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Land Use Pie Charts for areas in Part III are based on 2008 pipeline data from Westminster City Council’s land use monitoring.

Photographic references:

Page 10: Westminster’s 2012 Ambassadors, from left: Giles Long MBE (Paralympic Gold medallist, swimming), Benjamin Challenger (Commonwealth Bronze medallist, high jump), Jonathan Edwards CBE (Olympic Gold medallist and World Record holder, triple jump).


Page 24: Beethoven Centre Food Co-op courtesy of Queen’s Park Neighbourhood Management.

Page 31: Photograph courtesy of Savile Row Bespoke.


Page 112: Photograph courtesy of Westminster PCT.


Page 121: Aerial photograph from CityWest Homes.

Page 140: Public meeting of the Queen’s Park Forum (LARP) courtesy of Queen’s Park Neighbourhood Management.
Welcome to Westminster City Council’s Core Strategy

Westminster is unique. It is not only home to parliament, the Monarchy and Royal Parks, but also world class tourist attractions, London’s two International shopping centres, the highest number of historic buildings in the country, over 230,000 residents, and more businesses than the City and Canary Wharf combined. Westminster accommodates the lively West End, and areas dominated by offices and commercial uses; by nationally important tourism and cultural uses, and world famous specialist uses; all sitting cheek by jowl with residential areas and essential local community facilities.

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

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

The Core Strategy has been produced in conjunction with key stakeholders, partners and the local community, and is the ‘spatial expression’ of the Westminster City Plan. It has been written to see us through the next 20 years, whatever they may hold: environmental challenges; complex and changing economic circumstances: and outstanding events such as management of the Olympic legacy, to further enhance Westminster’s and London’s world class city status: to recognise its global importance: and increase its international competitiveness.

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

Councillor Robert Davis DL
Deputy Leader of Westminster City Council
Cabinet Member for the Built Environment
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PART I: INTRODUCTION

WESTMINSTER’S LOCAL DEVELOPMENT FRAMEWORK

1.1 Westminster’s Local Development Framework is a ‘portfolio’ of documents which together provide a comprehensive local policy framework for the city.

This Core Strategy is the key document in that portfolio: all other documents will flow from it.

1.2 The Core Strategy is one of two Development Plan Documents that Westminster is preparing. The other will be the City Management Plan, containing the more detailed policies for determining planning applications.

1.3 The portfolio will also include a number of Supplementary Planning Documents. These documents give further guidance on how the council expects the policies in the Core Strategy and City Management Plan to be implemented. They include Planning Briefs, Conservation Area Audits, design guidance and other topic-based guidance.
1.4 All of these documents will be prepared in accordance with the timetable set out in the Local Development Scheme, and undertaking consultation in accordance with the Statement of Community Involvement. These two documents also form part of the portfolio of documents: the Local Development Framework.

1.5 The council also monitors the outcomes of its policies annually, and publishes this information in the Annual Monitoring Report. This report also monitors how the council is progressing in preparing its policy documents. The Annual Monitoring Report forms part of the Local Development Framework and is a crucial part of implementing and reviewing the Core Strategy over the next 15-20 years.

1.6 Finally, Westminster’s Local Development Framework is also likely to include a charging schedule in the future, setting out required contributions from development in order to deliver the infrastructure needed to support that development.

1.7 The LDF takes into account the City Council’s own strategies and also other agencies’ plans and proposals, giving them spatial expression, and help to deliver them. As well as embracing this ‘spatial’ planning approach, the LDF recognises the temporal and sensory aspects of the way the City functions as well as the way the city is experienced by individuals. Westminster is a complex environment; it is a city with multiple dimensions. This is fundamental to understanding the way Westminster is now and how it should develop into the future.

**A spatial LDF** which integrates policies for sustainable development with other policies and programmes with unique and distinctive places that make up Westminster, for example spaces like Oxford Street, the Royal Parks and Paddington.

**A temporal LDF** which recognises different spaces have different characters and functions at different times of the day – there are more people on Soho's streets at 8am than 3pm. Managing impacts of change over months and years is also key for example, work/lifestyle changes and critically, climate change.

**A sensory LDF** that recognises the role, feelings and perception, and the different perceptions and sensory responses to sounds and smells as well as the visual dimension of the way places and spaces in the city are experienced and the quality of that experience. For example: air quality, noise, tranquillity.

**Figure 2 Spatial, Temporal and Sensory Diagram**

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**Westminster City Council’s Local Development Framework**
**Westminster’s Core Strategy**

1.8 The Core Strategy sets out the vision for the City of Westminster up to and beyond 2025, and puts in place a policy framework to deliver that vision.

1.9 It has been developed by Westminster City Council, working with key stakeholders and the wide and varied communities across the borough. It has been agreed by the Westminster City Partnership, and is the ‘spatial expression’ of their document – the Westminster City Plan. The Core Strategy will be used by Westminster’s key stakeholders in delivering their services across the city.

1.10 Westminster’s Core Strategy is a Development Plan Document. Together with the London Plan and Westminster’s City Management Plan, these three documents make up the statutory ‘development plan’ for the city:

*Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise*.

Cross-reference to Part II The Regional Context, Part VI Partnerships including Westminster’s Local Strategic Partnership.

---

1 Planning and Compulsory Purchase Act 2004, Section 38(6)
HOW TO USE THIS DOCUMENT

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

- **PART I: Introduction**
  - What the Core Strategy is and how to use it.

