positive effect

encouraging activity and vibrancy, late-night activities can also be associated with disturbance and increases in anti-social behaviour, particularly where there are significant concentrations of such uses. The council has therefore designated Queensway and Westbourne Grove as a Stress Area.

3.64 This area has a Business Improvement District, providing a partnership approach with local businesses.

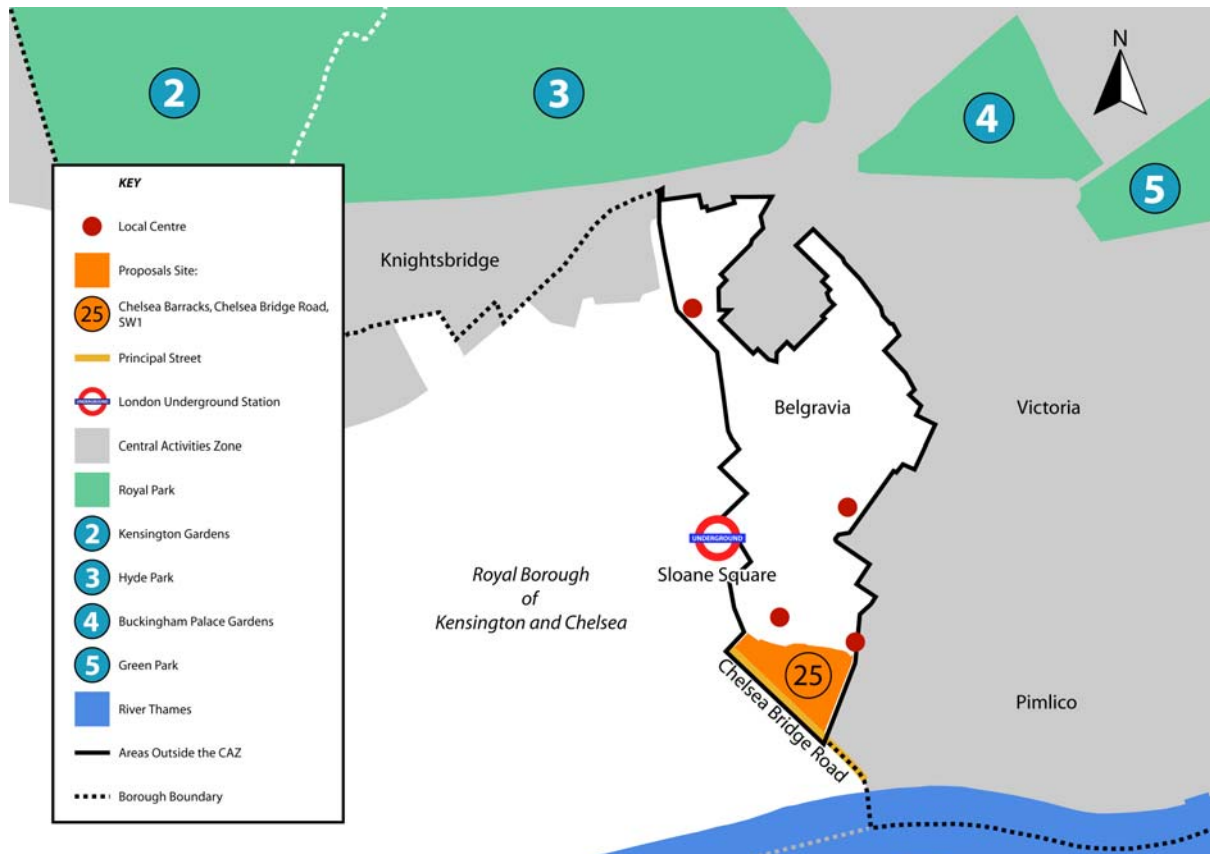


FIGURE 35 BELGRAVIA

3.65 Belgravia is located in the south-east of the borough between the CAZ and the boundary with the Royal Borough of Kensington and Chelsea. The townscape is characterised by terraces of grand white stucco houses, and the principal land use of the area is residential with supporting local services. The southern end of this area includes the substantial development site of Chelsea Barracks on Chelsea Bridge Road.



### **POLICY S13 OUTSIDE THE CAZ AND NWEDA**

Areas outside both the Central Activities Zone and North Westminster Economic Development Area will be primarily for residential use with supporting social and community provision.

Retail and other appropriate town centre uses will be directed towards the Major, District and Local Shopping Centres.

The Queensway/Westbourne Grove Major Shopping Centre will be maintained and enhanced by securing retail growth and improved retail space, and ensuring that A1 retail provision is the priority within Core Shopping Frontages.

Within the Queensway/Westbourne Grove Stress Area, new entertainment uses will only be allowed where the council considers that they are low-impact, would not result in an increased concentration of late-night uses and do not compromise the retail character and functioning of the Shopping Centre either individually or cumulatively.

Within the St John's Wood District Shopping Centre, new community and leisure floorspace may be allowed in the Secondary Shopping Frontages where this complements the retail function within the rest of the Shopping Centre.

#### **Reasoned Justification:**

Maintaining and increasing housing and supporting facilities will protect the residential character of these areas. The provision of social infrastructure is vital to support the residential community in these parts of Westminster.

Enhancing the retail function of the Major and District Shopping Centres will help protect the shops and services for these areas and help secure these centres' long-term viability and vitality. Encouraging community and leisure uses within the St John's Wood District Shopping Centre will make provision for addressing an identified shortfall.

Provision of cafés, restaurants and appropriate entertainment uses can help support the primary retail function of shopping areas. However, further growth in night-time entertainment use within the designated Queensway/Westbourne Grove Stress Area would add to a concentration of activity which would unacceptably impact on residential amenity.

Cross-reference to Policies S8 Marylebone and Fitzrovia (for Edgware Road Stress Area which lies partially outside CAZ); S18 Commercial Development; S21 Retail; S34 Social and Community Infrastructure; S37 Blue Ribbon Network

# PART IV: CITY-WIDE SPATIAL POLICIES

## HOUSING PROVISION

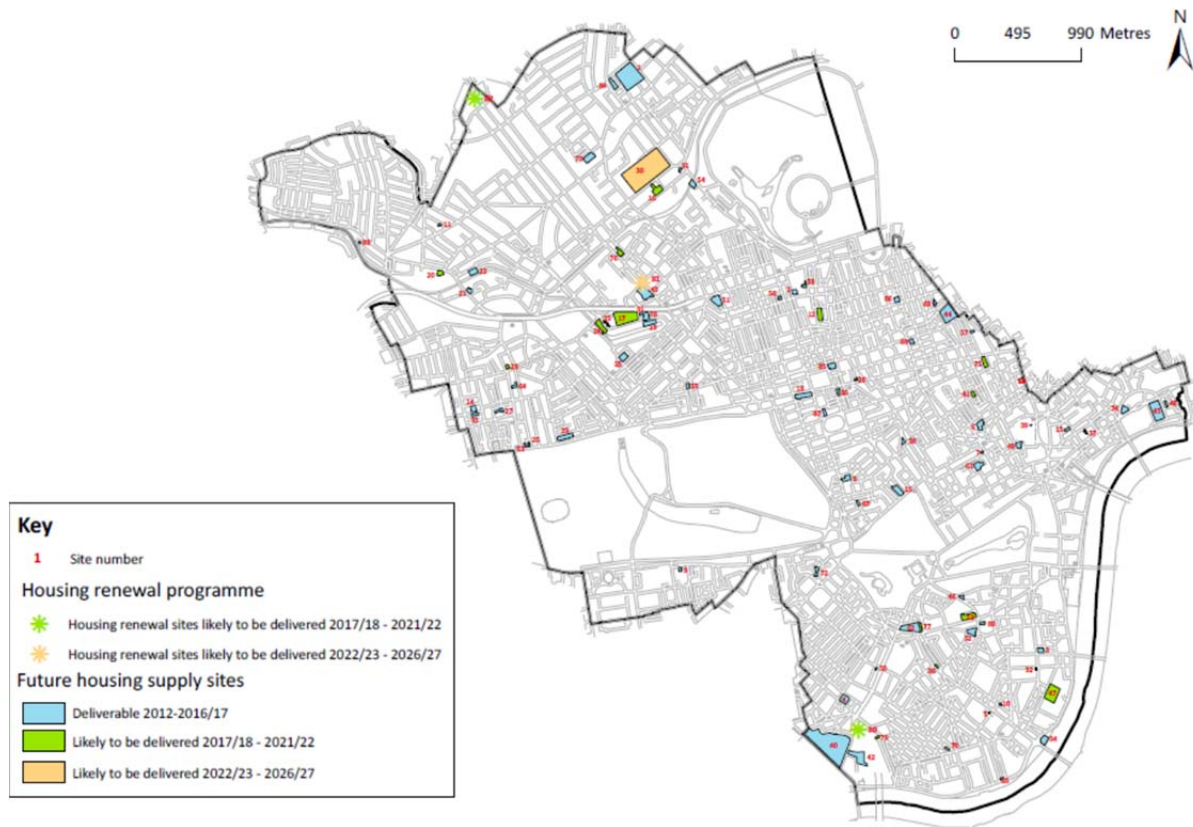
4.1 One of the most important aspects of Westminster is its large residential population. Over 250,000 people call Westminster home. These range from the communities in the heart of the city, to those in less built up areas in the north and south. Westminster's residential populations are key to its character, mix, and success.

4.2 Westminster's residential population is projected to grow from 234,131 residents in 2007<sup>i</sup>, to between 242,000<sup>ii</sup> and about 320,000<sup>iii</sup> residents by 2025, a growth of between 8,000 and 86,000. However, the lower end of this range is most likely. It is considered to be more accurate as it takes the availability of housing into account which is likely to continue to act as a constraint on population growth.

4.3 Due to its historic fabric, densely built up areas, and lack of surplus industrial land that can be 'released' for housing, change within Westminster is typically small-scale and achieved through the sensitive redevelopment of smaller sites and refurbishment of existing buildings. This gives the urban environment its richness and strong local identity. The lack of available land is a considerable constraint for Westminster in meeting its housing needs. In many other parts of London, surplus industrial land makes a significant contribution to meeting the borough's housing targets. This is not typically the case in Westminster where many sites already contain offices, shops and housing with existing high values, and new housing is delivered by change of use, making more efficient use of floorspace and building to higher densities.

4.4 Westminster has very few large sites, and some of the larger sites that are expected to deliver housing will also be providing a mix of commercial or other uses. For example, the three Opportunity Areas have been designated for major growth for housing and employment uses. Paddington Opportunity Area is expected to deliver at least 1,000 new homes over the plan period 2011 to 2031, Victoria Opportunity Area at least 1,000 new homes. The Tottenham Court Road Opportunity Area is expected to deliver at least 420 new homes, but the majority of this area lies within the London Borough Camden and the parts within Westminster's boundary are Crossrail sites in the West End International Shopping Centre so are only expected to contribute about fifty residential units. The majority of the

housing target will therefore be provided in the London Borough of Camden. In the Central Activities Zone (particularly Core CAZ), housing development competes with office development and other uses which contribute to the unique commercial agglomeration in the heart of the city. These uses must be balanced and the strategic function and fine-grained mix of uses must be protected to ensure the future sustainability of the CAZ. The London Plan sets targets for housing delivery and the policies set out below aim to achieve these targets whilst not compromising other strategic objectives such as economic sustainability, growth, heritage, health and well-being.



**FIGURE 36** 5-15 YEAR HOUSING LAND SUPPLY 2012/13 – 2026/27

4.5 Optimising the number of new homes delivered is even more important in Westminster than in many other London boroughs because significant amounts of market housing within Westminster are unavailable to residents as its global city role means some housing is used as second homes, left empty as an investment, or is used as temporary sleeping accommodation/ short-term lets (the council pursues enforcement action against this).

4.6 The council is also concerned that new housing should meet needs and demands in terms of affordability, size and type of homes, and ensuring those with special housing needs are provided for. These requirements, including those for households in need of

affordable housing are set out in the Strategic Housing Market Assessment<sup>iv</sup>, and are reflected in the policies below.

4.7 Housing plays an important role in the well-being of individual households and communities, and in the shaping of neighbourhoods. Housing must therefore be well designed and provide high quality living spaces and residential environments, and contribute to achieving sustainable residential communities. Localities in Westminster with high concentrations of social housing are also those which suffer the greatest deprivation. The council is working with partners to tackle deprivation, and improving the quality of housing, the mix of housing types and tenures, and the range of incomes in these neighbourhoods will contribute to these aims.

## OPTIMISING HOUSING DELIVERY

4.8 The lack of large sites means that housing development in Westminster is usually small scale and involves changes of use and refurbishment and extensions of existing buildings. New homes are therefore expected to be delivered by change of use and redevelopment from commercial uses where their loss is appropriate and some redundant public sector uses, such as hospital sites; building to higher densities on existing housing sites, and housing required by the mixed use policy. In core commercial areas, residential use will grow alongside significant expansions in commercial floorspace as part of a mix of uses.

4.9 Westminster's housing target set out in the London Plan<sup>v</sup> is 1,068 new homes per year (equates to 21,360 units between 2016/17 and 2036/37). Westminster does not have land that it can 'release' for housing development so in order to ensure that there is a continuous five year supply of deliverable housing sites available to achieve the housing target, the council will engage in discussions with landowners to identify and bring forward sites for housing. The council has and will continue to participate in regional assessments of housing land availability and capacity, the London Strategic Housing Land Availability Assessment (SHLAA). In order to meet future housing targets set out in the London Plan in the longer term, the council will take account of the evidence set out in the SHLAA, supplemented by local viability testing, and discussions with landowners to prepare the 6-10 and 11-15 year lists of developable housing sites. The housing land supply schedules will also help facilitate housing development by providing guidance to potential developers about what will be expected from development sites, and instigating discussions with landowners of stalled sites. The housing land supply schedules of deliverable and developable sites will be updated through the Authority's Monitoring Report.

## **POLICY S14 OPTIMISING HOUSING DELIVERY**

The council will work to achieve and exceed its borough housing target set out in the London Plan.

Residential use is the priority across Westminster except where specifically stated.

All residential uses, floorspace and land will be protected. Proposals that would result in a reduction in the number of residential units will not be acceptable, except where:

- the council considers that reconfiguration or redevelopment of affordable housing would better meet affordable housing need;
- a converted house is being returned to a family-sized dwelling or dwellings; or
- 2 flats are being joined to create a family-sized dwelling.

Proposals for conversion or redevelopment of single family houses to flats will be assessed taking into account the character of the street and area; impact on residential amenity including parking pressure; and the mix of units proposed.

The number of residential units on development sites will be optimised.

The council will maintain a publicly available list of deliverable sites for housing development to ensure a continuous five year supply of deliverable sites with a 5% buffer, and 6-15 year lists of future developable sites.

### **Reasoned Justification**

To achieve and exceed Westminster's housing targets it is necessary to protect existing housing and bring forward new housing as appropriate across the city. This means that schemes which retain or increase the overall housing floorspace should not reduce the number of residential units as this would reduce the number of homes in the city.

Affordable housing is an exception as Westminster's own housing stock is dominated by one and two bedroom units; whilst need is focused on two and three bedroom units. Formerly converted houses which would provide family-sized homes will also be an exception because of the shortage of family homes with gardens in the city and the benefits such 'de-conversion' would bring to providing a range of accommodation. This also creates a flexibility and sustainability within the housing stock for different sizes and types of accommodation to be provided throughout a building's lifetime.

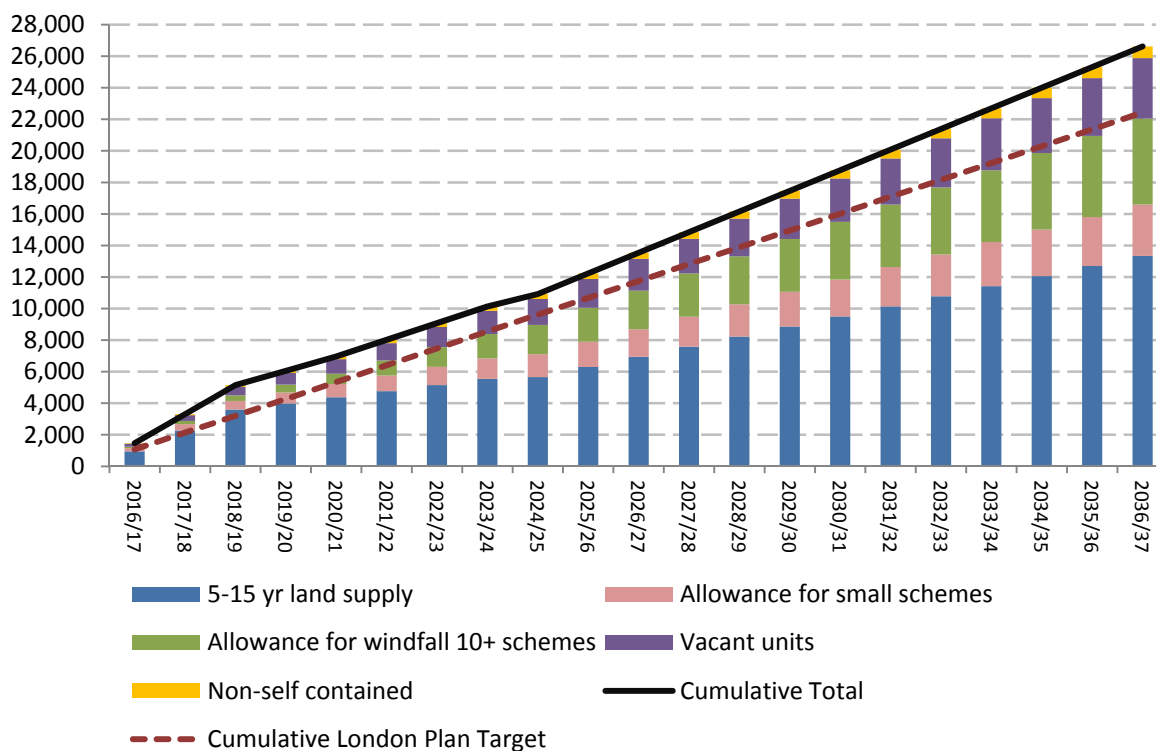


FIGURE 37 WESTMINSTER'S HOUSING TRAJECTORY

Westminster will be able to meet the London Plan target of 1,068 units from all sources.

This graph is based on the 15 year Land Supply Assessment 2016/17 - 2036/37 included in the Authority's Monitoring Report 2012/13, plus an allowance for windfall sites of 10 or more units and an allowance for sites yielding 1-9 units. It also includes sources of non-conventional housing: bringing vacant homes back into use and non-self contained housing. Westminster has local circumstances which justify including an allowance for windfalls and smaller sites, and that these can legitimately be included in the trajectory as set out in the spatial strategy. The justification is set out in Appendix 4, and is based on the following:

- The 15 year Land Supply Assessments include sites which are expected to deliver 10 or more residential units. However, 93% of housing sites in the city yield less than 10 units, and these small sites have yielded about 25% of new homes in the city.
- Historically, windfalls have accounted for 80% of housing delivered in the city. However, the 15 year Land Supply Assessments will now capture many of these sites and there will be less 'windfalls' from the loss of offices so a far lower proportion of new housing from this source needs to be projected into the future.

The inclusion of these windfall and small sites allowances reflects the advice in the National Planning Policy Framework as such sites have consistently come forward and will continue to provide a reliable source of housing. It is based on new development and conversions, and does not rely on development of residential gardens. The 5 year housing land supply

includes an additional 5% buffer to ensure choice and competition, although as most sites in Westminster are available for housing, this will include an element of windfalls as set out above.

The council has lost single family houses to conversion and redevelopment to flats, and now houses with gardens form only 10% of Westminster's housing stock. These houses can meet the needs of families wishing to live in Westminster and often make an important contribution to the character and function of conservation areas. Whilst conversions and redevelopments of single family homes to flatted accommodation increases the number of residential units, they can also have a detrimental effect on character and function of streets and areas, lead to problems with residential amenity and may not provide an appropriate mix and size of units.

Land and buildings should be used efficiently, and larger development sites should optimise the number of units in schemes, taking into account other policies and objectives. Housing densities should reflect the densities set out in the London Plan. City Management policy will address housing densities to be applied to development sites in different parts of the city.

Policies relating to Special Policy Areas (Policy S2), the Opportunity Areas (Policies S3, S4 and S5), Core CAZ and the West End Special Retail Policy Area (Policies S6 and S7), North Westminster Economic Development Area (Policy S12) and Offices and other B1 Floorspace (S20) have other priorities instead of, or in addition to housing.

Cross-reference to Policy S1 Mixed Use in the Central Activities Zone; S20 Offices and other B1 Floorspace; Appendix 1 Proposals Sites: Strategic Sites for Housing.

## MEETING HOUSING NEEDS

4.10 Westminster's housing needs and demands are assessed in a regional and sub-regional context<sup>vi</sup> as this is how the housing market works in practice. These assessments inform the council's policy approach.

4.11 Westminster has a lower proportion of residents aged under 20 and over 60 years than London or England as a whole. This is expected to shift over the period to 2028, with a growth in the numbers of children and young people, particularly children under five<sup>vii</sup>. Almost half of Westminster's population live in one-person households, and about 12% of the population are in over-crowded homes. About 12% of households contain members with support needs i.e. have a physical disability, are frail elderly, or have a mental health problem<sup>viii</sup>.

4.12 Westminster has the second highest house prices in the country, and the need for new affordable housing is significantly above the Inner London average<sup>ix</sup>. In terms of unit sizes, there are shortfalls for all sizes, but new two and three bedroom homes are particularly needed in both the affordable and owner/occupier sectors<sup>x</sup>.

#### **POLICY S15 MEETING HOUSING NEEDS**

Residential developments will provide an appropriate mix of units in terms of size, type, and affordable housing provision to contribute towards meeting Westminster's housing needs, and creating mixed communities.

Hostels, Houses in Multiple Occupation, and specialist housing floorspace will be protected. Provision of specialist housing will be allowed where this would contribute towards meeting local housing needs.

All specialist housing floorspace and units will be protected to meet those specific needs except where the accommodation is needed to meet different residential needs as part of a published strategy by a local service provider. Where this exception applies, changes of use will only be to residential care or nursing homes, hostel, Houses in Multiple Occupation or dwelling houses use.

#### **Reasoned Justification**

Housing developments need to provide an appropriate mix of units, in terms of unit size, type and tenure, including social and intermediate housing provision, to address Westminster's housing requirements as set out in regional and sub-regional assessments<sup>xi</sup>. These assessments include needs for specialist housing such as extra-care units for the elderly and housing for people using wheelchairs, or with other mobility impairments. This approach also recognises the need for hostel accommodation for vulnerable people, and the role that Houses in Multiple Occupation (HMOs) play in providing affordable accommodation in the city. Housing mix and specialist housing, including hostels and HMOs, will be considered in detail in City Management policy.

It is important to safeguard specialist housing because need is likely to increase in the future, particularly with an ageing population. However, this type of accommodation can become obsolete because of its layout, or changes in the delivery of local services or the client group it was intended to serve. Therefore flexibility is required in order to deliver the published strategies of local service providers.



## AFFORDABLE HOUSING

4.13 Westminster is one of the most expensive places in the country in which to rent or purchase a home, with prices of £5 - £10 million not uncommon. Average house prices are double that for the whole of London and over ten times the average Westminster household income<sup>xii</sup>. Because of this, Westminster has an acute need for affordable homes, in both the social and intermediate sectors. An additional 5,600 social rented homes (or other affordable housing to meet the needs of those eligible for social housing) would be required annually to meet demand<sup>xiii</sup>. There is typically a waiting list of about 5,500 'households in priority need' for social housing, and a further 20,000 households who do not qualify for social housing and cannot afford market housing.

4.14 Regional guidance sets out an objective of a 60:40 split for social and intermediate provision. Within this strategic framework, City Management policy will set out what proportions of social and intermediate housing will be applied to individual schemes.

4.15 Unlike other London boroughs, the high price of land in Westminster means that Registered Providers (RPs) are generally unable to purchase land in the city. Westminster, therefore, relies heavily on private housing development to provide opportunities for affordable housing in partnership with RPs, with such developments accounting for 94% of new affordable homes in Westminster<sup>xiv</sup>. However, due to the highly built-up nature of Westminster and the shortage of large development sites, 93% of residential developments given planning permission between 2006 and 2008 were below the 10 unit threshold for provision of affordable housing<sup>xv</sup>.

### **POLICY S16 AFFORDABLE HOUSING**

Affordable housing and floorspace that is used or was last used as affordable housing will be protected.

The council will aim to exceed 30% of new homes to be affordable homes, and will work with its partners to facilitate and optimise the delivery of new affordable homes.

Proposals for housing developments of either 10 or more additional units or over 1,000 sqm additional residential floorspace will be expected to provide a proportion of the floorspace as affordable housing.

The affordable housing will be provided on-site. Where the council considers that this is not practical or viable, the affordable housing should be provided off-site in the vicinity. Off-site provision beyond the vicinity of the development will only be acceptable where the council considers that the affordable housing provision is greater and of a higher

quality than would be possible on- or off-site in the vicinity, and where it would not add to an existing localised concentration of social housing, as set out in City Management policy.

### **Reasoned Justification**

The acute shortage of affordable housing, and the difficulty in developing it in Westminster, means that all affordable housing floorspace must be safeguarded and will need to be replaced as affordable housing upon redevelopment. Although this will normally be social and intermediate housing units; it will also include specialist provision (including non-self-contained accommodation) for specific groups such as the elderly or key workers, if the charges made to residents are substantially below market levels.

Westminster's housing capacity figures show that Westminster cannot meet its affordable housing need of 5,600 additional affordable homes per annum<sup>xvi</sup>. However, this policy will help the council to achieve the current and future borough targets and maximise its contribution towards the Mayor's target of providing 13,200 affordable homes in London p.a.

The council wishes to increase the amount of affordable homes delivered in the city and make an appropriate contribution to meeting wider regional housing needs and has therefore monitored and analysed the impact of the previous affordable housing policy in order to inform the development of this policy and overcome any constraints to provision. These constraint factors and the need to facilitate rather than constrain housing delivery through overly onerous policy requirements have been taken into account in determining the threshold and calculation method for the affordable housing policy.

Between 2005/06 and 2010/11, 22% of new homes completed in Westminster were affordable. This reflects the lack of Registered Provider led schemes and the predominance of small schemes below the affordable housing threshold in Westminster. The five year list of deliverable sites over 10 units<sup>4</sup> indicates that 33% of new homes on the list will be affordable. However, if an allowance for sites of less than 10 units is included (historically about 93% of sites are less than 10 units, yielding about 25% of total units) this reduces the affordable housing proportion to about 25% over the next five years.

The council will seek to increase the proportion of affordable homes delivered between 2012/13 and 2026/27 to exceed 30%. This is a strategic target for the proportion of all housing to be provided as affordable housing. It is not a specific target to be applied to individual development sites, and represents affordable housing from all sources including

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<sup>4</sup> As set out in the Annual Monitoring Report 2010/11

the council's own developments. The increased target (from the currently achieved 22% of all housing up to 30%) is based on:

- evidence that the 22% was achievable within the context of the Unitary Development Plan policy framework and that housing in central London has a strong demand as an investment and residential land values compare favourably with the commercial market;
- evidence from the 5-15 year housing delivery schedules and discussions with developers and other stakeholders indicate a pipeline of development sites which will achieve affordable housing;
- the introduction of a 1,000 sqm threshold which in the Westminster context is effectively a lowering of the 10 unit threshold and will bring more schemes into the requirement range;
- having a floorspace proportion rather than a unit proportion, which is expected to increase the number of units provided in individual schemes; and
- working with partners on the Housing Renewal Programme and other schemes to build new affordable homes on underused housing estate land.

Beyond 2012, the council is confident that these policies, together with the council's Housing Renewal Programme, will yield an increase in affordable provision to 30% of overall housing delivery. The council will review the impact of these policies in order to sustain and increase this proportion when the Housing Renewal Programme ends. However, the council will keep the strategic affordable housing target under review to ensure it remains deliverable, including the transition to a Westminster's Community Infrastructure Levy (CIL), the Housing Renewal Programme, national and regional changes and monitoring data through the Authority's Monitoring Report and other evidence.

Residential planning applications in Westminster are characterised by a predominance of large market units. The average size of a residential unit given permission between 2005/6 and 2007/8 was about 129 sqm, with market units averaging approximately 140 sqm, compared to an average of 70 sqm for affordable housing<sup>xvii</sup>. This means that it is not generally appropriate to use a unit calculation for either the threshold at which affordable housing will be required, or the calculation of the proportion of affordable housing to be provided. Instead, a floorspace calculation for both the threshold and the proportion required will be a fairer method and should increase the proportion and number of affordable homes delivered in the city.

The introduction of a floorspace threshold in addition to the unit threshold is one such mechanism. It will bring more schemes into the requirement range by effectively lowering

the previous 10 unit threshold applicable in Westminster, to a threshold reflecting sites' capacity to provide 10 units, whilst leaving the choice open to developers to provide larger units if they so wish. A 1,000 sqm threshold has been tested in the Westminster Affordable Housing Viability Study and is considered to be viable. The Study also assessed the viability of the floorspace approach to calculating the proportion of affordable housing required on different types of residential schemes. These proportions will be set out in City Management policy.

It is considered that a housing development of 1,000 sqm gross external floorspace represents a site which has '*a capacity to provide 10 or more homes*<sup>xviii</sup>'. The average unit size measured in gross external floorspace in Westminster is 129 sqm. Regional guidance uses a benchmark figure of 66 sqm net<sup>xix</sup> which equates to about 80 sqm gross external floorspace. A threshold of 800 sqm may unduly constrain the market in terms of unit sizes provided. For example, a 9 unit scheme with dwellings of 88 sqm (gross external floorspace) would be below both the 10 unit and the 1,000 sqm threshold, and thus encourage the production of fairly small unit sizes (approximately 67 sqm net), contrary to market demand, and in a context of an identified surplus of one bedroom units in the market sector in Westminster<sup>xx</sup>. However, the mid-range threshold of 1,000 sqm is intended to encourage the provision of quality homes which meet market demands, without incentivising the production of very large homes for the luxury market.

It is therefore considered that a threshold of 1,000 sqm of floorspace representing 10 flats of 100 sqm (approximately 82 sqm net floorspace) is an appropriate mid-point between the above figures, and is a reasonable and fair interpretation of the London Plan policy in the Westminster context.

Existing housing estates can, in appropriate circumstances, provide opportunities for new infill development and redevelopment to higher densities. The Housing Renewal Programme is a council led project to build up to 500 new homes on its own estates up to 2026/27. The majority of these new homes will be affordable homes and will therefore contribute to meeting Westminster's affordable housing targets over the next ten years.

Localities in Westminster with high concentrations of social housing are also those which suffer the greatest deprivation. The council is working with partners to tackle deprivation; improving the mix of housing types, tenures, and range of incomes in these areas will contribute to these aims. The council will also engage with Registered Providers to bring forward similar projects.

The affordable housing requirements should be provided on-site to create mixed and sustainable communities. Where this is not possible, providing the affordable housing in the vicinity will contribute towards socially balanced communities. However, there may be circumstances where this is not possible or the council considers a better option to be

available. In these circumstances, the council will take into account the differing land values between the donor site and the affordable housing site when calculating the off-site affordable floorspace. City Management policy will provide detailed policy for off-site provision and define localised concentrations of social housing.

The Affordable Housing Fund plays an essential role in the provision of affordable housing in Westminster by bridging the funding gap between the Mayoral Homes and Communities Agency funding (previously funding by the Housing Corporation) for affordable units in Westminster, and the actual Registered Providers' build costs of those units. Without this 'top up' from the affordable housing fund, fewer or less suitable affordable units would be built, e.g. less family sized units. It also contributes to the 'Settled Homes Initiative' which provides permanent housing from temporary accommodation. Contributions to the fund come from two sources: payments in lieu of affordable housing provision and payments in lieu of general residential provision required by the mixed use policy. By March 2009, contributions totalling nearly £65m had been placed in the fund; about £22m had already been spent and £30.5m was pre-committed to named schemes (end of year figures for 2008). This left £14.2m uncommitted, but there are a number of large schemes due to come forward which may require additional funding, as well as the Housing Renewal Programme which will require use of these and future affordable housing funds. However, financial contributions in lieu of affordable housing provision is an option that the council will only accept if all the above cascade options have been thoroughly explored and proved impractical or unfeasible.

## GYPSES AND TRAVELLERS

4.16 Due to the built up nature of Westminster, the scarcity of land, and the lack of industrial land, there are currently no suitable sites for Gypsies and Travellers. The requirement for the provision of Gypsy and Travellers' pitches is set out at a regional level, and there is no local need for pitches to be provided within Westminster<sup>xxi</sup>. It is very unlikely that there will be any suitable sites available in the future. This is because there is no vacant land in Westminster. Housing sites are already developed sites. The 6-15 year list of developable housing sites does not include any vacant land. In addition, because of its central location, housing land in Westminster is developed to high densities so some very small sites can provide large numbers of new homes. Therefore, although Westminster has substantial housing capacity (770 units per annum); it does not have substantial amounts of land. Of the 96 sites identified in the 5 – 15 year land supply assessment, only 27 are over 0.3 ha and of these 21 have valid planning permissions for residential/mixed use. Of the other six sites, one is likely to be developed for hospital and staff and student

accommodation; two are in the West End area and already have buildings on them, and are not appropriate sites; one is a council housing site to be redeveloped to a higher density; and the remaining two sites are currently in social and community use.

## **POLICY S17 GYPSIES AND TRAVELLERS**

Permission for Gypsy and Traveller sites may be granted subject to the impact on residential amenity, townscape, traffic and parking.

### **Reasoned Justification**

No sites have been allocated for Gypsy and Traveller pitches, reflecting the densely built-up nature of the city and scarcity of vacant land. Temporary sites may become available as part of the redevelopment process. The policy provides the criteria for assessing any proposals for pitches. The protection of residential amenity and townscape is vitally important in Westminster due to its dense historic urban fabric with its extensive heritage designations. Criteria are required to ensure that these are not compromised.

Cross-reference to Policies S29 Health, Safety and Well-being; S25 Heritage; S42 Servicing and Deliveries.

