

Integrated Impact Assessment

Submission Draft (Regulation 22) Basement Revision



Revision to Westminster's City Plan

November 2015



City of Westminster

Non-Technical Summary

This Integrated Impact Assessment (IIA) report documents the assessment of the predicted social, environmental, economic, health and wellbeing, crime and disorder and equalities effects of the Basement Revision to Westminster's City Plan. It is intended to identify the nature and importance of these effects, and the need for any additional measures to mitigate them, to help ensure the City Council takes a properly informed decision on the proposed Revision.

The IIA fulfils the requirement for a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). It also provides the basis for the council to demonstrate that it has considered the equalities impacts of its decisions as a step in meeting the Public Sector Equalities Duty imposed by section 149 of the Equality Act 2010. The IIA also considers crime and disorder matters in accordance with The Crime and Disorder Act 1998 (as amended by the Police and Justice Act 2006) and again will provide the basis for the council to demonstrate it has met its duties under this legislation. Although not a statutory requirement, a Health Impact Assessment has also been included in this IIA as a matter of good practice. This is intended to help ensure that so far as possible, policies actively promote health gain for the local population, reduce health inequalities and do not actively damage health. This is particularly important in light of the Health and Social Care Act 2012 which transferred statutory responsibility for public health to local authorities.

The integrated approach avoids the need to undertake and report on separate assessments, seeks to reduce any duplication of assessment work and benefits from a shared understanding of the policies across the different cross-cutting issues assessed and a more comprehensive approach.

The IIA is part of a process intended to show how sustainability and other cross-cutting issues have been taken into account by the City Council in drawing the policy up and taking it through the legal process for formal adoption.

What is the Basement Revision to Westminster's City Plan?

This is the first of seven separate revisions to Westminster's City Plan:

1. Basement Revision to Westminster's City Plan
2. Vacant Building Credit Revision to Westminster's City Plan

3. Special Policy Areas and Policies Map Revision to Westminster's City Plan
4. Mixed Use Revision to Westminster's City Plan
5. Energy Revision to Westminster's City Plan
6. Revision to Westminster's City Plan (all remaining policies except waste)
7. Waste Revision to Westminster's City Plan

However, it should be noted that the first 5 revisions may emerge in a different order than set out above.

How was the Basements Revision to Westminster's City Plan Assessed?

The assessment of the Basements Revision to Westminster's City Plan has been undertaken using an objectives-led approach. The IIA objectives (shown below) have been informed by the baseline evidence, the consideration of key sustainability issues for Westminster and the review of plans and programmes. It has built on objectives identified within previous IIAs. Each objective is supported by a series of guide questions (see Table 2). All of this information was set out in the IIA Scoping Report prepared to support revision of Westminster's City Plan, which was consulted on between 17 June and 30 July 2014 and can be viewed [here](#).

IIA Objectives

1. To create cohesive, inclusive and safe communities
2. To reduce crime and the fear of crime
3. To ensure provision of appropriate housing types to reduce homelessness, reduce overcrowded households and meet the demand for affordable housing and family sized units
4. To promote and improve health and wellbeing
5. To reduce greenhouse gas emissions and support climate change adaption
6. To reduce the use of limited natural resources e.g; water, fossil fuels, quarried materials, wood
7. To reduce flood risk, promote sustainable urban drainage, protect surface and groundwater quality

8. To protect, enhance and create environments that encourage and support biodiversity
9. To improve Air Quality
10. To reduce noise and the impact of noise
11. To reduce the need to travel, the use of private motorised vehicular transport as well as encourage walking, cycling and the use of public transport
12. To reduce waste production and increase recycling, recovery and re-use of waste
13. To conserve and enhance the historic environment and architectural, archaeological and cultural heritage
14. To enhance public realm and street improvements
15. To protect, enhance and seek opportunities to increase open space
16. To ensure equality of opportunities, and support sustainable economic growth throughout Westminster
17. To maintain economic diversity and support sustainable economic growth

In this report, the Basement Revision to Westminster's City Plan has been assessed against these 17 objectives and given a positive, neutral or negative score with a commentary.

The IIA process has run alongside developing the basement policy. As well as assessing the policy itself, the legislation and associated guidance requires the assessment of reasonable alternatives to the policy being proposed by the City Council. These alternatives have been informed by previous informal and formal consultation exercises carried out as part of policy development as follows:

- [City Management Plan Policy Options January 2011](#)
- [City Management Plan Consultation Draft November 2011](#)
- [Basements Booklet No. 3 LDF Consultation October 2013](#)
- [Publication Draft \(Regulation 19\) Basement Revision](#)

In addition, comments received in response to consultation, which can themselves be considered to be reasonable alternatives, have also been assessed.

The issue

Westminster's high land values and limited opportunities for larger scale redevelopment in turn has led to greater pressure for extensions to existing buildings. In recent years basement development has become increasingly popular in Westminster.

Year	Permitted Applications	Refused Applications	Total
2010-2011	64	26	90
2011-2012	142	23	165
2012-2013	121	18	139
2013-2014	123	19	142
Total	450	86	536

These have been approved all over the City, but with particular concentrations in residential areas like Belgravia, Knightsbridge, Bayswater, St. John's Wood and the West End. Basements can be a discreet way of providing additional accommodation in places where there is limited scope for ground level extension. They can also have significant direct and indirect effects on buildings, gardens and neighbourhoods as well as raising the potential for wider sustainability issues. Surface level light wells, roof lights, railings, steps and plant associated with basement developments can spoil the appearance of a building and its surroundings. Impacts on trees and planting in gardens may cause lasting damage to gardens and the contribution they make to the distinctiveness of residential neighbourhoods. Different ground conditions across the City mean that consideration has to be given to overcome flooding and land stability risks. There is also a need to manage the impacts development of this kind can have on neighbours' amenity, to minimise waste and to ensure the safety and welfare of those who will eventually occupy new basement development. These concerns apply both to the direct impacts of basement developments and to the cumulative effects when a number take place in a particular area.

The City Council has brought forward a proposed planning policy to deal specifically with basement developments across Westminster. This proposed policy contributes to the council's City for All programme and responds to concerns raised by residents. The proposed policy will provide clarity for decision making and manage basement development across the city.

The Basement Revision to Westminster's City Plan

Policy CM28.1 Basement Development

- A) Basement development to existing residential buildings or buildings originally built for residential purposes will:
1. a) not extend beneath more than 50% of the ~~garden land site curtilage~~. On small sites, where the longest distance between the existing building and any site boundary is less than 8m, an exception will be made to allow the basement to 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 50% of the remaining curtilage.

b) leave a margin of undeveloped garden land proportionate to the scale of development around the entire site boundary with the exception of one elevation adjacent to the public highway (**other than where the highway forms part of the Transport for London Road Network [TLRN]**) where the basement may extend beneath the public highway provided it satisfies the requirements set out in paragraph 10 below.
 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;
 4. provide a satisfactory landscaping scheme, incorporating soft landscaping, planting and permeable surfacing as appropriate;
 5. 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;

6. 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;
 7. 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;
 8. 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; and
 9. protect heritage assets, ~~safeguarding significant archaeological deposits~~ and in the case of listed buildings, not unbalance the buildings' original hierarchy of spaces, where this contributes to significance;
 10. **safeguard significant archaeological deposits;**
 11. where constructing new basement development under the adjacent **(nonTLRN)** highway;
 - a) retain a minimum vertical depth below the footway or carriageway of 900mm; and
 - b) not encroach more than 1.8m under any part of the adjacent highway.
 12. where extending or strengthening/improvement works to 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) not be permitted where the existing basement already extends 1.8m or more under the highway.
 13. **be protected from sewer flooding through the installation of a suitable pumped device.**
- B)** Applicants will demonstrate that they have taken into account the site-specific ground conditions, drainage and water environment(s) in the area of the development and that the basement development will:

1. safeguard structural stability of the existing building, nearby buildings and other infrastructure **including the highway and railway lines/tunnels;**
2. not increase or otherwise exacerbate flood risk on the site or beyond; and
3. be **designed and** constructed so as to minimise the impact **at design and occupation stages** on neighbouring uses; the amenity of those living or working in the area; and on users of the highway.
4. ~~All applications will~~ 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 construction management plan ~~will be provided to~~ which demonstrates adherence to 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.
- C) Non-residential development adjoining residential properties and new build residential incorporating basements will also be subject to the criteria set out above where there is potential for similar impact on those adjoining properties.

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.

Highlighted in red bold are minor modifications which have been made in response to comments received at Regulation 19 consultation stage.

What were the key findings of the IIA?

Reasonable Alternatives

The City Council's experience has been that existing policies, which are not tailored to the particular issues raised by basement developments, are less effective as a basis for taking planning decisions on proposals of this kind than a dedicated policy would be. This gives rise to concerns that without a detailed policy approach there is a potential for detrimental sustainability outcomes for social, environmental and in some cases, economic objectives. Basement developments raise a number of potentially complex impacts, and some of the planning issues involved in responding to them can also be complicated. These factors in turn mean that a comprehensive and detailed approach is likely to be required in applying the planning system to deal with any negative outcomes.

Of the options considered, the proposed alternative (NP CMP 28.7 in Appendix 6) is the most detailed and positive in terms of Basement Development. It allows for a range of basement development in all parts of Westminster while seeking to identify and mitigate its adverse impacts and so ensuring high quality, sustainable development. Reasonable Alternative AO2 (also in Appendix 6) is the most positive alternative for the additional text to Policy S29 Health Safety and Well-Being.

Basement Revision to Westminster's City Plan

Appendix 5 of this report contains the detailed assessments of the Basement Revision to Westminster's City Plan. The assessments are for the new policy CM 28.1 Basement Development and supporting additional text in existing adopted policy S29 Health Safety

and Well-Being, which includes the requirement for construction to be managed through the Code of Construction Practice.

The overall assessment of CM 28.1 is positive in terms of the main objectives and for the sub-criteria. There are positive scores for sub-criteria in objectives 1, 3, 4, 7, 8, 9, 12, 13, 15, 16 and 17 with objectives 10 having positive scores for all sub-criteria objectives. There are no negative scores resulting from the policy.

The policy is most likely to have long term cumulative positive effects. This is likely to result in a positive impact, in particular, in relation to groundwater flooding, improvements to the landscape and character of open space and biodiversity. The proposed policy specifically mentions flooding, that basement development *will incorporate sustainable urban drainage measures or any other mitigation measures recommended in the structural statement or flood risk assessment*. Sustainable urban drainage systems (SUDS) are considered to be most effective in terms of addressing or mitigating surface water flooding, which is particularly important in the Surface Water 'hotspot' areas. Noise and disturbance during basement construction is of particular concern to Westminster residents and would be mitigated by this policy approach. All of these factors may in turn have a long term positive impact on health and wellbeing.

This policy may have a positive short term effect on some forms of flooding where historic river courses or underground infrastructure (including drains and sewers) are identified in any hydrological assessment. The reduction in construction waste is likely to be immediate but have a long term and cumulative impact on waste reduction in Westminster. The positive impact on conserving heritage sites and archaeological features will be immediate but again this has positive implications for the long term. Employment opportunities are likely to be short term.

There are no negative impacts resulting from this draft policy.

The additional wording in Policy S29 has been included to support Policy CM 28.1 given the extended construction phase which greatly increases vehicle movements and noise and vibration which can impact on residential amenity. The overall assessment of this policy is neutral in terms of the main objectives. There are no negative scores resulting from the policy and four positive scores in the sub-criteria for Objectives 1, 4 and 10; with the most significant positive impact on noise.

Changes to the Plan as a result of the IIA

As a result of the IIA and following discussions when drafting the Regulation 19 Basement Revision to Westminster's City Plan a requirement for SUDS or any other mitigation measures recommended in the structural statement or flood risk assessment has been included in the policy.

How will any effects be monitored?

The effects of this policy will be included in our Authority's Monitoring Report.

What are the next steps?

This IIA accompanies the Basement Revision to Westminster's City Plan submission draft. It is part of the supporting document submitted to the Secretary of State and will form part of the examination documents. Consultation responses are summarised in the consultation statement which also accompanies the basement revision as a support document.

The revision will be considered by an Inspector appointed by the Secretary of State. They will report to the council and ultimately the revision will be adopted. At this stage it will gain full weight for determination of planning applications as part of Westminster local plan.

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Appendices

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Appendix 2 - SEA Directive Requirements and how these have been addressed

Appendix 3 - Consultation Comments and City Council Responses on the IIA Scoping Report
June 2014

Appendix 4 - Relevant Plans, Programmes and Strategies – Updated Scoping Report version

Appendix 5 - IIA Detailed Appraisals for the Basement Revision to Westminster’s City Plan

Appendix 6 - Reasonable Alternatives

1. Introduction

Integrated Impact Assessment

- 1.1 This IIA report presents the findings of the Integrated Impact Assessment (IIA) of the Basements Revision to Westminster’s City Plan against the 17 objectives in the IIA Assessment Framework (set out in detail in Table 2) which has been prepared to assess the proposed revision to Westminster’s City Plan. The report also considers the potential effects of a number of reasonable alternatives to the Basements Revision. Table 1 below shows the various stages in the preparation of this IIA (this is based on the five stages of the SA preparation process set out in A Practical Guide to the Strategic Environmental Assessment Directive (ODPM 2005). This report has been prepared as Stage C of the IIA for the Basements Revision to Westminster’s City Plan. Appendix 1 of this report illustrates the development of the sustainability process in relation to the development plan process and Appendix 2 sets out the SEA Directive requirements checklist and how these have been covered in this report and in the [Scoping Report](#) June 2014.
- 1.2 Westminster’s City Plan will be revised in seven tranches, each taking the formal status of a separate revision to the Plan (this is explained in more detail in Chapter3). There will, therefore, be seven separate IIA reports dealing with the impacts of each of these sets of proposals (although they will inform each other and draw on a common evidence base) and one final IIA Report which will include a comprehensive overview and pick up policies that have been partly changed. The indices to be used for monitoring basement development (Stage E) will be included in this report and the relevant monitoring indices included in the subsequent IIA reports; however a comprehensive post adoption statement will only be published once all the IIA Reports have been finished and the process concluded.

Table 1- Stages of the Integrated Impact Assessment (IIA)

Stage A Setting the context and objectives, establishing the baseline and deciding on the scope Assemble the evidence base to inform the IIA and establish a framework for undertaking the appraisal (in the form of sustainability	Scoping Report – June 2014
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objectives).	
<p>Stage B</p> <p>Developing and refining alternatives and assessing effects</p> <p>Appraise the plan objectives and policies against the IIA Assessment Framework taking into account the evidence base. Propose mitigation measures for alleviating the plan’s adverse effects as well as indicators for monitoring the plan’s sustainability.</p>	Appraisal Framework Assessment
<p>Stage C</p> <p>Prepare the report</p> <p>Prepare an Integrated Impact Assessment Report documenting the appraisal process and findings.</p>	IIA Report
<p>Stage D</p> <p>Seek representations on the sustainability appraisal report from consultation bodies and the public</p> <p>This stage has been completed and this document will now be a supporting document for the basement revision to be submitted to the Secretary of State.</p>	IIA Report Consultation.
<p>Stage E</p> <p>Post adoption reporting and monitoring</p> <p>Prepare and publish post adoption statement and monitor the significant sustainability effects of implementing the plan.</p>	Authority’s Monitoring Report (AMR) and Post Adoption Statement.

The Requirement for Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA)

1.3 This IIA fulfils the requirement for a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA), which is the requirement of the Strategic Environmental Assessment Directive EC/2001/42 (SEA Directive). By taking an integrated approach it also enables the council to show how it has met a range of other statutory requirements:

- By considering equalities impacts for decisions it provides the council with the basis for, and evidence of, meeting the public sector equalities duty under section 149 of the Equality Act 2010.
- By considering crime and disorder matters, it provides the basis for, and evidence of, how the council has met the requirements of the Crime and Disorder Act 1998 (Amended by the Police and Justice Act 2006) to consider community safety implications of the policy.
- Although not the subject of a statutory requirement, a Health Impact Assessment has also been included in this IIA, as a matter of good practice. This is intended to ensure that so far as possible, policies actively promote health gain for the local population, reduce health inequalities and do not actively damage health. This is particularly important in light of the Health and Social Care Act 2012 which transferred statutory responsibility for public health to local authorities.

The integrated approach avoids the need to undertake and report on separate assessments, enables a comprehensive approach to cross-cutting issues and seeks to reduce any duplication of assessment work and benefits from a shared understanding of the policies.

Consultation on this IIA Report

1.4 This IIA Report was issued for public consultation on **Thursday 16th July to Wednesday 9th September 2015**. In addition to seeking views from statutory consultees this report was made available to all organisations/individuals on the planning policy database. There were no responses to the IIA. However, there was one comment in relation to Habitats Regulations Assessment Screening from Natural England. They noted that two sites had been incorrectly named and one had been omitted. This issue has now been

resolved and a revised Habitats Regulation Assessment Screening Report produced.
Natural England has confirmed that they are satisfied

Major positive	++
Minor positive	+
Neutral	0
Minor negative	-
Major negative	--

2. Scoping Report Update

- 2.1 The first stage of the IIA process (Stage A in Table 1) involved gathering evidence regarding the sustainability baseline and context for Westminster. This evidence was used to develop a set of sustainability objectives, which make up the sustainability framework to be used to assess the sustainability of the revisions to the City Plan. This information was set out in the IIA Scoping Report which was consulted on between 17 June and 30 July 2014 can be viewed [here](#).

Response to Consultation

- 2.2 In response to the IIA Scoping Report consultation three letters were received from Natural England, The Environment Agency and English Heritage. These comments and the City Council's response are set out in Appendix 3 of this report. The majority of the comments received concern matters that were already included in the Scoping Report. However, in response to comments from English Heritage, IIA Assessment Framework Objective 13 has been altered to better reflect the wording of national policy set out in the Government's National Planning Policy Framework (NPPF). In response to comments made by the Environment Agency's comments about the need to ensure that the IIA takes account of the European Union Water Framework Directive an additional sub-criterion question has been added to Objective 8 as follows: *Will it improve the water environment including quality?* Finally, additional documents have been included in the list of other relevant local plans/policies and strategies and information as a result of responses.

Updates to other relevant local plans/policies and strategies

- 2.3 Appendix 4 of this report is an updated list of relevant local plans/policies and strategies, originally contained in Chapter 4 of the Scoping report June 2014, to include documents suggested by consultees and updates of those most relevant to basement development. This includes Basement Development in Westminster SPD (October 2014) Westminster City Council and Westminster City Council Residential Basements Report (2013) Alan Baxter Associates.

Update of Corporate Vision

- 2.4 Since writing the Scoping report the city council's corporate vision has been updated. *Better City, Better Lives Year 2*, March 2014 has been replaced with *A City for All* (April 2015). The ambitions in *A City for All* are as follows:

City of Aspiration – We are enabling all our communities to share in the economic prosperity of our City by being ambitious and enterprising in the way we work.

City of Choice – We are being collaborative in the way we work to create a City of Choice where residents, businesses and visitors can make responsible decisions for themselves, their families and their neighbourhoods

City of Heritage – We are being productive in protecting and enhancing Westminster’s unique heritage so that *every* neighbourhood is a great place to live, work and visit, both now and in the future.

2.5 As with *Better City, Better Lives, A City for All* ambitions cross cut the objectives in the IIA Framework. However it is possible to align the closest matches as follows:

- **City of Aspiration** – IIA Framework objectives 3, 16 and 17
- **City of Choice** – IIA Framework objectives 1 and 4
- **City of Heritage** – IIA Framework objectives 2, 4 11, 13 and 15

The City of Heritage ambition specifically refers to the Basements Revision to Westminster’s City Plan.

Baseline Information

2.6 The collection of baseline information is a key component of the SA process and a legal requirement under the SEA Directive. Baseline data and contextual information help to provide a basis for identifying relevant sustainability issues and for predicting, assessing and monitoring effects. The baseline information to inform assessment of the revision of the City Plan was set out in the Scoping Report. All of this information has been drawn on in preparation of this report, which should be read in conjunction with the Scoping Report. However, the following section provides an update with information particularly relevant to basement development and the proposed policy.

Construction Management

2.7 On an average day, more than 600 building projects are under way in Westminsterⁱ

- 2.8 In a survey 36% of residents reported having been bothered by noise from building and construction. This is much higher than in other parts of the country; 19% considered this type of noise to be the most annoying type of noise (compared to 3% nationally).ⁱⁱ
- 2.9 Waste produced in London is forecast to rise to approximately 34 million tonnes by 2031. There are no figures currently available for Westminster, the London Planⁱⁱⁱ states that construction, excavation and demolition waste accounted for 7.2m tonnes, 48% of all waste in 2012. Although re-use and recycling rates for construction, excavation and demolition waste in London are already high – estimated at 82% for 2008, Policy 5.16 of the London Plan^{iv} sets a target of 95% for recycling and reuse of construction, excavation and demolition waste, by 2020.

Ground Water

- 2.10 Parts of Westminster have been categorised by the Environment Agency as being sensitive locations for ground water because they are located within source protection zones 1,2 or 3 and or located over principle or secondary aquifers. These are shown on Map 1 (overleaf).

Hidden Rivers

- 2.11 There are a number of hidden rivers and associated tributaries in Westminster, shown in Map 2.

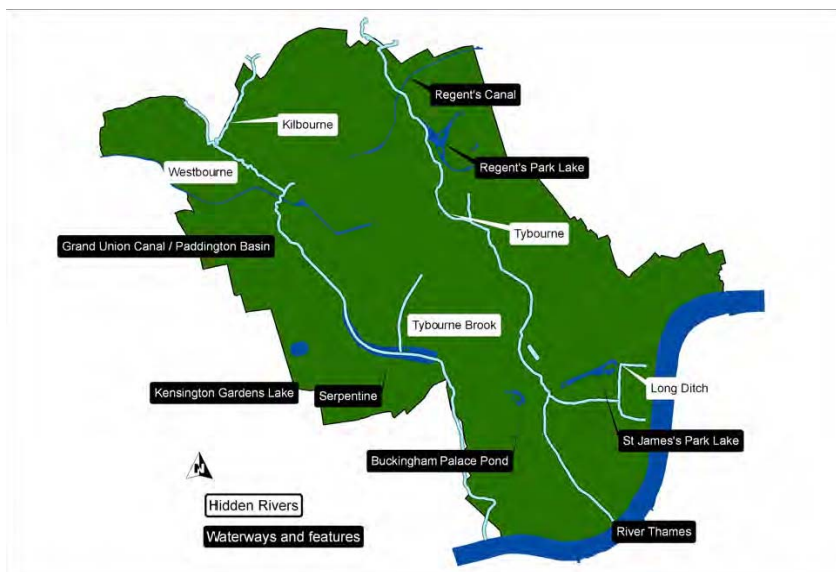
Surface Water

- 2.12 In addition to tidal flood risk, there are a number of areas throughout Westminster identified as being at greater risk of surface water flooding. During 2013/14, modelling was undertaken to identify those locations most at risk. Fifteen 'hotspot' areas have been identified which are at highest risk^v and these are shown on Map 3.

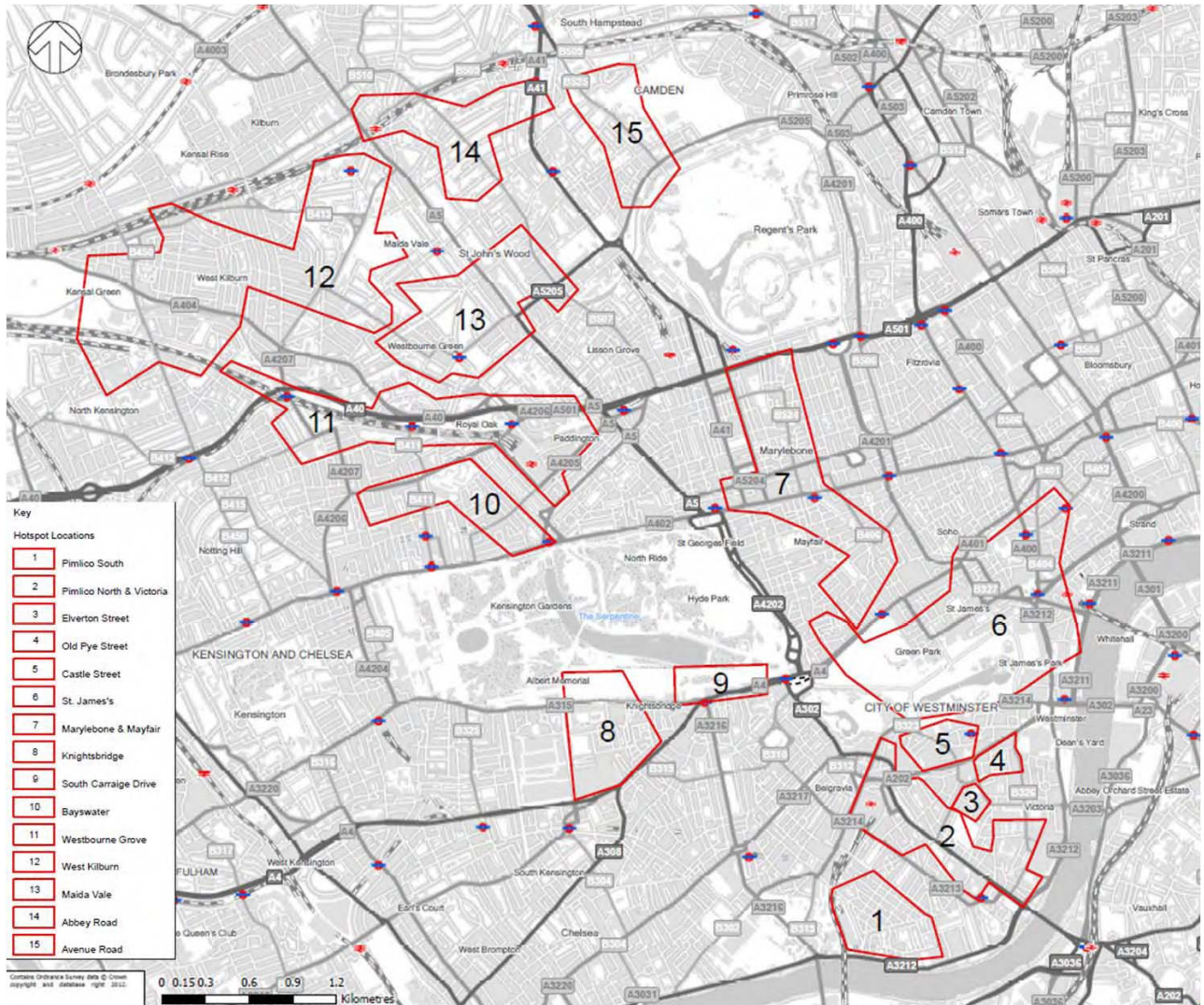
Map 1 Ground Water Source Protection Zones^{vi}



Map 2 Hidden Rivers



Map 3 Surface Flood Water Risk Hotspots



Green Space

2.13 It is estimated^{vii} that private domestic gardens comprise some 38% of all Westminster's green space

Biodiversity

- 2.14 Map 4 shows Biodiversity Action Plan Habitats and Sites of Importance for Nature Conservation in Westminster. Map 5 shows those parts of the City where the presence of Protected and Priority Species has been recorded.

Map 4

Biodiversity Action Plan Habitats and Sites of Importance for Nature Conservation
December 2014

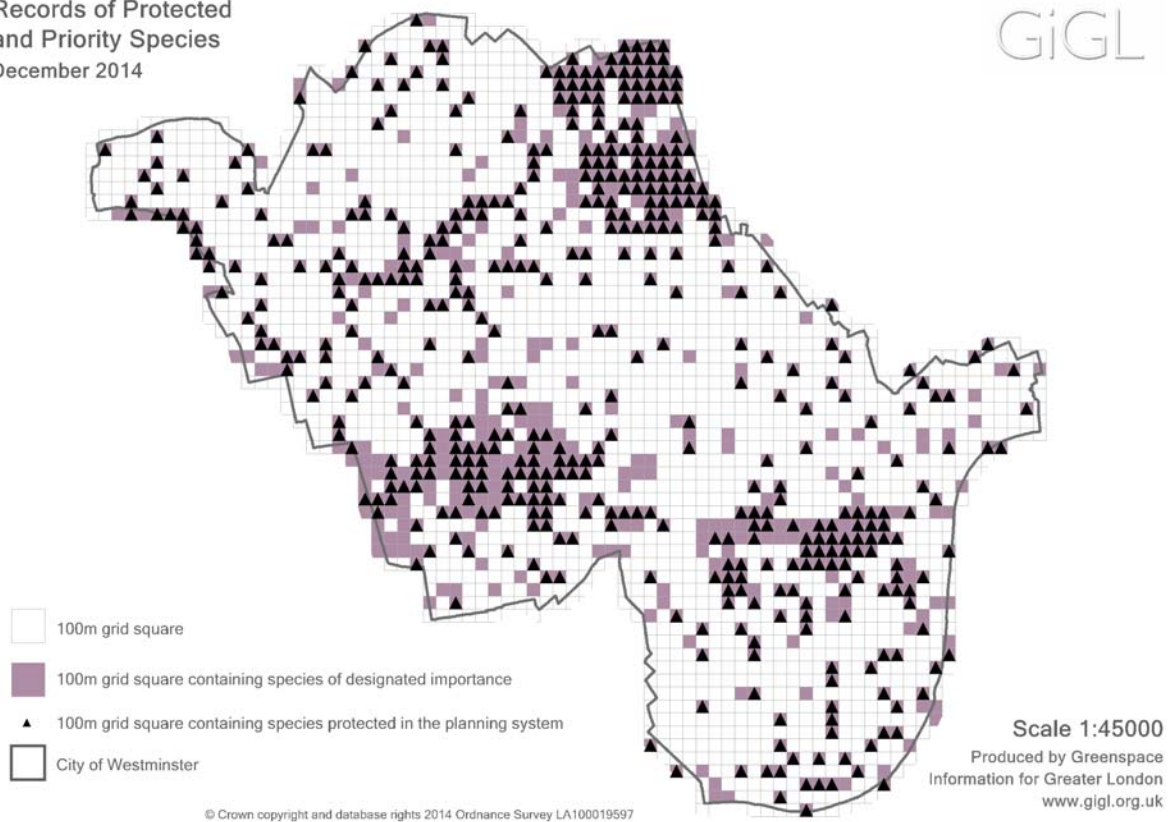
GiGL



Map 5

Records of Protected
and Priority Species
December 2014

GiGL



Likely Future Conditions

- 2.15 In recent years basement excavation to provide residential extensions has become an increasingly popular form of development in Westminster. There is currently no specific planning policy to deal with this matter, which has meant that in those cases where planning permission for development of this kind is required, policies prepared with surface-level development in mind have had to be applied. Without a specifically-devised policy in place, likely future conditions may include the loss of trees and other soft landscaping and green corridors because of basement developments of inappropriate scale and depth (particularly below back gardens) which may increase flood risk and impact on biodiversity. Experience has shown that excavation in a densely developed urban environment can often be a major engineering challenge with substantial amenity impacts. If it is ill-planned, poorly constructed or fails to properly consider geology and hydrology, it has the potential to damage both the existing and

neighbouring structures and infrastructure. As a complicated and lengthy process basement construction may cause nuisance and disturbance to neighbours due to additional traffic, noise dust and vibration. The uses associated with basement spaces may be more energy intensive due to additional requirements for lighting, ventilation and pumps, particularly where underground rooms have swimming pools or media rooms. The primary material used in basement construction is concrete which has a high embodied carbon content. All of these potential impacts would affect local, regional and national policies aimed at mitigating climate change and improving energy efficiency. Excavation and construction can also generate significant waste, giving rise to the potential need to move arising's for disposal.