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<sup>i</sup> Census Mid-Year Estimate 2007

<sup>ii</sup> GLA Projections (High)

<sup>iii</sup> The GLA Low Projections suggest that the population of Westminster will be 233,800 in 2028; the GLA High Projections suggest that it will be 243,000 (about 420 per year); the Office of National Statistics suggest that it will be 333,400 by 2028 (about 4,760 per year) however this is based on unconstrained growth of the population. In reality, the growth of Westminster's population will be constrained by development capacity i.e. the availability of new homes. It is considered that the most likely population growth for Westminster is between the GLA High Projection and the ONS Projection but closer to the lower figure, based on delivery of 680 new homes per year on average.

<sup>iv</sup> North London Sub-Region Strategic Housing Market Assessment, 2009

<sup>v</sup> London Plan 2015.

<sup>vi</sup> North London Sub-Region Strategic Housing Market Assessment, 2009

<sup>vii</sup> Public Health Annual Report 2006/2007

<sup>viii</sup> Housing Needs Assessment, 2006

<sup>ix</sup> Housing Needs Assessment, 2006

<sup>x</sup> Housing Needs Assessment, 2006

<sup>xi</sup> North London Sub-Region Strategic Housing Market Assessment, 2009 and London Strategic Housing Market Assessment

<sup>xii</sup> Housing Needs Assessment, 2006

<sup>xiii</sup> Housing Needs Assessment, 2006

<sup>xiv</sup> Annual Monitoring Report 2007/08, Table 3.3

<sup>xv</sup> Annual Monitoring Report 2007/08, Figure 3.2

<sup>xvi</sup> Housing Needs Assessment, 2006

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<sup>xvii</sup> Westminster City Council Respipe 2005/06-07/08

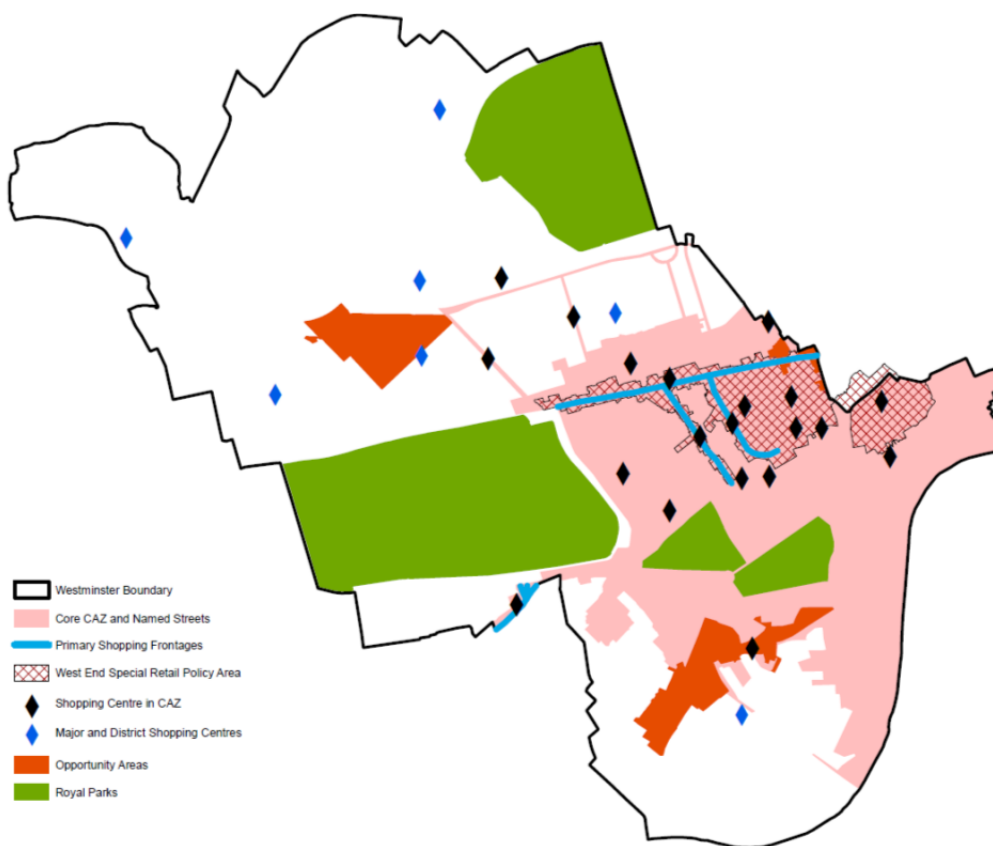
<sup>xviii</sup> London Plan Policy 3A.11 Affordable housing thresholds

<sup>xix</sup> GLA Affordable Housing Toolkit

<sup>xx</sup> Housing Needs Assessment, 2006

<sup>xxi</sup> London Boroughs' Gypsy and Traveller Accommodation Needs Assessment, 2008

# BUSINESS AND EMPLOYMENT



**FIGURE 38 BUSINESS AND ECONOMY**

4.17 The City of Westminster, in the heart of London, plays a definitive role in London’s economy, accommodating more jobs than any other local authority, and providing opportunities for investment, enterprise and creativity. Employing over 600,000 people across a wide range of sectors, the local economy is both significant and diverse<sup>i</sup>.

Westminster has more employees in the UK and its employment density is second-highest behind the City of London. Over 60% of Westminster’s employees and GVA are in just two wards: St James’s and West End. Westminster needs to remain competitive as a business location within a context of increasing globalisation and competition from other European and international cities, and fluctuations in economic circumstances and cycles.

4.18 Westminster is projected to accommodate growth in employment of between 77,000 and 100,000 jobs between 2016/17 to 2036/37<sup>ii</sup>. There is significant development for new jobs to be created within the Opportunity Areas. There will be capacity for a further 5,000 new jobs within Paddington (capacity for over 27,000 jobs has already been created), 4,000 new jobs in Victoria, and 5,000 new jobs within Tottenham Court Road (shared with the London Borough of Camden). Increases in jobs are also sought within the Core Central



Activities Zone and North Westminster Economic Development Area, particularly Church Street, Edgware Road and Harrow Road.

4.19 Jobs may also be created through the increase in comparison goods retail floorspace. Most of this retail floorspace will be directed to the West End Special Retail Policy Area and, to a lesser extent, other parts of the Core Central Activities Zone including the Knightsbridge International Shopping Centre.

4.20 The Creative Industries are a major element in Westminster's economy and Westminster is one of the most creative hubs in the world. Seven percent of the UK's Creative Industries' employees work in Westminster. Soho alone accounts for about 11% of the creative turnover of the entire UK, and makes up 20% of London's new creative jobs. Mayfair and St James's is the largest concentrated art market in the world with over 150 retail galleries and three major auction houses, and three of Britain's top public galleries in the vicinity. It is also home to a significant proportion of the UK's antique trade. Soho is home to an internationally important cluster of film and television-related businesses. About 90% of film and high end drama Visual Effects are done by companies based in Soho or just north of Oxford Street. Nine of the top 10 (and 30 of the top 50) televisual post production houses in the UK are also based in Soho, with a further 7 elsewhere in Westminster. It continues to evolve and grow, for example recent consolidation as a global leader in men's fashion with the take-up of a number of key streets. Westminster also accommodates a third of London's advertising employment. Westminster's attraction to Creative Industries is its centrality, connectivity, density of business and consumers and availability of talent. Protecting and enhancing the Creative Industries is a priority; however, they do not fall within a specific use class and therefore require a customised approach. In 2007, about 63% of Creative Industries operated from B1 Use Class units and a further 17% occupied A1 Use Class retail units. However, the availability of other types of business floorspace remains important to the diversity and functioning of this sector.

4.21 However, there are limits to the level of growth that can realistically be achieved due to the already densely developed built form, transport capacity, the need to retain all areas of open space and the need for new development to be appropriate to its context, particularly in relation to the mix of uses and historic fabric of much of the city. Therefore, growth needs to be directed to the most appropriate locations in Westminster, and the appropriate balance between commercial floorspace and residential needs to be struck, particularly for Westminster's core commercial areas.

## **POLICY S18 COMMERCIAL DEVELOPMENT**

Commercial Development will be encouraged and directed to Paddington, Victoria and Tottenham Court Road Opportunity Areas, the Core Central Activities Zone, the Named

Streets, the North Westminster Economic Development Area and designated Shopping Centres.

The council will work to exceed the target of additional floorspace capacity for at least 77,000 new jobs (1,200,000sqm commercial floorspace) between 2016/17 and 2036/37, an average of 3,850 new jobs per annum. Commercial and other non-residential activity is the priority in the Core Central Activities Zone.

Proposals for new commercial uses must be appropriate in terms of scale and intensity of land uses, and character and function of the area. Although the priority for Core CAZ, the Opportunity Areas and the Named Streets is commercial, where residential streets and areas within those areas are wholly residential, commercial encroachment is not appropriate.

### **Reasoned Justification**

Westminster is the economic powerhouse of the UK, with the business activity centred around the West End. Its preeminent role must be protected and enhanced for the benefit of the economy, Westminster and London's global reputation as a place for business and to visit, and to nurture the unique business clusters that exist and will evolve in the future. The West End Commission, reporting in 2013, recognised the importance of the role of the West End as a major economic asset and its uniqueness, but also recognised the challenges that needed to be addressed in the future. The loss of commercial floorspace fails to meet the needs of neither Westminster's business community nor those who are seeking a West End location. This is detrimental to the economy, driving up rents and reducing supply.

Ultimately, at scale, it will be detrimental to the economy of London and the UK more widely if allowed to continue.

A balance must also be struck between business and residential activity in this strategically important area. Housing is an important part of the mix of the area, but too much housing can erode the agglomeration benefits which make the West End and Opportunity Areas so successful, and lead to unrealistic expectations of residential amenity which is not compatible with meeting legitimate business needs.

Ensuring delivery against the strategic target for jobs will ensure that the needs of the business community are met through growth of Westminster's commercial floorspace. However, the target is a minimum, in the context of currently identified development capacity and on-going policy development. The priority for the Core CAZ, Named Streets and Opportunity Areas is commercial floorspace. We are working and will continue to work with partners to increase this target and meet objectively assessed business needs.

This policy approach encourages the growth of commercial uses in the context of the already densely built form of predominantly human scale, mixed use character including residential, and the historic fabric of much of Westminster.

Cross-reference to Policies S3, S4 and S5 for the Opportunity Areas; S6 Core Central Activities Zone; S8 Marylebone and Fitzrovia; S12 North Westminster Economic Development Area.

## EMPLOYMENT

4.21 Westminster is a city of great wealth and great poverty. A flourishing local economy, and economically active residents are crucial to delivering sustainable development, addressing both economic and social objectives. A key part of this is to give existing and emerging local businesses the chance to succeed, while providing a local, accessible and skilled workforce. A more skilled resident workforce will allow residents to engage in the wider economy within Westminster, which often relies on skilled workers commuting into the city during the day to fill jobs. Removing barriers to employment for local residents has significant benefits for health and life expectancy, mental and physical well-being, life chances including for children, support of local shops and services through increased local spending power and a reduction to the public purse of benefits, the NHS and other public services and support.

### **POLICY S19 INCLUSIVE LOCAL ECONOMY AND EMPLOYMENT**

Where appropriate, new development will contribute towards initiatives that provide employment, training and skills development for local residents and ensure that local people and communities benefit from opportunities which are generated from development.

### **Reasoned Justification**

Westminster is committed to enhancing the quality of life of its residents and tackling inequalities and deprivation. A significant part of this entails removing barriers to the growth of sustainable communities, in the form of access to skills, training and employment to foster economic and social vitality and diversity, and improved life chances for

Westminster's residents. Opportunities arising from development include both the construction and operational phases.

## OFFICES AND BUSINESS FLOORSPACE

4.22 Offices are supported as a strategic use in Westminster. Westminster's office stock is the largest in the UK (9 million sqm, compared to 7.54 million sqm in the City of London<sup>vi</sup>) and the local office market is described as "Diverse", "Resilient" and "Global"<sup>vii</sup>. In contrast to the City of London and Canary Wharf, Westminster's office market comprises a mix of offices, ranging from very small traditional offices in heritage buildings to large modern floorplate offices and everything in between, and therefore caters for the full range of occupiers. In the period leading up to the 2008 recession, prime West End office rents were the highest in the world by a considerable margin. Historically, the office market has performed well throughout the economic cycles, including both economic growth and recessions. This highlights the need for a long-term policy approach. Research indicates that the strength of Westminster as a business location lies in its prestige, historic environment, unique character, diversity of uses and sustainability<sup>viii</sup>.

4.23 Between 1996 and 2010/11, office floorspace within Westminster increased, with much of these gains being within the Paddington Opportunity Area. The Core Central Activities Zone (Core CAZ), particularly the West End, accommodates the greatest proportion of Westminster's office stock, with a net increase in the overall amount of office floorspace of 70,400 sqm between 1996 and 2010/11. The proportion of the total floorspace within Core CAZ which is in office use remained relatively stable during this period, ranging between 48% and 51% of the total floorspace between 1983 and 2009/10. However a sustained period of office losses began in the 2010/11 monitoring period, indicative of unprecedented changes to market conditions linked to the exceptionally strong performance of the housing market. This resulted in the loss of a significant amount of office floorspace with the loss of 167,000sqm in the four years 2010/11 to 2013/14. If continued unchecked, this would have had irreparably damaged UK's economic core.

4.24 The strategic approach to commercial and residential floorspace in the CAZ was changed in 2015 to ensure that the right mix and balance of uses was secured to support a sustainable and diverse economy. Crucial to achieving this balance is recognising the importance of the agglomeration benefits of the unique clusters of commercial activity, and their overlap and coming together to create the places like Soho, Mayfair, St James's and Covent Garden that are so attractive to businesses, workers, visitors and residents alike.

4.25 Workers are also changing work practices and becoming more flexible, particularly small businesses. With increasing self-employment and contractors, workers are working

from a variety of spaces rather than renting an office, such as cafes, home, and enterprise hubs where an hourly or monthly fee is paid to use flexible office and meeting spaces which also provide the benefit of networking and business and entrepreneurial support and mentoring. High quality internet connections are crucial for this type of working.

#### **POLICY S20 OFFICES AND OTHER B1 FLOORSPACE**

The council will work to exceed the target of additional B1 Office floorspace capacity for at least 58,000 new jobs (774,000sqm B1 office floorspace) between 2016/17 and 2036/37, an average of 2,900 new jobs per annum.

New office development will be directed to Paddington, Victoria and Tottenham Court Road Opportunity Areas, the Core Central Activities Zone, the Named Streets, and the North Westminster Economic Development Area.

Inside the Core Central Activities Zone, Opportunity Areas and the Named Streets, changes of use from office to residential or replacement of office floorspace with residential floorspace will only be acceptable where the council considers that the benefits of the proposal outweigh the contribution made by the office floorspace, including:

1. the degree to which the employment and housing targets set out above, and as referred to in Policies S18 and S14, or in the case of the Victoria and Paddington Opportunity Areas, the targets set out in Policies S3 and S4 are being achieved;
2. the extent to which the office floorspace contributes to meeting Westminster's business and employment needs; and
3. the extent to which the mix of type, size and tenure of housing proposed meets or exceeds Westminster's needs. Where this is not met due to site constraints and/or viability, the floorspace will be retained as B1 office floorspace.

Other relevant benefits may relate to the significant benefit to the value of heritage assets and/or significant townscape improvements, but these and any other benefits will be considered in the context of the priority to retain office floorspace.

Where appropriate, the council will request a range of business floorspace including workshops and studios.

#### **Reasoned Justification**

Westminster contributes approximately 9 million sqm of office floorspace to London and the UK's stock; the largest and most diverse office agglomeration in the country and one of the most significant globally. However, there were losses of office floorspace since 2010/11, a trend that will take some time to reverse due to the significant number of office losses granted permission between 2010/11 and September 2015. Given the importance of this

office and wider commercial agglomeration, it is crucial that housing does not displace offices within the core commercial areas and that the priority remains for commercial uses. After employment capacity has recovered in line with the employment targets and an appropriate balance of uses is re-established, commercial floorspace will still be the priority in the Core CAZ, Named Streets and Opportunity Areas, and loss of offices to housing will only be acceptable where the benefits outweigh the disbenefits, as assessed in the wider context of the prioritisation of the core commercial areas for commercial uses and activities. Examples might include improved townscape value, which will be of more significance in a context of strong office and commercial floorspace delivery than while there is poor delivery against commercial targets. Similarly, heritage considerations will also depend on the level of significance of the heritage asset, and the specific heritage benefits of the proposal as relevant matters which may provide benefits sufficient to outweigh the harm of the office loss.

We are working and will continue to work with partners to significantly increase office floorspace, from a position of annual net losses. This includes mitigating office losses since 2005/06 (460,000sqm B1 office floorspace) and those developed in the future, including those currently under construction (likely to be a further 300,000sqm B1 office floorspace). Losses of office to other commercial or social and community uses are acceptable as they likewise contribute to the commercial activity in the area.

New offices are encouraged within these locations to retain and enhance Westminster's strategic role in London's office sector, and support London's global competitiveness. The policy also identifies Westminster's capacity for growth, predominantly in the three Opportunity Areas and North Westminster Economic Development Area.

In addition to offices, a range of other B1 floorspace is required in Westminster to ensure diversity across employment sectors. This supports a range of business activities, including Creative Industries, and employment opportunities. It will be sought where non-office type floorspace such as workshops and studios are appropriate as part of the overall mix of uses because of their location or existing use.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S3 Paddington Opportunity Area; S6 Core Central Activities Zone; S12 North Westminster Economic Development Area; S14 Optimising Housing Delivery; S18 Commercial Development.

## RETAIL

4.28 Retail plays a vital role in Westminster’s economy, including the visitor economy, currently employing over 75,000 people – nearly 20% of all shop workers in London. Westminster has a wide range of shopping centres, each with their own character and serving a specific role, function and catchment, with its larger centres attracting visitors from around the world.

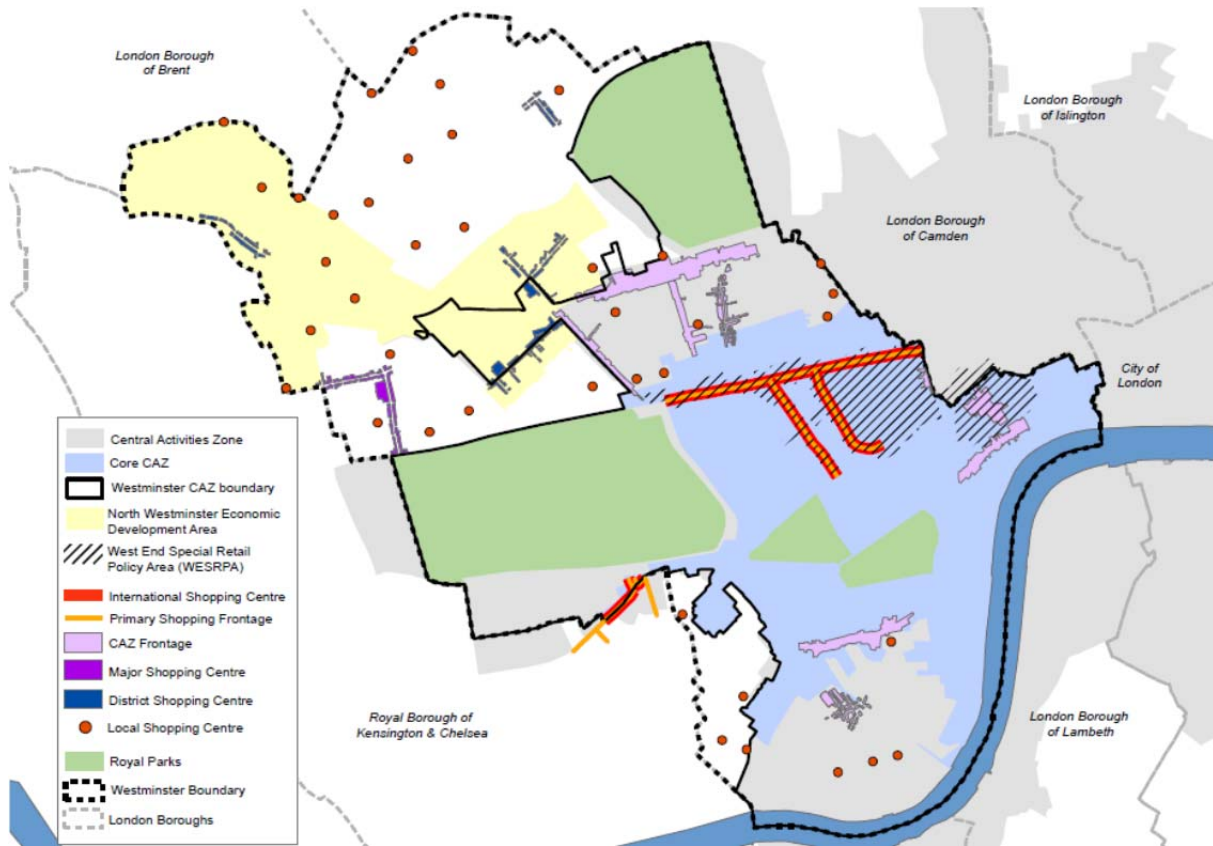


FIGURE 39 WESTMINSTER’S SHOPPING CENTRES

4.29 Westminster’s designated hierarchy of shopping centres ranges from the International Centres of the West End and part of Knightsbridge, through the CAZ Frontages and other Shopping Centres within the CAZ, to the Major, District and Local Shopping Centres spread throughout the city. The high number of specialist shops and retail clusters within Westminster contribute to the local character and identity of particular areas. A full list of Westminster’s Shopping Centres is set out in Appendix 2.

4.30 These centres provide access to the shops and services necessary to meet the everyday needs of local residents and visitors. In many parts of the borough, accessible and economically healthy shopping centres act as a focal point for community activity. It is important that these are maintained.

4.31 Although shopping will remain the main focus of these centres, complementary uses such as restaurants, banks, libraries and other services and facilities also contribute towards meeting community needs and can help maintain activity, reduce the need to travel, and

enhance the usefulness of the visit to the centre. They are also supported by a number of street markets.

4.32 As well as providing for the day-to-day needs of people in the area, local shops encourage people to walk and provide opportunities for social interaction. People who are less mobile are particularly dependant on local shops and services.

#### **POLICY S21 RETAIL**

New retail floorspace will be directed to the designated Shopping Centres.

Existing A1 retail will be protected throughout Westminster except where the council considers that the unit is not viable, as demonstrated by long-term vacancy despite reasonable attempts to let.

Existing non-A1 retail uses, and uses occupying shop-type premises within designated shopping centres will be protected from changing to uses that do not serve visiting members of the public and that do not have active shop fronts.

#### **Reasoned Justification**

This approach will ensure that the needs of customers and retailers across the city are met through retention of the number of shops and overall amount of retail floorspace.

The concentration of shop uses within designated Shopping Centres should be maintained to protect their attractiveness to shoppers. Concentrations of non-A1 retail floorspace such as cafés and fast-food takeaways can harm the appearance, character and retail function of a shopping centre by breaking up its frontage.

Larger retail developments should be directed towards the larger Shopping Centres that have the capacity to support them. Westminster's Primary Shopping Frontages of the International Shopping Centres are especially suitable for large-scale retail growth. These larger developments may also be appropriate within other parts of the Opportunity Areas, Core CAZ, Named Streets and the Major and District Shopping Centres where they can be introduced sensitively. This will both allow retail growth, and ensure that the local character and function of Westminster's Shopping Centres is not undermined.

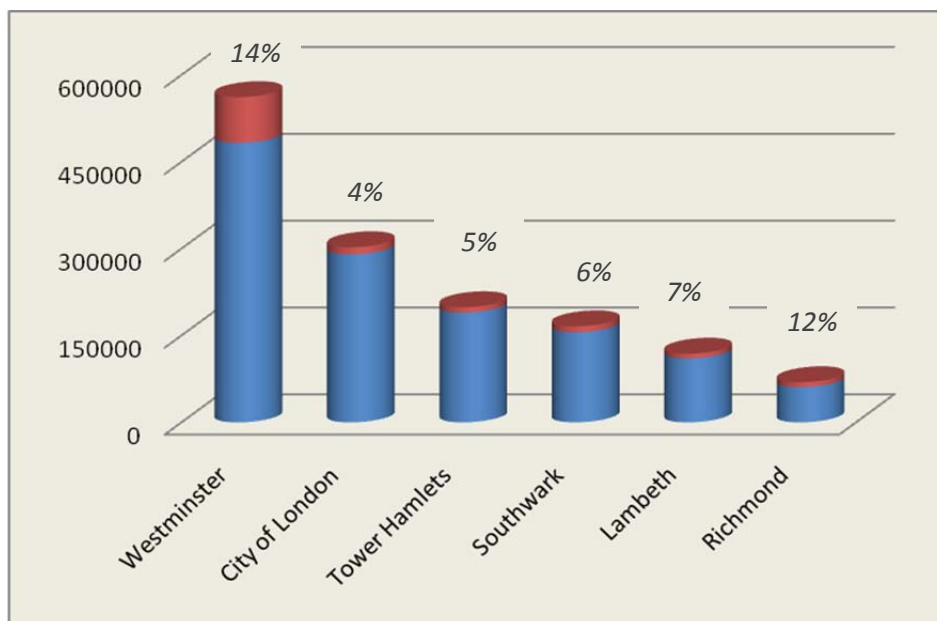
Policy S12 North Westminster Economic Development Area includes a specific exception to this policy.



Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S12 North Westminster Economic Development Area; S18 Commercial Development; Appendix 2 Retail Hierarchy.

## TOURISM, ARTS AND CULTURE

4.33 Westminster is at the heart of London's visitor economy with an unrivalled range and combination of visitor attractions and hotel accommodation. It is the most visited London borough with over 55 million trips per year<sup>ix</sup>, with the attraction of iconic heritage sites such as the Houses of Parliament, Westminster Abbey and Buckingham Palace and their many ceremonial events, as well as a significant cultural, sporting, leisure, entertainment and retail offer. Home to London's theatre district, Westminster has 38 theatres, 60 cinema screens and four concert halls with combined seating capacity for over 50,000 people<sup>x</sup>. Westminster, and in particular the West End, is a key economic driver for the whole of London; in 2007 visitors to Westminster spent £6.8 billion<sup>xi</sup>. The visitor economy, including business tourism, supports employment in the retail, hospitality and entertainment sectors.



**FIGURE 40** TOURISM-RELATED EMPLOYMENT AS A PROPORTION OF ALL JOBS 2007

## ARTS AND CULTURE

4.34 Westminster is very fortunate in the richness of its cultural offer – from national and international institutions to the many local and community groups promoting cultural expression – which provides a uniquely diverse range of experiences. Culture, in its widest sense, makes a huge contribution to people's mental and physical well-being, sense of place and community, and learning and education.

4.35 Westminster's arts and cultural facilities include museums, art galleries, cinemas, live music venues, concert halls and theatres – many of which are of national and international importance. Westminster has the largest concentration of visitor attractions in London, including three of London's top ten free visitor attractions and five of the top ten paid attractions<sup>xii</sup>. As the seat of the Government and the Monarchy, Westminster accommodates celebrations and events of world-wide interest. A number of internationally recognised higher education institutions, including those specialising in the arts, are based in the city. These venues, institutions and events are linked to cultural organisations and the Creative Industries, which are also concentrated in central Westminster. Three Strategic Cultural Areas have been identified around Knightsbridge, Millbank and the West End, as they contain internationally important cultural institutions, which are also major tourist attractions. The council works with neighbouring boroughs with respect to the Strategic Cultural Areas, including partnerships with adjoining boroughs with major attractions within close proximity to Westminster and other riverside boroughs.

#### **POLICY S22 TOURISM, ARTS AND CULTURE**

Existing tourist attractions and arts and cultural uses will be protected.

New arts and cultural uses and tourist attractions will be acceptable within the Core Central Activities Zone, the North Westminster Economic Development Area and the Strategic Cultural Areas. Outside these areas, arts and cultural uses will be acceptable where they are of a local scale and benefit the local community, are appropriate to the local context and can be managed without adversely impacting on residential amenity.

#### **Reasoned Justification**

This approach will maintain and strengthen Westminster's strategic role within the London tourist industry and help contribute to local opportunities to experience arts and culture, without detriment to residential amenity.

Cross-reference to Policies S6 Core Central Activities Zone; S9 Knightsbridge for Strategic Cultural Areas.

#### **HOTELS AND CONFERENCE FACILITIES**

4.36 There are over 430 hotels within Westminster, providing 26% of London's hotel bedrooms<sup>xiii</sup>. Westminster will continue to be one of the world's premiere visitor

destinations during the lifetime of this plan. Westminster is also an important location for business visitors, providing both overnight accommodation and conference facilities.

### **POLICY S23 HOTELS AND CONFERENCE FACILITIES**

New hotels will be directed to the Paddington, Victoria and Tottenham Court Road Opportunity Areas, the Core Central Activities Zone, Named Streets, the Knightsbridge Strategic Cultural Area and the North Westminster Economic Development Area. Hotels are directed to those streets which do not have a predominantly residential character.

New conference facilities will be directed to the Paddington, Victoria and Tottenham Court Road Opportunity Areas, and the Core Central Activities Zone.

Existing hotels will be protected where they do not have significant adverse effects on residential amenity. Within Pimlico, Bayswater and Queensway the change of use of hotels to residential will be encouraged where the existing hotel is not purpose built and causing adverse effects on residential amenity. Proposals to improve the quality and range of hotels and will be encouraged.

### **Reasoned Justification**

This approach will ensure that Westminster continues to make a significant contribution to London's visitor accommodation and in supporting Westminster's role in global business. Hotels are important to support the visitor and business economy, and have strong links with other activities in central London such as shopping, theatre and other cultural and entertainment activities. However, it balances these needs against the need to manage Westminster's neighbourhoods so that they function well and provide a high quality of life for residents.

Hotels are often not compatible with residential neighbourhoods because the amount of activity they generate can cause amenity problems. This approach also seeks to address the existing over-concentration of hotels in Pimlico, Bayswater and Queensway.

Conference facilities are only appropriate in those areas that are very commercial in character as they generate significant activity.

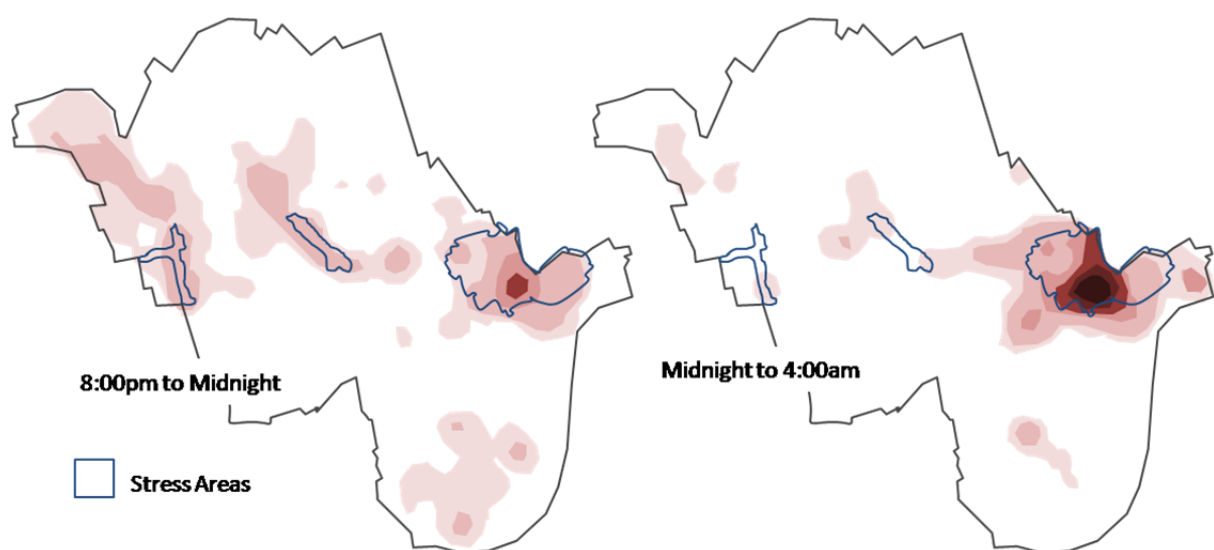
## **ENTERTAINMENT USES**

4.37 Westminster, and in particular the West End, is the entertainment heart of London and is internationally renowned. Westminster has over 2,800 entertainment uses and more licensed premises than any other local authority<sup>xiv</sup>. There are nearly 500 pubs, bars and wine bars, over 1,000 restaurants licensed to serve alcohol and 136 licensed night clubs and dance venues, 20 casinos, and nearly 60 traditional private members' clubs. The vibrant entertainment sector plays a vital role, not only through supporting other uses, but also as a visitor attraction in its own right which contributes to Westminster's local distinctiveness and London's world-city status.

4.38 Within the wide range of entertainment premises 36% of all licensed premises lie within less than 6% of Westminster – mainly in the West End Strategic Cultural Area, but also clustered in Edgware Road and Queensway/Westbourne Grove. This includes two-thirds of the night clubs, about a third of the pubs and half the restaurants.

4.39 These concentrations of entertainment uses bring positive benefits to Westminster, but they also bring associated pressures in terms of public nuisance, noise, crime and safety. Many streets in Soho have night-time pedestrian flows of over 40,000 people, with some streets busier at 3am than 3pm. The concentrations of 'crime hotspots' in Westminster are located in those areas with the highest volume of late-night entertainment uses. As a result, three Stress Areas have been designated in the West End, Edgware Road and Queensway /Westbourne Grove, where the number of entertainment uses has reached a level of saturation and harm is being caused.

4.40 Managing this night-time activity requires a specific multi-agency approach with close partnership working between the police, trade operators, city guardian street wardens and the council's licensing and environmental health teams in order to ensure that people enjoy the night-time experience, whilst minimising disruption to residents, visitors and businesses who share these areas.



**FIGURE 41** DENSITY OF INCIDENTS OF VIOLENCE AGAINST THE PERSON 2007/08

### **POLICY S24 ENTERTAINMENT USES**

New entertainment uses will need to demonstrate that they are appropriate in terms of the type and size of use, scale of activity, relationship to any existing concentrations of entertainment uses and any cumulative impacts and that they do not adversely impact on residential amenity, health and safety, local environmental quality and the character and function of the area.

New large-scale late-night entertainment uses of over 500 sqm floorspace will not generally be appropriate within Westminster.