Update final comment

- 2.16 The [Scoping Report](#) June 2014 is considered sufficiently recent and robust to inform the IIA report and the additional information set out above does not change the key considerations and 17 IIA objectives.¹

¹ The wording of Objective 3 has been altered at the request of English Heritage to better reflect the wording of the NPPF. However this change does not alter the meaning of the objective or outcome of any assessment.

3. The Local Plan – Westminster’s City Plan

3.1 The Basement Revision to Westminster’s City Plan is one of seven revisions to be carried out as follows:

1. Basement Revision to Westminster’s City Plan
2. Vacant Building Credit Revision to Westminster’s City Plan
3. Special Policy Areas and Policies Map Revision to Westminster’s City Plan
4. Mixed Use Revision to Westminster’s City Plan
5. Energy Revision to Westminster’s City Plan
6. Revision to Westminster’s City Plan (all remaining policies except waste)
7. Waste Revision to Westminster’s City Plan

This IIA Report is for No. 1 – The Basement Revision to Westminster’s City Plan.²

3.2 Once all seven revisions are adopted Westminster’s City Plan will consist of both strategic and detailed city management policies and will provide a comprehensive source of planning policy for Westminster. [Westminster’s Local Development Scheme March 2015](#) sets out the timeline for all Revisions to Westminster’s City Plan, with adoption dates between 2015 and 2016.

Strategic Policies

3.3 [Westminster’s City Plan: Strategic Policies](#), was adopted on 13 November 2013 and sets out the vision for Westminster up to 2025 and beyond. It puts in place a strategic policy framework to deliver that vision. This document is based on a review of the Core Strategy adopted in January 2011 and has been fully reviewed and updated to ensure consistency with the National Planning Policy Framework (NPPF) published in 2012, and the London Plan -July 2011 with Further Alterations in March 2015.

3.4 Westminster’s City Plan: Strategic Policies was subject to an Integrated Impact Assessment and the report can be viewed [here](#). This built on The Core Strategy Sustainability Appraisal Report which included a Strategic Environmental Assessment

² It should be noted that the first 5 revisions may emerge in a different order than set out above.

(November 2009), which can be found [here](#) with associated appendices [here](#). The 2007 scoping report is available to view [here](#).

City Management Policies

3.5 Work on developing the detailed city management policies began in 2008 and the steps taken to date are as follows:

- [Regulation 18 - Notification of the intent to prepare the plan October/ November 2008 \(Statutory Stage\)](#)
- [Consultation Workshops in the summer of 2009 \(Informal Stage\)](#)
- [City Management Plan Policy Options: January 2011 \(Informal Stage Consultation from January 2011 to March 2011\)](#)
- [City Management Plan Consultation Draft: November 2011 \(Informal Stage Consultation from November 2011 to March 2012\)](#)
- [Regulation 18-Notification of the intent to revise Westminster's Core Strategy to prepare a single local plan for Westminster May 2012 \(Statutory Stage\)](#)
- [Policy Topic based consultation booklets from October 2013 to 31 March 2014 \(including one dealing specifically with basement development – see below\)](#)
- [Regulation 18 Notice of Revisions to Westminster's City Plan Development Document April 2015 \(Statutory Stage\)](#)

3.6 In 2012 the Council published an IIA Scoping Report for Westminster's City Plan and focusing on the detailed city management policies. This document can be viewed [here](#). However, following the enactment of the Localism Act 2011 and the publication of the NPPF in March 2012 it was decided to merge the strategic policies (Westminster's City Plan: Strategic Policies) with the detailed city management policies into one document to be called Westminster's City Plan. Any subsequent work using the 2012 IIA Scoping Report was halted and a new IIA Scoping Report was drafted in 2014. This forms the basis of this IIA Report and adequately reflects both strategic and detailed matters.

Basements

3.7 [The Basement Consultation booklet](#) was published in October 2013, with the consultation period between 10th October and 29th November 2013. On 24th October 2014 the City Council adopted the [Basement Development in Westminster](#)

[Supplementary Planning Document. This was subject to an SEA Screening Report.](#) Both documents were supported by a technical Residential Basement Report prepared for the City Council by [Alan Baxter and Associates LLP](#)

3.8 The policies in The Basement Revision to Westminster's City Plan and the subject of this IIA report are as follows:

Policy CM28.1 Basement Development

A) Basement development to existing residential buildings or buildings original built for residential purposes will:

1. a) not extend beneath more than 50% of the **garden land site-curtilage**. On small sites, where the longest distance between the existing building and any site boundary is less than 8m, an exception will be made to allow the basement to 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 50% of the remaining curtilage.

b) leave a margin of undeveloped garden land proportionate to the scale of development around the entire site boundary with the exception of one elevation adjacent to the public highway (**other than where the highway forms part of the Transport for London Road Network [TLRN]**) where the basement may extend beneath the public highway provided it satisfies the requirements set out in paragraph 10 below.
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;
4. provide a satisfactory landscaping scheme, incorporating soft landscaping, planting and permeable surfacing as appropriate;

5. 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;
6. 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;
7. 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;
8. 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; and
9. protect heritage assets, ~~safeguarding significant archaeological deposits~~ and in the case of listed buildings, not unbalance the buildings' original hierarchy of spaces, where this contributes to significance;
10. **safeguard significant archaeological deposits;**
11. where constructing new basement development under the adjacent **(nonTLRN)** highway;
 - a) retain a minimum vertical depth below the footway or carriageway of 900mm; and
 - b) not encroach more than 1.8m under any part of the adjacent highway.
12. where extending or strengthening/improvement works to 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) not be permitted where the existing basement already extends 1.8m or more under the highway.
13. **be protected from sewer flooding through the installation of a suitable pumped device.**

- B. Applicants will demonstrate that they have taken into account the site-specific ground conditions, drainage and water environment(s) in the area of the development and that the basement development will:
1. safeguard structural stability of the existing building, nearby buildings and other infrastructure **including the highway and railway lines/tunnels**;
 2. not increase or otherwise exacerbate flood risk on the site or beyond; and
 3. be **designed and** constructed so as to minimise the impact **at design and occupation stages** on neighbouring uses; the amenity of those living or working in the area; and on users of the highway.
 4. **All applications will** 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 construction management plan ~~will be provided to~~ **which** demonstrates adherence to 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.
- C. Non-residential development adjoining residential properties and new build residential incorporating basements will also be subject to the criteria set out above where there is potential for similar impact on those adjoining properties.

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.

Highlighted in red bold are minor modifications which have been made in response to comments received at Regulation 19 consultation stage.

The London Plan

- 3.9 The Mayor is responsible for London wide strategic planning, including the preparation of his spatial development strategy (known as ‘the London Plan’ – the latest version was published in July 2011). On 10 March 2015, the Mayor published (i.e. adopted) the Further Alterations to the London Plan (FALP). From this date, the FALP are operative as formal alterations to the London Plan (the Mayor’s spatial development strategy) and form part of the development plan for Greater London. Planning policies in Westminster must be in general conformity with the London Plan.

4. Methodology

Introduction

- 4.1 The IIA process carried out in Westminster is based on the five main stages of the SEA, as identified in guidance issued by the former Office of the Deputy Prime Minister (2005)³ and set out in Table 1. It is also in accordance with the SEA Directive Requirements checklist which is attached as Appendix 2 of this Report. [The 2014 Scoping Report](#) set out the scope of the IIA, using the baseline information and a review of plans, programmes and strategies to help identify key sustainability and other cross-cutting policy issues. Using this evidence and with regard to previous pre IIA and SA/SEA assessments the Scoping Report established a framework, comprising 17 objectives and associated sub-criteria (the IIA Framework) to be used for the assessment of all policies in preparing Westminster's City Plan. The actual assessment of the policies including the 'reasonable alternatives' will be an on-going process for the seven separate revisions to Westminster's City Plan.
- 4.2 Table 2 shows the IIA Framework. The objectives have been used for the assessment of reasonable alternatives and for the detailed IIA assessment of the Basements Revision policy to Westminster's City Plan.
- 4.3 Although the equalities and health objectives are cross cutting, the IIA Framework includes key specific priority objectives from the Council's Equality Objectives 2012-2016. These are defined in red text in Table 2. The long term goals set out in Westminster's joint Health and Wellbeing Strategy - Healthier City Healthier Lives (2013) - which are most likely to be influenced by the built environment are set out in blue text. Crime and disorder matters in accordance with The Crime and Disorder Act 1998 (amended by the Police and Justice Act 2006) are also considered (particularly in Objective 2).

Objective development through consultation

- 4.4 In response to consultation on the scoping report English Heritage (letter dated 31 July 2014) requested that the wording of Objective 13 be changed from '*protect and enhance the historic environment...*' to '**conserve** and enhance the historic environment.. .' The objective has been amended as requested. In addition, The Environment Agency (email dated 22 July 2014) sent out a fact sheet (relevant to all local authority scoping reports and not specific to Westminster) setting out the requirements of the European

³ A Practical Guide to the Strategic Environmental Assessment Directive, ODPM 2005

Union Water Framework Directive. To ensure that this matter was re-enforced in the IIA Framework an additional sub-criterion was added to Objective 8 stating ‘*will it improve the water environment?*’ A table with all consultation comments and the council’s response is contained in Appendix 3.

Table 2 Integrated Impact Assessment Framework

SA (SEA)EQIA/HIA Objective	sub criteria for assessment Including EQIA/HIA considerations:
1) To create cohesive, inclusive and safe communities	Will it improve access to local services? Shopping? Community facilities? * Will it increase ability to influence decision making (neighbourhoods)? * Will it foster an inclusive Westminster community? Will it encourage engagement in community activity?
2) To reduce crime and fear of crime	Will it reduce crime, disorder and antisocial behaviour? ** Will it reduce fear of crime, disorder and antisocial behaviour? ** Will it reduce other behaviour adversely affecting the local environment? **
3) To ensure provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family sized units	Will it reduce homelessness? ** Will it increase the range of affordable housing? ** Will it reduce the number of unfit homes? ** Will it create high quality homes? ** Will it provide housing that can help people stay independent for longer?
4) To promote and improve health and well being	Will it help improve health inequalities? ** Will it reduce death rates? * Will it improve access/movement? * Will it encourage healthy lifestyles? * Will it improve cultural wellbeing? Will it foster an inclusive Westminster community, specifically through an active engagement in sport and physical activity opportunities? Will it provide access to a healthy diet and encourage healthy lifestyles? Will it encourage a physically active lifestyle (helping to reduce obesity)? Will it create healthy workplaces?
5) To reduce greenhouse emissions and support climate change adaptation	Will it reduce greenhouse gas emissions by reducing energy consumption, generating low or zero carbon energy and reducing the need to travel? * Will it reduce ozone depleting emissions? * Will it reduce emissions through retrofitting new

	<p>technology?</p> <p>Will it reduce heat island effects on people and property? *</p>
<p>6) To reduce use of limited natural resources e.g. water, fossil fuels, quarried materials, wood</p>	<p>Will it reduce water consumption and improve water efficiency?</p> <p>Will it reduce consumption of fossil fuels *</p> <p>Will use of other natural resources (e.g. quarried materials) be minimised?</p> <p>Will use of renewable resources (e.g. sustainably sourced timber) be prioritised over non-renewable resources?</p>
<p>7) To reduce flood risk , promote SUDs, protect surface and groundwater quality</p>	<p>Will it minimise flood risk from all sources of flooding? *</p> <p>Will it reduce property damage due to storm events/heavy rainfall by improving flood resistance and flood resilience?*</p> <p>Will it reduce combined sewer overflow events?*</p>
<p>8) To protect, enhance and create environments that encourage and support biodiversity</p>	<p>Will it protect, enhance and increase biodiversity and protect habitats?</p> <p>Will it preserve Sites of Importance to Nature Conservation?</p> <p>Will it improve access to and promote educational value of sites of biodiversity interest?*</p> <p>Will it conserve and enhance species and habitats?</p> <p>Will it improve the water environment including quality?</p>
<p>9) To improve Air Quality</p>	<p>Will it improve air quality? *</p> <p>Will it reduce emissions of key pollutants?*</p>
<p>10) To reduce noise and impact of noise</p>	<p>Will it reduce noise concerns and noise complaints?</p> <p>Will it reduce noise levels? *</p>
<p>11) To reduce need to travel, the use of private motorised vehicular transport as well as encourage walking, cycling and use of public transport</p>	<p>Will it reduce volumes of traffic?*</p> <p>Will it encourage walking and cycling?*</p> <p>Will it increase the proportion of journeys using modes other than the car?*</p>
<p>12) To reduce waste production and increase recycling, recovery and re-use of waste</p>	<p>Will it reduce consumption of materials and resources?</p> <p>Will it reduce household waste?</p> <p>Will it increase recycling, recovery and re-use?</p> <p>Will it reduce construction waste?</p>
<p>13) To conserve and enhance the historic environment and architectural, archaeological and cultural heritage</p>	<p>Will it conserve the significance of heritage sites and cultural value?</p> <p>Will it protect strategic views?</p> <p>Will it conserve listed buildings and their settings?</p> <p>Will it help conserve, enhance and record archaeological features and their settings?</p>

14) To enhance public realm and street improvements	Will it reduce litter? Will it enhance the quality of public realm? Will it improve access and mobility for all equality groups? **
15) To protect, enhance and seek opportunities to increase open space	Will it improve open space? * Will it improve landscape character? Will it improve access to open space? **
16) To ensure equality of opportunities, improve local opportunities and support sustainable economic growth throughout Westminster.	Will it improve qualifications, skills or training? ** Will it reduce unemployment? * Will it provide jobs for those most in need? * Will it improve earnings? Will it support young people, adults and vulnerable parents into employment, education and training?
17) To maintain economic diversity and support sustainable economic growth.	Will it improve business development and environment? Will it improve business resilience and economy? Will it encourage new business start-ups, small businesses and opportunities for local people? * Will it promote business in key sectors? Will it promote regeneration, reducing disparity? **

(* asterisks show where sub-criteria other than that identified in coloured text is likely to impact on equalities outcomes (red) or health outcomes (blue))

From Framework to Assessments

- 4.5 The anticipated effects of the basement policy and the associated reasonable alternatives have been assessed against the 17 objectives and sub-criteria in the IIA Framework using the following colour codes:

Green = Positive

Amber = Neutral

Red = Negative

Where appropriate this is supplemented with further annotations as follows:

Major positive	++
Minor positive	+
Neutral	0
Minor negative	-
Major negative	--

Commentary has been provided, which includes an overall summary on long and short term positive and negative effects, mitigation/changes to plan and on uncertainty, risks and cumulative effects, as appropriate given the scope of the policy being assessed.

For the purpose of this assessment the timescales are as follows:

- Short term - This may be taken to refer to the effects that are likely to occur in the first 5-10 years of implementing the policy.
- Long term - This may be taken to refer to the effects that are likely to occur beyond 10 years of implementing the policy.

This assessment also considers (where relevant) the cumulative effects, uncertainties/risks and mitigation/changes to the policy.

Completing the Assessments

- 4.6 The IIA has been undertaken by City Council officers and has progressed alongside the development of policies in the various stages of Westminster’s City Plan. The key stages are set out below in Table 3.

Table 3 Relationship between IIA Process and Development of Westminster’s City Plan

IIA Stage	City Plan Stage	When	Strategic or City Management policies
	Consultation Workshops	Summer 2009	City Management
Final SA Report	Core Strategy Adopted July 2011	2010-2011	Strategic
Reasonable Alternatives for the City Plan IIA	CMP Policy Options	January 2011	City Management
Reasonable Alternatives for the City Plan IIA	City Management Plan Consultation Draft	November 2011	City Management

IIA Report August 2013	Westminster's City Plan: Strategic Policies Adopted November 2013	2012-2013	Strategic
IIA Scoping Report for Westminster's City Plan September 2012	Development and background research for Topic Based booklets. CMP Revision	2012-2013	City Management
IIA Scoping Report for Westminster's City Plan July 2014	Consultation of Topic based policy booklets	2013-2014	Strategic and City Management
IIA Publication Draft (Regulation 19) Basement Revision	Basements Revision Publication Draft (Regulation 19)	2015	City Management
IIA Report for Basement Revision to Westminster's City Plan – Submission Stage	Basement Revision to Westminster's City Plan – Submission Stage	2015	City Management

Assumptions and Technical Difficulties

- 4.7 No technical difficulties have been encountered, particularly as it has been possible to draw on the Residential Basement Report prepared for the City Council by Alan Baxter and Associates LLP which was commissioned specifically to inform policy development in this area. However, the process of developing Westminster's City Plan, with various iterations using different names for documents and four of rounds of informal consultation, which began in 2009 is complex. Table 3 above clarifies this matter in relation to the IIA process.
- 4.8 The Scoping Report 2014 is considered sufficiently robust to support the IIA Report for Basement Revision to Westminster's City Plan, especially with the updates set out in Chapter 2.

- 4.9 The submission draft basements revision has been prepared in accordance with National Planning Policy Framework (NPPF) March 2012, which has sustainable development as a golden thread running through in terms of policy for plan making. Paragraph 8 of the NPPF advises that '*...to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.*'

Habitats Regulation Assessment

- 4.10 A Habitats Regulations Assessment (HRA) Screening Report has been produced as required by the European Habitats Directive (92/43/EEC), enacted by the *Conservation (Natural Habitats) Regulations 1994* (the Habitats Regulations) and was sent to Natural England in July 2015 for their comment. The report concludes that Westminster is not situated close enough to any of the designated European Sites for there to be any direct and obvious detrimental effects on these sites as a result of the Basement Revision to Westminster's City Plan and therefore a comprehensive Habitats Regulations Assessment is not required for this policy.
- 4.11 The response from Natural England has been resolved and a revised Habitats Regulation Assessment Screening Report produced. The updated version has been published on the website along with the HRA Screening Report. This confirms that Natural England have no further concerns.

Conservation of Wild Birds

- 4.12 The Birds Directive (more formally known as European Council Directive 2009/147/EC on the conservation of wild birds) is an EU directive adopted in 2009. It replaces Council Directive 79/409/EEC of 2 April 1979 on the conservation of wild birds. The Directive recognises that habitat loss and degradation are the most serious threats to the conservation of wild birds. It therefore places great emphasis on the protection of habitats for endangered as well as migratory species, especially through the establishment of a coherent network of Special Protection Areas (SPAs) comprising all the most suitable territories for these species. Since 1994 all SPAs form an integral part of the NATURA 2000 ecological network. There are no SPAs of this kind in Westminster.

5 Assessment Findings

- 5.1 This sets out the details of the assessment findings for the Basement Revision to Westminster's City Plan and for the identified reasonable alternatives.

Basement Revision to Westminster's City Plan – Detailed Assessments

- 5.2 Appendix 6 of this report contains the detailed assessments of the Basement Revision to Westminster's City Plan for Policy CM 28.1 Basement Development and for the additional wording to S29 Health Safety and Wellbeing. The assessments are based on the impact the new policy (or changes to the wording of the existing policy) will have on the current situation in Westminster where basement development is taking place without a specific policy context.

Assessment for CM28.1 Basement Development - Regulation 19

- 5.3 The overall assessment of this policy is positive in terms of the main objectives and for the sub-criteria. There are positive scores for sub-criteria in objectives 1, 3, 4, 7, 8, 9, 12, 13, 15, 16 and 17 with Objective 10 (noise) having positive scores for all sub-criteria objectives. There are no negative scores resulting from the policy.
- 5.4 The policy is most likely to have long term cumulative positive effects. This is likely to result in a positive impact, in particular, in relation to flooding, improvements to the landscape and character of open space and biodiversity. The policy now specifically addresses flooding matters, stating that basement development *will incorporate sustainable urban drainage measures or any other mitigation measures recommended in the structural statement or flood risk assessment*. SUDS are considered to be most useful in terms of mitigating surface water flooding, which is particularly important in the Surface Water 'hotspot' areas. Noise and disturbance during basement construction is of particular concern to Westminster residents and would be mitigated by this policy approach. All of these factors may in turn have a long term positive (secondary and cumulative) impact on health and wellbeing.
- 5.5 This policy may have a positive short term effect on some forms of flooding where historic river courses or underground infrastructure (including drains and sewers) are identified in any hydrological assessment. The reduction in construction waste is likely to be immediate but have a long term and cumulative impact on waste reduction in Westminster. The positive impact on conserving heritage sites and archaeological features will be immediate but again this has positive implications for the long term. Employment opportunities are likely to be short term.

- 5.6 There are no negative impacts resulting from this draft policy.
- 5.7 As no negative effects have been identified from the proposed Basement Revision to Westminster's City Plan, no mitigating measures are required. As a result of the IIA discussions when drafting the Regulation 19 Basement Revision to Westminster's City Plan a requirement for SUDS or any other mitigation measures recommended in the structural statement or flood risk assessment has been included in the policy.

Assessment for additional wording to Policy S29 Health Safety and Well-Being

- 5.8 The additional wording in Policy S29 has been included to support Policy CM 28.1 given the extended construction phase which greatly increases vehicle movements and noise and vibration which can impact on residential amenity. The overall assessment of this policy is neutral in terms of the main objectives. There are no negative scores resulting from the policy and four positive scores in the sub-criteria for Objectives 1, 4 and 10. With the most significant positive impact on noise. Although not included in the policy itself the Reasoned Justification also includes the additional text as follows: *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 the greatest impacts.* This reinforces the wording in new Policy CM28.1 which also requires a construction management plan to demonstrate adherence to the relevant parts of the council's Code of Construction Practice. This document will be key in mitigating the adverse impacts during the construction phase of basement development.

Changes to the Basement Revision to Westminster's City Plan as a Result of Regulation 19 consultation responses

- 5.9 Minor modifications have been made to the draft Basement Policy following Regulation 19 consultation. This includes clarification over the remit of the policy with regard to the Transport for London Road Network (A1.b and A11), clarification points on garden land (A.1a), lighting (A6), drainage (A7), design and occupation stages (B.3) and the separation of heritage assets and archaeological deposits (A9 and A10). One additional statement has been added to the policy to further protect sites from sewer flooding (A13). The Integrated Impact Assessment has been reviewed in light of these minor modifications. Clarification regarding design and occupation stages will have a positive affect for inclusive communities as greater consideration is sought on the impact of development on neighbours however it does not change the overall assessment. Similarly, clarification points in regards to drainage and archaeological deposits are positive but do not affect the overall assessment. However, the addition of point 13 "be

protected from sewer flooding through the installation of a suitable pumped device” will significantly reduce the likelihood of combined sewer overflow events, objective 7, and is therefore revised to a Positive ++.

Reasonable Alternatives

5.9 The IIA process has run alongside (and has) helped inform development of the basement policy. They have been informed by previous informal, as well as formal consultation stages, in policy development as follows:

- [City Management Plan Policy Options January 2011](#)
- [City Management Plan Consultation Draft November 2011](#)
- [Basements Booklet No. 3 LDF Consultation October 2013](#)
- [Publication Draft \(Regulation 19\) Basement Revision](#)

These are in addition to any consultation responses. The assessment table and key to the reasonable alternatives are set out in Appendix 6.

Reasonable Alternatives Assessment

Policy CM28.1 Basement Development

5.10 **PO 7.1: “Do nothing”:** In recent years basement development has become increasingly popular in Westminster and with no detailed policy approach (the current situation and “do nothing” option (**PO 7.1**) there is a potential for detrimental sustainability outcomes for both social and environmental objectives, in particular objectives 1, 4, 7, 8, 10, 12 and 15. There is some evidence (the current situation) that without clear policy guidance there is increased scope for neighbour disputes which can be detrimental to cohesive communities and may be mitigated by a more tailored planning policy approach. This option receives a negative score for Objective 4 given the health implications of noise (also see Objective 10) and general disruption which can result from uncontrolled development especially during the construction stage. Unfettered basement development may also result in a detrimental impact on flooding (Objective 7), in particular surface water and groundwater. There may also be a negative impact on objectives 8 and 15 given the lack of control over the soil depth which can negatively impact on open space and biodiversity. Basement development can generate more waste than other forms of extension, given that it involves excavation and if uncontrolled this matter is likely to have a detrimental impact on Objective 12. PO 7.1

and **all other alternatives** have on balance been given a neutral score for Objective 5 (to reduce greenhouse emissions) for the following reasons:

- Embodied carbon during construction is high;
- The uses of the basements often require mechanical air movement and conditioning, which often cannot be delivered by open windows;
- There is often a need for increased water pumping to remove water;
- A lack of natural light requires electricity to overcome this; most basement development will include construction traffic.

Against these factors;

- Construction underground can save energy by increased cooling and warmth through thermal mass and insulation;
- Extending a property is often more efficient than constructing a larger new development;
- Ensuring that residents and communities are close to work and known communities will reduce emissions.

5.11 On careful consideration **all alternatives, with the exception of CO3** have been given a positive score for both Objective 16 and Objective 17. This is in recognition that building work contributes to the wider and local economy and may provide for sometimes relatively unskilled labour. This positive impact is likely to be relatively small and temporary during the construction stage and although there is a potential, there is no guarantee that those employed will be Westminster residents. It is difficult to quantify any change in this positive status between PO 7.1 and the more detailed alternatives (PO 7.2, PO 7.3, PO. 7.6, PO 7.7, CMP 2.7, NP CM28.7 CO1 and CO2) , without detailed evidence on the current impact of employment in building work associated with basements and how this may change as a result of a more controlled situation for basement development.

5.12 **All alternatives, with the exception of PO 7.8 and CO3**, have the potential to increase the housing stock. Of the 161 basement extensions approved between 2011 and 2012, 42 (38%) involved the creation of new self-contained residential dwellings, and on this basis on balance, receive positive scores. However, it is more difficult to quantify, the impact this will have on the provision of appropriate housing especially looking at future

requirement, as the housing needs assessment changes at least every five years. Of the 161 basement extensions approved between 2011 and 2012 some 51% included the creation of new habitable rooms to existing properties. These could be used for additional bedrooms for the creation of family sized units and are likely to result in higher quality homes. As with the economic policies above it is difficult to differentiate between the positive impact without a detailed policy approach (PO 7.1) and how this may change as a result of a more controlled situation for basement development.

Overall Score: **Negative 7** **Positive 3** **Positive+ 0** **Neutral 7**

- 5.13 **PO 7.2** is a basic policy approach focusing on the characteristics of basement developments, giving a number of criteria for acceptability. However some of the wording in PO 7.2 could be open to interpretation and therefore may still have a negative impact on Objective 1. It does not address waste and therefore is also negative for Objective 12. It has a positive score for objectives 8 (biodiversity) and 15 (open space) given it provides specific criteria (50%) for extension into garden areas and soil depth (at least 1 metre).

Overall Score: **Negative 3** **Positive 5** **Positive+ 0** **Neutral 9**

- 5.14 **PO 7.3** further refines PO 7.2 and introduces the requirement for self-certification from a Structural Engineer and a Hydrologist and for a full construction method statement and therefore in addition has a positive score for Objective 4 and a positive plus for Objective 7 - flooding. The alternative sets some criteria which can help address community concerns (Objective 1).

Overall Score: **Negative 0** **Positive 6** **Positive+ 1** **Neutral 10**

- 5.15 **PO 7.4** applies the principles of PO 7.2 and 7.3 to lightwells and receives the same score as PO 7.3.

Overall Score: **Negative 0** **Positive 6** **Positive+ 1** **Neutral 10**

- 5.16 **PO7.5** introduces the concept of basement excavation not involving more than one additional storey. This is likely to reduce the amount of evaporation waste and therefore this has a positive impact on Objective 12. In addition, deeper basements are more technically demanding to construct and may cause movements to adjoining buildings and result in more disruption and disturbance to neighbours.

Overall Score: **Negative 0** **Positive 7** **Positive+ 1** **Neutral 9**

5.17 **PO 7.6** receives a positive score for Objective 7 given it specifically refers to development not adversely impacting on ground water flow, water levels and drainage. However it could be argued that this adds little further to an approach which already requires a hydrology statement.

Overall Score: Negative 0 Positive 7 Positive+ 1 Neutral 9

5.18 **PO 7.7** is positive for Objective 13 as it specifically refers to historic buildings.

Overall Score: Negative 0 Positive 7 Positive+ 1 Neutral 9

5.19 **PO 7.8** is a standalone policy alternative for development under the highway and revives mainly neutral scores. Although it could be argued that without sufficient space access for maintenance of cables, pipes and sewers becomes more difficult which may have a detrimental impact on health and by adding these details this would be positive for Objective 4.

Overall Score: Negative 0 Positive 1 Positive+ 0 Neutral 16

5.20 **CMP 2.7** is an initial draft of a fully formed policy approach and although mainly neutral has positive scores for objectives 4, 12, 13 and 15 and a very positive score for Objective 8 given it requires 1.5 metre soil depth across the whole garden, with deeper tree pits where appropriate. This alternative requires a full construction statement but there is no mention of the impact on flooding so only gets an on balance gets a positive score given the requirement for soft landscaping, which can help with drainage.

Overall Score: Negative 0 Positive 8 Positive + 1 Neutral 8

5.21 **NP CMP 28.7** is a more recent iteration of CMP 2.7 and the last stage of informal consultation. It receives a positive score for Objective 1 given the requirement for a construction management plan demonstrating adherence to the Council's Code of Construction practice. This is because many of the concerns expressed by residents are around construction. It is very positive for Objective 8 because although on the face of it this alternative appears not as positive as CMP 2.7 (because it requires minimum of 1.2 rather than 1.5), this is somewhat off- set by a requirement in NP CMP 28.7 for basements not extending more than 50% or 4 metres whichever is the larger of the garden. As basement construction can be complicated and lengthy if badly managed it can cause noise and disturbance therefore the requirement for adherence to the code of construction practice has nudged the score for Objective 10 up from neutral to a positive. NP CMP 28.7 also extends requirements to non-residential buildings where there may be some impact on adjoining residential buildings. This alternative receives a

positive + for Objective 7 given it requires applicants to demonstrate that basement development will not increase floodrisk on the site or beyond. However this iteration does not specifically mention the requirement for SUDSs.

Overall Score: **Negative 0** **Positive 10** **Positive+ 1** **Neutral 6**

- 5.22 **CO 1** receives similar scores to PO 7.1 and PO 7.2, with negative scores for objectives 1, 10, 12 and 15. This is because the wording lacks definition and open to so much interpretation that it would be difficult (if not impossible) to implement. It has a positive score for Objective 7 because it specifically mentions SUDSs and on balance positive scores for Objectives 3, 16 and 17.

Overall Score: **Negative 4** **Positive 3** **Positive+ 1** **Neutral 9**

- 5.23 Similarly it would be difficult to implement a policy (**CO 2**) which only refers to development under listed buildings and given the detrimental impacts that can arise from basement development this alternative also receives a number of negative scores. However, given this alternative retains the potential for basement development elsewhere this alternative receives a positive score for objectives 3, 16 and 17 and a positive + for Objective 13.