### **Reasoned Justification**

Westminster has a wide range of existing entertainment uses, which provide a vibrant night-time economy. However, in order to ensure these entertainment uses do not have a detrimental impact on the city it is vital that their effects are closely monitored and controlled. New entertainment uses which operate late at night and generate the largest attendances have the potential to create a disproportionate impact on the surrounding areas.

Cross-reference to Policies S6 Core Central Activities Zone; S8 Marylebone and Fitzrovia; S13 Outside the CAZ and NWEDA (for the West End, Edgware Road and Queensway/Westbourne Grove Stress Areas respectively).

<sup>i</sup> ONS BRES 2014. This differs from the number of jobs as some people have more than one job.

<sup>ii</sup> The GLA have projected employment growth from the current 673,000 employees to 750,000 in 2036, an increase in 77,000 jobs (GLA Employment Projections 2013). The target could also be based on retaining Westminster's share of the London-wide growth projections, a target of an additional 98,000 jobs. Finally, a target based on employment growth matching London's (working age) population projected growth rate, an additional 105,000 jobs.

<sup>iii</sup> Creative Industries Report, 2007

<sup>iv</sup> Westminster Economic Development Strategy, 2007

<sup>v</sup> Creative Industries Report, 2007

<sup>vi</sup> Westminster City Council LUS 1999 plus 2007 pipeline update to 06/07 and City of London March 2008

<sup>vii</sup> Market View Report for Central London Offices Third Quarter 2008

<sup>viii</sup> The Importance of the Historic Environment in Westminster, 2007

<sup>ix</sup> City of Westminster Local Economic Assessment Baseline Study, 2011

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<sup>x</sup> Numbers of premises – Westminster City Council Land Use survey data (updated 2009). Capacities – West End Entertainment Impact Study, 2001

<sup>xi</sup> City of Westminster Local Economic Assessment Baseline Study, 2011

<sup>xii</sup> Visit England Annual Survey of Visits to Visitor Attractions 2010

<sup>xiii</sup> Accessible Hotels in London Study 2010

<sup>xiv</sup> Statement of Licensing Policy, 2011

# PART V: CREATING PLACES

## HERITAGE

5.1 As the principal cultural and administrative centre of England for many centuries, Westminster's built heritage and archaeology reflects its rich history and is of national and international importance. This heritage includes the Palace of Westminster and Westminster Abbey World Heritage Site and over 11,000 other listed buildings and structures, more than any other local authority in the UK. About 75% of Westminster lies within its 56 conservation areas. There are also 21 registered historic parks and gardens, which include the Royal Parks and there are two scheduled ancient monuments and five areas of archaeological priority.

5.2 Westminster's historic fabric is a defining characteristic of the city and should be the starting point for consideration of any new development. The quality of the built environment has a direct impact on quality of life, and historic buildings and areas have an intrinsic value as a record of human achievement in the arts and construction. They are cherished for their aesthetic qualities as well as the links they provide to the past and sense of place they create. Westminster's historic environment makes an essential contribution to the local, regional and national economy and is fundamental to its success in a global economy. The historic environment is identified as a key reason why businesses and institutions choose to locate within Westminster<sup>1</sup>, and it is also vital to the millions of tourists who come every year to enjoy the city's exceptional heritage. As Westminster, and indeed London, changes, its heritage assets must be carefully protected, with new development introduced sensitively.

5.3 Conservation of the existing built environment is inherently sustainable because it retains the energy and materials embedded in buildings and spaces. Demolition and redevelopment necessarily requires a significant input of energy and materials. Existing buildings, including listed buildings, can be adapted and upgraded to improve their environmental performance and reduce their carbon footprint.

### **POLICY S25 HERITAGE**

Recognising Westminster's wider historic environment, its extensive heritage assets will be conserved, including its listed buildings, conservation areas, Westminster's World Heritage



Site, its historic parks including five Royal Parks, squares, gardens and other open spaces, their settings, and its archaeological heritage. Historic and other important buildings should be upgraded sensitively, to improve their environmental performance and make them easily accessible.

### **Reasoned Justification**

The intrinsic value of Westminster's high quality and significant historic environment is one of its greatest assets. To compete effectively with other major, world-class cities the built environment must be respected and refurbished sensitively in a manner appropriate to its significance. Any change should not detract from the existing qualities of the environment, which makes the city such an attractive and valued location for residents, businesses and visitors.

Detailed policies for each type of heritage asset will be set out in City Management policy. Area-based characteristics and detailed measures required to protect and enhance heritage assets have been set out in Conservation Area Audit Supplementary Planning Documents and the Westminster World Heritage Site Management Plan.

Cross-reference to Policies S11 Royal Parks; S26 Views; S27 Buildings and Uses of International and National Importance; S28 Design; S29 Health, Safety and Well-being; S35 Open Space; S36 Sites of Importance for Nature Conservation; S37 Westminster's Blue Ribbon Network; S42 Servicing and Deliveries; S43 Major Transport Infrastructure; S45 Flood-Related Infrastructure.

## **VIEWS**

5.4 Views within and across Westminster are an essential part of the city's heritage and contribute to the outstanding quality of Westminster's environment. They enhance the enjoyment of the city and help to create a sense of local identity and distinctiveness. They include views of natural features, landmark buildings, open spaces, streets and squares.

5.5 Of the 27 strategic views identified in the London Plan, 17 are relevant to Westminster, of which five are subject to Directions by the Secretary of State. Westminster also has a number of locally identified views that are of metropolitan, national and international importance. These are familiar views enjoyed from well-known public spaces that generally feature exceptional townscape or landscape and prominent landmarks. Many of these views are vulnerable to impact from development outside the city boundary,

particularly from tall buildings some distance away. Other local views also significantly contribute to the character of local areas and need protection. This includes local views from adjoining boroughs into Westminster.

5.6 In the right places, tall buildings – those which are significantly taller than their neighbours – can make a positive contribution to the London skyline. In the wrong place, they can be very damaging to cherished views of great heritage importance and the character of local areas. One of the key characteristics of Westminster is its human scale. Most buildings are less than six storeys high, even in commercial areas. Much of Westminster is inappropriate for the development of tall buildings because of their adverse impact on character and local distinctiveness of areas, and on important views<sup>ii</sup>.

#### **POLICY S26 VIEWS**

The strategic views will be protected from inappropriate development, including any breaches of the viewing corridors. Similarly, local views, including those of metropolitan significance, will be protected from intrusive or insensitive development. Where important views are adversely affected by large scale development in other boroughs, the council will raise formal objections. Westminster is not generally appropriate for tall buildings.

#### **Reasoned Justification**

Views of buildings and landscapes are an essential part of Westminster's unique heritage. They can be seriously damaged by insensitive development in the foreground or background. Westminster is very sensitive to impacts from tall buildings within the borough or adjacent boroughs by virtue of the disproportionate impact they can have on important views, the skyline and to Westminster's heritage assets.

Tall buildings are also addressed specifically in relation to Westminster's Opportunity Areas: Paddington Opportunity paragraph 3.14 and Policy S3; Victoria Opportunity Area paragraph 3.19 and Policy S4; Tottenham Court Road Opportunity Area paragraph 3.23. Detailed policy criteria for tall buildings will be included in City Management policy.

Cross-reference to Paddington Opportunity Area paragraph 3.14; Victoria Opportunity Area paragraph 3.19; Tottenham Court Road Opportunity Area paragraph 3.23.

# USES OF NATIONAL AND INTERNATIONAL IMPORTANCE

5.7 Westminster is central to London's world-class capital city status and has many activities and functions that are of international, national or regional importance. In addition to those functions related to the Government and the state, judiciary and faith, there are centres of excellence for higher education and research and medicine, prestigious institutions and professional and business organisations, and world-famous arts and cultural institutions, an international sporting venue and other visitor attractions. Most of these uses are located in the Core Central Activities Zone.

## **POLICY S27 BUILDINGS AND USES OF INTERNATIONAL AND NATIONAL IMPORTANCE**

Uses of international and/or national importance, and the buildings that accommodate them will be protected throughout Westminster, and new international and nationally important uses encouraged within the Core Central Activities Zone and Opportunity Areas.

### **Reasoned Justification**

These uses, and the buildings that accommodate them, contribute to London's world-class city status and global competitiveness. Many of these buildings also contribute to Westminster's heritage and are important in attracting visitors to the city, and to the London tourist industry as a whole. New uses of international and/or national importance in appropriate locations will enhance the role of Westminster in the heart of London.

# SUSTAINABLE AND INCLUSIVE DESIGN

5.8 Many parts of Westminster are uniquely well placed to maximise their contribution to mitigating climate change because of the density of the city, accessibility by public transport, and the complex mix of uses. It also has a major role in reducing the impact of the Urban Heat Island effect in a wider London context through its use of public spaces and street design.

5.9 Westminster is very much in the public eye due to its role at the heart of a world city, as a centre for government, economic activity and tourism. Westminster, and the West End in particular, has historically been a trend-setter. Taking a strong lead on sustainability issues, and finding solutions within such a historic and densely-knit context, has the potential to have a far-reaching impact by changing perceptions of the issues and the way in which climate change can be tackled, including the long-term reduction of carbon dioxide emissions by 80% by 2050.

5.10 Westminster's unique built heritage demands particular attention be given to the quality of design and architecture. The outstanding quality of Westminster's architecture and visual environment is characteristic of the city, and valued by residents, workers and visitors alike. It greatly contributes to both the local economy and economic resilience<sup>iii</sup>. New buildings must be of the highest design quality and contribute positively to the character of the city, wherever they are located.

5.11 High quality architecture and design not only enhances the built environment; it can also contribute to feelings of safety, community identity, physical and mental well-being, raising aspirations, reducing inequalities and contributing towards social cohesion. There are strong links between the quality of the local environment, wider determinants of health, and sustainable communities that are particularly relevant in a borough with such overt inequalities.

5.12 Buildings and spaces must be designed for the needs and convenience of all. This must be considered at the outset of the design to ensure that the same provision is made for everyone as latter additions and alterations rarely provide equality of access and use. Particular attention should be given to the needs of those with mobility difficulties, poor vision and other physical disabilities, and particular groups such as the elderly and families with small children who may also be inconvenienced or even excluded by inappropriate development. Putting people at the heart of the design process can encourage occupiers to

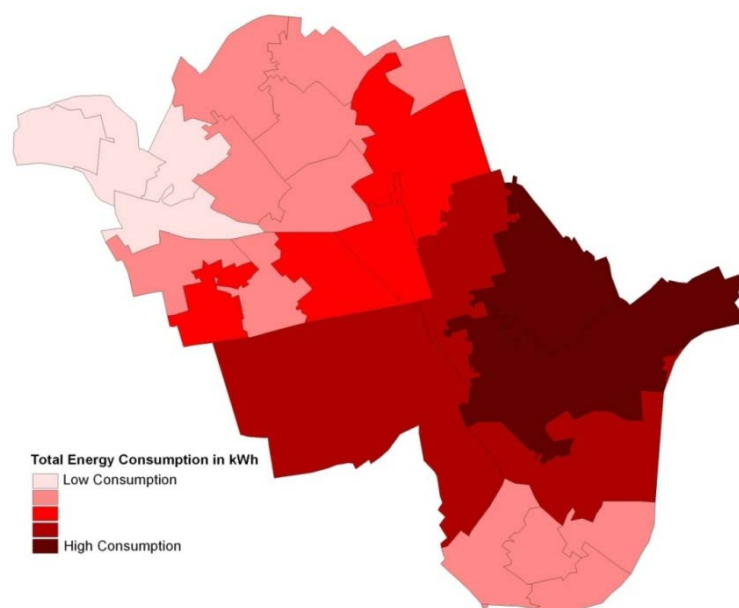
make more sustainable lifestyle choices, for example through incorporating cycle storage or designing access points that do not lead directly to car parking.

5.13 Designing for flexible use of the building means that buildings can easily be converted, negating the need for redevelopment or extensive refurbishment.

5.14 Sustainable design should be at the heart of high quality design and architecture in Westminster. Buildings, both new and old, must be designed and refurbished to ensure they meet high standards of environmental performance helping to mitigate for, and adapt to, the impacts of climate change. Setting clear standards of environmental performance in order to influence the future sustainability of buildings in Westminster is integral to the development process. To support these aims Westminster is delivering proactive policies and strategies to mitigate and adapt to climate change.

5.15 Steps to minimise and recycle natural resource use within a development can be made by first embedding passive, sustainable design at the centre of the design process. This will help to reduce the energy requirement of a building. Subsequent to these are measures to supply energy efficiently and through low carbon and renewable sources. Further techniques to conserve and recycle water, manage surface water run-off, enhance biodiversity, reduce waste and facilitate recycling, reduce air and noise pollution all contribute to a more sustainable development.

5.16 Sustainable design in Westminster needs careful consideration and tailored solutions. There are fewer opportunities for large-scale redevelopment in Westminster than there are in other parts of London because of its significant heritage assets, including listed buildings and conservation areas. In this respect, retrofitting existing building is of crucial



importance, as the existing building stock will always represent a far bigger proportion of the buildings in Westminster than new buildings. Westminster's high land values and limited opportunities for larger scale redevelopment in turn leads to greater pressure for extensions to existing buildings. It is important that these extensions also adopt exemplary standards of sustainable design.

**FIGURE 42 ENERGY CONSUMPTION 2007<sup>iv</sup>**

## **POLICY S28 DESIGN**

Development must incorporate exemplary standards of sustainable and inclusive urban design and architecture. In the correct context, imaginative modern architecture is encouraged provided that it respects Westminster's heritage and local distinctiveness and enriches its world-class city environment.

Development will:

- reduce energy use and emissions that contribute to climate change during the life-cycle of the development; and
- ensure the reduction, reuse or recycling of resources and materials, including water, waste and aggregates.

This will include providing for an extended life-time of the building itself through excellence in design quality, high quality durable materials, efficient operation, and the provision of high quality floorspace that can adapt to changing circumstances over time.

### **Reasoned Justification**

Westminster requires a special approach to architecture and urban design in order to deliver the council's spatial vision of creating a world-class, distinctive and sustainable city. Only the best, exemplary design, which respects and enhances the existing qualities and character of the city will be acceptable.

The NPPF places a requirement on local planning authorities to adopt proactive policies and plans to mitigate and adapt to climate change. Sustainable design, refurbishment and construction measures provide one of the most effective and efficient ways in which to reduce resource use, greenhouse gas emissions and local pollution, in terms of the materials used and construction techniques employed, as well as throughout the lifetime operation of the development. Furthermore, excellence in design quality and floorspace adaptability will increase the lifetime of the building and enable its reuse by reducing the need for redevelopment. Detailed design criteria will be set out in City Management policy.

Cross-reference to Policies S25 Heritage; S26 Views; S29 Health, Safety and Well-Being; S31 Air Quality; S32 Noise; S38 Biodiversity and Green Infrastructure; S39 Decentralised Energy Networks; S40 Renewable Energy; S41 Pedestrian Movement and Sustainable Transport; S42 Servicing and Deliveries; S44 Sustainable Waste Management.

## **POLICY CM28.1 BASEMENT DEVELOPMENT**

- A. All applications for basement development will:
1. demonstrate that they have taken into account the site-specific ground conditions, drainage and water environment(s) in the area of the development;
  2. be accompanied by:
    - a) A detailed structural methodology statement and appropriate self-certification by a suitably qualified engineer with separate flood risk assessment where required. In cases where the council considers there is a high potential risk that the development will have significant impacts on the matters covered by this policy or where work will affect a particularly significant and/or sensitive heritage asset, the council will have reports independently assessed at the applicant's expense.
    - b) A signed proforma Appendix A which demonstrates that the applicant will comply with the relevant parts of the council's Code of Construction Practice and awareness of the need to comply with other public and private law requirements governing development of this kind.
  3. safeguard the structural stability of the existing building, nearby buildings and other infrastructure including the highway and railway lines/tunnels;
  4. not increase or otherwise exacerbate flood risk on the site or beyond;
  5. be designed and constructed so as to minimise the impact at construction and occupation stages on neighbouring uses; the amenity of those living or working in the area; on users of the highway; and traffic and highways function; and
  6. safeguard significant archaeological deposits.
- B. Basement development to:
- a) existing residential buildings;
  - b) buildings originally built for residential purposes where there is a garden and adjoining residential properties where there is potential for an impact on those adjoining properties;
  - c) non-residential development adjoining residential properties where there is potential for an impact on those adjoining properties; and
  - d) new build residential incorporating basements adjoining residential properties where there is potential for an impact on those adjoining properties;
- will:

1. provide a satisfactory landscaping scheme, incorporating soft landscaping, planting and permeable surfacing as appropriate;
2. not result in the loss of trees of townscape, ecological or amenity value and, where trees are affected, provide an arboricultural report setting out in particular the steps to be taken to protect existing trees;
3. use the most energy efficient means of ventilation, and lighting, involving the lowest carbon emissions. Wherever practicable natural ventilation and lighting should be used where habitable accommodation is being provided;
4. incorporate sustainable urban drainage measures to reduce peak rate of run-off or any other mitigation measures recommended in the structural statement or flood risk assessment;
5. protect the character and appearance of the existing building, garden setting or the surrounding area, ensuring lightwells, plant, vents, skylights and means of escape are sensitively designed and discreetly located;
6. protect heritage assets, and in the case of listed buildings, not unbalance the buildings' original hierarchy of spaces, where this contributes to significance;
7. be protected from sewer flooding through the installation of a suitable pumped device.

C. Basement development to:

- a) existing residential buildings;
- b) buildings originally built for residential purposes where there is a garden and adjoining residential properties where there is potential for an impact on those adjoining properties;
- c) non-residential development adjoining residential properties where there is potential for an impact on those adjoining properties outside Core CAZ, the Opportunity Areas and the Named Streets; and
- d) new build residential incorporating basements adjoining residential properties where there is potential for an impact on those adjoining properties outside Core CAZ, the Opportunity Areas and the Named Streets;

will:

1. either:
  - a) not extend beneath more than 50% of the garden land; or



- b) on small sites, where the longest distance between the existing building and any site boundary is less than 8m, the basement may extend up to 4m from the building in that direction. On all other sides of the building, the basement will not extend beneath more than half of any other garden area; and
    - c) leave a margin of undeveloped garden land proportionate to the scale of development and the size of the affected garden around the entire site boundary except beneath the existing building. Where D below applies, the boundary with the highway is excluded from this requirement.
  - 2. provide a minimum of 1m soil depth (plus minimum 200mm drainage layer) and adequate overall soil volume above the top cover of the basement;
  - 3. not involve the excavation of more than one storey below the lowest original floor level, unless the following exceptional circumstances have been demonstrated;
    - a) that the proposal relates to a large site with high levels of accessibility such that it can be constructed and used without adverse impact on neighbouring uses or the amenity of neighbouring occupiers; and
    - b) that no heritage assets will be adversely affected.
- D. Basement development under the adjacent highway will:
- 1. retain a minimum vertical depth below the footway or carriageway of 900mm;
  - 2. not encroach more than 1.8m under any part of the adjacent highway; and
  - 3. where extending or strengthening/improving existing basements horizontally under the highway;
    - a) maintain the existing depth below the footway or carriageway to ensure no loss of existing cover level above a vault; and
    - b) will not be permitted where the existing basement already extends 1.8m or more under the highway.

#### Policy Application

This policy will apply differently for different types of application, with some provisions applying to all basements, and some depending on the type of basement. In terms of limits on the depth and extent of basement excavation, for new build residential and commercial basements, these apply to developments adjoining residential and where there is potential for impact on those properties, where the development is outside the Core CAZ, Opportunity Areas and Named Streets.

Garden land for the purpose of policy CM28.1 C1 is the site area excluding the footprint of the original building.

The original building is a building as it existed on 1<sup>st</sup> July 1948, or, if constructed after 1<sup>st</sup> July 1948, as it was built originally.

Adjoining means any buildings, premises or land which share a common boundary with the property where basement development is proposed.

Undeveloped garden land is land which does not have any impermeable surfacing installed. As a guide for larger sites, the margin of undeveloped land around the site boundary expected is a minimum of 0.5 – 2 metres depending on the site. This may be reduced on smaller sites, provided that flood risk, in particular surface water flood risk, can be adequately dealt with on site.

The most appropriate form of basement extension will be no more than one storey (approximately 2.7m floor to ceiling height) below the lowest part of the original floor level. An additional allowance may be permitted where exceptional circumstances have been demonstrated, as set out in the policy.

To support sustainable planting, soil depth required over basements will be a minimum 1.0m soil plus a drainage layer of no less than 200mm depth with an overall volume of soil sufficient to support spread of roots. In some circumstances, for example where the basement area proposed is extensive; where trees will be planted in confined locations; where the root growth will be impeded; or where particularly large new trees are proposed soil depths of up to 1.5m (plus drainage layer) will be needed to support tree growth. Details of the proposed soil profile and composition should also be provided. Exceptions may be considered in small courtyard gardens, where SUDs or other mitigation measures have been provided.

For the purposes of part C3a, the definition of large sites will depend on the circumstances, but should be able to accommodate plant and machinery and should include appropriate access (e.g. rear or side access) to enable construction without an adverse impact on neighbouring uses or occupiers.

The entire garden should incorporate planting and in cases where the removal of trees is permitted, the council will usually require their replacement within the curtilage of the property. In cases where topsoil and drainage layers, and/or Sustainable Urban Drainage Systems are provided above a new basement, the City Council may use conditions to prevent subsequent hard landscaping.

Where natural ventilation cannot be achieved and mechanical ventilation is considered acceptable, systems should include heat recovery to ensure that heat from evacuated warm air can be re-used to pre-warm incoming supply air when needed.

The submission of a signed Appendix A of the Code of Construction Practice binds the applicant to complying with the relevant parts of the Code of Construction Practice, including submitting a Construction Management Plan.

The structural methodology statement should be prepared and certified by a Chartered Civil Engineer (MICE) or Structural Engineer (MI Struct.E), and geo-hydrologist where appropriate. In the case of listed buildings, the engineer should be CARE (Conservation Accreditation Register for Engineers) accredited. This statement will not be approved by the Council, but will be required to demonstrate that a basement level can be provided without undue risk. The structural integrity of the development during the construction is not controlled through the planning system but through Building Regulations with private law rights protected through the Party Wall Act.

In rare cases of higher potential risk the council may require applicants to fund an independent assessment of structural reports. This is particularly likely where proposals will affect listed buildings of high significance or with particularly sensitive historic fabric, or those in high risk locations where basements are located above historic rivers/watercourses or extend into or are adjacent to properties which are close to the level of the Upper Aquifer.

Applicants are recommended to appoint a suitably qualified main contractor, experienced in basement excavation. While the council cannot recommend particular contractors, the Association of Structural Underpinning Contractors (ASUC) holds details of specialist, experienced contractors.

Minimising the amenity impact at design and occupation stages on neighbours will require careful siting of pumps and fans, and any other plant, to reduce noise nuisance.

Applications adjacent to or affecting the Transport for London Road Network (TLRN) or public transport infrastructure should seek advice from Transport for London. Development on land within the land identified for Crossrail 2 Safeguarding shall be subject to consultation with Transport for London as defined in the Safeguarding Directions (2015). Transport for London prioritises the free flow of movement of people and traffic on its roads, and applies a strict approach to avoiding disruptive highway closures arising through basement development. Developers should engage in early discussions with Transport for London regarding the feasibility of undertaking basement development affecting the TLRN.

Applicants for basement excavation works are strongly encouraged to consult with neighbouring occupiers prior to submitting an application. Evidence of engagement with neighbouring occupiers, including a schedule and timetable of works may be requested as supporting information with planning applications.

The Environment Agency classes self-contained basements, without internal access to upper floors above the breach level as highly vulnerable uses, and those with access to upper floors above the breach level as more vulnerable and this policy must be read in conjunction with the flooding policy. Further detailed guidance on the above, including information requirements and detail of contents of the structural statement is set out in the Basement Development in Westminster SPD.

### **Reasoned Justification**

Basement extensions have become an increasingly common form of development in Westminster in recent years. Although often hidden from public view, such basement excavation can have significant impacts on the amenity of neighbouring occupiers and may affect ground conditions, biodiversity, heritage assets, local character and garden settings.

Excavation in a dense urban environment is more complex than many standard residential extensions<sup>v</sup> and if it is poorly constructed, or has not properly considered geology and hydrology, has the potential to damage existing and neighbouring structures and infrastructure and irreversibly alter ground conditions.

Cellars and basements can also be vulnerable to flooding from a number of different sources, including the overflowing of drains and nearby watercourses, groundwater flooding and surface water flooding<sup>vi</sup>. Although unlikely to change the groundwater regime, where basements are located close together their cumulative effect could alter groundwater levels<sup>vii</sup>. Given their nature, basements are more susceptible to flooding, both from surface water and sewage, than conventional extensions. Fitting basements with a 'positive pumped device' (or equivalent reflecting technological advances) will ensure that they are protected from sewer flooding. Fitting only a 'non return valve' is not acceptable as this is not effective in directing the flow of sewage away from the building.

While the Building Regulations and building control system determine whether the detailed design of buildings and their foundations will allow the buildings to be constructed and used safely, the NPPF<sup>viii</sup> states planning should ensure development is suitable for its site, taking into account issues such as ground conditions and land instability, and ensuring adequate site investigation information, prepared by a competent person has been presented to demonstrate the impacts of the proposed development have been understood. We therefore require information to be prepared and certified by a suitably qualified engineer and include site-specific analysis taking into account any cumulative impacts.

Westminster's heritage assets may be sensitive to the impact of basement development. While these are protected by the overarching heritage policy, listed buildings and archaeology can be especially vulnerable to damage when excavation takes place, given the significant structural intervention which may be required. Sites within Archaeological Priority Areas are particularly vulnerable due to the likelihood of archaeological deposits. If not sensitively undertaken, this could adversely affect delicate historic fabric and finishes and disturb archaeological deposits. In addition to structural concerns, many of Westminster's listed buildings are terraced houses which date from the Georgian and Victorian periods and these properties were designed with a clear vertical hierarchy of spaces. This vertical hierarchy does in many circumstances contribute to their architectural and historic interest and significance, and can be unbalanced by large basement extensions<sup>ix</sup>.

Private gardens also make a significant contribution to Westminster's character<sup>x</sup>, the character of conservation areas, and the setting of heritage assets; they are important visually, and help support biodiversity, trees, green corridors and networks. The London Plan recognises the important role of private gardens for these functions and as a much cherished part of London's townscape. London Plan Policy 5.3 also seeks to increase the amount of surface area greened in the Central Activities Zone by 5% by 2030.

Basement development may result in the loss of trees, other soft landscaping and green corridors, which may also reduce the infiltration capacity of the ground to act as a store for rain water thereby increasing flood risks<sup>xi</sup>. This policy therefore seeks to ensure new basement development does not occupy the entire garden area and appropriate landscaping is provided to maintain and enhance garden settings and that adequate soil depth is provided to allow established mature and larger scale planting to continue to grow naturally<sup>xii</sup> and ensure surface water drainage is maintained without increasing surface water flows onto adjoining properties.

Limiting the extent and depth of basement development can help reduce both the risks associated with basement development and mitigate any negative environmental and amenity impacts. The policy also provides for better accommodation with natural ventilation, and for reduction in the amount of excavation and waste material generated and in the impact on drainage, biodiversity and local amenity. Standards for extent of the garden are intended to strike a balance between allowing development, while ensuring a substantial area remains undeveloped to ensure adequate drainage. In smaller gardens (less than 8m) an exception will allow up to 4m of the largest garden area to be developed. In larger gardens, allowing an extension to extend under half the length of a garden will ensure a substantial area of garden remains undeveloped and the soil depth required above the basement itself will allow for a landscaped garden setting across the garden as a whole.

The construction works associated with basement excavation can often have a serious impact on quality of life and often last longer than other residential extensions with the potential to cause significant disruption to neighbours during the course of works. This has led to significant concern and complaints from local residents in Westminster in recent years. Planning has limited powers to control the construction process and its impacts and must take account of overlap with other regulatory regimes, but it does have an important role in protecting amenity. Applicants for basement development must therefore demonstrate reasonable consideration has been given to potential impact of construction on amenity and this is linked to the council's emerging Code of Construction practice which seeks to create a clear link between planning and other relevant legislation and processes, ensuring these work together and issues are followed through and enforced where necessary.

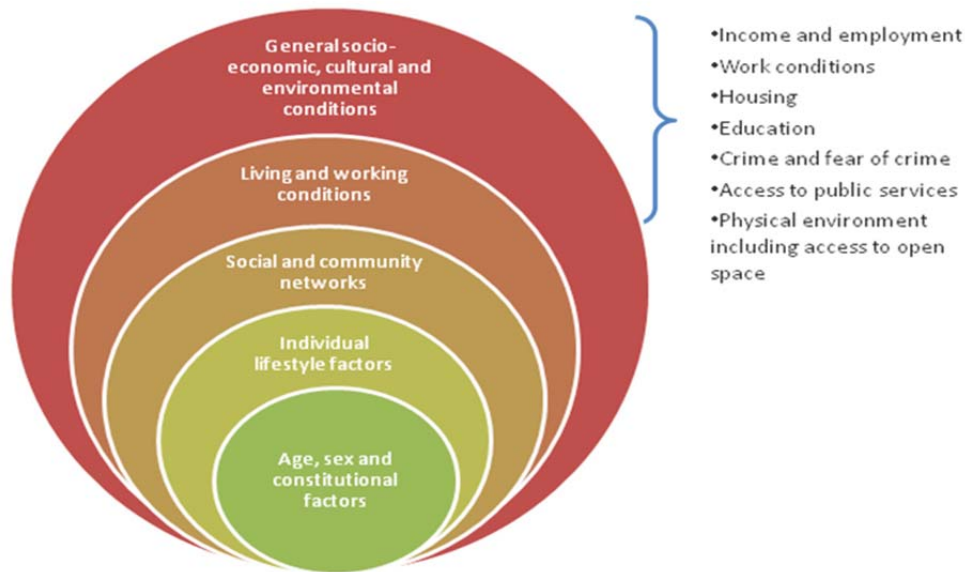
Work to basement vaults can restrict the space available for services in the highway and may make it difficult to access cables, pipes, sewers, etc. for maintenance and to provide essential items of street furniture. In order to ensure that services and essential street furniture can be provided, adequate space must be available between the highway and any excavation proposed under the highway.

Cross reference to Policies S25 Heritage, S28 Design, S29 Health Safety and Well-being, S30 Flooding and S38 Biodiversity and Green Infrastructure

## HEALTH, SAFETY AND WELL-BEING

5.17 Ensuring a healthy and safe environment that contributes to people's well-being is a priority and must be achieved by all development. It is a key objective for many of Westminster's partners, including local service providers and the voluntary sector, and is the subject of many of the wider strategies of the council and its partners. Spatial planning has a key role to play in delivering these wider strategies.

5.18 Wherever possible, development should also contribute towards addressing the wider determinants of health, and supporting people to choose a healthy lifestyle<sup>xiii</sup>. There is strong evidence of the links between these wider determinants and health inequalities.



**FIGURE 43** WIDER DETERMINANTS OF HEALTH<sup>xiv</sup>

However, Westminster also faces some significant threats to health, safety and well-being that arise directly out of its unique context and circumstances.

5.19 Crime and the fear of crime are strongly affected by the 24 hour nature of the city, influx of people, and its functions relating to the Monarchy and the state. This results in specific challenges both at a local level such as crime ‘hot-spots’ in areas with significant evening economies, and at a broader level with regard to the threat of terrorism relating to public functions, the Government, and large gatherings of people.

5.20 Similarly, road safety is strongly affected by the high level of activity within Westminster, particularly within the central areas of the city.

5.21 Much of Westminster is a mixed use environment in a densely developed world city, where different uses are located close to each other and impact upon each other. Residential and commercial growth in Westminster will entail building to higher densities, including extensions to existing buildings and infill developments. In the many areas within the Central Activities Zone and North Westminster Economic Development Area, new commercial uses are encouraged alongside new and existing homes and it is important that there are good levels of residential amenity for both new and existing residents. Some types of development such as basement extensions involve significant excavation and removal of soil, necessitating an extended construction phase, greatly increased vehicle movements, increased noise and vibration which are likely to impact on residential amenity during the construction period.

5.22 It is recognised that new development in Westminster is likely to have some impact on residents and businesses, both in terms of the construction period and post construction. New development should take measures to minimise noise, light, urban heat island effect, and air pollution, to acceptable levels and maintain or improve the amenity for neighbours by addressing issues of privacy, overlooking, natural light, enclosure, and disturbance. These detailed matters will be dealt with in detail in City Management policy.

5.23 In meeting the housing targets, care must be taken to create long-lasting homes that meet the different needs of occupiers, including those with mobility difficulties and the elderly. Particular care and innovative design solutions are required in the Westminster context of dense, mixed use environments, high-density housing, and areas with a poor external environment, including areas which suffer poor air quality or significant noise pollution.

#### **POLICY S29 HEALTH, SAFETY AND WELL-BEING**

Development should ensure that the need to secure a healthy and safe environment is addressed, including minimising opportunities for crime, including the risk of terrorism, and addressing any specific risks to health or safety from the local environment or conditions. Developments should also maximise opportunities to contribute to health and well-being, including supporting opportunities for improved life chances and healthier lifestyle choices.

The council will resist proposals that result in an unacceptable material loss of residential amenity and developments should aim to improve the residential environment.

All new housing, and where possible refurbishment of existing housing, will provide a well-designed, high quality living environment, both internally and externally in relation to the site layout and neighbourhood.

The development of major infrastructure projects and where appropriate, other projects with significant local impacts will need to mitigate, avoid or remedy environmental and local impacts, both in construction and operation, and this will be achieved through compliance with the relevant parts of the Council's Code of Construction Practice.

#### **Reasoned Justification**

Westminster's unique circumstances give rise to a number of challenges to health, safety and well-being which should be addressed by development wherever possible. Well-designed places and spaces can make a considerable contribution to addressing these challenges. Specific issues include: the threat of terrorism, and increased crime rates related to the unique functions and role of Westminster's Central Activities Zone; fear of crime



experienced in Westminster's more deprived areas; road safety issues, particularly those related to the significant volumes of traffic experienced in Central London, and particular issues related to visitors to the city; and the particular challenges to providing a healthy living environment within a dense, mixed use area, often with significant local air and noise pollution and urban heat island effects.

Local solutions also need to be sought to address the wider determinants of health, such as ensuring access to employment, good quality housing, a range of local services and facilities, and open spaces; and the ability to make healthy lifestyle choices such as being active.

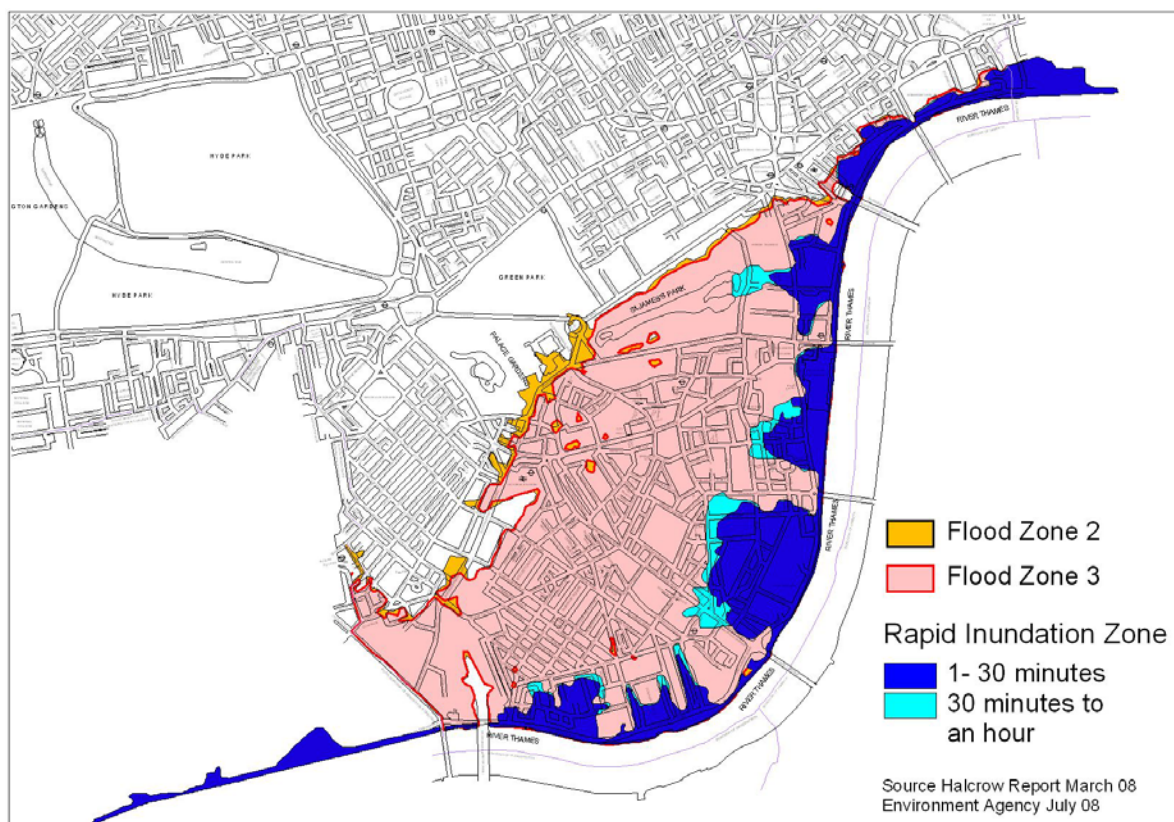
Growth in the Westminster context means mixed use areas and sites, infill development and high density living. It is therefore vital that exceptional attention is paid to protecting existing residential amenity, and providing good quality residential accommodation for future residents. During the construction phase the impact on residential amenity will be managed through the Code of Construction Practice, which will be phased in for those that cause greatest impacts. Poor quality residential amenity can make homes less attractive to permanent residents and threaten the sustainability of residential neighbourhoods. High standards of residential amenity will benefit Westminster's residents in terms of quality of life, health and well-being.

Securing high quality housing enables occupiers to meet their everyday needs for a safe, healthy and functional living environment, and tackles deprivation issues such as fuel poverty and over-crowding. High quality homes also reduce the lifetime costs for occupiers in terms of energy and resource use, medical costs, educational disruption and other social and economic costs. Well-designed, high quality residential developments will also improve the quality of neighbourhoods and make Westminster a more pleasant location for workers and visitors, benefiting the local economy.

Cross reference to Policy CM28.1 Basement Development

## FLOOD RISK

5.24 As a riverside borough, some parts of Westminster identified by the Environment Agency have been designated Flood Zone 2 and Flood Zone 3. Flood Zone 3, without defences, has a high probability of flooding (1 in 100 or greater annual probability of river flooding or a 1 in 200 or greater annual probability of flooding from the sea). Flood Zone 2, without defences, has a medium probability of flooding, and covers very small areas in Westminster. Local authorities must carry out a Strategic Flood Risk Assessment (SFRA) to assess all forms of flooding within their area and develop strong policies to reduce risk. Westminster's SFRA identifies areas in Flood Zones 2 and 3, areas most at risk of flooding within Flood Zone 3 and from other sources. The Embankment Wall and the Thames Barrier provide Westminster with excellent flood defences which decrease flood risk to about 1 in 1,000 annual probability. If however these defences were to be significantly breached, those low lying areas that are closest to the Thames would flood very quickly. This area is identified on the map below as the Rapid Inundation Zone. This was identified by Westminster's SFRA which modelled the timing and depth of flooding following breaches in the tidal flood defence wall.



**FIGURE 44** FLOOD ZONE 3 AND AREAS MOST AT RISK OF RAPID INUNDATION

5.25 Sites within Flood Zone 3 are not suitable for Highly Vulnerable Uses as defined by the Technical Guidance to the National Planning Policy Framework (NPPF). This includes: basement dwellings; police, ambulance and fire stations and command centres and

telecommunications installations that would be required to be operational during flooding and emergency dispersal points.

5.26 There are four strategic sites identified for development within Flood Zone 3 which include a preferred use for residential accommodation and/or social or community use on part or all of the site, including two within the Victoria Opportunity Area. Residential accommodation is a More Vulnerable Use (as defined in the Technical Guidance to the NPPF) and, in terms of flood risk, should ideally be placed in the lowest possible risk area. To bring forward an adequate supply of housing, given the highly complex nature of the built environment and the general lack of available land in Westminster, the provision of residential accommodation is required in almost all schemes in Westminster.

5.27 To support residents and achieve sustainable communities, social and community uses also need to be located in areas where they serve the local population. Therefore, the identified sites within Flood Zone 3 and other sites that may come forward from windfall development are considered to have passed the Sequential Test set out in the NPPF. Proposals must then be considered against the Exception Test as set out in the NPPF for More Vulnerable Uses and for Essential Infrastructure. However, to build in resilience, ground and basement floor uses will be carefully considered.

5.28 In addition to flooding from the River Thames, there are other potential sources of flooding; from surface water, sewers, groundwater, canals, water features and water mains. Given the densely built-up nature of Westminster, a likely source is from surface water flooding where rainwater is unable to soak into the ground or drain away. This may become a more common occurrence in the future as climate change results in an increase in the incidence and severity of heavy rainfall.

### **POLICY S30 FLOOD RISK**

Highly Vulnerable Uses will not be allowed within Flood Zone 3, and in Flood Zone 2 will be required to pass the Exception Test.

Proposals for Essential Infrastructure and More Vulnerable Uses within Flood Zone 3 will be required to pass the Exception Test. Within the Rapid Inundation Zone, new residential units below the tidal breach flood level and extensions to residential at basement level will not be acceptable.

All development proposals should take flood risk into account and new development should reduce the risk of flooding.

## Reasoned Justification

This ensures that development is located in the most appropriate location in terms of risk of flooding from the River Thames and vulnerability classification, taking into account the constraints on development potential across the whole of Westminster and the lack of opportunities to develop in other parts of the borough.

Whilst there is a need to adapt to the effects of climate change, this approach also acknowledges the excellent flood defences in place, which will continue to be necessary in the future to protect the existing built infrastructure along the riverside.

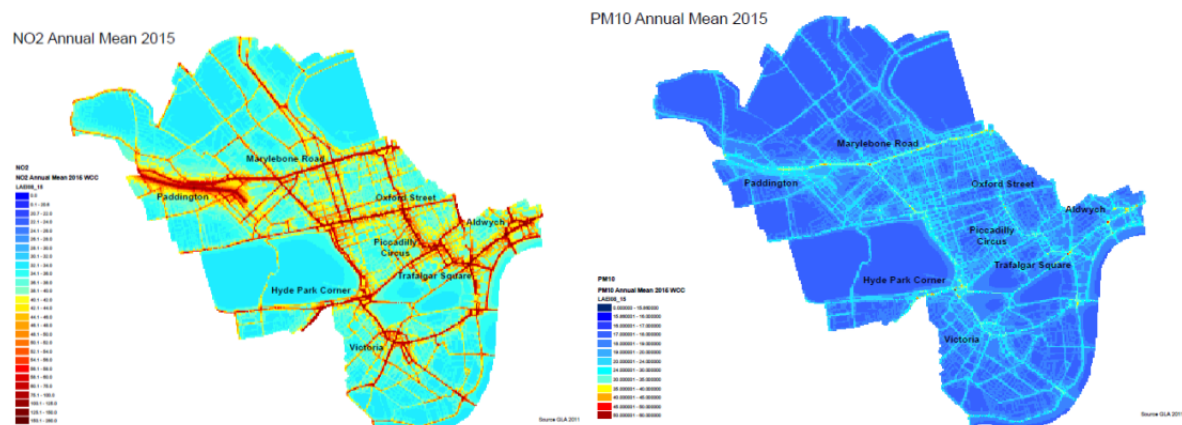
The policy ensures that all sources of flooding are taken into account and that potential flood risk in Westminster is reduced through mitigation measures.

Proposals should provide Flood Risk Assessments as required by the National Planning Policy Framework.

Cross-reference to Policy S45 Flood-related Infrastructure; Appendix 1 Proposals Sites in Victoria Opportunity Area and Strategic Sites within Flood Zone 3.

## AIR QUALITY

5.29 Westminster has some of the poorest air quality in the country. For this reason, the whole borough was declared an Air Quality Management Area (AQMA) in 1999 for nitrogen dioxide (NO<sub>2</sub>) and particulates (PM<sub>10</sub>). In Westminster, concentrations of NO<sub>2</sub> and particulates regularly exceed the Air Quality Objectives as set out in the national Air Quality Strategy and in European legislation.



**FIGURE 45** 2010 MODELLED ANNUAL AVERAGE POLLUTION EXCEEDANCES FOR NITROGEN DIOXIDE (LEFT) AND PARTICULATES (RIGHT)

5.30 Air pollution damages human health causing an increased risk of cardiovascular and respiratory diseases, an increased risk of cancer, and exacerbating asthma. Evidence<sup>xv</sup> shows that at least 3,500 people in London die prematurely each year due to poor air quality (although this figure could be as high as 8,000) and that particularly vulnerable individuals could have their lives cut short by up to 9 years. A recent study into the mortality impacts of particulate pollution, suggests that in 2008, when the air quality was relatively good, the figure was likely to be 4,267, and could have been as high as 8,000<sup>xvi</sup>. This impact on mortality is generally attributed to long term exposure to fine particle pollution. Air pollution also directly affects ecosystems and the local environment, causing soiling and damage to buildings, unpleasant odours and reducing visibility. There are also strong links between local air pollution, maintaining a healthy and comfortable internal environment, and energy use. Poor air quality constrains the options available for building design, including ventilating and cooling premises, potentially increasing the use of mechanical ventilation and air-conditioning.

5.31 Poor air quality in Westminster is the result of the high numbers of vehicles, emissions from plant and machinery such as boilers, and the density of roads and buildings which prevents dispersal of the pollutants. In addition to the pollution emitted within the city, a significant amount is generated elsewhere and contributes to the concentrations that are measured in Westminster. This is especially the case with particulates. Sources are both man-made and natural, and are very closely linked to weather systems.

5.32 The focus of action to improve air quality has largely been on road transport. Road traffic remains the main source of particulate matter emissions from within Westminster. For NO<sub>x</sub>, in addition to traffic emissions, gas combustion (which comes principally from domestic and commercial boilers) is a very significant source, to the point where commercial and domestic gas combustion together are predicted to account for 44% of the NO<sub>x</sub> emissions in Westminster by 2015 making NO<sub>x</sub> combustion emissions slightly greater than those from road traffic.

### **POLICY S31 AIR QUALITY**

The council will require a reduction of air pollution, with the aim of meeting the objectives for pollutants set out in the national strategy.

Developments will minimise emissions of air pollution from both static and traffic-generated sources.

Developments that include uses that are more vulnerable to air pollution (Air Quality Sensitive Receptors) will minimise the impact of poor air quality on occupants through the design of the building and appropriate technology.

## Reasoned Justification

Improving air quality is a national and regional objective, and is of particular importance to Westminster. If Westminster is to achieve a reduction in air pollution then it must require a reduction in emissions from all sources.

Requiring consideration of air pollution in the building design stage and use of appropriate technology is the most effective way of achieving a reduction in non-road transport emissions. This complements policies to reduce emissions from road transport.

Cross-reference to Policies S28 Design; S41 Pedestrian Movement and Sustainable Transport; S42 Servicing and Deliveries; S43 Major Transport Infrastructure.

## NOISE POLLUTION

5.33 Westminster is significantly noisier than many other parts of London. Like most urban areas, noise levels in the city exceed the guideline levels set by the World Health Organisation. Noise can lead to annoyance and have a negative impact on sleep, learning and communication, and health and well-being more generally.

5.34 Westminster's diverse built form, mix and pattern of commercial and entertainment activities, concentration of transport infrastructure and volumes of movement combine and, in some locations, lead to high levels of noise. This is exacerbated by the 24-hour nature of activities in some parts of the city. Because of this, reducing average noise levels in the city continues to be an important objective.

5.35 However, it is not necessarily the loudest or continuous noise that causes the most annoyance; some individual noise incidences are a problem because they are intermittent and unpredictable; other noises have tonal characteristics that most people find unpleasant, such as screeching or deep, vibrating tones. Noise is also more obtrusive when it is in an area that people expect to be quieter. Individual responses to noise vary and are dependent on time and place. Average noise level emission standards or noise exposure categories can only ever be a partial response.

5.36 Despite the serious problems of noise pollution affecting the city, there are relatively quiet areas and positive aspects of Westminster's *soundscape* (the quality of the acoustic environment). For example, many of the city's open spaces are relatively tranquil and provide respite from noise pollution and lower noise levels can be experienced at the rear facades of many buildings. Like the city itself, the noise environment in Westminster is complex and unique. A holistic approach managing noise across the city is necessary; noise

reduction measures are essential, but mitigating impacts of different noise sources and improving the overall quality of the sound environment is also important.

### **POLICY S32 NOISE**

The council will work to reduce noise pollution and its impacts and protect Noise Sensitive Receptors from noise by:

- Requiring development to minimise and contain noise and vibration;
- Ensuring development provides an acceptable noise and vibration climate for occupants and is designed to minimise exposure to vibration and external noise sources; and
- Securing improvements to Westminster's sound environment, including protecting open spaces of particular value for their relative tranquillity.

### **Reasoned Justification**

This will contribute to the broader aim of reducing the impact of noise on health and well-being. This also links to fundamental objectives to provide comfortable and healthy environments designed to minimise adverse environmental pollution.

Noise pollution is a particular problem in Westminster but there are positive features of Westminster's sound environment, not least the relative tranquillity of some of the city's open spaces. Recognising existing, and identifying potential positive sound features of the city, will also contribute to more effective management of Westminster's sound environment.

Cross-reference to Policies S11 Royal Parks; S35 Open Space.

# INFRASTRUCTURE AND DEVELOPMENT IMPACTS

5.37 Managing the impact of development on the socio-economic, natural and built environment is essential to ensure Westminster's development is sustainable. An important aspect of this is protecting existing, and securing new supporting infrastructure.

5.38 Unlike many other parts of the country, growth does not tend to be constrained by infrastructure needs as developments are 'inserted' into an existing city where there are existing infrastructure facilities and networks. However, the infrastructure is of varied age, quality and fitness for purpose and often under considerable pressure from existing residents and the workers and visitors that expand the population to over one million during the day.

5.39 Westminster is a complex and dynamic environment and as such requires an equally dynamic and flexible approach to infrastructure planning. The key infrastructure necessary to deliver Westminster's City Plan vision are highlighted in the Spatial Strategy section, in relation to policies throughout the document, and also considered in the section on Risk and Review.

5.40 The council, its partners including other infrastructure providers, have a critical role to play in delivering high quality services and ensuring the city's infrastructure is maintained, improved and where necessary, expanded. The infrastructure strategies of these partner organisations have helped inform this plan and are also considered in the infrastructure assessment published alongside it. Infrastructure planning is necessarily an on-going process and the council will continue to work closely with these partners and the development industry to assess and meet existing and emerging infrastructure needs. This includes the necessary communications infrastructure, particularly high speed broadband, and reliable and sustainable energy supply necessary to support economic growth.

5.41 Funding for many infrastructure projects will be from mainstream sources, but for *some* infrastructure types, an element of this funding may include contributions from developers. This contribution would be secured through a local community infrastructure levy (CIL) or - where the infrastructure requirement is necessary to make a development acceptable in planning terms – through planning obligations.

5.42 By April 2014 the council will adopt a local CIL that will be chargeable on development in the city. Money raised through the levy will be used to support development by funding the provision, improvement, replacement, operation or



maintenance of infrastructure that the council, local community and neighbourhoods consider is required to help accommodate new growth from development. In almost all circumstances the payment of CIL is mandatory on commencement of a development. It differs fundamentally from planning obligations in that the funds collected are not tied to a specific development or the provision of specific infrastructure.

5.43 Planning obligations are specific requirements a developer, the council or other parties must agree to undertake to allow a planning application to be granted permission. Secured through a legal agreement (Section 106) or unilateral undertaking, they are used to: mitigate the impacts of a development; prescribe the form it may take; or compensate for any loss caused by it. Planning obligations have a key role in managing the impacts of development on Westminster's infrastructure and social, economic and physical environment. Used effectively, planning obligations contribute to the achievement of the council's vision for the spatial development of the city by ensuring developments accord with relevant planning policy requirements.

5.44 Planning obligations will still exist after the council adopts a local CIL but will be more limited in how they can be used in relation to the provision of infrastructure. From April 2014 – or if earlier on adoption of a local CIL - planning obligations cannot be pooled from more than five planning obligations for the provision of infrastructure or used at all to deliver infrastructure that the council has published on its CIL Regulation 123 list would be funded via its CIL. In accordance with the CIL Regulations, planning obligations from this date will only be used to deliver infrastructure in relation to specific developments where the provision of that infrastructure is necessary to make the development acceptable in planning terms; is directly related to the development; is fairly and reasonably related in scale and kind to the development and no more than five planning obligations have been entered in to for the provision of that particular infrastructure project.

### **POLICY S33 DELIVERING INFRASTRUCTURE AND PLANNING OBLIGATIONS**

Development will be supported by upgrades to existing infrastructure and the provision of new infrastructure to enable it to be sustainable. Working with its partners, the council will identify this infrastructure, its costs and any shortfalls in funding and will ensure this infrastructure is:

- Phased and delivered in a timely manner to support growth; and
- Funded through the Community Infrastructure Levy or planning obligations, where this complies with relevant legislation.

When negotiating planning obligations, the council will secure the mitigation of the directly related impacts of development; ensure the development complies with policy

requirements within the development plan; and, if appropriate, seek the provision or contributions for supporting infrastructure.

Planning obligations and Community Infrastructure Levy contributions will be sought at a level that ensures the overall delivery of appropriate development is not compromised.

### **Reasoned Justification**

Cumulatively almost all development puts additional pressure on infrastructure and should contribute to addressing that impact. While some infrastructure can be directly provided by, and directly serve a specific development, or group of developments, in many cases it will be necessary to pool funding from several developments. From April 2014 the primary mechanism to pool funding for the delivery and improvement of infrastructure that addresses this cumulative impact will be through the adoption of a local Community Infrastructure Levy (CIL).

In preparing a CIL for adoption the council will prepare a charging schedule which will set out levy rates that would be applied to development in the city. The schedule will be subject to consultation as well as an independent public examination.

The Mayor of London is also empowered to charge a CIL for strategic transport in addition to the current Mayoral planning obligation requirement for contributions towards Crossrail; although the Mayor has set out a commitment not to 'double charge' via both mechanisms.

This policy provides framework for the development of transparent and equitable mechanisms that improve the link between growth and the infrastructure and enable development to fund infrastructure needed to make it acceptable. It also sets the context for negotiating planning obligations where they are required to secure on-site policy requirements as well as to mitigate the site and where appropriate any wider impacts of development.

Planning obligations, used in line with relevant legislation and government guidance, can play an important role in managing direct site specific and local impacts of a development and ensuring that Westminster's City Plan and other development plan policies are achieved. CIL and planning obligations both have a role in contributing to the provision of supporting infrastructure.

Cross-reference to Part VI Partnerships; Part VI Risk and Review; Appendix 3 Key Partnerships.
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## SOCIAL AND COMMUNITY INFRASTRUCTURE

5.45 As Westminster grows and changes, social and community facilities must be provided to meet the changing needs of the city's diverse communities. New development will place pressure on existing social and community facilities. Therefore, new facilities and/or investment into existing facilities will be required.

5.46 Westminster is unusual in that considerable demands are placed on its social and community facilities by workers and visitors, particularly for health, childcare and leisure facilities. Certain facilities within Westminster, such as places of worship, educational or medical institutions, also serve a much wider catchment than Westminster, with a sub-regional, national or even international role.

5.47 Public service providers, such as the National Health Service, Metropolitan Police and the council, all produce their own asset management plans which sets out how their respective estates will be managed. The council supports the delivery of proposals in these plans.

5.48 The private sector also plays an important and valued role in providing services within the city. For example, they provide a wide range of leisure, health, childcare and educational services, ranging from international centres of excellence for medicine and education, through to local childcare and gym facilities. Whilst these facilities provide services for local communities, they are essentially businesses and their services are available to the public on a commercial basis rather than meeting the needs of all sectors of the local community. Finally, it is likely that the voluntary sector will have more of a role to play in delivering local services in the future. However, this sector has its own particular property needs which are often difficult to meet due to the high property values within the city.

5.49 In all cases, social and community facilities need to be in appropriate buildings that meet the needs of the service and those who use them, and which facilitate modern models of service provision. This may include co-location of a number of different social and community facilities to a single location and/or use of flexible community floorspace available to a range of organisations. The council will work closely with Local Service Providers to establish these infrastructure requirements as part of its infrastructure planning process.

### **POLICY S34 SOCIAL AND COMMUNITY INFRASTRUCTURE**

All social and community floorspace will be protected except where existing provision is being reconfigured, upgraded or is being re-located in order to improve services and meet identified needs as part of a published strategy by a local service provider. In all such cases the council will need to be satisfied that the overall level of social and community provision is improved and there is no demand for an alternative social and community use for that floorspace. In those cases where the council accepts a loss or reduction of social and community floorspace the priority replacement use will be the priority use for the area.

New social and community facilities will be encouraged throughout Westminster and will be provided on large scale development sites.

### **Reasoned Justification**

The provision of social and community facilities is integral to supporting sustainable communities. Because of Westminster's high land values and because these uses typically generate high levels of footfall from visiting members of the public, it can often be difficult to establish new facilities in appropriate locations. It is therefore important to protect existing floorspace (including external spaces). In some cases, however, local service provision can be significantly improved by rationalising accommodation, co-locating a range of local service providers onto a single site(s) or providing purpose-built flexible community floorspace. This may result in an overall loss of floorspace, which may be acceptable if it is part of a published strategy and brings overall benefits to the local community or is necessary to deliver a new or improved facility. The policy approach will ensure facilities are fit for purpose and provide sufficient flexibility to meet the needs of both the providers and local communities. If for any reason a new social and community use cannot be found for an existing site, or the planned re-provision of the new or improved facility would not otherwise be viable, these sites will be expected to provide housing where this is the priority. However, in Core CAZ, the Named Streets and Opportunity Areas, the priority will be commercial development. Large-scale new development will be expected to contribute to the provision of new social and community facilities so as to mitigate their impact on existing services.

Cross-reference to Policy S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S5 Tottenham Court Road Opportunity Area; S7 West End Special Retail Policy Area; S12 North Westminster Economic Development Area; S18 Commercial Development; S21 Retail; S33 Delivering Infrastructure and Planning Obligations; S35 Open Space.

## OPEN SPACE AND GREEN INFRASTRUCTURE

### OPEN SPACE NETWORK

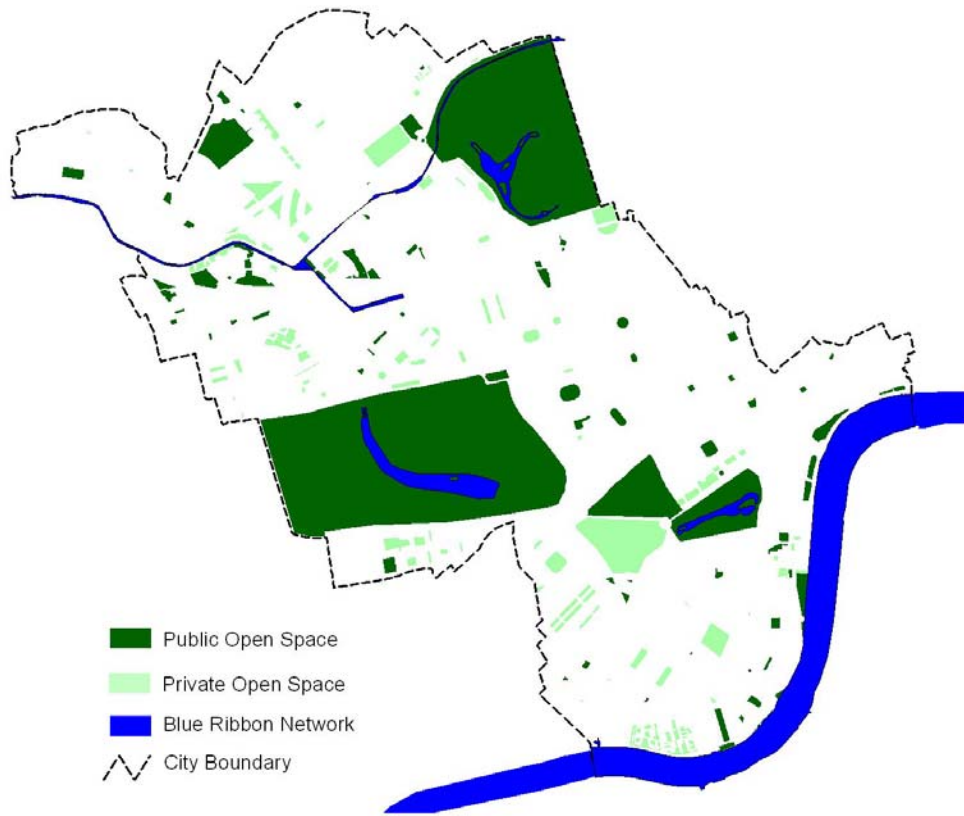
5.50 Westminster has a unique open space network which makes an important contribution to the heritage, townscape, economy and enjoyment of Westminster and London as a whole.

5.51 The open space network in Westminster's Central Activities Zone is different to elsewhere in London in that in addition to providing green lungs and parks and gardens for residents, the River Thames, canals, Royal Parks and London Squares make a vital contribution to London's economy by contributing to the setting for London's prime office market, and by providing meeting and sitting out areas for thousands of workers and visitors.

5.52 Open spaces are an integral part of Westminster's architectural heritage and essential to the unique character of the city's neighbourhoods. The Royal Parks and River Thames form the settings of world famous landmarks such as the Palace of Westminster and Buckingham Palace, and Westminster's open spaces feature in many of the city's important views. Over half of Westminster's open spaces have heritage designations; Westminster has 85 London Squares and 21 English Heritage listed parks and gardens, including five Royal Parks.

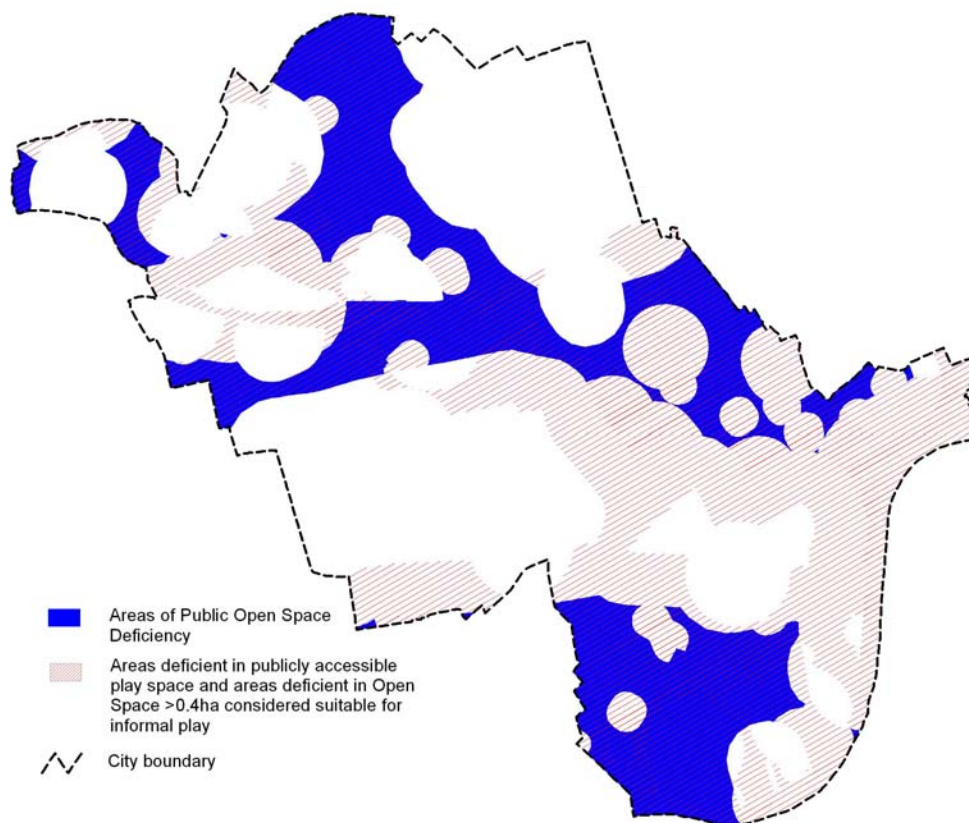
5.53 Whilst being fortunate in having five Royal Parks within the city, providing 250 hectares of open space, other parks, with the exception of Paddington Recreation Ground, are small. Thirty-eight percent of open spaces in Westminster are private and not accessible to the public, and residents share their public spaces with the massive influx of visitors and workers who come into the city. Pressure on Westminster's open spaces is particularly evident in the parks and squares in the central area and in its nationally and internationally important civic spaces, such as Trafalgar Square and Leicester Square.

5.54 Conventional calculation of the amount of public open space per 1,000 head of population is not a useful measure in Westminster due to the pressure on open spaces from non-residents, the geographical concentration of open space in the Royal Parks, and the deficiencies in the northwest and south of the city. There is both an overall and localised shortage of open space in Westminster.



**FIGURE 46** OPEN SPACE NETWORK

5.55 Some parts of Westminster have also been identified as being Areas of Wildlife Deficiency, as they are deficient in access to Metropolitan or Borough Sites of Importance for Nature Conservation.



**FIGURE 47** AREAS OF DEFICIENCY IN PUBLIC OPEN SPACE AND ACCESSIBLE ACTIVE PLAY SPACE

**POLICY S35 OPEN SPACE**

The council will protect and enhance Westminster’s open space network, and work to develop further connections between open spaces. The council will seek to address existing public open space deficiencies, including active play space deficiency, and current and future open space needs by:

- Protecting all open spaces, and their quality, heritage and ecological value, tranquillity and amenity;
- Mitigating additional pressure on open spaces by securing new improved public open space in new developments; space for children’s active play; and seeking public access to private spaces; and
- Securing contributions to improving the quality, ecological value and accessibility of local public open spaces and delivering new open spaces from under-used land.

**Reasoned Justification**

Land in Westminster is scarce, under intense competition, has a high monetary value and is built upon, with the exception of open space and public realm/highway. This means that

new open space to alleviate current deficiencies and meet growing demands is very difficult to achieve, and therefore all open spaces must be protected.

The council has assessed Westminster's open space provision, need and deficiency, and set out a framework to address the deficiencies, including designating priority areas for additional open space and active play space, and for improving the quality and accessibility of open spaces and the open space network<sup>xvii</sup>.

The overall and localised shortage of open space and the difficulty of finding appropriate new sites make it essential to resist the loss of even the smallest open spaces.

The quality and network of open spaces provides opportunities for increased activity in relation to organised sport, recreation, children's active play, and walking and cycling both for recreation and as a means of transport. There are clear links between low levels of physical activity and the increased risk of obesity, with its associated impact on health. It is therefore a matter of concern that the most deprived areas of the city are often deficient in open space provision. Ninety percent of residents live in flats, further increasing the importance of open spaces as a particularly valuable resource to the social well-being and healthy lives of Westminster's residents.

There is little scope, in terms of suitable sites, to address the identified deficiencies in District Parks and Local Parks. The council will therefore focus on increasing the supply of Small Open Spaces, Pocket Parks and Civic Amenity Spaces, including facilities for sitting out, play and nature conservation, to reduce identified open space deficiencies, and to prevent additional deficiencies occurring citywide. This will also reduce the impact of the urban heat island effect. Similarly, where there are under-used areas of land, they may be able to make a contribution to open space provision.

## SITES OF IMPORTANCE FOR NATURE CONSERVATION

5.56 Westminster has five Metropolitan Sites of Importance for Nature Conservation (SINCs) comprising the five Royal Parks and Buckingham Palace Gardens, and the Blue Ribbon Network. The city also has five Grade I Borough SINCs (one of which is also designated as a Local Nature Reserve), nine Grade II Borough SINCs and 17 Local SINCs. These sites are recognised for their particular value for nature conservation. As well as the intrinsic value of nature conservation, interaction with nature contributes to mental and physical well-being. SINCs provide opportunities for people to interact with nature and educate and bring people together. The Royal Parks are also designated Metropolitan Open Land and have significant heritage value.