Overall Score: **Negative 7** **Positive 3** **Positive+ 1** **Neutral 6**

- 5.24 **CO 3** seeks to prohibit basement extensions in Westminster and has been included because of its popularity with residents following consultation. It is however on the margins of 'reasonable' given the difficulty of completely 'banning' a certain type of development, especially given negative sustainability outcomes can be mitigated as set out in alternatives above. Notwithstanding, this alternative has been given mainly neutral scores but on balance has positive scores for objectives 4 and 10. This is because prohibiting basements would effectively stop the noise associated with these extensions and the potential for an associated detrimental impact on health.

Overall Score: **Negative 2** **Positive 2** **Positive+ 0** **Neutral 13**

Policy CM29 Health, Safety and Well-Being

- 5.25 **AO1** is the 'business as usual' alternative and proposes no change to the wording of Westminster City Plan Policy S29 Health, Safety and Well-Being. This Policy was assessed in its entirety in the Core Strategy Sustainability Appraisal Report which included a Strategic Environmental Assessment (November 2009), which can be found [here](#) with associated appendices [here](#). Additional text was added to this policy (at this stage Policy

CS28) when revisions were made and finally adopted as [Westminster's City Plan: Strategic Policies](#) on 13 November 2013 and sets out the vision for Westminster up to 2025 and beyond.

- 5.26 Westminster's City Plan: Strategic Policies was subject to an Integrated Impact Assessment and the report can be viewed [here](#). The assessment of CS28 is in Paragraph 6.22. At this stage the changes to the wording was as follows: *The development of major infrastructure projects will need to mitigate, avoid or remedy environmental and local impacts, both in construction and operation*. This was considered on balance to have a neutral impact on all objectives in the IIA Framework. It could be argued that without this additional text harmful environmental and local impacts may have resulted from major infrastructure projects. However on balance given this text just clarifies the approach of CS28 the impact of the alterations was neutral. Having reassessed the matter for this IIA Report this is still considered to be the case.

Overall Score: Negative 0 Positive 0 Positive+ 0 Neutral 17

- 5.27 **AO2** contains additional wording to adopted Policy S29 Health, Safety and Well-Being (underlined text is new) 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. This additional wording has been added in support of new Policy CM28.1 given some types of development such as basements 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. Given this additional wording will strengthen S29 it has been given a positive assessment for objectives 1, 4 and 10.

Overall Score: Negative 0 Positive 3 Positive+ 0 Neutral 14

- 5.28 It should be noted that only two Reasonable Alternatives have been provided for the additional wording on S29, this is because it was difficult to generate any additional alternatives given the limited nature of this text and that the impacts are so closely tied to Policy CM28.1 Basement Development.

Cumulative, secondary and temporal impacts

- 5.29 The impacts of basement developments on open space (Objective 15) and biodiversity (Objective 8), with a secondary impact on health and wellbeing (Objective 4), are likely to be cumulative over a longer term. However, any impact on health and wellbeing may

be permanent. The impact of basement extensions on flooding may be direct in parts of Westminster where there are historic river courses or underground infrastructure (including drains and sewers), or indirect (secondary), where the loss of garden space and trees impacts on water run-off. In both cases this may also have a secondary impact on health and well-being in the short term or over the longer term.

Preferred Alternative

5.30 This stage of the process has assessed a range of alternatives against each other to determine which is the most sustainable and provide the best outcome in terms of health and well-being. The potential impact of basement development is complex and therefore a detailed approach is required to deal with any negative outcomes, which may be evident without a policy approach (PO 7.1). **NP CMP 28.7** which is the most detailed policy allows for a range of basement development in all parts of Westminster while still having the most positive overall outcome of all the policy options considered. With limited text to deal with only two alternatives were generated for Policy CM29 Health, Safety and Well-Being and of these **AO2** was preferred.

Changes to the Basement Revision to Westminster's City Plan as a Result of the IIA

- 5.31 No negative effects have been identified from the proposed Basement Revision to Westminster's City Plan and therefore no mitigating measures are considered to be required. However, the aspects of Policy CM 28.1 regarding flooding have been strengthened and refined in relation to CM 28.7 in [Basements Booklet No. 3 LDF Consultation October 2013](#) and this is reflected in the very positive scores given to the policy for Objective 7. The Basement Revision to Westminster's City Plan now specifically includes the wording *'incorporate sustainable urban drainage measures or any other mitigation measures recommended in the structural statement or flood risk assessment.'* Previous alternatives made no mention of sustainable urban drainage and this is considered important in terms of surface water drainage and can help to protect and enhance ground water quality. The additional wording to Policy S29 reinforces Policy CM28.1.

6. Mitigation and Monitoring

Mitigation

- 6.1 No negative effects have been identified from the proposed Basement Revision to Westminster's City Plan and therefore no mitigation measures are necessary.

Monitoring

- 6.2 Directive 2001/42/EC requires that significant sustainability effects of implementing the policy need to be monitored to identify unforeseen adverse effects to be able to undertake appropriate remedial action.
- 6.3 The following indices (set out in Table 4 below) will be collected and included in our Authorities Monitoring Report.

Table 4 Proposed Monitoring data

Indicators
1. Number of applications for basement proposals, to include size and type.
2. Number of proposals approved and refused, by size and type. Where refused, the reasons for the decision.
3. Numbers of basement proposals implemented.
4. Number of appeals to the Secretary of State from planning decisions by the Council concerning basement development and, where these are upheld, the reason why.
5. Number of complaints received by the council regarding the construction of basement development and the nature of these complaints, in particular regarding noise.
6. No. of Code of Construction Practice compliant schemes.

7. Installation of SUDS measures in basement developments.

7. Next Steps

- 7.1 This IIA accompanies the Basement Revision to Westminster's City Plan submission draft. It is part of the supporting document submitted to the Secretary of State and will form part of the examination documents. Consultation responses are summarised in the consultation statement which also accompanies the basement revision as a support document.
- 7.2 The revision will be considered by an Inspector appointed by the Secretary of State. They will report to the council and ultimately the revision will be adopted. At this stage it will gain full weight for determination of planning applications as part of Westminster local plan.
- 7.3 A comprehensive post adoption statement will be published once all the IIA Reports have been finished and the process concluded.

8. End Notes

ⁱ Planning and Pollution Booklet No.11 July 2014

ⁱⁱ The Westminster Noise Attitudes Survey, 2008

ⁱⁱⁱ The London Plan (The Spatial Development Strategy for London Consolidated with Alterations since 2011) P.211

^{iv} The London Plan (The Spatial Development Strategy for London Consolidated with Alterations since 2011) P.211

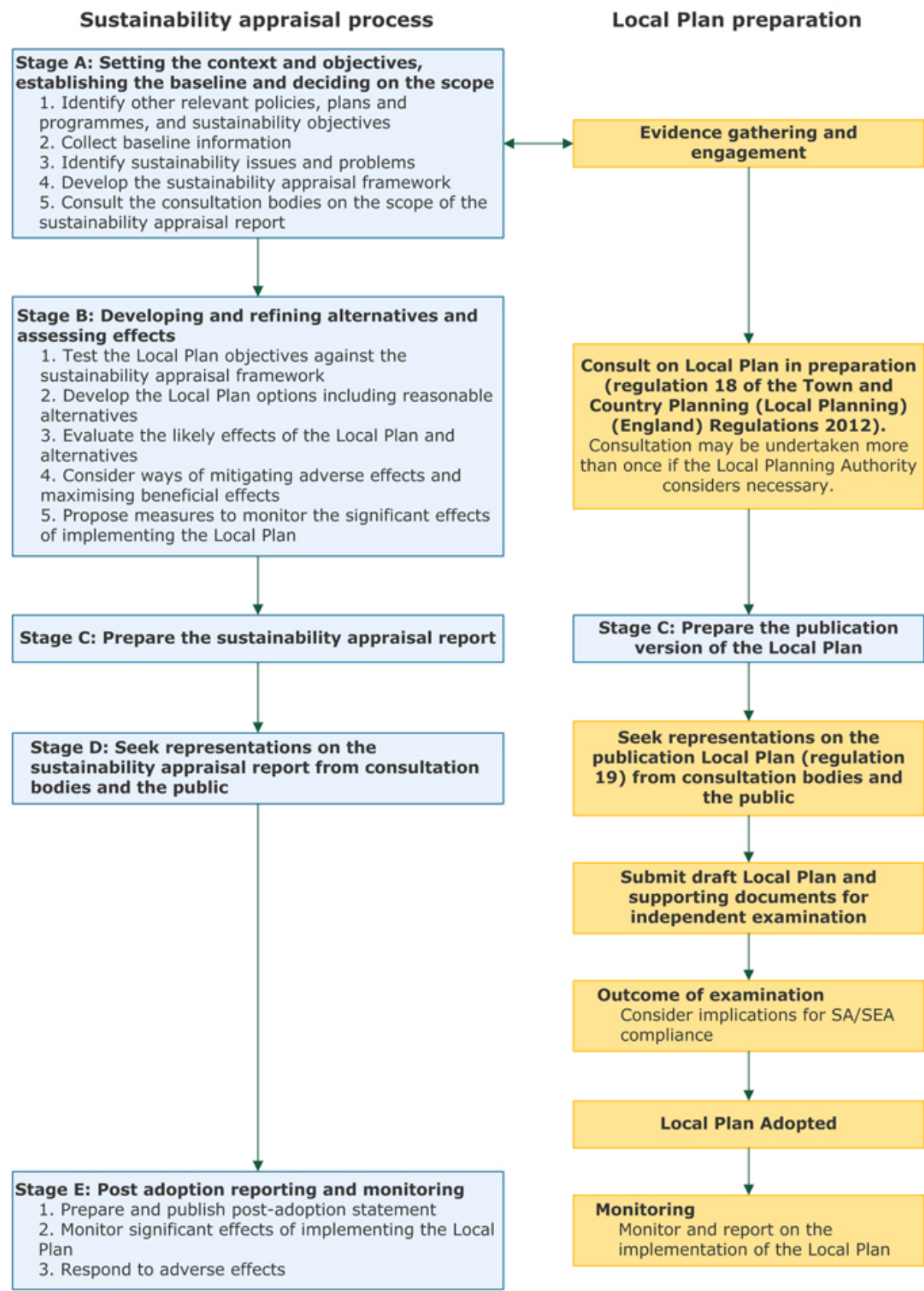
^v Basement Development in Westminster SPD (2014) Westminster City Council

^{vi} Data provided by the Environment Agency 2014

^{vii} This is based on the following information:

- The total private garden area is 2,906,316sqm (291Ha) this is 13% of the borough area.
- The royal parks area is 3,815,744sqm (382Ha)
- There is also Metropolitan open land which adds on some of the peripheral green spaces around the royal parks and so increases the area to 4,490,288. (449Ha)
- If we were to include the London Squares the area is 32.6Ha.

Appendix 1 Sustainability Process in relation to Local Plan Preparation - from NPPF PPG March 2014



Appendix 2 - SEA Directive Requirements and how these have been addressed

The SEA Directive Requirements	IIA Report Sections
a) An outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes;	IIA Scoping Report 2014 and IIA submission report chapters 2 and 3.
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan;	IIA Scoping Report 2014 and IIA submission report chapter 2.
c) The environmental characteristics of the areas likely to be significantly affected;	IIA Scoping Report 2014 and IIA submission report chapter 2.
d) Any existing environmental problems which are relevant to the plan, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;	IIA Scoping Report 2014 and IIA submission report chapter 4. A separate Habitats Directive Screening Report was submitted to Natural England in June 2015.
e) The environmental protection objectives, established at international, community or national level, which are relevant to the plan and the way those objectives have been taken into account during preparation;	IIA Scoping Report 2014 and IIA submission report chapters 2 and 3.
f) The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archeological heritage, landscape and the interrelationship between the above factors. These effects should include secondary, cumulative, synergistic, short, medium and long term permanent and temporary, positive and negative effects);	IIA Assessment Framework in the Scoping Report 2014 and IIA submission report chapter 5 and Appendix 6.
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan;	Chapter 7 of IIA submission report.
h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including and difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information);	Chapters 4 and 5 IIA submission report.

i) a description of measures envisaged concerning monitoring in accordance with article 10;	Chapter 7 of IIA submission report.
j) a non-technical- summary of the information provided under the above headings	A non-technical summary is contained at the front of the IIA submission report.

The report must include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process to avoid duplication of the assessment (Article 5.2).

APPENDIX 3 - Consultation Comments on the City Plan IIA Scoping Report - June 2014

How comments received in response to consultation on the IIA Scoping Report for Westminster's City Plan (June 2014) have been taken into account.

Summary of Comments	How comments have been taken on board
Natural England	
There should be a priority for the creation of SUDs within any redevelopment which takes place in Westminster. This can have health benefits as identified in the scoping report and objective 7 mentions that the provision is most likely to happen as part of creation within built structures where green roofs and walls or rain gardens can be implemented.	Objective 7 promotes the use of SUDs.
The protection of the 30 Sites of Importance for Nature Conservation (SINCS) should be a key consideration throughout the City Plan process as given the amount of open space deficiency identified within the borough and the benefits both for human health and that of biodiversity loss of any sites would be detrimental and almost impossible to replace.	Objective 8 in the Sustainability Framework considers whether any policy in the local plan will preserve SINCS. Westminster City Plan Strategic Policy S36 states that Sites of Importance for Nature Conservation (SINCS) will be protected and enhanced.
Objectives 13 and 14 should both be used to help ensure that the plan overall has policies in it that will bring forward improvements in the open spaces in Westminster and also to improve the public realm through some potential greening measures to create a better environment for the public to want to walk through.	Objective 15 is the primary policy for open space. It seeks <i>to protect, enhance and seek opportunities to increase open space</i> . This objective in combination with objectives 11, 13 and 14 will be used to assess draft policies in terms of creating a better environment for the public to walk through.
Environment Agency	
No specific comments on the IIA but provided a factsheet containing suggested guidance on the scope and level of information to be included in the SA report.	Noted – See below.
Climate change should be considered as part of the evidence base for the SA, as a key sustainability issue and as SA objective against which your plan will be appraised.	Climate change is considered in paragraphs 3.114 to 3.119 in the baseline information and as a key sustainability issue (paragraph 5.6). It is also set out as Objective 5 in the Sustainability Framework.
Flood Risk should be included in the baseline	Flood risk is considered in the baseline