## **POLICY S36 SITES OF IMPORTANCE FOR NATURE CONSERVATION**

Sites of Importance for Nature Conservation (SINCs) will be protected and enhanced. Proposals, both temporary and permanent, will need to demonstrate that they do not have a detrimental impact on the habitats or populations supported in these sites.

SINCs will be protected and managed for their ecological value as the priority.

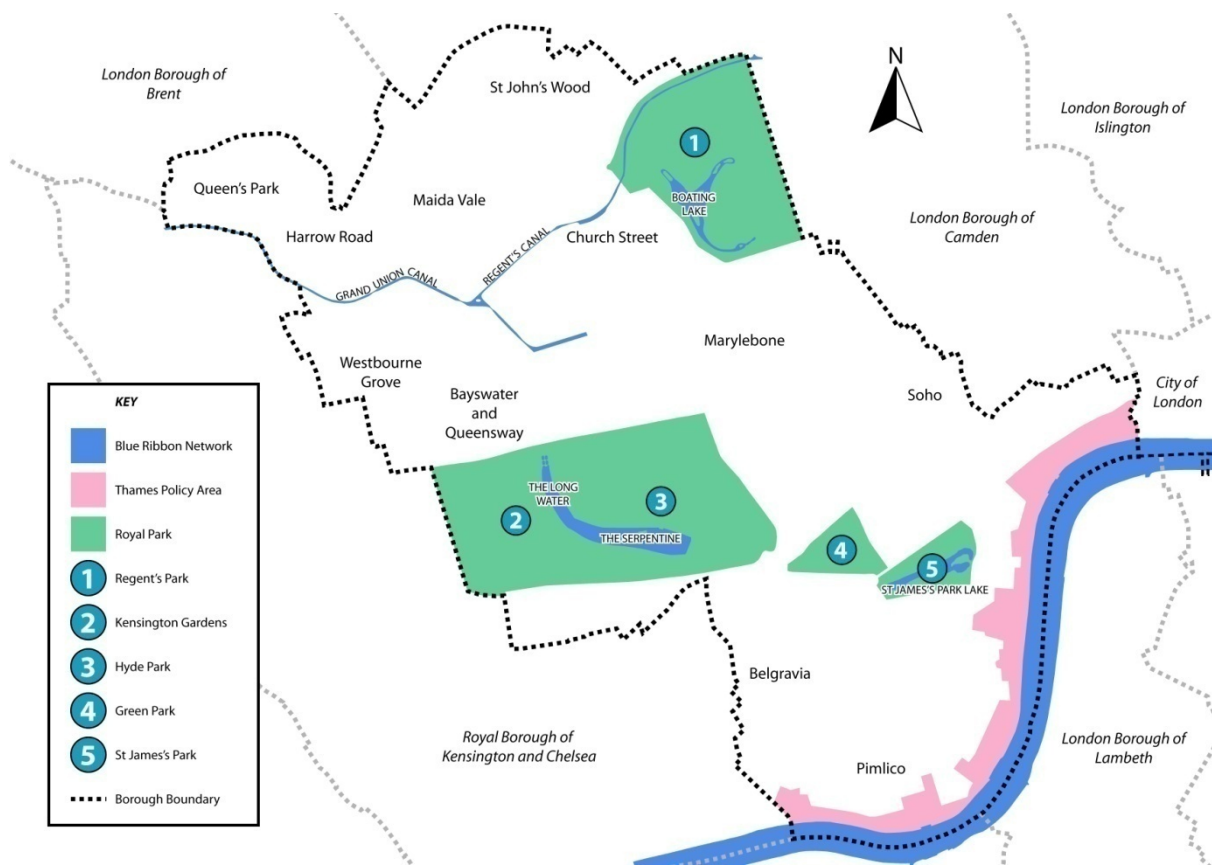
### **Reasoned Justification**

Protection of SINCs serves to protect the significant areas of recognised habitat and species within Westminster.

Cross-reference to Policies S11 Royal Parks; S38 Biodiversity and Green Infrastructure.

## **BLUE RIBBON NETWORK**

5.57 The Blue Ribbon Network within Westminster is of strategic importance to London. The River Thames forms the southern boundary of the borough and the setting for the Palace of Westminster and other historic buildings and areas including the bridges themselves. In recognition of the strategic importance of the River Thames, a Thames Policy Area has been designated. Westminster's Blue Ribbon Network also comprises the Grand Union and Regent's canals towards the north, the Serpentine and Long Water in Hyde Park and Kensington Gardens, and lakes in the other Royal Parks. Many of Westminster's, and indeed London's, most iconic views include the Thames and the lakes in the Royal Parks. They are also important for providing habitat and wildlife corridors, and fulfil other environmental functions such as drainage. The Thames and canals are designated Green Corridors.



**FIGURE 48 BLUE RIBBON NETWORK INCLUDING THAMES POLICY AREA**

5.58 The Blue Ribbon Network also plays important roles in transport, recreation and education. It can provide a much needed respite from the built-up nature of the city, and also provides important linear walking and cycling routes.

**POLICY S37 WESTMINSTER’S BLUE RIBBON NETWORK**

The Blue Ribbon Network will be protected and improved by:

- Enhancing biodiversity and waterside habitats;
- Protecting and enhancing the character, appearance, heritage and landscape value of the Blue Ribbon Network and its setting; and
- Enhancing the linear qualities of the Blue Ribbon Network, particularly in relation to heritage, landscape and views, biodiversity, and modes of sustainable transport;

and, where it is consistent with these priorities;

- Improving access for pedestrians and cyclists, use for leisure, sport and education especially for local communities; and
- Water-based transport.

Development alongside the Blue Ribbon Network must address the waterside, with a focus on enhancing the waterside location and improving access to and enjoyment of the waterfront.

Developments within the Thames Policy Area will need to demonstrate that they have particular reference to their riverside location and local architectural references, including long views of the riverside.

### **Reasoned Justification**

The Blue Ribbon Network is a finite resource with many interdependent and competing functions. It is necessary to prioritise these functions in order to protect its most valuable aspects.

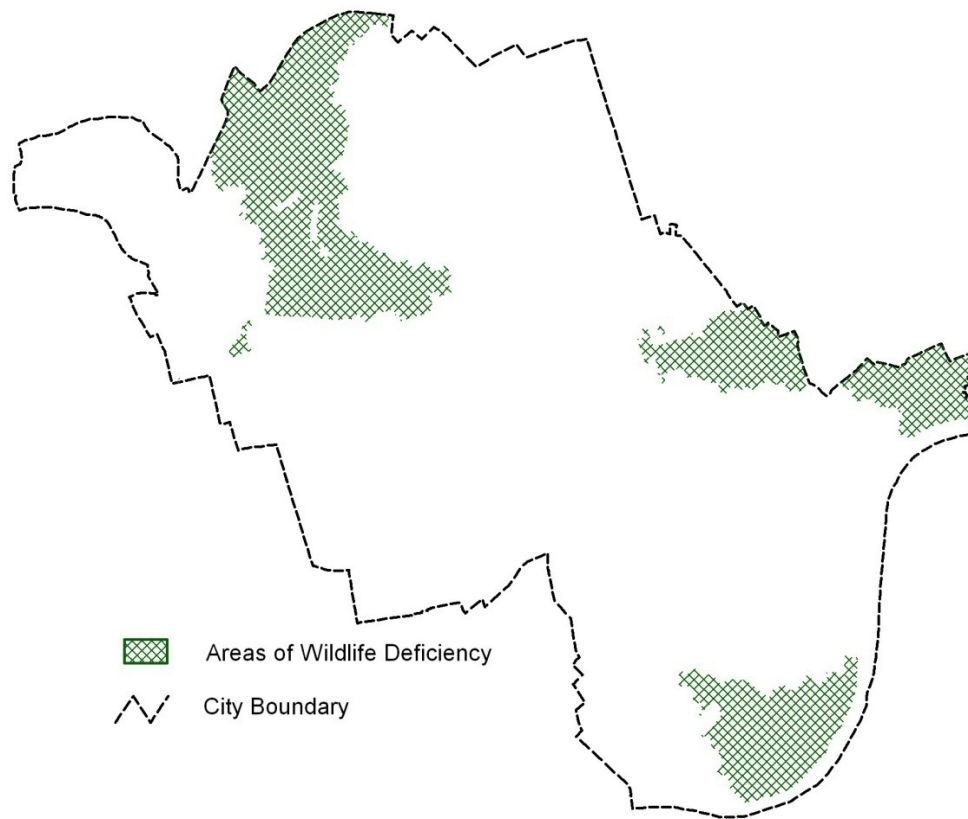
### **OTHER GREEN INFRASTRUCTURE**

5.59 Green infrastructure comprises the parks and gardens (including residential gardens), linear open spaces, trees and living roofs and walls that individually and collectively provide habitat for a diverse range of species, and contribute to townscape and well-being. Provision of private spaces, roof terraces, balconies and green roofs can also make a contribution to green infrastructure.

5.60 Although it is a densely developed area, Westminster has a diverse ecology. The capacity for biodiversity held within open spaces and the wider green infrastructure provides essential networks that help to contribute to new habitat creation and provide a key range of ecosystems.

5.61 Trees and private gardens also make an important contribution to the quality of biodiversity, and together with other green infrastructure, form an important network which can provide habitat for plants and animals and opportunities for wildlife to spread across the city.

5.62 The built environment is also recognised as an important habitat within Westminster, with about 70% of the city comprising built structures. This includes habitat and structures such as street trees, the exterior of buildings, roofs, terraces and walls. This habitat is currently deficient in wildlife, but represents one of the best opportunities to improve biodiversity across the city as the available surfaces exceed much more than the 650 hectares of green open space.



**FIGURE 49** AREAS OF WILDLIFE DEFICIENCY

**POLICY S38 BIODIVERSITY AND GREEN INFRASTRUCTURE**

Biodiversity and green infrastructure will be protected and enhanced throughout Westminster and opportunities to extend and create new wildlife habitat as part of development will be maximised.

Proposals within Areas of Wildlife Deficiency should include features to enhance biodiversity, particularly for priority species and habitat.

Where developments would impact on species or habitat, especially where identified in the relevant Biodiversity Action Plan at national, regional or local level, the potential harm should firstly be avoided, secondly be mitigated, or finally appropriate compensation will be sought. Where harm cannot be prevented, sufficiently mitigated against or adequately compensated for, permission will be refused.

**Reasoned Justification**

This approach responds to the need to protect all aspects of the natural environment and to provide for animal and plant species and their interconnected ecosystems.

Improving biodiversity and providing and protecting habitats increases the resilience of ecosystems and helps the physical environment to change and adapt to different stresses, and will be crucial in adapting to the effects of climate change.

Provision of private spaces, roof terraces, balconies, and living roofs and walls can also make a contribution to green infrastructure. Utilising opportunities to enhance biodiversity is important throughout Westminster, particularly in the Areas of Wildlife Deficiency. Decreasing the areas deficient in wildlife helps to develop the network of wildlife habitat across Westminster, and contributes to the social and personal well-being of people living in those areas.

The specific protection of species and habitats identified in relevant Biodiversity Action Plans will help prevent the decline of, and improve conditions for, those species and habitats that are a conservation priority.

Cross-reference to Policies S11 Royal Parks; S29 Health, Safety and Well-Being.

## ENERGY INFRASTRUCTURE

### HEAT AND POWER NETWORKS

5.63 Because of the dense character and mix of uses across much of Westminster, it is particularly well suited to decentralised heat and power networks. These networks are usually powered by a large and efficient Combined Heat and Power (CHP) plant, generating both electricity and heat for space heating and hot water or in some instances providing cooling. The electricity is used either locally, or sold to the national grid. These systems achieve significantly higher efficiencies than centralised power supplies from the national grid because they do not waste the heat from generating energy or electricity losses by transmission. In order to operate most efficiently, a mix of uses is required so that heat and energy are taken from the system throughout the day, not just in the morning and evening. For all such systems, a range of residential, commercial and community properties will maximise efficiency.

5.64 The Pimlico District Heating Undertaking (PDHU), located in the south of Westminster, is the oldest district heating system in the UK, and provides heat and power to a large number of homes together with commercial and other premises in the south of the borough. Power generated at the PDHU is also sold to the national grid. This system is significantly more efficient compared to the national grid and also achieves considerable carbon savings. Westminster currently has a second system at Whitehall operated by the

Office of Government Commerce which can provide heat and electricity for Whitehall including 18 government departments. However, this system may well have the potential to be networked more widely. A third system within the Victoria Opportunity Area would allow the entire southern area of the borough to have an available network, and the council will work with landowners, energy providers and City West Homes to achieve this.



**FIGURE 50** EXTENT OF PIMLICO DISTRICT HEAT UNDERTAKING 2008

5.65 The larger the network, the greater the synergies and savings that can be achieved, and the more efficient the system can become. Therefore, all opportunities for new and upgraded existing heat systems in large residential or commercial buildings should be taken to provide a series of nodes for a future, district-wide energy network as, particularly for Westminster, these networks are a significant part of the strategy to deliver radical reductions in greenhouse gas emissions<sup>xviii</sup>. Areas such as the Paddington Opportunity Area/North Westminster Economic Development Area, where significant opportunities for new development exist, also offer particular potential for networked energy systems. Decentralised CHP or CCHP (includes cooling), particularly networked systems which allow for greater efficiencies, should also be delivered in other parts of the borough where there is mixed use. Areas such as Soho are well suited to networking smaller CHP/CCHP systems installed on individual sites, and this may represent the most effective way of addressing energy efficiency within the historic built environment.

5.66 Westminster's Core CAZ is particularly vulnerable to the urban heat island effect. Because of its concentration of commercial buildings, this area has a higher cooling load

than surrounding areas. Within Westminster, this is compounded by the concentration of evening and late night-time activity that use energy, and have heating and cooling loads and emissions over a much longer period than normal commercial hours. The area is effectively a 'heat island' on top of a 'heat island'. The ability for premises to utilise passive ventilation (opening windows or vents) can also be constrained by the local environment, particularly noise and air quality. For this reason, greater consideration needs to be given to cooling, both in terms of maintaining a comfortable internal environment essential to Westminster as an attractive location for businesses, and adapting to climate change.<sup>xix</sup>

### **POLICY S39 DECENTRALISED ENERGY NETWORKS**

Infrastructure that is or has previously been in use as part of a heating network will be protected.

Major development should be designed to link to and extend existing heat and energy networks in the vicinity, except where the council considers that it is not practical or viable to do so.

Where it is not possible to link to an existing heat and energy network, major development will be required to provide site-wide decentralised energy generation that minimises greenhouse gas emissions and has the potential to be extended to serve other development sites in the vicinity, except where the council considers that it is not practical or viable to do so, including where all available technologies would have an unacceptable impact on local air quality.

Smaller developments will be encouraged to be enabled to connect into heat and energy networks.

### **Reasoned Justification**

Following the use of less energy in the first instance, the supply of efficient energy represents one of the most effective ways to contribute to the mitigation of climate change in Westminster. Decentralised energy networks make a more efficient use of energy than large-scale generation via the national grid. The policy approach will not only enable the protection and expansion of the PDHU and Whitehall networks, but also ensure the development of new networks within Westminster. The high density and mix of uses in Westminster allow further efficiency gains to be realised, and enable optimum loads to be reached.

The use of renewable fuel sources is important to further ensure the efficiency of decentralised energy networks, as long as these fuel sources do not compromise other climate change priorities or the local environment such as local air quality.

## RENEWABLE ENERGY GENERATION

5.67 Wherever possible, decentralised energy generation through CHP/CCHP systems should be supplemented by on-site renewable energy generation. In some parts of Westminster there are reduced options for renewable energy generation due to the historic urban fabric and lack of energy source (for example, a lack of wind in built up areas or roof areas shaded for much of the day)<sup>xx</sup>. However, a historic urban fabric *in itself* does not discount the installation of renewable technologies. National planning policy includes an expectation “to maximise renewable and low carbon energy development” and a responsibility on local authorities to plan and deliver energy generation within their local area.

### **POLICY S40 RENEWABLE ENERGY**

All major development throughout Westminster should maximise on-site renewable energy generation to achieve at least 20% reduction of carbon dioxide emissions, and where feasible, towards zero carbon emissions, except where the council considers that it is not appropriate or practicable due to the local historic environment, air quality and/or site constraints.

#### **Reasoned Justification**

The use of renewable energy will enable development in Westminster to contribute to the necessary radical reduction in greenhouse gases and reduce reliance on fossil fuels. However, it is recognised that there can be challenges in achieving on-site renewable energy generation. Sustainable design and energy efficiency measures which reduce energy demand through energy efficiency should be considered before the use of renewable energy, though this should not prevent the installation of renewable technologies where achievable.

Cross-reference to Policies S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S12 North Westminster Economic Development Area; S31 Air Quality; S32 Noise.



## TRANSPORT AND PUBLIC REALM INFRASTRUCTURE

### SUSTAINABLE TRANSPORT

5.68 Sustainable transport options are particularly relevant for Westminster. Some streets within the borough have some of the poorest air quality in the country, impacting on health and well-being. It is also imperative that Westminster supports, encourages, and provides people with real opportunities for behavioural change to reduce carbon emissions. Because of the high levels of movement in and out of the borough, increasing use of more sustainable transport options within Westminster would have a significant impact.

5.69 The density of land use and movement within Westminster means that many journeys are short and can be made on foot. As well as the large number of journeys made solely on foot, walking forms part of most journeys: for example, from a bus stop or station or vehicle/cycle parking space to the final destination. Twenty percent of Westminster residents (aged 16-74) walk to work, compared to 8% for London<sup>xxi</sup>. Furthermore, between 2007/8 and 2009/10, 49% of residents main mode of travel was walking, compared to 31% for Greater London<sup>xxii</sup>. Walking has a key role to play in creating a healthy, accessible and vibrant city. Within central Westminster there is such a density of walking activity that all streets are part of the 'walking' network.

5.70 Visitors to London are often unfamiliar with the geography of the city, and often use the London Underground map as a method of finding their way around. This leads to tourists making short journeys by Underground that could more easily, and often more quickly, be made on foot. Commuters undertake similar short trips as they complete their journey to and from mainline stations travelling one or two stops on the Underground or a bus. Demand is therefore placed on bus services and the Underground, and congestion at the busiest interchanges is unduly increased.

5.71 Within all parts of Westminster, creating a safe and attractive environment for pedestrians plays a crucial role in addressing climate change, improving health (including tackling obesity), and creating cohesive communities. Some areas simply have enormous pedestrian volumes. For example, there are a quarter of a million pedestrian movements on average across Leicester Square *every day* – equivalent to the entire population of the UK passing across the square every 9 months. This makes the area exciting for many, but is unwelcoming to others, especially older people and families.

### **POLICY S41 PEDESTRIAN MOVEMENT AND SUSTAINABLE TRANSPORT**

All developments will prioritise pedestrian movement and the creation of a convenient, attractive and safe pedestrian environment, with particular emphasis in areas with high pedestrian volumes or peaks.

Sustainable transport options will be supported and provided for, including the following priorities:

- Providing for cycling facilities as part of all new development, including facilities for residents, workers and visitors as appropriate;
- Reducing reliance on private motor vehicles and single person motor vehicle trips;
- Prioritising parking provision for disabled, car sharing and alternative fuel vehicles;
- Encouraging use of alternative sustainable fuels and technology;
- Developing water-based river transport where land provision and biodiversity considerations allow.

### **Reasoned Justification**

In Westminster, walking is the most efficient means of movement for short journeys, including those from other transport modes to final destinations. Walking should therefore be prioritised above all others, particularly due to the congestion and high volumes of pedestrian traffic that are experienced in parts of the city, and should also be prioritised in the design and layout of new development. This is also the best way to tackle other priorities such as improving health and road safety, and helping to reduce air and noise pollution.

Support for walking and other sustainable transport modes encourages behavioural change. This will allow Westminster to accommodate the projected growth over the plan period, reduce existing demands on the highway network and make the best use of the limited space available for movement and transport. It will also contribute towards broader environmental and health objectives, including reducing greenhouse gas emissions, local air and noise pollution and encouraging physical activity.

Cross-reference to Policies S28 Design; S29 Health, Safety and Well-Being; S31 Air Quality; S32 Noise; S37 Blue Ribbon Network.

### **SERVICING AND DELIVERIES**

5.72 The high concentration of commercial activity interspersed with residential development, and particular characteristics of Westminster’s dense, historic urban fabric create particular challenges in relation to servicing and deliveries. Westminster’s substantial economy requires goods to be efficiently delivered and services to be provided without undue delay or cost. Solutions to servicing and deliveries must ensure that day-to-day operations do not compromise the safety of other users of the public highway or public realm, particularly vulnerable road users such as pedestrians. These solutions must also ensure that other road users are not unduly inconvenienced or obstructed.

#### **POLICY S42 SERVICING AND DELIVERIES**

Developments must demonstrate that the freight, servicing and deliveries required will be managed in such a way that minimises adverse impacts. This may include the provision of off-site consolidation centres, shared delivery arrangements, and/or restrictions on the types of vehicles or timing of deliveries, especially where the quality of the public realm, local pollution, and/or function and reliability of the transport network would be otherwise compromised.

Servicing and delivery needs will be fully met within each development site, except where the council considers that this is not possible, in which case the servicing and delivery needs will be met in such a way that minimises the adverse effects on other highway and public realm users, and other residential or commercial activity. Where some or all of the servicing and delivery needs are met through use of the public highway, the development will meet the initial and on-going costs associated with that use of the public highway.

#### **Reasoned Justification**

This approach recognises the importance of and constraints associated with accommodating the servicing needs of a world-class city, within a dense, mixed and historic urban fabric.

Cross-reference to Policies S25 Heritage, S31 Air Quality; S32 Noise.

#### **THE TRANSPORT NETWORK**

5.73 The City of Westminster is the most comprehensively served location by public transport in the country.

There are four main rail termini; 32 Underground stations with 10 of the 12 tube lines running through the city; three piers with commuter services; and some 157 bus routes also pass through Westminster. The Central London location and its excellent accessibility featured in the top four reasons businesses chose a Westminster location. However, overcrowding on public transport and congestion on pavements were the top two negative aspects<sup>xxiii</sup>. Further, relative accessibility within Westminster varies significantly and improvement to the transport network is needed across the borough.

5.74 The population of Westminster swells from a residential population of approximately 250,000 to over one million people in the daytime. Victoria is one of the busiest transport interchanges in the UK, followed by Waterloo (across the River Thames from Westminster), and then Oxford Circus. Over half of the 14 Underground stations that exceed 30 million passenger movements a year lie within Westminster.

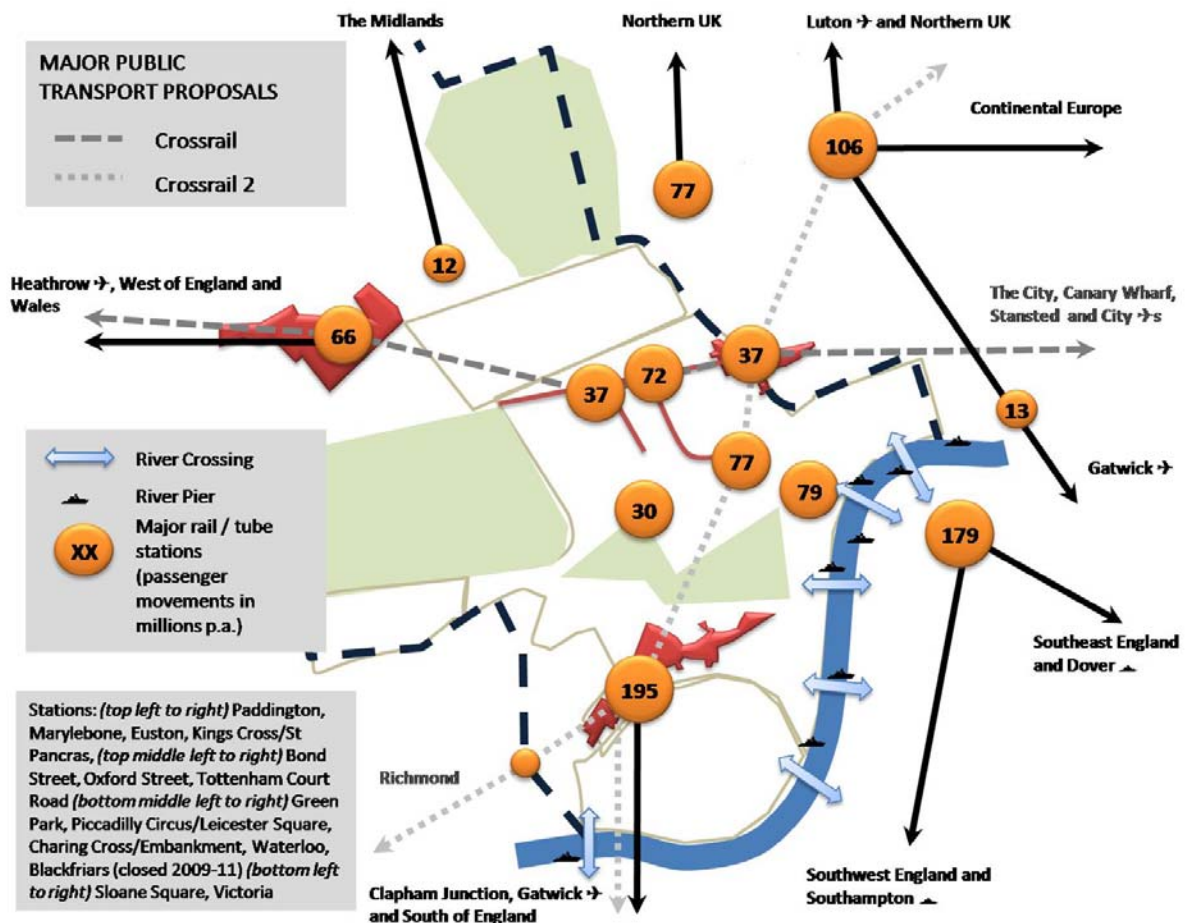


FIGURE 51 WESTMINSTER'S CONNECTIONS

5.75 Westminster's function as a centre of business and government requires the movement of people and goods on a large scale, and without undue delay. The transport system also gives access to the city's shopping, entertainment and unique historic areas and

visitor attractions. The existing transport networks within Westminster do not always meet these needs. They bring hundreds of thousands of people into the city each day by train, bus, coach, car, taxi, motorcycle, cycle and foot, but sometimes too slowly, unsafely or in overcrowded conditions. The high level of demand for transport, together with the movement of people into, out of and around Westminster, has a detrimental effect on the local environment, and the experience of residents, workers and visitors suffers.

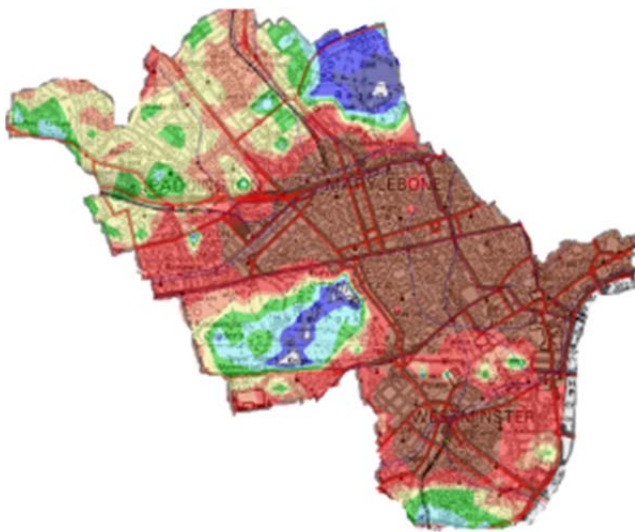
5.76 Work is required during the lifetime of this plan to improve the effectiveness and efficiency of the transport infrastructure serving Westminster, and the management of street works, particularly in areas where there is growth in the number of residents, workers or visitors and whose capacity is heavily pressurised. Crossrail 2 and High Speed 2 which will affect Westminster are longer term projects for a time horizon to 2026 and beyond.

#### **POLICY S43 MAJOR TRANSPORT INFRASTRUCTURE**

The council will support and promote improvements to transport infrastructure, including the public realm and servicing improvements necessary to mitigate the impacts of increased passenger numbers and integrate the infrastructure into the city and broader impacts of those central London networks that impact on Westminster, including the following major projects over the lifetime of the plan:

- Crossrail, including new stations at Paddington, Bond Street and Tottenham Court Road;
- High Speed 2, which will impact on Westminster;
- Improvements to stations, prioritising access for all, reducing pedestrian congestion within and around the station, and providing a safe, convenient and attractive environment, including Victoria, Paddington, Marylebone, Tottenham Court Road and Bond Street;
- Improvements to the public realm, focusing on meeting the needs of people with disabilities and more vulnerable people, and enabling people and businesses to make more sustainable choices;
- Increasing cycle parking and improving safety for cyclists where this would not compromise pedestrian movement including public cycle hire schemes throughout Westminster, and indoor cycle storage and supporting facilities at major transport interchanges;

- Improving way-finding and legibility around Westminster to facilitate pedestrian movement;
- Improving the convenience, connectivity, attractiveness and safety of Westminster’s linear walking routes, including the Blue Ribbon Network and connections within and between Westminster’s open spaces;
- Improvements to local bus and taxi infrastructure; and
- Improvements to river services and piers, subject to Policy S37 Blue Ribbon Network and the ability to secure adequate space to accommodate the peak flows to/from boats.



### Reasoned Justification

Good public transport infrastructure is essential for meeting the economic, social and environmental needs of the city’s residents, businesses, workers and visitors. Improvements to the existing bus and train services

**FIGURE 52 PUBLIC TRANSPORT ACCESSIBILITY LEVELS 2008** and the provision of new rail and light rail links are urgently needed. They will help improve efficiency and reliability and increase capacity, thereby reducing congestion on both road and rail networks and ensuring the city remains competitive in a global economy. It is also necessary to improve the accessibility of public transport and reliability of the transport network.

Key infrastructure and public realm improvements, together with good legibility and way-finding information are also needed to support sustainable transport modes, encourage greater use and to ensure the increase in the number of people dispersing around transport nodes does not have an adverse impact.

There is a continuing need to review, plan and fund for improvements to key transport infrastructure in order to maintain and improve accessibility and coordinate with commercial and residential development schemes.

Cross-reference to Policies S1 Mixed Use in the Central Activities Zone; S3 Paddington Opportunity Area; S4 Victoria Opportunity Area; S5 Tottenham Court Road Opportunity Area; S7 West End Special Retail Policy Area; S11 Royal Parks; S28 Design; S33 Planning Obligations and Delivering Infrastructure; S35 Open Space; S37 Blue Ribbon Network.

## WASTE INFRASTRUCTURE

5.77 Westminster City Council is a Unitary Waste Authority responsible for the collection, recycling and disposal of waste. Westminster’s City Plan policies in relation to: the minimisation of waste; planning for waste management facilities; and for monitoring of sites that will come forward, should be viewed alongside the Municipal Waste Management Strategy (2004-2016) which sets out how waste is managed.

5.78 It is recognised that there is a need for greater waste ‘self-sufficiency’ in London. The London Plan seeks to ensure that there are facilities to deal with 100% of waste arising in London by 2031, including an increase in the composting and recycling of municipal waste to 60% by 2031, and commercial and industrial waste to 70% by 2020. The council strongly supports the need to prevent the production of waste in the first instance, followed by the re-use and recycling of waste materials and recovery of energy from waste, before the disposal of waste as a last resort. The amount of household waste recycled in Westminster has been increasing (to 23% in 2007/8) whilst just 14% of municipal waste is currently sent to landfill.

5.79 In order to fully contribute to waste self sufficiency, the council is committed to ensuring sufficient opportunities for the provision of waste management facilities in appropriate locations. However, in a borough with very little industrial land and high land costs, the council has to avoid unrealistic assumptions on the prospects for the development of waste management facilities.

5.80 The London Plan sets out borough level apportionment of waste to be planned for, in order to deliver almost 12 million tonnes of waste capacity across London by 2031:

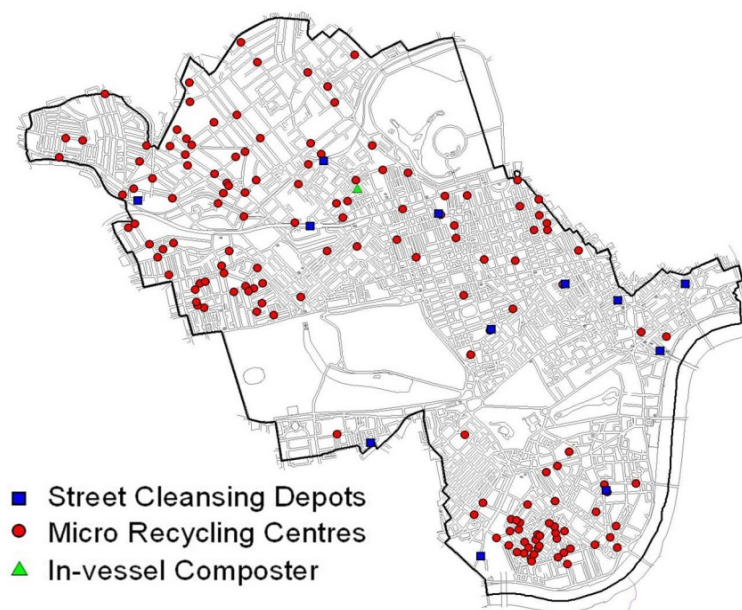
2016			2021			2026		
MSW	C&I	Total	MSW	C&I	Total	MSW	C&I	Total
49	78	126	58	84	142	68	92	160
Municipal solid waste (MSW) and commercial/industrial (C&I) waste requiring management (thousand tonnes per annum)								

**FIGURE 53** BOROUGH LEVEL PROJECTIONS

5.81 Across London it is estimated that there is a need for 22 hectares of additional land in order to effectively manage waste<sup>xxiv</sup>. However, the actual land requirement will depend upon the number, type, scale and location of waste management facilities. The council is not in a position to dictate the exact range of potential waste management facilities, although based on typical tonnage ‘through put’ and land take of different types of facilities, smaller facilities such as composters are more likely to be appropriate than large gasification/pyrolysis facilities.

5.82 Although Westminster contains no Strategic Industrial Locations, detailed analysis of potential waste locations has been undertaken, using criteria set out in national and regional guidance<sup>xxv</sup>. This illustrates that any potential sites are currently unsuitable due to a combination of proximity to residential uses, no access to rail and water sustainable modes of transport, sites that have been allocated to deliver housing, or significantly, are within the area safeguarded for the delivery of Crossrail. Despite this, the council is committed to tackling its waste apportionment through:

- Designating and protecting existing waste sites, including waste cleansing depots and micro-recycling centres;
- Rolling out a programme of in-vessel composters which is projected to meet the municipal waste apportionment target;
- Identifying new sites in line with locational criteria during the lifetime of the plan period; and
- Requiring new development to provide new waste management facilities; and
- Joint working with other London boroughs to ‘pool’ waste apportionment.





## FIGURE 54 WASTE MANAGEMENT FACILITIES

### POLICY S44 SUSTAINABLE WASTE MANAGEMENT

The council will require the minimisation of waste, the increase in the re-use, recycling and composting of waste, and the reduction in the amount of waste disposed at landfill in order to contribute towards the waste reduction targets set out in the London Plan.

In order to ensure sufficient opportunities for the provision of waste management facilities in appropriate locations, in accordance with the London Plan waste apportionment, the council will;

- Protect existing waste and recycling management sites, protect any new street cleansing depots, micro-recycling centres and in-vessel composters which are secured during the lifetime of the plan, and require the equivalent or increased capacity as part of any development that would result in the loss of any or all of a designated waste site.
- Require major new development to provide on-site recycling and composting waste management facilities, except where the council considers that it is inappropriate or unfeasible to do so. In such cases, new facilities will be provided off-site and may include shared provision with another development or an existing waste facility in the vicinity that has capacity, except where the council considers that it is inappropriate or unfeasible to do so. Where it is not possible to provide either on-site, off-site or shared waste facilities, a payment in lieu will be required to a Waste Management Fund to allow the council to provide suitable facilities in the vicinity.
- Identify potential new locations suitable for waste management facilities during the lifetime of Westminster's City Plan using the following criteria:
  - Proximity to source of the waste;
  - The nature and scale of the facility;
  - Any potential impact on the surrounding area including noise, emissions, odour and visual impact;
  - The full transport impact of all collection, transfer and disposal movements, including maximising opportunities for transport by rail or water; and
  - The need to use sites that are currently in industrial use or are existing waste management sites.
- Secure any new waste sites identified during the lifetime of the plan, other than street cleansing depots, micro-recycling centres and in-vessel composters, within a Waste Development Plan Document.
- Work in partnership with the objective of securing joint working arrangements with other London Boroughs in order to pool waste apportionment, and set out these arrangements within a Waste Development Plan Document.

### **Reasoned Justification**

This policy approach aims to support the objective of self-sufficiency as far as practically possible, through the reduction of waste, and the protection and increase of recycling facilities. It represents a pragmatic and realistic approach to ensuring sufficient opportunities for the provision of future waste management facilities in appropriate locations, recognising the built-up character of, and lack of industrial land within Westminster. It also provides for an appropriate policy framework to be put in place in the event that innovative solutions to addressing waste are found on sites which do not meet national or regional waste site criteria and which are not otherwise afforded protection through Westminster's City Plan.

## FLOOD RELATED INFRASTRUCTURE

5.83 As a riverside borough, Westminster is potentially susceptible to tidal and fluvial flooding from the River Thames. However, Westminster has excellent flood defences from the Embankment Wall and Thames Barrier which greatly reduce the risk of flooding. The Environment Agency is reviewing how flood risk will be managed over the next 100 years, including how flood defence infrastructure will need to be upgraded when existing infrastructure comes to the end of its useful life during the period 2030-2060. This will need to take potential impacts of sea-level rise as a result of climate change into account. The council will work with the Environment Agency to ensure flood defence infrastructure is in place to protect the city.

### **POLICY S45 FLOOD-RELATED INFRASTRUCTURE**

Development will ensure that flood-related infrastructure is protected and access for maintenance is retained.

The council will work with its partners at a regional and, where necessary, multi-regional level to ensure flood-related infrastructure remains fit for purpose.

### **Reasoned Justification**

This approach acknowledges the excellent flood defences in place, whilst acknowledging that there is a need to adapt to the effects of climate change in the long-term, which will continue to be necessary in the future to protect the existing built infrastructure along the riverside.

## THAMES TUNNEL

5.84 Most of Westminster, like most of London, is served by combined sewers designed in the 1860s, which receive foul water, and water from roofs, hard standing and sometimes the highways. During rainy periods the sewers fill up and overflow through a series of overflow outlets from the combined sewers into the River Thames and its tidal tributaries. This overflow results in the release of 38 million tonnes of raw sewage each year into the river, affecting water quality and biodiversity. Specialist barges are currently used to oxygenate the river to mitigate for the impacts of combined sewer overflows on wildlife; however this still results in a breach of the requirements of the EU Urban Waste Water Treatment Directive (1991).

5.85 In London, given the growth in development and population, the strain on the existing system can trigger an overflow in the combined sewers even from relatively modest rainfall. During wet spells, the sewers fill up with rainwater very quickly. The impact of climate change, in terms of intensified rainfall events, is likely to increase the number of combined sewer discharges in the River Thames.

5.86 Thames Water is developing plans for a Thames Tunnel, a scheme to reduce and limit pollution from the sewerage system for the whole of London, in order to comply with EU Urban Waste Water Treatment Directive (1991). The Thames Tunnel project, if approved, is due to commence after 2012 and be completed by 2025. The council supports necessary infrastructure of this nature, subject to their detail and assessment of impacts.

#### **POLICY S46 THAMES TUNNEL**

The council will work with Thames Water and the other relevant authorities to support the timely implementation of the Thames Tunnel project, including the connection of the combined sewer overflows in the city.

#### **Reasoned Justification**

The Thames Tunnel project will help to reduce and limit pollution necessary to comply with the EU Urban Waste Water Treatment Objective (1991).

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<sup>i</sup> The Importance of the Historic Environment in Westminster, 2007

<sup>ii</sup> High Buildings Study, 2000

<sup>iii</sup> The Importance of the Historic Environment in Westminster, 2007

<sup>iv</sup> BERR Energy Trends

<sup>v</sup> WCC Residential Basements Report (2013), Alan Baxter Associates for Westminster City Council

<sup>vi</sup> See Basement Development in Westminster SPD, Section 6.3 for further detail on sources of flood risk in Westminster

<sup>vii</sup> WCC Residential Basements Report (2013), Alan Baxter Associates for Westminster City Council

<sup>viii</sup> National Planning Policy Framework, paragraph 120

<sup>ix</sup> Basement Development in Westminster SPD, (2014), Westminster City Council

<sup>x</sup> WCC Conservation Area Audits provide detail of contribution of gardens trees and landscaping to local character.

<sup>xi</sup> Mayor's Sustainable Design and Construction SPG (2014), Mayor of London

<sup>xii</sup> Basement Revision Supporting Information (2015), Westminster City Council

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- <sup>xiii</sup> Public Health Annual Report 2006/2007 pg 87 recommendations for health inequalities in Westminster
- <sup>xiv</sup> Adapted from Public Health Annual Report 2006/2007 including diagram from Dahlgren and Whitehead 1991
- <sup>xv</sup> DEFRA Air pollution: Action in a Changing Climate 2010
- <sup>xvi</sup> Report on estimation of mortality impacts of particulate air pollution 2010
- <sup>xvii</sup> Open Space Strategy Supplementary Planning Document, 2007
- <sup>xviii</sup> Retrofitting Soho, 2008, paragraphs 5.63 to 5.90
- <sup>xix</sup> Retrofitting Soho, 2008, paragraphs 3.53 to 3.61 and 5.68 to 5.71, as well as other sections
- <sup>xx</sup> Retrofitting Soho, 2008, paragraphs 5.107 to 5.117
- <sup>xxi</sup> Census 2001
- <sup>xxii</sup> TfL London Travel Demand Survey
- <sup>xxiii</sup> The Importance of the Historic Environment in Westminster, 2007
- <sup>xxiv</sup> Draft Land for Industry and Transport SPG
- <sup>xxv</sup> London Plan Policies 5.16 and 5.16

# PART VI:

# IMPLEMENTATION

## THE PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

6.1 The National Planning Policy Framework includes a presumption in favour of sustainable development which is the ‘golden thread’ running through both plan-making and decision-taking.

### **POLICY S47 THE PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

When considering development proposals the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

### **Reasoned Justification**

To achieve the optimum balance of economic, social and environmental planning roles which constitute the three dimensions of sustainable development and ensure delivery of this balanced approach a local level. To ensure delivery of sustainable development, including through neighbourhood planning.

#### **POLICY CM47.1 LAND USE SWAPS AND PACKAGES**

Planning permission for the swapping of uses between sites and for land use packages (swaps between more than 2 sites) which are located in the Central Activities Zone will be appropriate where:

1. the sites are in the vicinity of each other;
2. the mixed use character of the immediate area is secured at a fine grain;
3. there is no net loss of floorspace which is protected by other policies in the plan across the sites taken as a whole;
4. the uses are appropriate within each area and there is no loss of amenity resulting from the introduction or intensification of a use into an area;
5. any residential accommodation is of a higher quality than could have been achieved without the land use swap or package;
6. the applications for all sites are submitted at the same time and all elements of the scheme are completed within a time frame agreed by the City Council.

This policy does not prejudice the application of any other policies in the plan, and requirements for floorspace to be provided must be met in full.

If agreed, the sites subject to the land use swap or package will be treated as though the development is on a single site, including for consideration of viability.

Applications must be accompanied by a full schedule of the existing and proposed floorspace including the following:

1. the floorspace of each use (Gross Internal Area) proposed for each site, and for all of the sites taken as a whole;
2. in the case of residential floorspace, the breakdown of floorspace provided in accordance with 1. (immediately above) by the tenure, unit floorspace, and the number of bedrooms of each unit, and the total floorspace for all of the sites taken as a whole;
3. details of any draw downs of credits in accordance with Policy CM47.2 ; and
4. calculations of any floorspace shortfalls being met from Payment in Lieu.

#### **Reasoned Justification**

In order to maximise the potential of sites within the commercial areas of Westminster's Central Activities Zone, flexibility is provided through land use swaps and packages to ensure a mix of uses is retained locally, but maximising the potential of each individual site.

Due consideration will be given to packages where one or more of the sites are not within the vicinity of each other against mixed use and mixed and sustainable community objectives. These will be considered on a site-by-site basis and therefore, while the objectives of this policy will be a consideration, they can not be treated as though they were a single site for planning purposes as their varied locations will need to be taken into account.

It is important that sufficient detail is provided with any application using this mechanism to allow a proper assessment to be made. In the case of land use packages, calculations can become very complex and it is important transparency is maintained.

**POLICY CM47.2 CREDITS**

A) Registering Credits

In addition to Policy S1 in the case of mixed use credits, credits must:

1. be agreed as a credit at application stage and registered as a credit at the time of permission being granted, or have been granted permission prior to 13th July 2016 and have not been implemented;
2. establish a nominal floorspace value for the credit in agreement with the council, with each credit equating to 1 sqm;
3. fund the development and maintenance of a credit monitoring database which will be the definitive list of credit sites;
4. not be listed in Appendix 1 Proposals Sites with that use as a Preferred Use;
5. comply with the following policies;

Residential Mixed Use Credits	Policy S14 Optimising Housing Delivery; S16 Meeting Housing Needs; Policy S16 Affordable Housing excluding Payments in Lieu.
Commercial Mixed Use Credits	S18 Commercial Development; S19 Inclusive Local Economy and Employment; and where relevant S21 Retail

In considering if a proposal should be agreed as a credit scheme, the council will take into account the scheme’s location, scale and quality and in the case of residential floorspace,



the type, tenure, mix and number of units to be provided and the type, tenure and mix of uses/housing in the local area.

B) Drawing Down Credits

In addition to Policy S1 in the case of mixed use credits, when drawing down credits:

1. They must be drawn down within 7 years of registration;
2. The floorspace registered by the credits must be completed, and the completion certificate provided to the council;
3. Only values up to the nominal value referred to in A) 2. above can be used in any viability assessment for the host scheme;
4. Credits may be pooled from more than one credit scheme, or used in combination with on-site, off-site or payment in lieu provision;
5. The credits must be available for draw down, as follows;
  - i. Credits are allocated to a host scheme at the time the planning application is submitted for the host scheme. After this, they will not be available for any other host scheme until they are released.
  - ii. To release credits the council must be notified in writing that:
    - a) the host scheme planning application has been refused and the time for an appeal has expired, or an appeal dismissed;
    - b) the host scheme planning application has been withdrawn;
    - c) the host scheme has been superseded by an alternative host scheme and the credits are transferred to the latter scheme;
    - d) the host scheme has been superseded by an alternative scheme that does not use the credits; or
    - e) the host scheme planning permission has expired.
  - iii. Credits can only be drawn down once, and the credit has been drawn down when the council is notified in writing that the host scheme is completed.

**Policy Application**

An appropriate nominal value will be agreed using the following inputs:

The credit site value, equating to the market value for the credit land use(s). In the case of a residential mixed use credit, this will be the market value of the housing including the

affordable housing. In the case of a commercial mixed use credit, this will be the market value of the commercial floorspace being provided.

Development costs, based on appropriate industry benchmarks.

A return of up to 20%.

Planning obligations and any Community Infrastructure Levy.

'Hope value' for alternative uses and any opportunity loss will not be taken into account in the establishment of the nominal value.

The nominal value will be linked to the All in Tender Price Index published by the Building Cost Information Service of the Royal Institution of Chartered Surveyors.

### **Reasoned Justification**

Land use credits enable development to be bought forward early which can then meet policy requirements of a later scheme, referred to as the 'host scheme'. This provides additional flexibility to support developers in delivering mixed use. However, it is important that the credits provide additionality to contribute towards the objectives of the mixed use policy.

It is also important that there is certainty around the value of the credit both at the time of the credit application and at the time of the host application, to ensure the drawing down of the credit at a later date does not impact on the 'book' viability of the host scheme and to avoid value escalation. It is also important that the credit is used in a timely way to ensure that the mix of uses can be monitored at a fine grain, with any pipeline of development and credits taken into account to inform decision-making and plan development.

All costs associated with managing a credit scheme need to be absorbed into the scheme itself to ensure that this additional flexibility for the benefit of development does not cost the public purse.

# PARTNERSHIPS

## PARTNERSHIP WORKING

6.2 The council is one of a number of organisations working to manage and deliver change across Westminster, and many of Westminster's issues require partnership working with a range of organisations and across local authority boundaries. The council has a strong record of effective partnership working and works closely, both formally and informally, with other local authorities and stakeholders as set out throughout Westminster's City Plan and summarised in Appendix 3.

6.3 Issues such as housing, affordable housing and waste can only be addressed in a regional context. Similarly, environmental action and infrastructure delivery requires an approach that extends beyond the immediate city boundary. Delivery of large infrastructure projects require specific joint working arrangements. For example, the City Council works jointly with Transport for London through the Local Implementation Plan and other funding and implementation mechanisms.

6.4 Neighbourhoods do not conform to local authority boundaries, and a joint approach to cross-boundary issues, design, streetscape and public realm improvements, and local service delivery will continue to be important. This has been formalised through the duty to cooperate set out in the Localism Act 2011.

6.5 Where appropriate, delivery of the objectives in this plan will be managed through established or new partnerships, particularly within major development areas or areas with cross-boundary implications.

6.6 Partnership working will be necessary to deliver the spatial vision of Westminster's City Plan, and many of its policies. The council embraces this approach and the role of the planning process in establishing and working within a genuine partnership framework.

## NEIGHBOURHOOD PLANNING AND COMMUNITY GOVERNANCE

6.7 Community governance has an important role in place-making and spatial planning. Legislative changes in 2007 allowed the creation of the first modern-day parish council in London. This parish council was created in Queen's Park, in north west Westminster. The Localism Act 2011 introduced other additional opportunities for community governance, through neighbourhood planning. This allows local people to apply to the council to have a 'neighbourhood area' designated, and then to apply to be the 'neighbourhood forum' for that area. A neighbourhood forum or parish council can prepare planning documents which, if adopted, form part of the statutory development plan for that area (see also paragraph 1.2 and figure 1). Enabling local communities to prepare their own development plan documents is a significant change devolving power to local communities.

6.8 These local planning documents are ‘neighbourhood plans’ and ‘neighbourhood development orders’. Neighbourhood plans contain local planning policies which are read alongside, and have the same status as, this local plan and the London Plan. These policies apply to any planning application made in the neighbourhood or parish council area. Neighbourhood development orders allow development in accordance with that order to take place without needing planning permission (although listed building consent would still be required where relevant). Neighbourhood plans and development orders must be in general conformity with the strategic policies in the Local Plan, which for Westminster are all of the policies in this plan. Although local communities prepare these documents, the council has an on-going role in giving advice and assistance, and helping to administer the relevant procedures.

6.9 Neighbourhoods, businesses, communities and individuals also exercise community governance through participation in consultation through development of this local plan. Many of the ideas and requirements set out in this document are the result of this engagement, and we believe the spatial strategy set out reflects what our communities want and their vision of the future.

6.10 The council also works with Business Improvement Districts within the city<sup>i</sup>. These are locally controlled groups of businesses who improve the environment and economic performance of an area funded by a levy on these businesses. They provide a welcome partnership mechanism to both improve the city and engage with businesses on operational and policy matters and participate in neighbourhood planning to represent business interests.

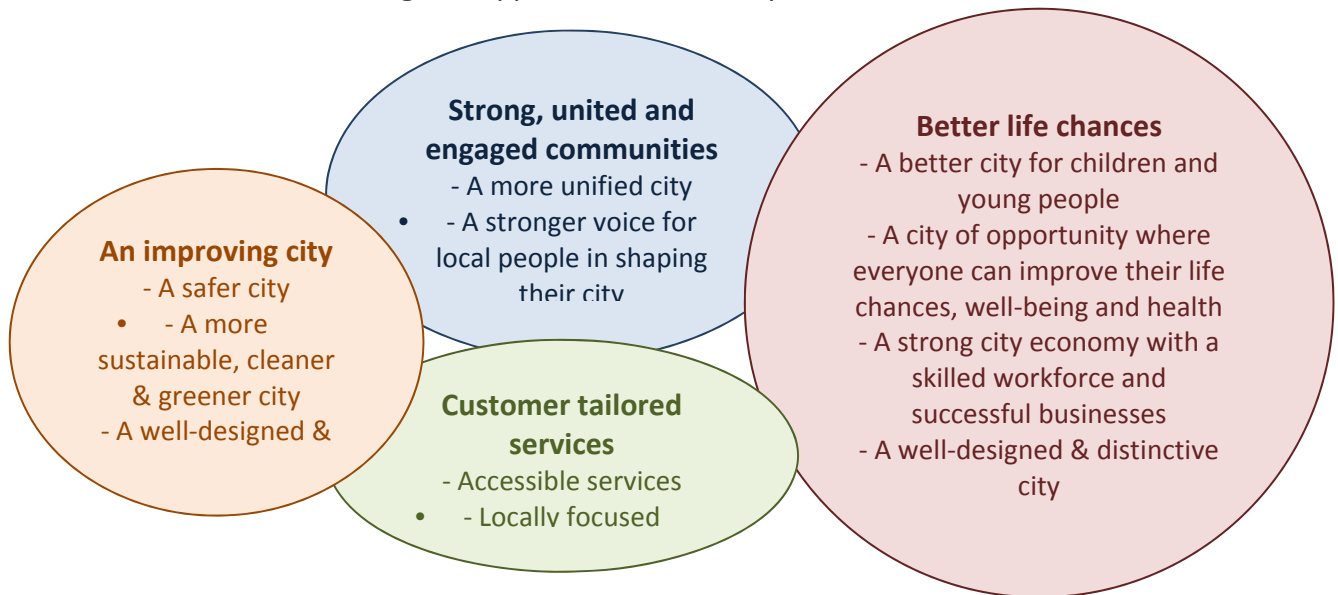
6.11 A range of other neighbourhood initiatives operate within Westminster, facilitating local democracy, local environmental improvements, supporting healthier living and tackling local crime and safety issues<sup>ii</sup>.

6.12 The council will continue to encourage and support a neighbourhood approach to local decision-making, neighbourhood renewal and tackling inequalities, environmental improvement and service provision.

## WESTMINSTER’S SUSTAINABLE COMMUNITY STRATEGY

6.13 This document is the spatial expression of Westminster’s Sustainable Community Strategy, and the vision of the community strategy and its key objectives have helped inform and are closely aligned with it:

**Our shared vision** for Westminster is that by 2016 it will be the best city to live in, work and visit in the UK, a vibrant city with great quality of life, strong, united communities and excellent services, offering real opportunities for everyone to achieve a better future.



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<sup>i</sup> Business Improvement Districts 2012: Heart of London, New West End Company, Paddington, Bayswater, Piccadilly & St James's and Victoria

<sup>ii</sup> Westminster City Plan 2006-2016



# RISK AND REVIEW

6.14 This document does not provide a comprehensive policy framework in itself as currently drafted as it does not include the detailed policies necessary to manage the city. Saved Unitary Development Plan policies that are not referred to in Appendix 5 are currently fulfilling this purpose. However, a further revision to this plan will insert the detailed city management policies into Westminster’s City Plan, creating a comprehensive policy framework for Westminster.

6.15 Like financial analysts and weather forecasters, it is not possible for the council or its partners to predict what the world, or indeed Westminster, will be like 15-20 years in the future. This plan has been based on the most up-to-date information available, and consideration of past policy approaches and their outcomes. It is also based on consideration of what we would *like* Westminster to be, and sets a framework towards achieving that.

6.16 The key areas of risk to implementing Westminster’s City Plan are identified in the table below. This table also includes the actions taken in the plan to minimise the risk and provide the greatest likelihood of delivery.

**FIGURE 55** RISK ASSESSMENT

Area	Risk	Reason	Actions	Key Partners
Housing	Inability to meet housing target	Difficulty bringing housing forward as high existing use values, lack of brownfield sites, and wider economic downturns. Less housing delivered from changes of use/redevelopments involving office losses.	Undertake regular reviews of housing delivery, and in appropriate locations, compare this to delivery against commercial targets. The policy approach enables approvals of residential from office losses once the commercial targets are better met.	Development industry.
	Inability to secure significant amounts of affordable housing	Affected by viability, particularly high existing use values, increasing reliance on viability testing, competing planning	Changed threshold for requiring affordable housing (1,000 sqm), and amount sought (proportion floorspace). Housing Renewal Programme to provide about 500	Westminster City Council (Housing), CityWest Homes, Registered Providers, Mayor of London (previously Homes and

		obligations demands and wider economic downturns. Uncertainty about future funding regimes. Proportion target strongly affected by small schemes below threshold.	affordable homes. Affordable Housing Fund to 'top up' Mayoral/ Registered Provider affordable housing funding. Working to develop an appropriate affordable rent product for Westminster and widen Intermediate Housing products to better meet needs of low- and medium-income families (through Housing Strategy and City Management policy).	Communities Agency).
Waste	Inability to secure sufficient waste sites	Lack of available land for this use.	Protect all existing sites. Seek new larger-scale site. Seek small-scale provision as part of existing and new development.	Westminster City Council (Waste), Westminster City Council (Housing), Greater London Authority, development industry, other business sectors particularly those that generate a significant amount of commercial, or through people's behaviour, municipal waste, local business partnerships.
<b>Sustainable Economy</b>	Continued loss of offices, loss of economic diversity, and loss of key business agglomerations, resulting in a less sustainable	Strong performance of the residential market	Inclusion of strategic jobs target and strategic office jobs targets, and protection of offices in appropriate circumstances	Development industry Key Employment Sectors Business Improvement Districts



	economy, economic resilience and loss of character and reputational damage in the longer term			
Major Transport Projects	Non-delivery of increases in public transport infrastructure capacity, particularly Crossrail	Changes in political priorities. Funding shortfalls.	Support safe-guarding and designation of Crossrail sites. Provision for works in Opportunity Areas. Partnership working on Crossrail and delivery of other major infrastructure.	Government, Transport for London, Mayor of London, Crossrail, Network Rail.
Other Infrastructure	Non-delivery in other infrastructure to support development or changed demographics / behaviour.	Funding shortfalls and competition between competing demands. Lack of long-term planning. Short-term funding regimes.	Robust infrastructure planning throughout the plan to the extent possible. On-going engagement with public and private providers through on-going infrastructure work.	Local Service Providers, utilities companies, development industry, national and regional government including national regulatory bodies, other infrastructure providers.
Inequalities	Increased deprivation and widening inequalities	Economic downturns. Changes in political priorities.	North Westminster Economic Development Area. Identification of infrastructure need. Specific policy for health and well-being.	Government, Westminster City Council, NHS, Job CentrePlus, voluntary sector.
Climate Change	Inability to cope with changed climate	Abrupt changes in local conditions such as weather or sea-level (tipping point passed). Extreme local weather events.	Policies to maximise contribution to adapting to and mitigating climate change (with further detail in City Management policy).	Government, emergency services, NHS, Westminster City Council, energy and water infrastructure sectors.

6.17 The policies within this document will be reviewed annually through the Authority’s Monitoring Report to enable changes where necessary to ensure the plan continues to bring us closer to our vision and delivers our spatial strategy for the future. It will also enable us to adjust that vision if significant events make this necessary. There will also be on-going monitoring of infrastructure delivery, which will either be within the Authority’s Monitoring Report, or in separate documentation, possibly linked to the Community Infrastructure Levy.

## MONITORING FRAMEWORK

6.18 An outline of the plan monitoring framework is set out below. The ‘headline’ objectives against which the performance of the plan policies will be assessed are those set out in Section 1 of Westminster’s City Plan (and listed in summary form below). Against these objectives a series of indicators will be selected to assess the degree to which the plan objectives are being achieved. These indicators, along with related national indicators and relevant regional indicators or targets, will be defined specifically in the Authority’s Monitoring Report (AMR). The initial framework will include the key indicators identified in the table below; this will be refined and developed where necessary and as new data becomes available.

6.19 The AMR will also include an assessment of the sustainability effects of the policies. This assessment framework for this element will be derived from the Sustainability Appraisal of this plan. In addition to this, the council will also regularly report on housing and infrastructure delivery and on receipts and use of planning obligations and, if introduced, Community Infrastructure Levy.

**FIGURE 56** MONITORING FRAMEWORK

HEADLINE OBJECTIVES	KEY INDICATORS’ TOPICS	POLICY REF
Objective 1: To accommodate sustainable growth and change that will contribute to Westminster’s role as the heart of a pre-eminent world class city, building on its internationally renowned business, retail, cultural, tourism and entertainment functions within the Central Activities Zone; to support the unique economic breadth and diversity of the West End and its fringe areas including the Opportunity Areas; whilst maintaining its unique and historic character, mix, functions, and townscapes.	Delivery of commercial floorspace across the Core CAZ, Named Streets and Opportunity Areas Delivery of office floorspace across the Core CAZ, Named Streets and Opportunity Areas Retail development in the West End Special Retail Policy Area (WESRPA), and other shopping centres, and outside shopping centres Hotel development by area Development of new arts and cultural uses by area Entertainment use development by area Development in Paddington, Victoria and Tottenham Court Road Opportunity Areas progress against housing and job targets; and delivery of key social and	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 18, 20, 21, 22, 23, 24, 25, 26, 27, 33, 47.1, 47.2

	transport infrastructure identified in the plan policy Change in land uses in Special Policy Areas. Development affecting identified views.	
Objective 2: To sensitively upgrade Westminster's building stock to secure sustainable and inclusive exemplary design which minimises energy and resource consumption and the production of waste, reduces the impacts of local environmental pollution and meets both today's needs and those of the future, including the effects of a changing climate; creating attractive places that function well whilst ensuring that the historic character and integrity of Westminster's built fabric and places is enhanced.	Design quality (qualitative assessment) Sustainable and inclusive design measures as part of applications and, including where relevant, Code for Sustainable Homes level Protection and creation of heating networks Creation of new heat and cooling networks Extension of existing heat and cooling network Achievement of 20% renewable energy generation New waste and recycling facilities Number of developments permitted against Environment Agency advice on flood risk grounds, Installation of SUDS measures. Numbers of appeals upheld on the grounds of impact on heritage assets or impact on the hierarchy of spaces; Investigation and enforcement relating to the damage of listed buildings during construction of a basement, Numbers of appeals for basements where the refusal relates to non-compliance with the basements policy, Enforcement investigation relating to basements constructed not in accordance with the approved permission, Numbers of basement permissions which include the loss or damage to a tree of townscape of amenity value; and enforcement investigations relating to damage to trees during construction of a basement; Proportion of applications permitted which do not include an adequate volume and minimum soil depth (of 1m plus drainage layer). <sup>1</sup>	25, 26, 28, 28.1, 29, 30, 31, 32, 33, 35, 36, 37, 38, 39, 40, 41, 44, 45
Objective 3: To maintain and enhance the quality of life, health and well-being of Westminster's residential communities; Ensuring that Westminster's residents can benefit from growth and change, providing more employment and housing opportunities, safety and security, and better public transport and local services; to work with our partners to foster economic vitality	Business space development by area (Economic Development Area, Central Activities Zone and Opportunity Areas) Number of vacant units in District Shopping Centres in the Economic Development Area (Church Street/Edgware Road and Harrow Road) Social and community infrastructure improvements and development	1, 3, 4, 5, 6, 8, 9, 10, 12, 13, 14, 19, 28, 28.1, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 41, 42, 43, 44, 45

and diversity, improved learning and skills, and improved life chances in areas of deprivation.	New entertainment uses in the Economic Development Area No of Code of Construction Practice compliant schemes. Numbers of basement construction complaints received by Environmental Health, Numbers of enforcement investigations relating to the discharge of pre-commencement conditions, Numbers of basements in imminent danger of collapse under the London Building Act. <sup>1</sup>	
Objective 4: To increase the supply of good quality housing across all parts of the city to meet Westminster's housing target, and to meet housing needs including the provision of affordable housing and homes for those with special needs.	New homes delivered against target of 7,700 Affordable housing development on site, off site or financial contributions Family housing units Proportion of new homes meeting lifetime standards New care units for elderly people	1, 14, 15, 16, 17
Objective 5: To manage the pressures on the city from its national and international roles and functions, supporting business communities and tourism, and ensuring a safe and enjoyable visitor experience.	Tourism-related and visitor accommodation uses Entertainment uses within Stress Areas Crime rates associated with the 24 hour economy	1, 2, 3, 4, 5, 6, 7, 8, 11, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 31, 32, 33, 34, 35, 36, 37, 41, 42, 43
Objective 6: To accommodate the safe and efficient movement of growing numbers of people entering and moving around Westminster by facilitating major improvements to the public transport system, improving the public realm and pedestrian environment, managing vehicular traffic, and making walking and cycling safer and more enjoyable.	Public transport developments and improvement schemes Walking and cycling infrastructure schemes	3, 4, 5, 6, 7, 41, 42, 43, 44
Objective 7: To protect and enhance Westminster's open spaces, civic spaces and Blue Ribbon Network, and Westminster's biodiversity; including protecting the unique character and openness of the Royal Parks and other open spaces; and to manage these spaces to ensure areas of relative tranquillity in a city with a daytime population increased every day by over one million workers and visitors.	Net change sites of nature conservation importance Net change open space Improvements to parks, play areas and other open spaces (including measures to protect or enhance tranquillity) Green Flag Awards	11, 32, 35, 36, 37, 38, 41

# SUPPORTING INFORMATION

## APPENDIX 1: PROPOSALS SITES

The sites set out in this Appendix are of strategic importance to the delivery of Westminster's City Plan. It includes sites necessary for the delivery of major infrastructure projects, or for the regeneration of an area. It also includes major housing sites located within Flood Zone 3, and housing sites with the capacity for over 100 units, of which a failure to deliver within the plan period would have implications for the housing target and the housing trajectory.

### STRATEGIC SITES FOR PADDINGTON OPPORTUNITY AREA

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
1	Paddington Station, and Environs (including Paddington Mail Centre, W2)	Transport infrastructure	5.90	Network Rail / Royal Mail	Grade I listed station. Crossrail site. Subject to Planning Brief Supplementary Planning Document 2009. Coordinated with Transport for London.
2	St Mary's Hospital, Praed Street, W2	Teaching hospital. Also residential, leisure, offices and retail use.	4.41	NHS / Imperial College	Contains two listed buildings. Principal existing uses are St Mary's Hospital, Imperial Medical College of Science, Technology and Medicine. Subject to Planning Brief Supplementary Planning Document.
3	North Westminster Community School site, North Wharf Road, W2	Priority to social and community. Residential also likely.	1.5	City of Westminster	Subject to Planning Brief Supplementary Planning Document 2010. Planning permission granted.
4	55-67 North Wharf Road, W2	Offices, residential.	0.43	Derwent Valley	Subject to planning permission granted, subject to the completion of a s106 legal agreement, for a mixed use development including offices, residential and retail (10 <sup>th</sup> January 2008).

5	Dudley House, North Wharf Road and 139-147 Harrow Road, W2	Residential, community use and open space/ play space.	0.35	City of Westminster	Subject to Planning Brief Supplementary Planning Document 2009. Housing Renewal site.
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## STRATEGIC SITES FOR VICTORIA OPPORTUNITY AREA

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
6	Victoria Railway Station, SW1	Transport and commercial uses.	4.76	Network Rail and Transport for London	Subject to Planning Brief Supplementary Planning Document. Within Flood Zone 3.
7	Site bounded by Victoria Street, Buckingham Palace Road and Bressenden Place, SW1	Office, retail, theatre, café, restaurant, public house, hotel, residential and social and community	1.8	Land Securities	Subject to Planning Brief Supplementary Planning Document 2011. Within Flood Zone 3. Permission granted 2009. Compulsorily purchased in 2012.
8	Terminus Place, Wilton Road/ Victoria Street, SW1	Offices, retail, transport.	0.73	Transport for London	Subject to Planning Brief Supplementary Planning Document 2011. Within Flood Zone 3.

## STRATEGIC SITES FOR TOTTENHAM COURT ROAD OPPORTUNITY AREA

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
9	Tottenham Court Road Station (Eastern Ticket Hall): Site bounded by 1-23 Oxford St, 1-6 Falconberg Court, 157-165 Charing Cross Road including the Astoria	Transport use, retail, offices, residential.	0.32	Transport for London, Crossrail and Derwent Land	Crossrail site. Subject to Planning Brief Supplementary Planning Document 2009. Permission subject to S106.