<p>information as a key sustainability issue and as an objective.</p> <p>The Strategic Flood Risk Assessment should be included as part of the evidence base.</p> <p>As should Westminster’s Surface Water Management Plan and the Environment Agency Thames Estuary 2100 plan.</p>	<p>information (paragraphs 2.129 to 3.131) and as a key sustainability issue (paragraph 5.8). It is also set out as Objective 7 in the Sustainability Framework.</p> <p>The Strategic Flood Risk Assessment and the Environment Agency Thames Estuary 2100 plan are included in Appendix 4 of this Report Updated Relevant Plans, Programmes and Strategies</p> <p>Westminster’s Surface Water Management Plan. Likely adoption June/July 2015.</p>
<p>The Water Framework Directive should be considered and recommendations from the Thames River Basin Management Plan as an objective and as part of the baseline.</p>	<p>There is one watercourse in Westminster (The Grand Union Canal) designated under the Water Framework Directive (WFD). This is included in the baseline information paragraph 3.105 in the IIA Scoping Report June 2014.</p> <p>An additional sub-criteria has also been added to Objective 8 as follows: <i>Will it improve the water environment including Quality?</i></p> <p>The Thames River Basin Management Plan is included in Appendix 4 of this Report Updated Relevant Plans, Programmes and Strategies.</p>
<p>Comment on the importance of green infrastructure and suggest that the protection and enhancement of biodiversity is considered as a key sustainability issue, protected habitats and species are mapped as part of the evidence base and biodiversity issues are addressed as an SA objective.</p>	<p>Biodiversity is considered in the baseline information (paragraphs 3.105 to 3.113) and as a key sustainability issue in Paragraph 5.9. It is also set out in Objective 8 in the Sustainability Framework.</p> <p>Map 4 of this IIA Report and Map 5 of this IIA Report show <i>Biodiversity Action Plan Habitats and Sites of Importance for Nature Conservation</i> and <i>Records of Protected and Priority Species</i> respectively.</p>
<p>Suggest that water quantity and water resource efficiency should be considered as part of the evidence base for the SA, as a key sustainability issue and as SA objective.</p>	<p>Water quantity and water resource efficiency are considered in the baseline information in paragraphs 3.133 to 3.135 Objectives 6 and 8 in the Sustainability Framework set out these</p>

	matters for assessment.
Comment that part of Westminster are defined as being sensitive locations for groundwater because they are located within source protection zones 1,2 or 3 and/or are located over principle or secondary aquifers. We suggest you include this information and information on land contamination in Westminster as part of the baseline for your SA to ensure that the potential impacts of the local plan policies and site allocations on groundwater can be identified and addressed.	Noted. Ground water has been mapped and shown in Map 1 of this IIA Report. In terms of contaminated land there are no Special Sites registered under the Environmental Protection Act 1990 78R-T, and none where notices have been served under Part IIA of Section 78.
Emphasise the importance of the 'waste hierarchy' and London Plan Policies 5.16 and 5.17 which encourage greater self sufficiency for waste management in London and sustainable transportation of waste. Therefore suggest that waste issues are considered as part of the SA and objectives addressing waste management and resource efficiency are included.	Waste is considered in paragraphs 3.149 to 3.159 in the baseline information and as a key sustainability issue (paragraph 5.13). It is also set out as Objective 12 in the Sustainability Framework.
Suggest that air quality issues are considered as part of the SA and objectives addressing air quality are included. Your Borough Air Quality Action Plan and the Mayor's Air Quality and Transport Strategies should form the evidence base for this.	Air Quality is considered in paragraphs 3.120 to 3.128 in the baseline information and as a key sustainability issue (paragraph 5.10). It is also set out as Objective 9 in the Sustainability Framework.
English Heritage	
Generally content with the treatment of the historic environment in the Scoping Report subject to the following comments:	Noted
Request that a further issue is added to Scoping Report Page 31 concerning <i>the pressure for residential development and employment uses being exponentially greater and the implications this might have for Westminster's town centre conservation areas and their settings in particular. Whilst Further Alterations to the London Plan (FALP) are yet to be examined and must not be given undue</i>	Noted

<p><i>weight, English Heritage considers that the pressures they convey could present real challenges for Westminster's historic environment in the mid to long term future.</i></p>	
<p>Request the following documents are included in Relevant Plans, Programmes:</p> <p><i>English Heritage Good Practice Notes on</i></p> <ul style="list-style-type: none"> • <i>The Historic Environment in Local Plans</i> • <i>Decision-taking in the Historic Environment</i> • <i>The Setting of Heritage Assets</i> <p><i>Improving Historic Soho's Environmental Performance</i></p> <p><i>Retrofitting Historic Buildings for Sustainability</i></p>	<p>These documents have been added to Appendix 4 of this Report Updated Relevant Plans, Programmes and Strategies</p>
<p>Request changes to the wording of the IIA Objective for cultural heritage to better reflect the requirements of the NPPF by reading as follows: <i>To conserve and enhance the significance of heritage assets and their settings.</i></p>	<p>The wording of Objective 13 has been changed as follows:</p> <p>To <u>conserve</u> and enhance the historic environment and architectural, archaeological and cultural heritage</p> <p>With the sub-criteria also changed to reflect NPPF wording as follows:</p> <p>Will it <u>conserve the significance</u> of heritage sites and cultural value?</p> <p>Will it protect strategic views?</p> <p>Will it <u>conserve</u> listed buildings and their settings?</p> <p>Will it help <u>conserve</u>, enhance and record archaeological features and their settings?</p>

Appendix 4 - Relevant Plans, Programmes and Strategies updated Scoping Report Version

International

EU Directives 79/409/EEC; 92/43/EEC; 2000/60/EC; 96/62/EC; 75/442/EEC; 99/31/WC

EU Directive 2008/50/EC

EU Water Directive Framework 2000

Kyoto protocol to the United Nations framework convention on climate change (2005)

The World Summit on Sustainable Development – Commitments arising from Johannesburg Summit United Nations (2002)

National

Air pollution: Action in a Changing Climate 2010 *DEFRA*

Air Quality Regulations 2010

Climate Change Act 2008

Conservation Principles, Policies and Guidance (2008) *English Heritage*

Crowded Places: The Planning System and Counter-Terrorism (2012) *Home Office*

Energy and Climate Change for all local authorities Dataset 6222 (2012). *Department of Energy and Climate Change*

Energy Efficiency and Historic Buildings (2012) *English Heritage*

Environment Act 1995

Equality Act 2010

Groundwater Protection: Policy and Practice (GP3) (2013) *Environment Agency*

Guidance on Tall Buildings (2007) *English Heritage/CABE*

Historic Environment Good Practice Advice in Planning Consultation Draft (2014) Notes 1-3 *English Heritage*

London Borough Environmental Fact Sheet (2011) *Environment Agency*

National Planning Policy Framework (2012) *Department for Communities and Local Government*

National Heritage Protection Plan (2011 –ongoing) *English Heritage*

Obesity and the environment: Increasing physical activity and active travel (November 2013) *Public Health England and LGA*

Planning Act 2008

Planning and Compulsory Purchase Act (2004)

Planning Policy for Traveler Sites (2012) *Communities and Local Government*

Planning Policy Statement 10: Planning for Sustainable Waste Management (2005) *Communities and Local Government*

Planning Practice Guidance (2014)

Safer Places: The Planning System and Crime Prevention (2004) *ODPM*

Seeing the History in the View: A method for assessing Heritage Significance within Views (2011) *English Heritage*

Thames Estuary 2100 Flood Risk Management Plan (2002) *Environment Agency*

Thames River Basin Management Plan (2009) *Environment Agency*

(The) Setting of Heritage Assets (2011) *English Heritage*

Technical Guidance to the National Planning Policy Framework (2012) *Department for Communities and Local Government*

UK Air Quality Strategy (2007) *Department for Environment, Food and Rural Affairs, Scottish Executive, Welsh Assembly Government and Department of the Environment Northern Ireland. Published by DEFRA*

Understanding Place: Conservation Area Designation, Appraisal and Management (2011) *English Heritage*

Updated National Waste Planning Policy: Planning for Sustainable Waste Management (2013) *Department for Communities and Local Government*

2010 Local Authority Carbon Dioxide Figures (2012) *Department of Climate and Energy Change*

Regional

Better Environment, Better Health: A GLA guide for London Boroughs. London Borough of Westminster (2013) *Mayor of London*

Energy Planning: GLA Guidance on preparing energy assessments (2011) *Greater London Authority*

Draft Housing Strategy (2013) *Mayor of London*

Health Issues in Planning - Best Practice Guidance, (2007) *Mayor of London*

Land for Industry and Transport SPG (2012) *Mayor of London*

London Office Policy Review (2012) *Ramidus*

London Plan (2011) *Mayor of London*

The London Plan – The Spatial Development Strategy for London Consolidated with Alterations since 2011 (March 2015) *Mayor of London*

London Carbon Scenarios to 2026 Report (2006) *London Energy Partnership*

London View Management Framework (2012) *Mayor of London*

Air Quality Strategy: Cleaning London's Air (2010) *Mayor of London*

All London Green Grid Supplementary Planning Guidance (2012) *Mayor of London*

Climate Change Mitigation and Energy Strategy (2011) *Mayor of London*

Cultural Metropolis: Mayor's Cultural Strategy (2010) *Mayor of London*

Delivering London's Energy future: the Mayor's climate change mitigation and energy strategy (2011) *Mayor of London*

Economic Development Strategy for London (2010) *Mayor of London*

London's Foundations Supplementary Planning Guidance (2012) *Mayor of London*

London's World Heritage Sites – Guidance on Settings Supplementary Planning Guidance (2011) *Mayor of London*

Managing risks and increasing resilience: the Mayor's climate change adaptation strategy (2011) *Mayor of London*

Securing London's water future: the Mayor's Water Strategy (2011) *Mayor of London*

Transport Strategy (2010) *Mayor of London*

Tree and Woodlands Supplementary Planning Guidance (2012) *Mayor of London*

Waste Management Strategies (2011) *Mayor of London*

Neighbouring Authorities

City of London – Core Strategy (adopted 8 September 2011)

London Borough of Brent – Core Strategy (adopted 12 July 2010) and Site Specific Allocations (2011)

London Borough of Camden – Core Strategy and Development Policies (adopted 8 November 2010)

Royal Borough of Kensington and Chelsea – Core Strategy (adopted 8 December 2010) and partial review of the Core Strategy (adopted January 2015)

Local

Affordable Housing Viability Study (2010) *DTZ Research. Published by Westminster City Council (jointly commissioned with London Borough of Camden)*

Affordable Housing Viability Study, Payments in Lieu of Affordable Housing (2011) *DTZ Research. Published by Westminster City Council (jointly commissioned with London Borough of Camden)*

Basement Development in Westminster SPD (October 2014) *Westminster City Council*

Air Quality Action Plan 2013-2018 (2013) *Westminster City Council*

Better City Better Lives Year 2 (2014) *Westminster City Council*

Biodiversity Action Plan (2007) *Westminster City Council*

Church Street Master Plan Health Profile refresh 2013 (2013) *JSNA*

Core Strategy Sustainability Appraisal Scoping Report (2007) *Westminster City Council*

Core Strategy Sustainability Appraisal - Publication Draft (2009) *Westminster City Council*

Core Strategy NPPF Revision (Draft) IIA 2012 *Westminster City Council*

Creative Industries Report and Statistical Update (2007 and 2011) *GVA Grimley; Burns and Owens*

Cycling Strategy (Consultation Draft) December 2013 *Westminster City Council*

Decentralised Energy Masterplan for the City of Westminster (2014) *Published by Westminster City Council*

Economic Development Strategy 2008-2011 (2007) *Westminster City Council*

Equalities Impact Analysis Guidance For assistance with Tri-and Bi-Borough and single Borough decisions

Estates Strategy 2008- 2013 (2008) *Westminster NHS Primary Care Trust*

Every Older Person Matters (2010 – 2013) *Westminster City Council*

Healthier City, Healthier Lives –Westminster’s Joint Health and Wellbeing Strategy (2013) *NHS, LINK and Westminster City Council*

Health profile 2012- City of Westminster (2012) *NHS*

Housing Renewal Strategy (2010) *Westminster City Council*

Housing Strategy 2007-2012 (2007) *Westminster City Council*

(The) Importance of the Historic Environment to the Office Market in Westminster (2007) *Drivers Jonas*

Improving Historic Soho’s Environmental Performance (2013) *Sturgis Carbon Profiling LLP, Ramboll, Sampson Associates and Donald Insall Associates for Westminster City Council, English Heritage and the Soho Community Environment Fund*

Local Development Scheme (2012) *Westminster City Council*

Local Economic Assessment Baseline Study (2011) *Westminster City Council*

Local Implementation Plan: a Transport Delivery Plan up to 2031(2011) *Westminster City Council*

Mapping LGBT Westminster (2009) *Deborah Gold and Katherine Cowan Published by Westminster City Council*

(Draft)Municipal Waste Management Strategy 2016-2031 (August 2013) *Westminster City Council*

Noise Attitudes Survey (2008) *GfK NOP Social Research. Published by Westminster City Council*

Noise Survey (2008) *Scott Wilson. Published by Westminster City Council*

North London Sub-Region Strategic Housing Market Assessment (2009) *Opinion Research Services. Published by City of Westminster and the London Boroughs of Barnet, Enfield, Haringay, Islington and Camden*

Our Strategy for Tackling Health Inequalities in Westminster 2009-2016 (2009) *NHS Westminster*

Preliminary Flood Risk Assessment (2011) *Drain London Westminster City Council*

The Prime Residential Market in Westminster (2014) *Ramidus Consulting*

Retrofitting Historic Buildings for Sustainability (2013) *Westminster City Council*

Retrofitting Soho (2008) *The Max Lock Centre, University of Westminster. Published by MLC Press, University of Westminster in partnership with Westminster City Council*

Safer Westminster Partnership Strategy (2011- 2014) *Westminster City Council*

Strategic Plan 2008-2013 (2008) *Westminster NHS*

Strategic Service Development Plan 2008-2013 (2008) *Westminster NHS Primary Care Trust*

Statement of Community Involvement (2014) *Westminster City Council*

Statement of Licensing Policy (2011) *Westminster City Council.*

Strategic Flood Risk Assessment (2009) *Westminster City Council*

(A) Study of Small Offices in Westminster 2008 (2009) *DTZ Research. Published by Westminster City Council*

Trees and the Public Realm (2011) *Westminster City Council*

Westminster Housing Market Analysis (2014) *Wessex Economics*

Waste Sites Assessment (2009) *Westminster City Council*

Westminster Biodiversity Action Plan (2007) *Westminster City Council*

Westminster City Plan 2006 - 2016 Sustainable Community Strategy (2006) *Westminster City Partnership*

Westminster City Council Residential Basements Report (2013) *Alan Baxter Associates*

Westminster City Council Equality Objectives 2012-2016

Westminster Infrastructure Plan: Technical Assessment 2006-2026 (2009) *URS Consultants. Published by Westminster City Council*

Westminster (City of) Local Economic Assessment Baseline Study (2011) *Westminster City Council*

Westminster Noise Strategy (2010) *Westminster City Council*

Westminster Office Study – Impact of the Recession (2009) *Drivers Jonas. Published by Westminster City Council*

Westminster Open Spaces Strategy (2007) *Westminster City Council*

Westminster Profile (2013) *Westminster City Council*

Westminster Way (2011) *Westminster City Council*

Westminster's City Plan: Strategic Policies (2013) *Westminster City Council*

APPENDIX 5 IIA Detailed Appraisal for the Basement Revision to Westminster's City Plan

1. Integrated Impact Assessment: For Policy CM 28.1 Basement Development			
Sustainability, Equality and Health Objectives	Detailed decision making sub-criteria including EIA and HIA	Score	Comments
1. To create cohesive, inclusive and safe communities	<ul style="list-style-type: none"> Will improve access to local services including shops and community facilities?* 	0	<p>This is mainly an equalities sub-criteria. However, it is important to recognise a positive impact that may arise from a specific policy for basement development in terms of community cohesion, where currently a situation of discord exists due to the lack of policy and where neighbours appear to be pitted against each other without a clear policy approach for resolution.</p> <p>Clarification regarding design and occupation stages will have also a positive affect for inclusive communities as greater consideration is sought prior to approval an assessment on the impact of basement development on neighbours.</p>
	<ul style="list-style-type: none"> Will in increase ability to influence decision making (neighbourhoods)? * 	0	
	<ul style="list-style-type: none"> Will it encourage engagement in community activity 	0	
	<ul style="list-style-type: none"> Will it foster an inclusive Westminster community? 	+	
2. To reduce crime and fear of crime	<ul style="list-style-type: none"> Will it reduce the levels of crime, disorder and anti-social behaviour?*** 	0	