	Theatre - the Astoria site, WC2.				
10	Tottenham Court Road Station (Eastern Ticket Hall): 135-155 Charing Cross Road and 12 Sutton Row – the Goslett Yard site, WC2	Theatre/ performance venue. Retail, offices and residential.	0.17	Crossrail	Crossrail site. Subject to Planning Brief Supplementary Planning Document 2009. Permission subject to S106.
11	Tottenham Court Road Station (Western Ticket Hall): Site bounded by 91-101 Oxford Street, 93-102 Dean Street, 1-12 Great Chapel Street and Diadem Court, W1.	Crossrail infrastructure, retail, office and residential.	0.24	Crossrail	Crossrail site. Subject to Planning Brief Supplementary Planning Document 2009. Permission subject to S106.
12	4 -48 Oxford Street, 1-5 Tottenham Court Road, W1	Mixed land uses such as retail and office floorspace.	0.59	Land Securities/ Frognall	Permission granted for part of site.
13	35-50 Rathbone Place, Royal Mail West End Delivery / Sorting Office and car park	Mixed use with residential	0.93	Great Portland Estates	Car park within Crossrail 2 safeguarding area.

## STRATEGIC SITES FOR WEST END SPECIAL RETAIL POLICY AREA

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
14	354-358 Oxford Street, W1	Retail, residential.	0.35	London Underground Lines	LUL site. Subject to Planning Brief Supplementary Planning Document 2009. Permission granted.
15	18-19 Hanover Square, W1	Transport use, office, residential, retail.	0.21	Great Portland Estates	Crossrail site. Subject to Planning Brief Supplementary Planning Document. Permission granted.

16	65 Davies Street, W1	Transport use, office, residential.	0.17	Grosvenor Estate	Crossrail site. Subject to Planning Brief Supplementary Planning Document.
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## STRATEGIC SITES FOR NORTH WESTMINSTER ECONOMIC DEVELOPMENT AREA

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
17	Paddington New Yard, W9	Transport Infrastructure	6.98	National Rail/ Crossrail	Crossrail site. Subject to Planning Brief Supplementary Planning Document 2009.
18	The Travis Perkins Building, 149-157 Harrow Road.	Residential, commercial and community uses, open space.	2.73	Travis Perkins and Westminster City Council	Subject to Planning Brief Supplementary Planning Document 2004.
19	Edgware Road Station, Chapel Street, NW1	Transport, infrastructure, and station improvements, housing, retail	0.86	Transport for London	Subject to Planning Brief. Principal existing use: London Underground station.
20	Land bounded by 129-147 Church Street, 283-317 Edgware Road, 11-13 Paddington Green and Newcastle Place, (West End Green) W2	Retail, residential.	0.56	West End Green Properties	Subject to planning permission for supermarket, over 200 residential units, over 150 holiday let units (21/04/2004).
21	Site bounded by Shroton Street, Cosway Street, Bell Street, and Stalbridge Street, NW1.	School or mix of residential and commercial uses if the school can be provided elsewhere and subject to Policy S34	0.3	Westminster City Council	Potentially capable of 35 new homes subject to addressing the 'in principle' requirements of Policy S34. Subject to Planning Brief Supplementary Planning Document 2012. Housing Renewal site.



22	Site bounded by Luton Street, Bedlow Close, Capland Street, and 60 Penfold Street, NW8,	Extend sheltered housing and provide other new residential, social/ community floorspace, play space, new north/south link between Salisbury Street and Fisherton Street.	0.5	Westminster City Council	Potentially capable of a net gain in 86 additional homes (102 new homes and 16 losses). Subject to draft Planning Brief Supplementary Planning Document 2012. Housing Renewal site.
23	Site bounded by Edgware Road, Hall Place and Crompton Street, known as Parsons House North, W2,	Residential and enhanced communal open space, alongside refurbishment of Parsons House.	1.0	Westminster City Council	Potentially capable of providing 56 new homes. Subject to draft Planning Brief Supplementary Planning Document 2012. Housing Renewal site.
24	Site bounded by Lilestone Street and Lisson Grove, NW8.	Residential, social/ community floorspace and enhanced communal open space.	1.3	Westminster City Council	Potentially capable of providing 37 new homes, approximately 6,000sqm social/ community floorspace. Subject to draft Planning Brief Supplementary Planning Document 2012. Housing Renewal site.
25	Westbourne Green, bounded by railway, Grand Union canal and Westbourne Green Park	Residential, social/ community floorspace including a nursery, retail.	0.8	Westminster City Council	Subject to Planning Brief Supplementary Planning Document 2004. Housing Renewal site.

## STRATEGIC SITES WITHIN FLOOD ZONE 3

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
26	Chelsea Barracks, Chelsea Bridge Road, SW1	Residential, community and local services including shops and green open space for play. Hotel use is likely to be acceptable in principal as part of the mix of uses.	5.15	Qatari Diar	Subject to Planning Brief Supplementary Planning Document 2006.
27	Queen Alexandra Military Hospital, John Islip Street, SW1	Residential, cultural and office use, green open play space.	1.0	Trustees of Tate Gallery	Existing use for administrative and storage purposes for Tate Britain.
28	Ebury Bridge	Residential, social/ community floorspace, refurbished retail and improved public realm	1.9	Westminster City Council	Potentially capable of 265 new homes and 164 refurbished homes. Housing Renewal site.
29	Southern Westminster	Residential including sheltered care, retail and social/ community including refurbishment of school.	0.9	Westminster City Council	Housing Renewal site.

STRATEGIC HOUSING SITES (OUTSIDE THE 3 OPPORTUNITY AREAS,  
NORTH WESTMINSTER ECONOMIC DEVELOPMENT AREA, AND FLOOD  
ZONE 3)

REF. No.	SITE	PREFERRED USES	AREA (HA)	MAJORITY OWNERSHIP	NOTES
30	St. John's Wood Barracks, NW8	Residential with community uses.	2.13		Proposed/estimated 140 residential units.
31	Arundel Great Court, Strand, WC2	Offices, residential, hotel, retail	1.2	Land Securities	Proposed/estimated 151 residential units.
32	38-44 Lodge Road NW8	Residential	0.73		Proposed/estimated 120 residential units.
33	Tollgate Gardens	Residential	1.44	Westminster City Council	Housing Renewal site.
34	Knightsbridge / Hyde Park Barracks	Residential			Change of use from barracks to residential, including full on-site provision of affordable housing and the full range of housing sizes.

# APPENDIX 2: RETAIL HIERARCHY

## INTERNATIONAL SHOPPING CENTRES

	Primary Shopping Frontages
West End	3 - 535 and 4 - 556 Oxford Street 49 - 259 and 50 - 270 Regent Street 1 - 81 and 87 - 180 New Bond Street 1A - 50 (consec.) Old Bond Street
Knightsbridge	2 - 26 and 44 - 130 Brompton Road 127 - 129 Knightsbridge Knightsbridge Green (including arcade)

## WEST END SPECIAL RETAIL POLICY AREA

West End Special Retail Policy Area (WESRPA)	WESRPA covers the West End International Shopping Centre and wider West End area including Soho and Covent Garden, as shown on the Policy S7 map (page 46) and the detailed boundary on the Policies Map.
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## CAZ FRONTAGES

Charing Cross Road, WC2 (part)	These centres are considered appropriate for the provision of strategically important town centre facilities as designated in the London Plan
Covent Garden / Strand, WC2	
Victoria Street, SW1	
Baker Street (south), W1	
Edgware Road (south), W1, W2	
Marylebone Road, NW1, W1	
Marylebone High Street, W1	
Warwick Way / Tachbrook Street, SW1	

## OTHER SHOPPING CENTRES WITHIN THE CENTRAL ACTIVITIES ZONE

Piccadilly, W1	These centres fall within the Core Central Activities Zone, a locality which contains a range of distinct shopping areas, and where retail floorspace is encouraged. They are not designated as CAZ Shopping Frontages, but do contribute to Westminster's unique
Charlotte Street / Fitzrovia, W1	
Wigmore Street, W1	
Shepherd Market, W1	
South Audley Street / Mount Street, W1	

Jermyn Street, W1	and varied world class retail offer and, along with Westminster's designated shopping centres are the subject of 'Health Check' Surveys by the Council every 5 years.
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MARYLEBONE AND FITZROVIA	Core Shopping Frontages	Secondary Shopping Frontages
Chiltern Street / George Street / Blandford Street, W1	3 - 39 and 2 - 60 Chiltern Street 48 - 51 Dorset Street 35 - 53 Blandford Street	43 -67 Chiltern Street 55 - 63 and 48 - 64 Blandford Street 17 - 31, 37 - 39, 36 - 48, and 52 - 64 George Street 5 -10, 46, 47, 52 - 55 Dorset Street 24 - 34, 35 - 41 (consec.) Paddington Street
Cleveland Street, W1		87 - 125 and 139 - 151 Cleveland Street public house on corner of Cleveland and Clipstone Street 30 Clipstone Street
Crawford Street / Seymour Place / York Street, W1	50 - 53 Crawford Street 145 - 161 Seymour Place 85 York Street	15 - 49, 54 - 61 and 81 - 117 (consec.) Crawford Street 94a - 116 and 161a - 163a Seymour Place 74 - 108, 65 - 83 and 87 York Street 7,7a, 9 Wyndham Place
Great Titchfield Street, W1		53 - 69a and 70 - 86 Great Titchfield Street 24 - 25 Langham Street
New Cavendish Street, W1		132 - 146 and 150 - 168 New Cavendish Street 45 - 63 Cleveland Street 1 Foley Street 28 and 29 Hanson Street
New Quebec Street, W1		1 -13 and 14 -25 (consec.) New Quebec Street 69 Upper Berkeley Street
Seymour Place, W1		3 - 23 and 2 - 30 Seymour Place 27 and 51a Upper Berkeley Street 60 - 64 Seymour Street

PIMLICO	Core Shopping Frontages	Secondary Shopping Frontages
Lupus Street, SW1	105 - 129 Lupus Street	50 - 84, 79 - 103 and 131 - 133 Lupus Street 85 - 95 Charlwood Street 134 Alderney Street

Moreton Street, SW1		32 - 54 and 37 - 59 Moreton Street 32 and 34 Lupus Street
Pimlico, SW1	91 -103 Tachbrook Street	87 - 89 Tachbrook Street plus adjacent public house, and Pimlico library and underground station 1 - 7 and 2 - 8 Lupus Street
Strutton Ground / Artillery Row, SW1	2 - 40 and 7 - 51 Strutton Ground	1 - 23 Artillery Row 10, 12, 14 and 15 Greycourt Place 50 - 56 Great Peter Street 3 Strutton Ground, 4 - 16 Artillery Row, 2 Greencoat Place

## MAJOR SHOPPING CENTRES

	Core Shopping Frontages	Secondary Shopping Frontages
Queensway / Westbourne Grove, W2	2 - 186, and 1 - 171 Queensway (including Whiteleys Centre) 1 - 131 and 2 - 112 Westbourne Grove 71 - 83 Bishop's Bridge Road	120 - 134 Bayswater Road 118 - 120 Westbourne Grove 1 - 3 and 2 - 18 Chepstow Road 112a and 112b, and 175 - 181 Queensway 24 - 26 and 39 - 41 and 43 - 47 Hereford Road 88 - 98 Bishops Bridge Road

## DISTRICT SHOPPING CENTRES

	Core Shopping Frontages	Secondary Shopping Frontages
Church Street / Edgware Road, W2	1 - 127 and 2 -140 Church Street 354 - 452 and 283 - 289 plus adjacent major site on corner of Edgware Road and Church Street	304 - 352, 454 - 466, and 349 - 405 Edgware Road 3 - 25 Bell Street 123 - 127 Boscobel Street 93 - 105 and 102 - 110 Frampton Street
Harrow Road, W9, W10	480 - 606 and 355 - 411 Harrow Road	341a - 351, 353a, 353, 413 - 419 Harrow Road 470 - 478, and 608 - 618 Harrow Road 2 - 8 Fernhead Road 2 Elgin Avenue 4 - 16 Great Western Road 2 - 6 Woodfield Place

Praed Street / Paddington, W2 (partly in the Central Activities Zone)		5 - 199, 12 - 74, and 120 - 164 Praed Street plus Great Western Hotel 2 - 24 and 1- 19 Craven Road 1 - 5 South Wharf Road 3 - 18 Bouverie Place 1 - 33 Norfolk Place 2 - 21 and 25 - 27 London Street 1 - 34, 41 and 42 Spring Street
St John's Wood, NW8	1 - 79 and 62 - 142 St John's Wood High Street 1 -19 and 2 - 18 Circus Road 40 Wellington Road 98 Cochrane Street	2 - 10 St Ann's Terrace 98 - 105 St John's Wood Terrace 20 - 28 Circus Road 128 - 132 Allitsen Road 39 - 45 Barrow Hill Road 60 St John's Wood High Street

## LOCAL SHOPPING CENTRES

	Core Shopping Frontages	Secondary Shopping Frontages
Abbey Road / Boundary Road, NW8	63 - 81 Abbey Road	53 - 61 Abbey Road 81 - 113 Boundary Road 1 - 5 Belgrave Gardens
Baker Street / Melcombe Street, NW1	1 - 37 and 14 - 22 Melcombe Street	186 - 236 and 185 - 245 Baker Street 2 - 8 Melcombe Street 4 - 16 and 1 - 9 Glentworth Street
Blenheim Terrace, NW8		1 - 13 and 4 - 26 Blenheim Terrace 37 and 39 Abbey Road
Charlbert Street, NW8	37 - 49 Charlbert Street	51 and 53 Charlbert Street 74 Allitsen Road 37 and 38 St John's Wood Terrace
Clifton Road, W9	1 - 13, 17 - 33, and 4 - 18 Clifton Road	15, and 20 - 34 Clifton Road 43 - 47 Maida Vale 1 - 5 Lanark Place
Connaught Street, W2	9 - 41, 51 - 59a, and 12 - 38 Connaught Street 15 - 31 Kendal Street	10a, 61 - 65, and 40 - 50 Connaught Street 2 - 18 and 3 - 9 Porchester Place 47 and 48 Kendal Street 23 Albion Street

Craven Road / Craven Terrace, W2	34 - 44 Craven Road	32, 46 and 29 - 45 Craven Road 1a - 3,9 - 24a and 27-30 (consec.) Craven Terrace 46 and 77 Gloucester Terrace
Ebury Bridge Road, SW1	3 - 37 Ebury Bridge Road	Public House at 46 Ebury Road and petrol filling station on corner of Ebury bridge Road and Barnabus Street
Elizabeth Street, SW1	34a - 58 and 65 - 79 Elizabeth Street 114 Ebury Street	4 - 24 - 32, 35 - 63 and 81 Elizabeth Street 139 - 147 and 116 Ebury Street 15a - 27 Elizabeth Street
Fernhead Road, W9		61 - 81 Fernhead Road
Formosa Street, W9	2 - 18 Formosa Street	1 - 7 Formosa Street
Harrow Road (East), W9		336 - 372 Harrow Road 1 - 11 and 2 - 6d Maryland Road 2 - 12 and 5 and 7 Sutherland Avenue public house on corner of Amberley Road and Foscote Mews
Harrow Road / Bourne Terrace, W2		264 - 292 Harrow Road 100 - 108 Bourne Terrace
Kilburn Lane, W9	336 - 354 Kilburn Lane	312 - 334 Kilburn Lane
Kilburn Park Road, NW6	227 - 239 Kilburn Park Road	241 - 243 Kilburn Park Road
Lauderdale Road/Castellain Road, W9	1a - 12a Lauderdale Parade	73 - 81 Castellain Road
Ledbury Road, W11	48 - 68 Ledbury Road 170 -176 Westbourne Grove Church at corner of Ledbury Road and Westbourne Grove	
Leinster Terrace, W2	28 - 33 Leinster Terrace	18 - 35 and public house at 17, Leinster Terrace
Lisson Grove, NW8		31 - 51, 57 - 59, and 18 - 46 Lisson Grove 111 Bell Street
Maida Vale, W9	237 - 255 and 290 - 304 Elgin Avenue 168 - 170 Randolph Avenue	288 and 306 - 318 Elgin Avenue 166 and 166a Randolph Avenue
Moscow Road, W2	8 - 16 and 21 - 29 Moscow Road	33 - 51 Moscow Road
Motcomb Street, SW1	1 - 8, 11 - 23, 24 - 28 (consec.) Motcomb Street 2 - 6 and 7 - 12 Halkin Arcade	9 and 10 Motcomb Street 1 - 9 Kinnerton Street 14 - 17 Halkin Arcade 4, 8 and 9 - 11 West Halkin Street 12a, 14 and 15 - 18 Lowndes Street



Nugent Terrace, W9		1a - 11 and 2 - 10 Nugent Terrace
Pimlico Road, SW1	20 - 30a, 40 - 74 and 37 - 107 Pimlico Road 190 - 204 and 225 - 231 Ebury Street 2 and 4 St Barnabus Street	
Porchester Road, W2	3 - 43 and 26 - 38 Porchester Road	40, 44 - 64 and 45 Porchester Road 84 - 86 Bishop's Bridge Road 218 Queensway
Shirland Road / Chippenham Road, W9	174 - 182 Shirland Road	185 - 195, 201 - 207, and 213 - 219 Shirland Road 93 - 99 and 120 - 124 Chippenham Road
Shirland Road Junction, W9		117 - 131 Shirland Road 97 and 128 Elgin Avenue
Westbourne Park Road, W2	69 - 83 Westbourne Park Road	89, 109, 125 - 133, and 137 Westbourne Park Road Supermarket at ground floor Brunel Estate, Westbourne Park Road 75, 104 - 110 Chepstow Road

# APPENDIX 3: KEY PARTNERSHIPS

PARTNERSHIP	LEVEL	EXAMPLES OF PROJECTS / ACHIEVEMENTS	STAKEHOLDERS INVOLVED
Chief Executives' Stakeholder Group	City wide	The group's main objective is to support key local organisations in working to improve the quality of life and wellbeing in Westminster. The group meets to share intelligence and ideas and to build positive and mutually supportive relationships.	Westminster City Council, Metropolitan Police, NHS, JobCentre Plus, Westminster Equalities Partnership, Voluntary Action Westminster, community groups, and the business and housing sectors.
Westminster Health and Wellbeing Board	City wide	Through the Health and Wellbeing Board, the council has a responsibility to join up local health services, social care and health improvement services. The main functions of the Board include assessing the needs of the local population and developing a strategy to tackle those needs.	Westminster City Council, NHS, Westminster Community Network, Westminster Local Involvement Network, Central London Clinical Commissioning Group, West London Clinical Commissioning Group
Greater London Authority and central Government	Regional and national respectively	Statutory bodies who are key delivery partners for the Local Plan.	Greater London Authority, and the wider GLA family including Transport for London. Various departments at national government level who often have funding and monitoring functions.
Central London Forward (Established 2008)	Sub Regional	Central London Forward is an organisation created and funded by seven of the central London boroughs to ensure that they, and other agencies can consider matters on a sub regional basis. It provides a forum for boroughs to come together to ensure their plans fit within the Central London context, as well as ensuring cross boundary issues are resolved. Its primary objectives are to influence policy on major issues affecting Central London, to promote the strategic importance and needs of Central London, and to identify and facilitate coordinated working on areas of mutual interest to partners.	Westminster City Council, City of London, Royal Borough of Kensington & Chelsea, London Borough of Islington, London Borough of Southwark, London Borough of Camden, London Borough of Lambeth.

Cross River Partnership (Established 1995)	Sub Regional	The partnership was originally formed to deliver cross-river infrastructure projects such as the Millennium Bridge and the Golden Jubilee Footbridges. It has since diversified to deliver a wide range of cross-borough regeneration projects to facilitate economic growth, sustainable employment, carbon reduction and quality place-making.	Westminster City Council, London Borough of Lambeth, London Borough of Southwark, City of London, London Borough of Camden, London Borough of Islington, Royal Borough of Kensington and Chelsea, Greater London Authority, Transport for London, Network Rail, Groundwork London, London and Partners, South Bank Employers Group and nine Business Improvement Districts.
Sub-regional housing partnership	Sub Regional	Established by the Greater London Authority, this partnership works to assess housing needs, markets and capacity to provide the strategic housing evidence base (Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment) required by the National Planning Policy Framework, and inform regional housing targets as set out in the London Plan.	Westminster City Council and London Boroughs of Camden, Islington, Enfield, Barnet, Hackney and Haringey.
Cross-borough working	Sub regional / Local Areas	Westminster City Council works closely with neighbouring boroughs. This includes preparation of joint evidence base, delivery of area-based public realm improvements, and co-ordination of regeneration projects and designated shopping centres near borough boundaries. The Localism Act Places a duty to cooperate in relation to planning sustainable development.	Neighbouring (or wider) local authorities as appropriate
Queens Park Community Council	Local Area	A parish council established for the governance of the Queens Park ward, forming a local tier of government. The community council levies a precept on the council tax in the area to fund its activities and can take on a range of powers including neighbourhood planning.	Residents of Queen's Park ward
Neighbourhood Forums	Local Area	Community groups made up of those who live, work or are elected members of a neighbourhood area, created for the purpose of neighbourhood planning under the provisions of the Localism Act.	Groups designated by the council to act in relation to neighbourhood areas that aren't covered by a parish council

The Biodiversity Partnership (Established 2000)	City wide	A partnership of organisations and individuals, the main objective of the partnership is to ensure a healthy future for wildlife in Westminster. This partnership has produced Westminster's Biodiversity Action Plan, writing, producing and monitoring the seven Habitat Action Plans.	Westminster City Council, and several adjoining councils CityWest Homes, Environment Agency, Natural England, London Wildlife Trust, several landowners, British Hedgehog Preservation Society, Greenspace Information for Greater London, Living Roofs org, London Bat Group, River Thames Society, Royal Society for the Protection of Birds, Thames Estuary Partnership, Thames 21, The British Trust for Ornithology, The Thorney Island Society, Volunteers working in association with partner organisations and many more
Area based steering groups	Local Area	Westminster City Council works with a range of stakeholders to deliver a range of area based initiatives and/or projects to improve the quality of areas within Westminster. Some of these steering groups have action plans these include Oxford, Regent and Bond Street (ORB), Chinatown, Edgware Road, Covent Garden, Theatre Land and Leicester Square. While other groups have been developed to manage areas, for example the Savile Row Strategic Group. This group oversees land use issues and public realm projects, and develops training and skills opportunities locally.	Westminster City Council works with a range of stakeholders, these include landowners, Greater London Authority, Transport for London, Business Improvement Districts, Local Development Agency and others
Business Improvement Districts (from 2001)	Local Area	These locally controlled partnerships are made up of groups of businesses. These include Paddington, Baker Street, New West End Company (around Oxford Regent and Bond Street), Heart of London (around Leicester Square and Piccadilly Circus), North Bank (around the Strand), Victoria and Piccadilly & St James's. Within these areas business occupiers pay an additional levy to fund improvements to their local areas, often in conjunction with voluntary contributions with	Westminster City Council and groups of local businesses

		landowners.	
SW1st (Established 2008)	Local Area	A scheme to place local people into jobs with existing employers and those jobs created by the construction and subsequent occupation of new developments.	Westminster City Council and partners
Paddington Waterside Partnership (Established 1998)	Local Area	It aims to maximise the benefits of development for surrounding communities. Its primary functions are to manage a co-ordinated approach to development, to assist companies to deliver their corporate social responsibility (CSR) activities at a local level, and to deliver projects and services on behalf of Paddington Business Improvement District (BID).	Local landowners, developers and occupiers
Paddington (Established 1998) & Victoria (Established 2006) – Social and Community Fund Accounts	Local Area	These community funds were established with the aim to enhance the benefits of new developments in the areas and to integrate developments into the local community. The owners and developers of major sites in these Opportunity Areas and adjacent areas make financial contributions towards this account. The level of contribution is set out in legal agreements. Local communities and voluntary organisations are involved in the bidding for grants from the Social and Community Fund. In Paddington this scheme has successfully secured nearly £3 million for local projects.	Westminster City Council, land owners developers and occupiers
MyWestminster Forums / Westminster Area Forums (Established 2001)	City wide	Mechanism to involve local residents and businesses in local policy decisions, a method to find out ways to access services, identify people's views on these services and to find out what people think of the council.	Westminster City Council

# APPENDIX 4: HOUSING DELIVERY

The table below sets out the projected delivery of housing for the 20 year period 2016/17 - 2036/37. The council anticipates a net increase in conventional housing of 22,041, and a further 4,578 from non-conventional sources. This is based on annual estimates of 183 vacant units bought back into use, 35 non-self contained units, an average of 260 windfalls of over 10 units, and 150 units from schemes of <10 units.

These allowances accord with the London Strategic Housing and Land Availability Assessment 2013. However it is noted that delivery of units, particularly non-self contained units is, in reality, very 'lumpy'. The annual allowance from all sources of housing includes a 5% buffer, although as most sites in Westminster are appropriate for housing, there is already a significant degree of choice and competition.

These are the raw figures shown in Figure 37 Westminster's Housing Trajectory, to deliver against a 20 year target of 21,360 new units.

	Year	Conventional homes from 5-15 year land supply	Allowance for schemes under 10 units	Allowance for windfalls sites of 10+ units	Total conventional units	Bringing vacant homes back into use	Non-self contained units	Cumulative TOTAL
1	2016/17	948	200	100	1248	183	35	1,466
2	2017/18	1324	200	100	1624	183	35	3,308
3	2018/19	1324	150	150	1624	183	35	5,150
4	2019/20	389	150	150	689	183	35	6,057
5	2020/21	389	150	150	689	183	35	6,964
6	2021/22	389	150	300	839	183	35	8,021
7	2022/23	389	150	300	839	183	35	9,078
8	2023/24	389	150	300	839	183	35	10,135
9	2024/25	120	150	300	570	183	35	10,923
10	2025/26	640	150	300	1,090	183	35	12,231
11	2026/27	640	150	300	1,090	183	35	13,539
12	2027/28	640	150	300	1,090	183	35	14,848

13	2028/29	640	150	300	1,090	183	35	16,155
14	2029/30	640	150	300	1,090	183	35	17,463
15	2030/31	640	150	300	1,090	183	35	18,771
16	2031/32	640	150	300	1,090	183	35	20,079
17	2032/33	640	150	300	1,090	183	35	21,387
18	2033/34	640	150	300	1,090	183	35	22,695
19	2034/35	640	150	300	1,090	183	35	24,003
20	2035/36	640	150	300	1,090	183	35	25,311
21	2036/37	640	150	300	1,090	183	35	26,619
	TOTAL	13,341	3,250	5,450	22,041	3,843	735	26,619

FIGURE 57 PROJECTED HOUSING SUPPLY FROM ALL SOURCES 2016/17 – 2036/37

## WINDFALL DEVELOPMENTS

There are a number of unique local circumstances in Westminster which justify the inclusion of windfalls and smaller schemes (which are nearly always windfalls) when demonstrating deliverability in terms of housing land supply, and producing the housing trajectory for Westminster's City Plan.

1. Westminster, being at the heart of Central London, is already densely built up, and has only has brownfield sites, and very few large sites. Any large sites coming forward will be expected to provide either solely housing (with supporting community facilities), e.g. Chelsea Barracks; or mixed uses to include housing, e.g. the three Opportunity Areas designated for mixed use to provide significant employment uses and housing.
2. Because Westminster is intensively built up, over 90% of housing schemes completed in the city have less than 10 additional residential units. Small schemes of less than 10 units produced 3,283 units in the twelve years 2002 to 2013/14, and make up about 33% of additional residential units completed. This equated to an average figure of 274 units per annum from these small sites. An allowance of 200 units per year for small schemes is therefore considered to represent a realistic estimate of likely units arising.

Period	No of < 10 unit schemes	Net units from < 10 unit schemes	Total net units from conventional housing	Percentage of conventional housing from < 10 unit schemes
2002	27	109	703	16%

2003	89	192	1,318	15%
2004	103	234	596	39%
2005/06	169	360	1,809	20%
2006/07	124	252	665	38%
2007/08	92	206	671	31%
2008/09	118	274	850	32%
2009/10	110	243	653	37%
2010/11	134	309	831	37%
2011/12	198	458	837	55%
2012/13	127	286	591	48%
2013/14	163	360	527	68%
Total/ Average	1,454	3,283	10,051	33%

FIGURE 58 RESIDENTIAL SCHEMES WITH 1 TO 9 ADDITIONAL RESIDENTIAL UNITS

3. The market will also dictate when it is viable to redevelop existing housing sites to a higher density. Most of these applications will be ‘windfalls’; though an exception will be existing Registered Provider/CityWest Homes sites, but the majority of these estates are already high density.

4. Westminster’s mixed use policy requires an equivalent amount of residential floorspace be provided in proposals for increases in office floorspace of over 30% of the original building (or less than 400sqm, whichever is greater) . This policy also therefore leads to new housing units in the city, but as with change of use schemes, mixed use developments cannot always be anticipated.

5. Between 2002 and 2009/10, ‘windfalls’ i.e. developments on sites not included in the UDP schedules of Major Development Sites or Opportunity Sites have accounted for 80% of housing units delivered in Westminster. However, the new system of preparing 5-15 year Land Supply Assessments will capture many sites that were previously considered to be ‘windfalls’. So a reduced allowance for windfalls sites with the capacity for 10 plus residential units needs to be made. In the nine year period 2002 – 2010/11, 5,917 completed units were the result of windfall sites of 10 or more units. It is therefore reasonable to make an allowance of 130 units per annum, which represents about 20% of this figure, reflecting the fact that windfalls will be significantly reduced in the future due to the improved site capture afforded by the preparation of the 5 - 15yr supply list. However, at the time of preparation of this Plan most sites which will deliver housing in the city



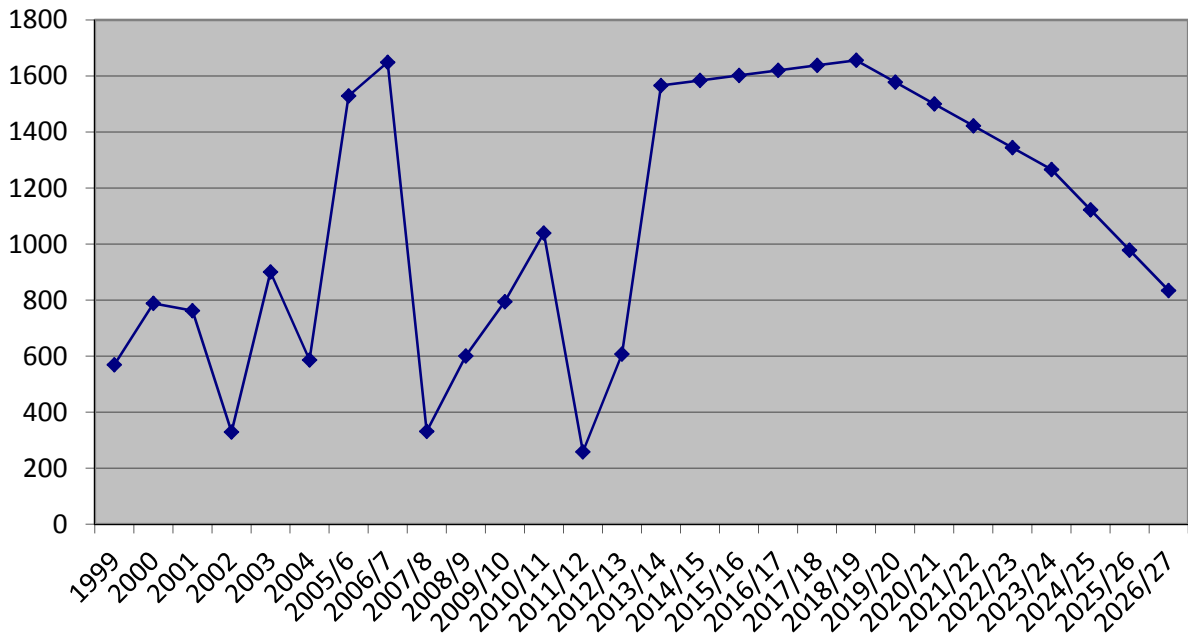
beyond 2021/22 are unknown to the council and therefore must be treated as windfalls, hence the 'windfall' allowance increases over time in the assessment.

## MEETING HOUSING TARGETS

The housing targets for Westminster are updated over time, including through changes to the London Plan. This has made it difficult to assess performance against the London Plan targets because the overall time period has never been completed before the target has been changed. Whenever a new target is introduced, any surplus housing that may have been built in previous years does not count against the new target, and the borough essentially starts from zero again.

The housing trajectory set out at Figure 37 assumes an annual target of 1,068 units. It applies these targets cumulatively over the 20 year time period of the plan. However, the London Plan targets are actually as follows:

1999-2003	No London Plan target
2004-2006/07	970p.a. 1997-2016 or 2,910 for the three year period
2007/08 -2010/11	680p.a. 2007/08-2016/17 or 2,720 for the four year period
2011/12-2014/15	770p.a. 2011/12-2021/22 or 7,700 for the ten year period
2015/16-2036	1,068 p.a., or 21,360 for the twenty year period



**FIGURE 59** HOUSING DELIVERY AGAINST TARGETS 1999-2026/27

The figure above shows past and projected performance against these targets. It also rolls out the target of 1,068 units per year beyond the 2034/35 time period of the London Plan to cover the entire City Plan time period. This figure shows that, although the target may not be reached in any one year, cumulatively sufficient surplus is built up in other years to cover the target over the longer term. When the new 680 p.a. target was introduced in 2007/08, the surplus that had been built up previously was essentially deleted, although in that year the target was exceeded (1,011 homes were delivered) and therefore a surplus was still recorded for that year.

Overall, the figure demonstrates that Westminster has always met its London Plan target, and is confident of doing so in the future.

# APPENDIX 5: UNITARY DEVELOPMENT PLAN POLICIES REPLACED BY WESTMINSTER'S CITY PLAN

<b>Policy</b>	<b>Title</b>
STRA 1	World Class City Status
STRA 2	Capital City Status
STRA 3	Westminster's Central Area
STRA 4	Mixed Use Development
STRA 5	Regeneration and Economic Development
STRA 6	Public and Private Sector Partnerships
STRA 7	Planning Obligations and Benefits
STRA 8	Paddington Special Policy Area
STRA 9	Special Policy Areas
STRA 10	Shopping in Westminster
STRA 11	Shopping in the West End and Knightsbridge International Shopping Centres
STRA 12	Tourism, Hotels and Visitor Attractions
STRA 13	Arts, Culture and Entertainment
STRA 14	Protecting and Providing Housing
STRA 15	A Variety of Housing Types
STRA 16	The Residential Environment
STRA 17	Noise
STRA 18	Crime and Security
STRA 19	Local Community Services
STRA 21	Walking, Cycling and Public Transport
STRA 22	Reducing the Environmental Effects of Transport
STRA 23	Reducing Traffic Congestion and Improving Safety
STRA 24	Servicing, Delivery and Collection
STRA 26	Improving Access to Facilities and Buildings
STRA 27	Standards of Design
STRA 28	Conservation Areas and the World Heritage Site
STRA 29	Listed Buildings, Historic Parks and Gardens, and Archaeology
STRA 30	Views and High Buildings
STRA 31	The River Thames and Canals
STRA 35	Waste Management and Recycling
STRA 36	Metropolitan Open Land and Open Space
STRA 37	Nature Conservation and Biodiversity
STRA 39	Taking Enforcement Action

<b>Policy</b>	<b>Title</b>
CENT 1	The Central Activities Zone
CENT 2	The Central Activities Zone Frontages
CENT 4	Central London Supporting Activities and Local Services
COM 1	Provision for office renewal and growth
COM 2	Offices and Mixed Use Development in Central Westminster
COM 3	Relocation of Uses
H 1	Preventing the Loss of Housing
H 9	Sites for Gypsies
SS1	Protecting A1 Retail
SS2	Protecting Non-A1 Retail
SS 15	Servicing
PSPA 1	Encouraging Area-Wide Regeneration
PSPA 2	Ensuring Mixed Use Development
PSPA 3	Ensuring a Mix of Business Use
PSPA 5	Transport in the PSPA
PSPA 6	Ensuring a High Quality Sustainable Environment
PSPA 7	Retaining and Improving St Mary's Hospital Facilities
ENV 11	Waste Management

# GLOSSARY

A1 Use Class (A1 retail use)	Shops - shops, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, domestic hire shops, dry cleaners, funeral directors and internet cafés in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
A2 Use Class	Financial and professional services – banks, building societies, estate and employment agencies, professional and financial services and betting offices in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
A3 Use Class	Restaurants and cafés – For the sale of food and drink for consumption on the premises –restaurants, snack bars and cafés in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
A4 Use Class	Drinking establishments – Public houses, wine bars or other drinking establishments (but not nightclubs) in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
A5 Use Class	Hot food takeaways – For the sale of hot food for consumption off the premises in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Accessibility	The ability of all people, including elderly and disabled people, those with young children and those carrying luggage and shopping, to reach places and facilities, and to move around and use those places and facilities.
Active frontages	A ground floor frontage which generates passing trade and provides a ‘shop-type’ window display with interest at street level.
Adjoining	Adjoining means any buildings, premises or land which shares a common boundary with the property where basement development is proposed
Air Quality Sensitive Receptors	Comprises schools, day care centres and nurseries, hospitals, care homes for the elderly and similar institutions where occupiers are particularly vulnerable to air pollution.
Affordable housing	Subsidised housing at below market prices or rents intended for those households who cannot afford housing at market rates. The accommodation is usually managed by a Registered Provider.

Affordable business floorspace	Business accommodation at the lower end or below market value. This can include accommodation for B1(a), B1(b) and B1(c) as defined in the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments or retail units.
Amenity	The pleasant or advantageous features of a place which contribute to its overall character and the enjoyment of residents or visitors.
Amenity spaces	Private or public spaces that provide opportunities for informal activities close to home or work and which contribute to the appearance of localities or developments. They are normally small spaces where workers or visitors can relax, areas used for dog walking, play rest or quiet enjoyment, or merely to provide visual amenity in densely built-up developments.
Arts and cultural uses	Includes D1 Non-residential institutions museums and galleries, D2 Assembly and Leisure uses cinemas and concert halls, and <i>sui generis</i> uses theatres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
B1 Use Class	Business – offices, research and development, light industry appropriate in a residential area in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
B2 Use Class	General industrial – in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
B8 Use Class	Storage or distribution – including open air storage in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Basement Development	Basement development includes any excavation to form new or additional floorspace under the ground level of an existing property or within its curtilage and under its garden. It may also include basements which are part of new build development.
Biodiversity	The diversity, or variety, of plants, animals and other living things in a particular locality. It encompasses habitat diversity and genetic diversity. Arising from a belief that biodiversity is of value in its own right and has social and economic value for human society, international treaties and national planning policy expect local development plans to identify and protect a hierarchy of existing areas of biodiversity importance and to provide for the creation of new priority habitats.
Biodiversity Action Plan	Plans prepared at a local, regional and national level setting out priority habitats and species and actions to improve biodiversity

	<p>outcomes. The Local Biodiversity Action Plan is prepared by the Westminster Biodiversity Partnership.</p>
Blue Ribbon Network	<p>A policy designation defined in the London Plan covering London's waterways and water spaces and land alongside them. The Blue Ribbon Network includes the River Thames, the canal network, the other tributaries, rivers and streams within London and London's open water spaces such as docks, reservoirs and lakes.</p>
Brownfield site	<p>Land that is or was occupied by a permanent structure, which has become vacant, underused or derelict and has the potential for redevelopment.</p>
Business Improvement District	<p>Area defined under Part 4 of the Local Government Act 2003 where businesses, through a partnership arrangement, contribute by means of an annual levy over a period of up to five years, to provide funds to secure environmental improvements, to enhance local services such as street cleaning and street wardens, and to carry out economic development activities within that area.</p>
C1 Use Class	<p>Hotels – hotels, boarding and guest houses where no significant element of care is provided in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</p>
C2 Use Class	<p>Residential institutions – care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</p>
C2A Use Class	<p>Secure residential institution – use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</p>
C3 Use Class	<p>Dwelling houses:</p> <p>C3(A)- use by a single person or family houses,</p> <p>C3(B) - houses occupied by up to six residents living together as a single household, and receiving care,</p> <p>C3(C) - groups of people (up to six) living together as a single household,</p> <p>in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</p>

C4 Use Class	Houses in Multiple Occupation: Small shared dwelling houses occupied by between 3 to 6 unrelated individuals, as their only or main residence, who share basic amenities such as kitchen/bathroom.
Carbon footprint	The total set of greenhouse gas emissions caused directly and indirectly by an individual, organisation, event or product.
CAZ	(See 'Central Activities Zone')
CAZ Frontages	Designated shopping streets within the Central Activities Zone, as designated on the Policies Map and set out in Appendix 2.
Central Activities Zone	A diverse area covering Central London and extending across 10 London boroughs, as designated by an indicative boundary in the London Plan. In Westminster, the CAZ comprises eight locally distinct designations as follows: Paddington Opportunity Area; Victoria Opportunity Area; Tottenham Court Road Opportunity Area; Core Central Activities Zone; Marylebone and Fitzrovia; Knightsbridge; Pimlico; and the Royal Parks.
Change of use	A type of development that requires planning permission if it is judged to be 'material'. However, this excludes any change between uses which are within the same use class as defined in the Use Classes Order. It also excludes changes of use that are Permitted Development as defined in the General Permitted Development Order.
Character	The distinctive or typical quality of a building or area; as described by historic fabric; appearance; townscape; and land uses.
Civic Amenity Spaces	Includes civic and market squares and other hard surfaced community areas designed for pedestrians with the primary purpose of providing a setting for civic buildings, and urban spaces for public congregation and public events.
Commercial development / floorspace	Comprises A1 Shops, A2 Financial and professional services, A3 Restaurants and cafés, A4 Drinking establishments, A5 Hot food takeaways, B1 Business and all other B uses, C1 Hotels, private C3 hospitals, private D1 Non-residential institutions such as medical care and schools, private D2 Assembly and leisure such as private gyms and clubs, and commercial <i>sui generis</i> uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Community facilities	See social and community facilities (separate definitions for public and private)



Community Infrastructure Levy	Part 11 of the Planning Act 2008 contains provisions to allow local authorities in England and Wales to establish a Community Infrastructure Levy (CIL). CIL is a financial charge on most types of new development based on simple formulae which relate the size of the charge to the size and character of the development paying. The proceeds of CIL are to be used to fund local and sub-regional infrastructure.
Comparison goods	Predominantly durable goods and services where customers may wish to compare prices/quality/type of product sold, with other similar products sold in other shops. Comparison goods retail use falls within A1 Retail in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Conservation	The process of managing change to a building or place that sustains its heritage values.
Conservation Area	An area of special architectural or historic interest, the character or appearance of which it is desirable to preserve and/or enhance, designated by the local planning authority under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990.
Conservation Area Audit	The council's appraisal programme for conservation areas, and adopted as Supplementary Planning Documents. Each audit provides the detailed assessment of the character and appearance of an area, the analysis and appraisal of key features and guidance to support the implementation of policies designed to preserve and/or enhance these features. Such features include unlisted buildings of interest, spaces and townscape; materials; uses; and important views. Negative features and management proposals are also identified.
Convenience goods	Basic goods or services which people may need on a weekly, if not daily, basis. Convenience goods retail uses include grocers and newsagents, and fall within A1 Retail in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Core Shopping Frontage	Shopping frontage in a Major, District or Local Shopping Centre where a high proportion of premises at ground floor level are in A1 Retail use, as designated on the Policies Map and set out in Appendix 2.
Creative Content	A sub-sector of Creative Industries including enterprises that produce intellectual property, usually copyright protected, distributed to customers and audiences through sales, advertising or subscription to earn revenue. Examples are broadcasters, record companies, and all kinds of publishers including software, computer games and electronic publishing.

Creative Experience	A sub-sector of Creative Industries in which the core business model is based around selling the right for consumers to witness or experience specific activities, performances or locations. These include live theatre, music, opera and dance.
Creative Industries	Generic term for the following sub-groups defined within the Glossary: Creative Content Creative Experience Creative Originals Creative Services
Creative Originals	A sub-sector of Creative Industries 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.
Creative Services	A sub-sector of Creative Industries including enterprises based around providing Creative Services for clients earning revenues in exchange for giving up their time and intellectual property. Examples are architects, advertising agencies, graphic design, new media design and post production.
Credits	Where floorspace is delivered and registered as a credit, which is then used to off-set a policy requirement for that floorspace generated by another scheme at a later date.
Crossrail	A proposed rail link from Maidenhead and Heathrow Airport in the west, through London including Central London, Canary Wharf and Stratford, into Essex and Kent in the east, as provided for in the Crossrail Act 2008.
Crossrail 2	A proposed rail link crossing Central London, potentially from Hackney to Clapham Junction or Wimbledon, the exact route of which has not been determined. Originally proposed in 1989, part of the route has been safeguarded by the Secretary of State.
Cross River Partnership	A partnership organisation established in 1995 to secure the economic regeneration of areas in Westminster, the City of London, Lambeth and Southwark, on both sides of the River Thames between Vauxhall Bridge and Tower Bridge.
D1 Use Class	Non-residential institutions – clinics, health centres, crèches, day nurseries, day centres, schools, art galleries, museums, libraries, halls, places of worship, church halls, law courts, non-residential education and training centres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

D2 Use Class	Assembly and leisure – cinemas, music and concert halls, bingo and dance halls (but not nightclubs), swimming baths, skating rinks, gymnasiums or sports arenas (except for motor sports, or where firearms are used) in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Decentralised energy generation	The generation of electricity near to where it is used, thereby avoiding the wastage of traditional, centralised power stations.
Development	The carrying out of building, engineering, mining or other operations in, on, over or under the land; or the making of any material change in the use of any buildings or other land, as defined in the Town and Country Planning Act 1990 as amended. Unless it is defined under the Act as ‘permitted development’, planning permission is required for the carrying out of any development of land.
Disabled person	A person who has either a physical, sensory or mental impairment that has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities, in accordance with the Disability Discrimination Act 2005.
District Parks	Large areas of open space that provide a landscape setting with a variety of natural features providing for a wide range of activities, including outdoors sports facilities and playing fields, children’s play for different age groups and informal recreation pursuits, with a size guide of 20 hectares.
District Shopping Centre	Service centre, usually with up to one hundred commercial premises of various kinds, with a predominantly retail function, as designated on the Policies Map and set out in Appendix 2.
Entertainment Uses	<p>Comprises A3 Restaurants and cafés, A4 Public houses and bars, A5 Takeaways, and other entertainment uses including D2 live music and dance venues and <i>sui generis</i> uses nightclubs, casinos and amusement arcades in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</p> <p>There are some uses (for example <i>sui generis</i> private members’ clubs, restaurants and casinos in hotels, and premises that contain a mix of retail and entertainment) where the nature of the use and its impact on the local environment is such that these will be considered under the entertainment policies.</p> <p>The entertainment uses that are not considered within this definition are sports halls, swimming baths, gymnasiums, skating rinks, other indoor or outdoor sports or recreation areas, concert halls, cinemas and theatres.</p>

Essential Infrastructure	Comprising essential transport Infrastructure that must cross areas of higher flood risk, essential utility infrastructure and wind turbines as set out in the Technical Guidance to the National Planning Policy Framework.
Exception Test	A test set out in the National Planning Policy Framework to be used if application of the Sequential Test is not possible. The test provides a method for managing flood risk while still allowing necessary development to occur.
Flood-related infrastructure	Includes infrastructure to defend against and manage flooding from a number of sources including tidal and fluvial flooding and surface water flooding, such as the Embankment Wall and Thames Tunnel.
Flood Risk Assessment	An assessment required at planning application stage, in specified circumstances, as set out in the National Planning Policy Framework, to identify and assess the risks of all forms of flooding to and from the development, and how these risks will be managed.
Flood Zone 2	An area defined by the Environment Agency as having a medium probability of flood risk: Assuming that no tidal defences are in place, Flood Zone 2 has between a 1 in 100 and 1 in 1,000 annual probability of river flooding or between a 1 in 200 and 1 in 1,000 annual probability of flooding from the sea.
Flood Zone 3	An area defined by the Environment Agency as having a high probability of flood risk: Assuming that no tidal defences are in place, Flood Zone 3 has a 1 in 100 or greater annual probability of river flooding or a 1 in 200 or greater annual probability of flooding from the sea.
Garden Land	The site area excluding the footprint of the original building.
General Permitted Development Order	Regulations made by the Secretary of State, amended from time to time, defining a wide range of minor operation and changes of use which constitute development, but which can be carried out without obtaining specific planning permission.
Greater London Authority	Regional government organisation established by the Greater London Authority Act 1999. It comprises a directly elected Mayor, a separately elected Assembly body, and a number of officers, including those within the wider Greater London Authority family of agencies including Transport for London, the Metropolitan Police Authority, the London Fire and Emergency Planning Authority and the London Homes and Communities Agency.
Green Corridors	Almost continuous areas of open space which are linked and may not be publicly accessible. They can act as conduits for plants and animals

	and serve amenity, landscape and access roles.
Green infrastructure	Parks, public and private squares and gardens, green spaces on council estates, linear open spaces, graveyards, private residential gardens, trees, green roofs and green landscaped areas.
Heritage	Resources inherited which people value for more than their function.
Heritage assets	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Designated heritage assets, as set out in the National Planning Policy Framework, are listed buildings, scheduled monuments, conservation areas, registered parks and gardens, and the World Heritage Site. Other heritage assets may be identified by the local planning authority (including local listing).
HS2	A high speed rail proposal, initially from Birmingham to Euston.
Highly Vulnerable Uses	Comprising basement dwellings, police stations, ambulance stations and fire stations and command centres and telecommunications installations required to be operational during flooding, emergency dispersal points, caravans, mobile homes and park homes intended for permanent residential use, and installations requiring hazardous substances consent as set out in the Technical Guidance to the National Planning Policy Framework.
Historic fabric	Surviving original and historic fabric in the form of buildings, their structure, details and decoration.
Host Scheme	The scheme which credits are drawn down against. These are developed at a later date than the credit scheme and use the floorspace delivered by the credit scheme to meet floorspace requirements of other policies.
Hostels	Residential accommodation, usually not self-contained, often for a particular group of people and classified as <i>sui generis</i> uses where no significant element of care is provided in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. This does not include 'youth hostels' as these are a type of visitor accommodation (C1 Use Class).
Hotels	Includes all hotels, guest houses, apart-hotels, bed and breakfast accommodation and other similar tourist accommodation, including tourist hostels.
Houses in Multiple Occupation	A single residential planning unit which is occupied by persons as their main or only residence, who do not form a single household.

	<p>The living accommodation will normally be rooms or bedsits with some shared facilities e.g. kitchens and bathrooms, but could contain residential spaces with exclusive use facilities. HMOs are C4 Use Class and a <i>sui generis</i> use in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</p>
Inclusive design	<p>Consideration at the design stage to ensure that development makes provision for everyone. Inclusive design addresses the needs of those with mobility difficulties, poor vision and other physical disabilities. Inclusive design also aims to meet the needs and convenience of others such as people with small children, those carrying heavy or bulky items and the elderly.</p>
Institutional Use	<p>Non-governmental institutions such as professional, research and development, cultural, learned and education, charitable institutions and trade federations.</p>
International Shopping Centre	<p>Shopping centre at the top of London's retail hierarchy of international reputation and attracting global visitors, as designated on the Policies Map and set out in Appendix 2.</p>
In-vessel composting	<p>An industrial form of composting biodegradable waste within an enclosed container, where conditions such as air flow, temperature and emissions are controlled.</p>
Land use swaps and packages	<p>Where two (land use swap) or more (land use package) sites are considered as a single application for the purposes of determining a planning application. These are used to provide the floorspace required by policies over more than one site.</p>
Layout	<p>The way buildings, routes and open spaces are placed in relation to each other.</p>
Legibility	<p>The degree to which a place can be easily understood and moved through.</p>
Linear Open Spaces	<p>Open spaces and towpaths alongside the Thames, canals and other waterways; paths; disused railways; nature conservation areas; and other routes that provide opportunities for informal recreation. Often characterised by features or attractive areas which are not fully accessible to the public but contribute to the enjoyment of the space.</p>
Listed Building	<p>A building of special architectural or historic interest, as listed under Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Listed Buildings are classified into three grades, with Grade I buildings being of exceptional interest, Grade II* being particularly important buildings of more than special interest. Most Listed Buildings are Grade II. See also heritage assets.</p>

Local Development Framework	The plan-making system set out in the Planning and Compulsory Purchase Act 2004, and comprising a number of documents as set out in Figure 1.
Local Development Scheme	A document which forms part of the Local Development Framework, and which sets out the programme for preparation of the Local Development Framework documents.
Local distinctiveness	The positive features of a place and its communities which contribute to its special character and sense of place.
Local Parks	Providing for court games, children's play, sitting out areas and nature conservation areas, with a size guide of two hectares.
Local service provision facilities	Local community facilities providing a range of local services which may include council services ('One Stop Shop' type provision), housing estate offices, and spaces for other local service providers and/or the voluntary sector.
Local service provider	Westminster City Council, the National Health Service or related organisations such as a Primary Care Trust, the Metropolitan Police, Registered Provider and other public sector services such as job centres and courts, and voluntary sector organisations operating within the borough. These are public social and community uses.
Local Shopping Centre	Small centre, usually containing convenience goods shops, local service uses, restaurants, cafés and pubs, mainly providing facilities for people living or working nearby, as designated on the Policies Map and set out in Appendix 2
London Plan	London's Spatial Development Strategy published by the Mayor of London under the provisions of the Planning and Compulsory Purchase Act 2004.
London Squares	A garden or enclosed or unenclosed land protected by the London Squares Preservation Act 1931.
Major development (Large scale)	Development where: the proposed number of new residential units to be attained from the proposal is 200 or more or a site area of over 4 hectares; or the proposed gross floorspace to be built created is 10,000 sqm or more or a site area of 2 hectares or more
Major development (Small scale)	Development where: the proposed number of new residential units to be attained from the proposal is between 10 and 199 or a site area of between 0.5 hectares and less than 4 hectares; or the proposed gross floorspace to be built created is between 1,000

	sqm and 9,999 sqm or a site area of between 1 hectares and less than 2 hectares
Major Shopping Centre	Predominantly retail centre providing a range of services to a wide catchment area, as designated on the Policies Map and set out in Appendix 2.
Mayor of London	A directly elected Mayor with a wide range of functions relating to the governance of Greater London as set out in the GLA Act 2007.
Metropolitan Open Land	Strategically important open space defined in the London Plan. In Westminster, this comprises the Royal Parks – St James’s Park, Hyde Park, Kensington Gardens, Green Park and Regents Park.
Metropolitan Parks	Large areas of open space that provide a range of facilities and features offering recreational, ecological, landscape, cultural or green infrastructure benefits at a sub-regional level, are readily accessible by public transport and are managed to meet best practice quality standards, with a size guide of 60 hectares.
More Vulnerable Uses	Comprising hospitals, residential institutions such as residential care homes, children’s homes, social services homes, prisons and hostels, buildings used for dwelling houses, student halls of residence, drinking establishments, nightclubs and hotels, non-residential uses for health services, nurseries and educational establishments, and landfill and sites used for waste management facilities for hazardous waste as set out in the Technical Guidance to the National Planning Policy Framework.
Named Streets	Specific streets in Marylebone and Fitzrovia which are treated as part of the Core Central Activities Zone. These are Edgware Road, Baker Street, Marylebone Road, Portland Place, Park Crescent and Great Portland Street.
National Planning Policy Framework (NPPF)	A document setting out the Government’s planning policies for England and how these are expected to be applied, providing a framework within which local and neighbourhood plans can be produced. This document must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
Noise Sensitive Receptors	Comprises residential use, educational establishments, hospitals, hotels, hostels, concert halls, theatres, law courts, and broadcasting and recording studios.
Non-A1 retail uses	Comprises A2 Financial or professional services, A3 Restaurants and cafés, A4 Drinking establishments (not nightclubs), A5 Hot food takeaways in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.



Oasis Areas	As provided for in Policy S 7 and locations as indicated on the West End Special Retail Policy Area Map as follows: 1. Junction of Oxford Street with Balderton Street (leading to Brown Hart Gardens); 2. St Christopher's Place; 3. Junction of Oxford Street with Woodstock Street; 4. Vere Street; 5. Old Cavendish Street; 6. Cavendish Square; 7. Argyll Street and Little Argyll Street; 8. Ramillies Place; 9. Hanway Street and Hanway Place; 10. Golden Square; 11. Warwick Street; 12. Glasshouse Street and Air Street; 13. Swallow Street.
Open space	Includes all parks and gardens, regardless of size (whether public or private); the River Thames and the canals and their towpaths; civic spaces; children's playgrounds, including school playgrounds; ballcourts and other outdoor sports facilities; amenity green spaces, such as open spaces on housing estates; churchyards; and community gardens.
Open space network	Includes all open spaces, plus other spaces that provide a break from the densely built-up urban form, such as pedestrianised areas and station concourses; hard-landscaped areas with private access; pedestrian/cycle and wildlife routes; and all the green infrastructure that links open spaces together, including green corridors, private residential gardens, trees, green roofs, and green landscaped areas.
Opportunity Areas	Areas defined in the London Plan that provide London's principle opportunities for accommodating large-scale development to provide substantial numbers of new employment and housing opportunities with good public transport accessibility.
Original building	In relation to a building existing on 1st July 1948, as existing on that date and, in relation to a building built on or after 1st July 1948, as so built.
Permitted development	Development which is granted planning permission under the terms of the Town and Country Planning (General Permitted Development) Order 1995 (as amended)(GPDO). This includes, for example, many changes of use such as a change from a restaurant (A3 Use Class) to a shop (A1 Use Class) as set out in the GPDO.
Planning obligation	An enforceable compact associated with the use and development of land. This may be either an agreement between a local planning authority and an organisation or individual having an interest in land; or a unilateral undertaking given by an applicant for planning permission. An obligation usually involves a restriction on the use or development of land; or a specific requirement about an operation or activity to be carried out on land; or a requirement that land should only be used in a specified way; or the payment of a sum or sums of money.

Planning permission	A written consent to the carrying out of “Development” issued by a local planning authority or, on appeal, by a Planning Inspector or the Secretary of State. The permission is normally subject to conditions and will lapse if the development is not started within a stated period of time. Planning permission for buildings may be in outline where the principle is approved, subject to the later submission of further applications for the approval of reserved matters.
Pocket Parks	Small areas of open space that provide natural surfaces and shaded areas for informal play and passive recreation that sometimes have seating and play equipment, with a size guide of under 0.4 hectares.
Primary Shopping Frontages	The main shopping frontage in the International Shopping Centre, with the highest proportion of premises at street level in A1 retail use, as designated on the Policies Map and set out in Appendix 2.
Priority species and habitat	Species and habitat are identified at national, regional and local level. The UK Biodiversity Partnership produce a list of species and habitats that are a priority for nature conservation action to prevent their decline. There is similarly a Biodiversity Partnership at regional and local level (see also Biodiversity Action Plan).
Private members’ clubs	Clubs which are only open to members who pay a subscription and may also have to meet other criteria. These are considered to be a private leisure use, and are <i>sui generis</i> uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Policies Map	The adopted Policies Map illustrates the policy and proposal site boundaries referred to in Westminster’s City Plan. It will be revised as each new Development Plan is adopted, and it should always reflect the up-to-date planning strategy for the area.
Public buildings	A range of uses within the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. Comprised of cinemas, concert halls, theatres, clubs (excluding sports and private members’ clubs, casinos and live entertainment), embassies and consulates, armed forces, museums, art galleries, broadcasting non-active entertainment, courts, emergency services, palaces, places of worship, places of active public entertainment, sports centres and gyms.
Public realm	The parts of the city which are available free for everyone to use or see, including streets, squares and parks.
Rapid Inundation Zone	Low-lying areas close to the River Thames which would rapidly inundate to significant levels if the Embankment Wall was breached.

Registered Historic Parks and Gardens of Special Historic Interest	Designed ornamental landscapes, gardens or other land which are included in the Register of Parks and Gardens of Special Historic Interest in England, compiled by English Heritage. Parks and gardens on the register are graded in the same manner as listed buildings in order to reflect the importance of the garden or park (Grades I, II* and II). See also heritage assets.
Registered Providers	Organisation registered with the Homes and Communities Agency. The organisations concerned may be housing associations which are registered charities, or non-profit making provident societies or companies.
Residential development	Comprises C3 Dwellinghouses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Retail	Includes all A-Class uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. See A1 Use Class (A1 retail use), and Non-A1 retail uses.
Retrofitting	Adding new features to an existing building (to improve its performance).
Secondary Shopping Frontage	Shopping frontage in a Major, District or Local Shopping Centre where there is a mix of A1 and non-A1 retail uses, as designated on the Policies Map and set out in Appendix 2
Section 106 agreement	An agreement made under Section 106 of the Town and Country Planning Act 1990 to secure a planning obligation.
Sense of place	The unique perception of a place created by its local buildings, streets, open spaces and activities. The more distinctive the place the greater the sense of it being special. A character which is greater than the sum of the constituent parts.
Sequential Test	A test set out in the National Planning Policy Framework to direct the most vulnerable development to areas of lowest flood risk, to be used when drafting site or land allocation Development Plan Documents and when determining individual planning applications for any development other than minor development and changes of use.
Shopping Centres	Designated areas containing a high proportions of A1 retail use, classified as International Shopping Centres, CAZ Frontages, Major, District and Local Shopping Centres, based on their size, location, catchment, character and function, as designated on the Policies Map and set out in Appendix 2.
Shopping Frontage	A street level frontage characterised by a predominance of shop-type

	premises.
Sites of Importance for Nature Conservation (SINCs)	The Greater London Authority designated SINCs to highlight areas of ecological value that are rich in wildlife within the city. The sites are graded as being of Metropolitan, Borough or Local Importance. Sites of Metropolitan Importance are those which contain the best examples of London's habitats and rare species that are of significance to London. Sites of Borough Importance are those identified to have an importance to Westminster, and any damage would mean a significant loss to the city. A site of Local Importance is identified because of its value to the nearby community, especially in areas that are deficient in wildlife sites.
Small Open Spaces	Gardens, sitting-out areas, children's play spaces or other areas of a specialist nature, including nature conservation areas, with a size guide of under two hectares.
Social and community facilities (private)	Includes hospitals, clinics, primary and secondary schools, colleges, crèches, nurseries, gyms and fitness clubs, and other leisure clubs, where the services are provided on a commercial basis, for residents, workers, non-residents and visitors. These private social and community facilities are comprised of buildings and external spaces, with uses within classes C2, D1, D2 and possibly some sui generis uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.
Social and community facilities (public)	These facilities are available to, and serve the needs of local communities and others provided by a local service provider or are often funded in some way by a grant or investment from a government department or public body or the voluntary sector. Social and community facilities are comprised of buildings and external spaces. They include social services uses such as day-care centres, luncheon clubs, and drop-in centres, facilities for children and families, elderly people, people with mobility and/or sensory impairments, people with HIV/AIDs or other diseases covered under the Disability Discrimination Act, people with mental health or substance misuse problems. Other facilities include education facilities such as schools, colleges and universities, health facilities, recreation facilities such as playgrounds, leisure centres, sports pitches and associated buildings, youth centres and local arts facilities. Libraries, places of worship, courts, general and social uses such as community meeting facilities, community halls, public toilets, facilities for emergency services, fire, ambulance and police. The public social and community facilities are in classes C2, D1, D2 and possibly some sui generis uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Specialist housing	Affordable housing, hostels, Houses in Multiple Occupation, housing for those with special needs including elderly people, students, people with learning or physical disabilities, or mental health problems, or other supported accommodation. These fall within the C2 and C3 Use Classes, or are classified as <i>sui generis</i> uses.
Strategic Cultural Areas	Mixed use areas with strong arts, or cultural or entertainment character, as designated on the Policies Map.
Strategic Flood Risk Assessment	A document prepared by the local planning authority to provide information on areas that may flood and on all sources of flooding as required by the National Planning Policy Framework.
Stress Areas	Areas identified by the council where it believes that restaurants, cafés, takeaways, public houses, bars and other entertainment uses have become concentrated to an extent that harm is being caused to residential amenity, the interests of other commercial uses, the local environment, and to the character and function of the locality.
<i>Sui Generis</i> Uses	Those uses outside of any of the defined Use Classes in the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments, including those specifically listed in that Order as <i>sui generis</i> , including amusement centres, hostels providing no significant element of care, houses in multiple paying occupation, launderettes, nightclubs, petrol filling stations, shops selling and/or displaying motor vehicles, taxi and minicab businesses, theatres. This list is not a comprehensive summary of all <i>sui generis</i> uses.
Sustainable communities	Some of the key elements are: a flourishing local economy; strong leadership to respond positively to change; effective engagement and participation by local people, groups and businesses, especially in the planning, design, and long-term stewardship of their community and an active voluntary and community sector; a safe and healthy local environment with well-designed public and green space; sufficient size, scale and density, and the right layout to support basic amenities in the neighbourhood and minimise the use of resources; good public transport and other transport infrastructure both within the community and linking it to urban, rural and regional centres; buildings – both individually and collectively – that can meet different needs over time and that minimise the use of resources; a well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages, and incomes; good quality local services, including education and training opportunities, health care and community facilities especially for leisure; a diverse, vibrant and creative local culture, encouraging pride in the community and cohesion within it; a “sense of place”; and the right links with the wider regional, national and international community <sup>i</sup> .

Sustainable development	Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. There are five principles of sustainable development shared across the UK: living within the planet’s environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; using sound science responsibly; and promoting good governance. Sustainable development is the golden thread underpinning planning, including this local plan. In order to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously.
Sustainable transport modes	Walking, cycling and other non-vehicular means of movement; public transport including rail, Underground, buses, coaches, passenger ferry, light rail/tram and licensed cabs; and high occupancy and electric vehicles.
Tall building	A building significantly taller than its surroundings.
Thames Policy Area	A policy designation identified in the London Plan and defined on the Policies Map.
Tidal breach flood level	Predicted depth to which flooding will occur for a breach in the tidal flood defence walk. These have been modelled in Westminster’s Strategic Flood Risk Assessment.
Tourist attractions	Includes museums and galleries (D1 Non-residential Institutions), theatres ( <i>sui generis</i> ), concert halls (D2 Assembly and Leisure), unique attractions such as London Zoo, Lord’s Cricket Ground and Madame Tussards, internationally important cultural institutions, and buildings of state and Royal Palaces (Houses of Parliament, Westminster Abbey, Buckingham Palace, Horse Guards).
Town Centre Use	A use serving visiting members of the public which may be appropriate at ground floor level in a designated Shopping Centre. Town centre uses include A1 retail uses, non-A1 retail uses, health uses, libraries, entertainment facilities, hotels and offices.
Use Class Order	A statutory instrument made by the Secretary of State under section 22 of the Town and Country Planning Act 1990, subsequently amended several times, setting out broad classes of use for land and buildings. Under provisions in the Town and Country Planning (Use Classes) Order 1987 (as amended), a change from one use to another within the same use class does not need planning permission. For example, change from a book shop (A1 Use Class) to a shoe shop (also A1 Use Class) does not require planning permission as they are in the same use class category.
West End	Designation which collectively describes Westminster’s three main

International Shopping Centre	shopping streets: Oxford, Regent and Bond (Old and New).
“Westminster City Plan” - Sustainable Community Strategy	Westminster’s Sustainable Community Strategy as required by the Local Government Act 2000.
Windfall development	Development that has not planned for and is not included in the identified Proposals Sites or the rolling housing land supply as set out in Policy 54.
Workshops and studios	Flexible spaces for B1 use that includes features like floor loadings capable of supporting machinery, ceiling heights suitable for the use of machinery and hoists, provision of a goods lift, wide doors and corridors to allow movement of large equipment / materials, servicing for goods vehicles.
World Heritage Site	An area inscribed on the World Heritage List for its “outstanding universal value” under the UNESCO Convention concerning the Protection of the World’s Cultural and Natural Heritage.

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<sup>i</sup> As set out in Westminster City Council Sustainable Communities – building for the future, 2003

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# City of Westminster

Westminster City Hall, 64 Victoria Street, London SW1E 6QP  
Planning policy helpline: 020 7641 2503  
[www.westminster.gov.uk/revision-westminsters-city-plan](http://www.westminster.gov.uk/revision-westminsters-city-plan)