	<ul style="list-style-type: none"> Will it reduce fear of crime, disorder and anti-social behaviour? ** 	0	
	<ul style="list-style-type: none"> Will it reduce other behaviour adversely affecting the local environment? ** 		
3. To ensure the provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family sized units	<ul style="list-style-type: none"> Will it reduce homelessness? ** 	0	This policy has the potential to increase the housing stock. In 2011, the number of basements extensions doubled and over the last 4years (2011-2014) 386 have been approved. In, 2011 and 2012, 42 (38%) involved the creation of new self-contained residential dwellings, and on this basis on balance, receive positive scores. However, it is more difficult to qualify, the impact this will have on the provision of appropriate housing especially looking at future requirement, as the housing needs assessment changes at least every five years.
	<ul style="list-style-type: none"> Will it increase a range of affordable housing? ** 	0	
	<ul style="list-style-type: none"> Will it reduce the number of unfit homes? ** 	0	
	<ul style="list-style-type: none"> Will it result in high quality homes? ** 	+	
	<ul style="list-style-type: none"> Will it provide housing than can help people stay independent for longer? 	0	
4. To promote and improve health and wellbeing	<ul style="list-style-type: none"> Will it help health inequalities? ** 	0	Reduction in death rates - This is a secondary and long term cumulative impact that may possibly arise from the policy. The consideration is based on the potential benefits from reducing flood risk and helping to maintain open space and bio-diversity and improving air quality. There is also some merit in providing a co-ordinated approach of construction. This positive is very much on balance and is a result of the detailed nature of the IIA Framework. Although the general benefits on health and wellbeing are well recognised. There is also a link between mental well-being and a quiet environment. Although not a good fit with the sub-criteria.
	<ul style="list-style-type: none"> Will it reduce death rates? * 	+	
	<ul style="list-style-type: none"> Will it improve access/movement? * 	0	
	<ul style="list-style-type: none"> Will it encourage healthy lifestyles? * 	0	
	<ul style="list-style-type: none"> Will it improve cultural wellbeing? 	0	
	<ul style="list-style-type: none"> Will it foster an inclusive Westminster community, specifically through an active engagement in sport and physical activity opportunities? 	0	
	<ul style="list-style-type: none"> Will it provide access to a healthy diet and encourage healthy lifestyles? 	0	

	<ul style="list-style-type: none"> • Will it encourage a physically active lifestyle (helping to reduce obesity)? 	0	
	<ul style="list-style-type: none"> • Will it create healthy workplaces? 	0	
5. To reduce greenhouse gas emissions and support climate change adaption	<ul style="list-style-type: none"> • Will it reduce greenhouse gas emissions by reducing energy consumption, generating low or zero carbon energy and reducing the need to travel?* 	0	<p>This policy has on balance been given a neutral score for the following reasons:</p> <ol style="list-style-type: none"> 1) Embodied carbon during construction is high; 2) the uses of the basements often require mechanical air movement and conditioning, which often cannot be delivered by open windows; 3) there is often a need for increased water pumping to remove water; 4) and a lack of natural light requires electricity to overcome this; consequently the policy encourages natural ventilation and lighting. <p>On the other hand:</p> <ol style="list-style-type: none"> 5) construction underground can save energy by increased cooling and warmth through thermal mass and insulation; 6) extending a property is often more efficient than constructing a larger new development; 7) ensuring that residents and communities are close to work and known communities will reduce emissions.
	<ul style="list-style-type: none"> • Will it reduce ozone depleting emissions? * 	0	
	<ul style="list-style-type: none"> • Will it reduce emissions through retrofitting new technology? 	0	
	<ul style="list-style-type: none"> • Will it reduce heat island effects on people and property? * 	0	
6. To reduce the use of natural resources e.g. water, fossil fuels, quarried materials, wood.	<ul style="list-style-type: none"> • Will it reduce water consumption and improve water efficiency? 	0	
	<ul style="list-style-type: none"> • Will it reduce consumption of fossil fuels?* 	0	
	<ul style="list-style-type: none"> • Will use of other natural resources (e.g. quarried materials) be minimised? 		

	<ul style="list-style-type: none"> Will use of renewable resources (e.g. sustainably sourced timber) be prioritised over non-renewable resources? 	0	
7. To reduce flood risk, promote sustainable urban drainage (SUDs) and protect, surface and ground water quality	<ul style="list-style-type: none"> Will it minimise flood risk from all sources of flooding?* 	++	<p>The policy requires that basement development incorporates Sustainable Urban Drainage (SUDs) measures or any other mitigation measures recommended in the structural statement or flood risk assessment.</p> <p>In addition applicants are required to demonstrate that they have taken into account the site-specific ground conditions, drainage and water-environment in the area of the development and that the basement development will not increase flood risk on the site or beyond. The requirement for SUD's is considered important in terms of surface water drainage and can help to protect and enhance ground water quality. This policy also seeks a separate site-specific flood risk assessment where required. Surface water drainage can help protect and enhance ground water quality.</p> <p>The policy also explicitly states that the basement must be protected from sewer flooding through the installation of a suitable pumped device. This will have a significant mitigating effect on combined sewer overflow events.</p>
	<ul style="list-style-type: none"> Will it reduce property damage due to storm events/ heavy rainfall by improving flood resistance and flood resilience? * 	++	
	<ul style="list-style-type: none"> Will it reduce combined sewer overflow events?* 	++	
8. To protect, enhance and create environments that encourage and support biodiversity	<ul style="list-style-type: none"> Will it protect, enhance and increase biodiversity and protect habitats? 	++	<p>Private garden land supports biodiversity. Uncontrolled basement development can affect these functions and result in the loss of important trees and</p>
	<ul style="list-style-type: none"> Will it preserve SINCS? 	0	

	<ul style="list-style-type: none"> Will it improve access to and promote educational value of sites of biodiversity interest?* 	0	landscape. The policy requires an adequate depth and volume of soil to allow for new tree and shrub planting and not result in the loss of trees or townscape or ecological value.
	<ul style="list-style-type: none"> Will it conserve and enhance species and habitats? 	0	
	<ul style="list-style-type: none"> Will it improve the water environment? 		
9. To improve air quality	<ul style="list-style-type: none"> Will it improve air quality? * 	+	It could be argued that supporting biodiversity may cumulatively and in the long run support air quality.
	<ul style="list-style-type: none"> Will it reduce emissions of key pollutants?* 	0	
10. To reduce noise and impact of noise	<ul style="list-style-type: none"> Will it reduce noise levels* 	++	This is based on existing concerns from residents regarding noise resulting from basement construction. The policy requires adherence to the Councils Code of Construction Practice.
	<ul style="list-style-type: none"> Will it reduce noise concerns and complaints? 	+	
11. To reduce the need to travel; the use of private motorised vehicular transport as well as encourage walking, cycling and the use of public transport	<ul style="list-style-type: none"> Will it reduce traffic volumes?* 	0	
	<ul style="list-style-type: none"> Will it encourage walking and cycling?* 	0	
	<ul style="list-style-type: none"> Will it increase proportion of journeys using modes other than a car?* 	0	
12. To reduce waste production and increase recycling, recovery and use of all waste	<ul style="list-style-type: none"> Will lead to reduced consumption of materials and resources? 	0	Basement development can include a large amount of excavation and therefore construction waste. The policy restricts excavation to one storey below the original floor level, unless exceptional circumstances have been demonstrated and this will therefore reduce construction waste compared to unfettered basement development.
	<ul style="list-style-type: none"> Will reduce household waste? 	0	
	<ul style="list-style-type: none"> Will increase recovery recycling and re-use? 	0	
	<ul style="list-style-type: none"> Will reduce construction waste? 	+	
13. To conserve and enhance the historic environment and architectural, archaeological and cultural heritage	<ul style="list-style-type: none"> Will it conserve the significance of heritage sites and cultural value? 	0	The policy requires that any basement development protects heritage assets including significant archaeological deposits and in the case of listed buildings, not unbalance the buildings' original
	<ul style="list-style-type: none"> Will it protect strategic views? 	0	
	<ul style="list-style-type: none"> Will it conserve listed buildings and their settings? 	++	

	<ul style="list-style-type: none"> Will it help conserve, enhance and record archaeological features and their settings? 	++	hierarchy of spaces, where this contributes to significance.
14. To enhance public realm and street improvements	<ul style="list-style-type: none"> Will reduce litter? 	0	
	<ul style="list-style-type: none"> Will it enhance the quality of public realm? 	0	
	<ul style="list-style-type: none"> Will improve access and mobility for all equality group strands?* * 	0	
15. To protect, enhance and seek opportunities to increase open space	<ul style="list-style-type: none"> Will it improve open space?* 	0	The policy requires that any basement extension should not extend under more than 50% or 4m (whichever is the larger) of garden land and provide satisfactory landscaping including soft landscaping and a minimum of 1.2 m soil depth and adequate soil volume above the top cover of the basement. This can help ensure that green corridors and networks are maintained; allowing established mature and larger scale planting to continue to grow naturally.
	<ul style="list-style-type: none"> Will it improve landscape and character of open space? 	++	
	<ul style="list-style-type: none"> Will it improve access to open space? ** 	0	
16. To ensure equality of opportunity and improve local opportunities and support sustainable growth throughout Westminster.	<ul style="list-style-type: none"> Will it improve qualifications, skills and training? ** 	0	This policy has been given a positive score for both Objective 16 and Objective 17. This is in recognition that building work contributes to the wider and local economy and may provide for relatively unskilled labour. This positive impact is likely to be relatively small and temporary during the construction stage. There is no guarantee that those employed will be Westminster residents, however this potential exists and may reduce unemployment and provide jobs for those most in need.
	<ul style="list-style-type: none"> Will it reduce unemployment? * 	+	
	<ul style="list-style-type: none"> Will provide jobs for most in need? ** 	+	
	<ul style="list-style-type: none"> Will improve earnings? 	0	
	<ul style="list-style-type: none"> Will it support young people, adults and vulnerable parents into employment, education and training? 	0	
17. To maintain economic diversity, increase local opportunity and support sustainable economic	<ul style="list-style-type: none"> Will improve business development and environment? 	0	See above and construction work adds to the diversity of Westminster's economy.
	<ul style="list-style-type: none"> Will improve business resilience and economy? 	+	

growth.	<ul style="list-style-type: none"> Will it encourage new business start ups, small businesses and opportunities for local people?* 	0
	<ul style="list-style-type: none"> Will it promote business in key sectors? 	0
	<ul style="list-style-type: none"> Will it promote regeneration, reducing disparity?*** 	0

(* asterisks show where the sub-criteria other than that identified in coloured text (blue text = health considerations and red text = equalities considerations) is likely to impact on health and equalities).

For the EIA the following protected characteristics were considered:

Age, Disability, Gender (including gender reassignment, Pregnancy and Maternity, Race, Religion or Belief (including lack of) and Sexual Orientation

IIA Assessment

Major positive ++ , Minor positive + Neutral 0, Minor negative – Major negative – –

Overall Summary

The overall assessment of this policy is positive in terms of the main objectives and for the sub-criteria. There are positive scores for sub-criteria in objectives 1, 3, 4, 7, 8, 9, 12, 13, 15, 16 and 17 With objective 10 having positive scores for all sub-criteria objectives. There are no negative scores resulting from the policy.

Long Term positive effect – The policy is most likely to have long term cumulative positive effects in particular in relation to groundwater flooding, improvements to landscape and character of open space and biodiversity, SUDs can mitigate against surface water flooding which can be a particular problem in Westminster especially in the Surface Water ‘hotspot’ areas, again this matter is likely to be cumulative. Noise and disturbance during basement construction is of particular concern to Westminster residents and would be mitigated by this policy approach. All of these factors may in turn have a long term positive impact on health and wellbeing.

Short term – This policy may have a positive short term effect on some forms of flooding where historic river courses or underground infrastructure (including drains and sewers) are identified in any hydrological assessment. The reduction in construction waste is likely to be immediate but have a long term and cumulative impact on waste reduction in Westminster. The positive impact on conserving heritage sites and archaeological features will be immediate but again this has positive implications for the long term. Employment opportunities are likely to be short term.

Long term negative effects – None

Short Term – None

Mitigation/Change to plan – The policy now specifically refers to incorporating sustainable urban drainage measures.

Cumulative effects – The policy is most likely to have long term cumulative positive effects.

Uncertainties/risks – Technological changes in basement construction.

Monitoring significant effects – The Authority’s Monitoring Report

2. Integrated Impact Assessment: For Policy S 29 - Health Safety and Well-Being (additional wording)			
Sustainability, Equality and Health Objectives	Detailed decision making sub-criteria including EIA and HIA	Score	Comments
1. To create cohesive, inclusive and safe communities	<ul style="list-style-type: none"> Will improve access to local services including shops and community facilities?* 	0	This is mainly an equalities sub-criteria. However, it is important to recognise a positive impact that may arise from a specific policy for basement development in terms of community cohesion, where currently
	<ul style="list-style-type: none"> Will in increase ability to influence decision making (neighbourhoods)? * 	0	
	<ul style="list-style-type: none"> Will it encourage engagement in community activity 	0	
	<ul style="list-style-type: none"> Will it foster an inclusive Westminster community? 	+	

			a situation of discord exists due to the lack of policy and where neighbours appear to be pitted against each other without a clear policy approach for resolution.
2. To reduce crime and fear of crime	<ul style="list-style-type: none"> Will it reduce the levels of crime, disorder and anti-social behaviour? ** 	0	
	<ul style="list-style-type: none"> Will it reduce fear of crime, disorder and anti-social behaviour? ** 	0	
	<ul style="list-style-type: none"> Will it reduce other behaviour adversely affecting the local environment? ** 	0	
3. To ensure the provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family sized units	<ul style="list-style-type: none"> Will it reduce homelessness? ** 	0	
	<ul style="list-style-type: none"> Will it increase a range of affordable housing? ** 	0	
	<ul style="list-style-type: none"> Will it reduce the number of unfit homes? ** 	0	
	<ul style="list-style-type: none"> Will it result in high quality homes? ** 	0	
	<ul style="list-style-type: none"> Will it provide housing that can help people stay independent for longer? 	0	
4. To promote and improve health and wellbeing	<ul style="list-style-type: none"> Will it help health inequalities? ** 	0	This has been given a positive score because of the links between mental well-being and a quiet environment. Although not a good fit with the sub-criteria there is a defined link between these matters that should be recognised in this assessment.
	<ul style="list-style-type: none"> Will it reduce death rates? * 	0	
	<ul style="list-style-type: none"> Will it improve access/movement? * 	0	
	<ul style="list-style-type: none"> Will it encourage healthy lifestyles? * 	+	
	<ul style="list-style-type: none"> Will it improve cultural wellbeing? 	0	
	<ul style="list-style-type: none"> Will it foster an inclusive Westminster community, specifically through an active engagement in sport 	0	

	and physical activity opportunities?		
	<ul style="list-style-type: none"> Will it provide access to a healthy diet and encourage healthy lifestyles? 	0	
	<ul style="list-style-type: none"> Will it encourage a physically active lifestyle (helping to reduce obesity)? 	0	
	<ul style="list-style-type: none"> Will it create healthy workplaces? 	0	
5. To reduce greenhouse gas emissions and support climate change adaption	<ul style="list-style-type: none"> Will it reduce greenhouse gas emissions by reducing energy consumption, generating low or zero carbon energy and reducing the need to travel?* 	0	
	<ul style="list-style-type: none"> Will it reduce ozone depleting emissions? * 	0	
	<ul style="list-style-type: none"> Will it reduce emissions through retrofitting new technology? 	0	
	<ul style="list-style-type: none"> Will it reduce heat island effects on people and property? * 	0	
6. To reduce the use of natural resources e.g. water, fossil fuels, quarried materials, wood.	<ul style="list-style-type: none"> Will it reduce water consumption and improve water efficiency? 	0	
	<ul style="list-style-type: none"> Will it reduce consumption of fossil fuels?* 	0	
	<ul style="list-style-type: none"> Will use of other natural resources (e.g. quarried materials) be minimised? 		
	<ul style="list-style-type: none"> Will use of renewable resources (e.g. sustainably sourced timber) be prioritised over non-renewable resources? 	0	

7. To reduce flood risk, promote sustainable urban drainage (SUDs) and protect, surface and ground water quality	<ul style="list-style-type: none"> Will it minimise flood risk from all sources of flooding?* 	0	
	<ul style="list-style-type: none"> Will it reduce property damage due to storm events/ heavy rainfall by improving flood resistance and flood resilience? * 	0	
	<ul style="list-style-type: none"> Will it reduce combined sewer overflow events?* 	0	
8. To protect, enhance and create environments that encourage and support biodiversity	<ul style="list-style-type: none"> Will it protect, enhance and increase biodiversity and protect habitats? 	0	
	<ul style="list-style-type: none"> Will it preserve SINCs? 	0	
	<ul style="list-style-type: none"> Will it improve access to and promote educational value of sites of biodiversity interest?* 	0	
	<ul style="list-style-type: none"> Will it conserve and enhance species and habitats? 	0	
	<ul style="list-style-type: none"> Will it improve the water environment? 	0	
9. To improve air quality	<ul style="list-style-type: none"> Will it improve air quality? * 	0	
	<ul style="list-style-type: none"> Will it reduce emissions of key pollutants?* 	0	
10. To reduce noise and impact of noise	<ul style="list-style-type: none"> Will it reduce noise levels* 	++	This is based on existing concerns from residents regarding noise resulting from basement construction. The policy requires adherence to the Councils Code of Construction Practice.
	<ul style="list-style-type: none"> Will it reduce noise concerns and complaints? 	+	
11. To reduce the need to travel; the use of private motorised vehicular transport as well as encourage walking, cycling and the use of public transport	<ul style="list-style-type: none"> Will it reduce traffic volumes?* 	0	
	<ul style="list-style-type: none"> Will it encourage walking and cycling?* 	0	
	<ul style="list-style-type: none"> Will it increase proportion of journeys using modes other than a car?* 	0	

12. To reduce waste production and increase recycling, recovery and use of all waste	• Will lead to reduced consumption of materials and resources?	0	
	• Will reduce household waste?	0	
	• Will increase recovery recycling and re-use?	0	
	• Will reduce construction waste?	0	
13. To conserve and enhance the historic environment and architectural, archaeological and cultural heritage	• Will it conserve the significance of heritage sites and cultural value?	0	
	• Will it protect strategic views?	0	
	• Will it conserve listed buildings and their settings?	0	
	• Will it help conserve, enhance and record archaeological features and their settings?	0	
14. To enhance public realm and street improvements	• Will reduce litter?	0	
	• Will it enhance the quality of public realm?	0	
	• Will improve access and mobility for all equality group strands?* *	0	
15. To protect, enhance and seek opportunities to increase open space	• Will it improve open space?*	0	
	• Will it improve landscape and character of open space?	0	
	• Will it improve access to open space? **	0	
16. To ensure equality of opportunity and improve local opportunities and support sustainable growth throughout Westminster.	• Will it improve qualifications, skills and training? **	0	
	• Will it reduce unemployment? *	0	
	• Will provide jobs for most in need? **	0	
	• Will improve earnings?	0	

	<ul style="list-style-type: none"> • Will it support young people, adults and vulnerable parents into employment, education and training? 	0	
17. To maintain economic diversity, increase local opportunity and support sustainable economic growth.	<ul style="list-style-type: none"> • Will improve business development and environment? 	0	
	<ul style="list-style-type: none"> • Will improve business resilience and economy? 	0	
	<ul style="list-style-type: none"> • Will it encourage new business start ups, small businesses and opportunities for local people?* 	0	
	<ul style="list-style-type: none"> • Will it promote business in key sectors? 	0	
	<ul style="list-style-type: none"> • Will it promote regeneration, reducing disparity?*** 	0	
<p>(* asterisks show where the sub-criteria other than that identified in coloured text (blue text = health considerations and red text = equalities considerations) is likely to impact on health and equalities).</p> <p>For the EIA the following protected characteristics were considered: Age, Disability, Gender (including gender reassignment, Pregnancy and Maternity, Race, Religion or Belief (including lack of) and Sexual Orientation</p>			
<p>IIA Assessment</p> <p>Major positive ++ , Minor positive + Neutral 0, Minor negative – Major negative – –</p> <p>Overall Summary</p> <p>The overall assessment of this policy is neutral in terms of the main objectives. There are no negative scores resulting from the policy and four positive scores in the sub-criteria for Objectives 1, 4 and 10. With the most significant impact considered to be on noise.</p>			
<p>Long Term positive effect – Noise and disturbance during basement construction is of particular concern to Westminster residents and would be mitigated by this policy approach. All of these factors may in turn have a long term positive impact on health and wellbeing.</p> <p>Short term – An immediate reduction in noise and disturbance.</p> <p>Long term negative effects – None</p>			

Short Term – None

Mitigation/Change to plan – None

Cumulative effects – The policy is most likely to have long term cumulative positive effects.

Uncertainties/risks – Technological changes in basement construction.

Monitoring significant effects – The Authority's Monitoring Report

Appendix 6 (A) Subterranean/Basement Development and (B) Amendment to Policy S29 Health, Safety and Well-being– Reasonable Alternatives

(A) Subterranean/Basement Development

(Key to alternatives set out below the table)

IIA Objectives	PO 7.1	PO 7.2	PO 7.3	PO 7.4	PO 7.5	PO 7.6	PO7. 7	PO 7.8	CMP 2.7	NP CM2 8.7	CO 1	CO2	CO3	NP CM 28.1 (Reg. 19)	WPA (Reg 19)
1.To create cohesive, inclusive and safe communities	Red	Red	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Green	Red	Red	Yellow	+	Red
2. To reduce crime and fear of crime	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
3.To ensure provision of appropriate housing types to reduce overcrowded households and meet the demand for affordable housing and family sized units	Green	Green	Green	Green	Green	Green	Green	Yellow	Green	Green	Green	Green	Yellow	+	Green
4.To promote and improve health and well being	Red	Yellow	Green	Green	Green	Green	Green	Green	Green	Green	Yellow	Red	Green	+	Red

economic growth															
17.To maintain economic diversity, increase local opportunity and support sustainable economic growth.															

PO 7.1 – PO 7.8 [CMP Policy Options](#) January 2011

PO 7.1

No policy.

PO 7.2

Subterranean development will:

- a. have no adverse visual impact on the existing building or the surrounding area;
- b. include a satisfactory scheme of landscaping, including at least 1 metre soil depth and ensure that adequate planted material will be provided to mitigate the reduction in the natural storm water infiltration capacity of a site and/ or the loss of biodiversity;
- c. extend under no more than 50% of the garden area;
- d. not result in the loss of trees of townscape, ecological or amenity value;
- e. be naturally or passively ventilated where practicable;
- f. not adversely affect neighbouring properties in terms of light pollution; and
- g. not result in the loss of existing boundary walls where they contribute positively to the character and appearance of the building and/ or the surrounding area.

PO 7.3

Policy Option 7.2 followed by:

All applications for subterranean development will be accompanied by appropriate self-certification from a Structural Engineer and a Hydrologist.

A full construction method statement may also be required, providing detail on excavation and construction techniques including details of the potential impact of subterranean development on the existing and neighbouring structures and a programme of works.

Archaeological assessments may need to be undertaken in conjunction with applications for subterranean development where they are in Areas of Special Archaeological Priority or sites with known archaeological potential.

PO 7.4

Include after Policy Option 7.2/7.3:

Lightwells will not be introduced:

- a To the front of properties, except where there is an acceptable historic precedent, or**
- b To the rear of properties, except where they are located immediately adjacent to the rear wall of the existing building.**

Where the introduction of a new lightwell is considered acceptable in the above cases, it must not :

- a result in the substantial loss of garden space;**
- b harm the appearance or character of the existing building; or**
- c impact upon the safety or operation of the highway.**

PO 7.5

In addition to Policy Option 7.2:

Subterranean development will not involve the excavation of more than one additional basement storey.

PO 7.6

In addition to Policy Option 7.2:

Subterranean development will not impact adversely on ground water flow, water levels and drainage.

PO 7.7

In addition to Policy Option 7.2:

Subterranean development will be designed to ensure the character of historic buildings is respected in terms of plan form and room proportions.

PO 7.8

New or extended basement areas under the adjacent highway will

- **retain a minimum vertical depth below the footway or carriageway of 900mm**
- **not encroach more than 1.8m under any part of the adjacent highway.**

CMP 2.7 [City Management Plan Consultation Draft](#) November 2011

CMP 2.7

A) Subterranean development will:

- 1. extend under no more than 50% of the front or rear garden area;**
- 2. include landscaping, incorporating adequate planted material with at least 1.5 metre soil depth across the garden as a whole, with deeper tree pits provided where appropriate;**
- 3. not result in the loss of trees of townscape, ecological or amenity value;**
- 4. be passively ventilated wherever practicable, or mechanically ventilated with heat recovery (using the lowest carbon option);**
- 5. not normally involve the excavation of more than one additional basement storey;**
- 6. have no adverse visual impact on the existing building or the surrounding area;**
- 7. not result in the loss of existing boundary walls where they contribute positively to the character and**

appearance of the building and/or the surrounding area; and

8. protect heritage assets and, in the case of listed buildings, not result in the subversion of the buildings' original hierarchy of spaces or otherwise adversely affect their significance.

B) All applications for subterranean development will be accompanied by a structural methodology statement and appropriate self-certification. A full construction method statement may also be required, providing detail on excavation and construction techniques including details of the potential impact of subterranean development on the existing and neighbouring structures.

C) New or extended basement areas under the adjacent highway will:

1. retain a minimum vertical depth below the footway or carriageway of 900mm; and
2. not encroach more than 1.8m under any part of the adjacent highway.

NP CM28.7 [Basements Booklet No.3 LDF Consultation](#) October 2013

NP CM 28.7 Basement development to residential buildings or buildings originally built for residential purposes will:

1. Provide satisfactory landscaping, incorporating soft landscaping, permeable surfacing, and a minimum of 1.2m soil depth and adequate soil volume above the top cover of the basement;
2. Not extend under more than 50% or 4m (whichever is the larger) of garden land, and not result in the loss of trees of townscape, ecological or amenity value;
3. Not involve the excavation of more than one storey below the lowest original floor level, unless exceptional circumstances have been demonstrated;
4. be naturally ventilated and lit wherever practicable, especially where habitable accommodation is being provided;
5. have no adverse visual impact on the existing building, garden setting or the surrounding area, ensuring lightwells, plant, vents, skylights and means of escape are sensitively designed and discreetly sited; and
6. protect heritage assets including significant archaeological deposits and, in the case of listed buildings, not unbalance the buildings' original hierarchy of spaces, where this contributes to significance

Applicants will be required to demonstrate that basement development will safeguard structural stability and will not increase flood risk on the site or beyond. All applications will be accompanied by a structural methodology statement and appropriate self-certification. A construction management plan demonstrating adherence to the Council's Code of Construction Practice will also be required.

Non-residential development adjoining residential properties and new build residential incorporating basements will also be subject to the criteria set out above where there is potential for similar impact on those adjoining properties.

New or extended basement areas under the adjacent highway will:

1. retain a minimum vertical depth below the footway or carriageway of 900mm; and
2. not encroach more than 1.8m under any part of the adjacent highway.

CO1-CO3 derived from responses to [Basements Booklet No.3 LDF Consultation](#) October 2013

CO1 Basement Force recommends the adoption of a simple criteria based policy based on wording below and consider this is a more *appropriate alternative* to the current proposed policy.

Support good basement development which is development:

- a. With an acceptable impact on the street scene;
- b. With an acceptable impact on any heritage assets including, where relevant, the building itself;
- c. With an acceptable impact on the amenity of neighbours and those using the public spaces around the building including the street;
- d. Which promotes, in a proportionate way, sustainable development – in relation to UK carbon emissions;
- e. Which does not cause an unsympathetic alteration to the leafy and well-treed character of gardens;
- f. Which incorporates SUDS and deals acceptably with other hydrological matters;
- g. Which is well designed (including protection from flooding and other technical matters);
- h. Which does not cause an adverse impact on the structural stability of any building.

CO2 Suggested by a number of residents and Grosvenor Estate – Prohibit basement extensions under listed buildings

CO3 suggested by a number of residents – Do not allow any basement extensions in Westminster

Reg19CO_WPA

This comment is derived from the Regulation 19 c consultation from the Westminster Property Association and suggests the following alternative wording to replace the final paragraph of the policy:

“Basements within new-build commercial and major residential developments within the CAZ will not usually be restricted. Where new commercial or major residential developments are adjacent to residential properties, applicants may be required to demonstrate how the potential adverse amenity effects listed at 1-3, above, will be mitigated.”

NP CM 28.1 post Regulation 19 consultation

(This option is the same as NP CM 28.7 with the additional minor modifications as a result of Regulation 19 consultation responses)

Basement development to residential buildings or buildings originally built for residential purposes will:

A

- 1. a) not extend beneath more than 50% of the garden land.**
 - b) leave a margin of undeveloped garden land proportionate to the scale of development around the entire site boundary with the exception of one elevation adjacent to the public highway (other than where the highway forms part of the Transport for London Road Network [TLRN]) where the basement may extend beneath the public highway provided it satisfies the requirements set out in paragraph 10 below.**
- 6. 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;**
- 7. 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;**
- 9. protect heritage assets, ~~safeguarding significant archaeological deposits~~ and in the case of listed buildings, not unbalance the buildings' original hierarchy of spaces, where this contributes to significance;**

- 10. safeguard significant archaeological deposits;
- 11. where constructing new basement development under the adjacent (nonTLRN) highway;
- 13. be protected from sewer flooding through the installation of a suitable pumped device.

B.

Applicants will demonstrate that they have taken into account the site-specific ground conditions, drainage and water environment(s) in the area of the development and that the basement development will:

- 1. safeguard structural stability of the existing building, nearby buildings and other infrastructure including the highway and railway lines/tunnels;
- 3. be designed and constructed so as to minimise the impact at design and occupation stages on neighbouring uses; the amenity of those living or working in the area; and on users of the highway.

(B) Amendment to Policy S29 Health, Safety and Well-being

I/A Objectives	AO1	AO2
1.To create cohesive, inclusive and safe communities		
2. To reduce crime and fear of crime		
3.To ensure provision of appropriate housing types to reduce overcrowded households and meet the demand for affordable housing and family sized units		
4.To promote and improve health and well		

being		
5.To reduce green house emissions and support climate change adaption		
6.To reduce use of natural resources e.g. water, energy		
7.To reduce flood risk, promote SUDs, protect surface water and groundwater quality		
8.To protect, enhance and create environments that encourage and support biodiversity		
9.To improve Air Quality		
10.To reduce noise and the impact of noise		
11.To reduce the need to travel, the use of private motorised vehicular transport as well as encourage walking, cycling and use of public transport		
12.To reduce waste production and increase recycling, recovery and re-use of waste		
13.To protect and enhance the historic environment and architectural, archeological and cultural heritage		
14.To enhance public realm and street improvements		

15.To protect, enhance and seek opportunities to increase open space		
16.To ensure equal opportunities to improve local opportunities and support sustainable economic growth		
17.To maintain economic diversity, increase local opportunity and support sustainable economic growth.		

AO1 No change to the wording of Westminster City Plan Policy S29 Health, Safety and Well-Being

AO2 additional wording to adopted Policy S29 Health, Safety and Well-Being (underlined text is new) 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.



City of Westminster

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