- **PART II: A Unique City**
  - Westminster’s profile and its issues and challenges.
  - A vision, objectives and a spatial strategy to address these challenges over the next 15-20 years.

- **PART III: Local Spatial Policies**
  - Building on the spatial strategy, these policies set out the approach and priorities for Westminster’s varied local areas.

- **PART IV: City-Wide Spatial Policies**
  - Land-use policies to direct activities to appropriate locations, and advise how these should be delivered to meet Westminster’s needs.

- **PART V: Creating Places**
  - Westminster-wide policies to deliver sustainable development, including the infrastructure needed to support development.

- **PART VI: Implementation**
  - Mechanisms for achieving the spatial strategy and minimising risk to its achievement.

1.12 All Core Strategy policies are interrelated and should not be viewed in isolation. To enable greater ease of use, there are cross-references to other directly related policies. However, these boxes should not be used as the sole means for comprehensively assessing which policies apply to a development proposal. Development proposals will be assessed on how well they meet all relevant policies within the Core Strategy together with other relevant policies in the development plan for Westminster.

1.13 Core Strategy policies do not repeat national or London Plan policies, but do refer to specific national and regional targets: The Core Strategy should be read alongside the London Plan.
A Unique City

THE LOCAL CONTEXT

WESTMINSTER AT THE HEART OF A GLOBAL CITY

2.1 Westminster is one of the most recognised places in the world. It is at the heart of London, which is one of the leading world cities. Westminster is the seat of government and the Monarchy, and is home to many government departments, law courts, many places of worship of international importance, embassies and diplomatic institutions and other functions of the state. Many of Westminster’s attractions and functions are emblematic of London itself.

2.2 The residential population of approximately 230,000 swells to over 1 million every day, due to the influx of workers, visitors and tourists. This pressure is intense, at times overwhelming, and is central to both the city’s character and many of its challenges. This level of movement and activity means that Westminster’s more tranquil places; its parks, squares and residential enclaves are particularly valued.

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

**FIGURE 3 WESTMINSTER IN THE HEART OF GREATER LONDON**
EMPLOYMENT AND THE LOCAL ECONOMY

2.4 Westminster functions as a national and international centre for business, shopping, arts and culture, and entertainment. It accommodates 577,000 jobs, 14% of all of London’s jobs, and more than the City and Canary Wharf combined. Westminster’s economy generates 2.2% of the Gross Domestic Product for the UK, about £16 billion.

![Figure 4: Proportion of London’s Jobs within each Borough (Boroughs with over 100,000 Jobs Shown) 2007](image)

2.5 Westminster’s 47,000 businesses have a diverse and balanced employment offer, particularly when compared to other areas of the capital such as the City of London. This reflects its mixed character and contributes to its economic resilience. Seventy percent of these businesses are small businesses employing less than 5 people, and about 85% employ less than 10 people. This is similar to averages for London and England as a whole.

![Figure 5: Comparison of economic sectors for Westminster and City of London, 2007](image)
WESTMINSTER’S RESIDENTS

2.6 Compared to other local authorities in the country, Westminster has the highest proportion of residents born outside the UK (52% for 2004-2006, compared to 9% for England as a whole). Approximately 29% of Westminster’s residents are from a Black, Asian, Arabic or other minority ethnic groups. The overall proportion is not expected to change in the future, although increases are expected from Chinese, Indian, Other Asian and ‘other’ groups, and decreases in Black African, Bangladeshi and Black Caribbean groups.

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

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

**Figure 6** Percentage of Westminster’s Households in Different Ethnic Groups, 2006

**Figure 7** Deprivation and Life Expectancy for Westminster’s Wards, 2007
wards in Westminster. Deprivation is much more concentrated in the north-west and south of the city\textsuperscript{x}. However, significant progress has been made, particularly through local area renewal partnerships: Since 2004, Index of Deprivation affected wards have improved their national ranking\textsuperscript{x}.

2.9 Westminster’s housing sector also differs markedly from other areas. Average house prices in Westminster are the second highest in the country. The city has a significant private rented sector, comprising over one-third of households, compared to 20% for London and only 13% for England as a whole. It has a lower owner-occupier sector at only 44%, compared to London (57%) and England (70%)\textsuperscript{xi}. The housing sector reflects Westminster’s role at the centre of a world city.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{household_tenure_income.png}
\caption{Household Tenure and Income, 2006\textsuperscript{xii}}
\end{figure}

\textbf{Health and well-being}

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

2.11 The Indices of Deprivation includes a measure for the outdoor living environment, and measures air quality and road traffic accidents. All of Westminster falls within the worst 20% of areas across the UK for this measure.
2.12 Road safety is a significant issue within Westminster. Approximately 300 people die or are seriously injured on the roads of Westminster each year: approximately three times the London average. This adversely affects residents, accounting for a significant proportion of accidental deaths and of premature deaths from all causes. Road safety also affects workers and visitors within Westminster, and a significant number of fatalities are pedestrians.

2.13 Crime and the fear of crime can have considerable negative impacts on health, including increased levels of stress and anxiety, including a fear of going out alone, therefore impacting on levels of physical activity, and loss of confidence. Creating a city where people feel safe and stay safe is a priority for Westminster. Crime in Westminster steadily dropped between 2000 and 2005, dropping by about 18% overall. Crime levels are strongly affected by the 1 million people entering the city every day, and by the unique circumstances of the West End, Oxford Street and the Governmental and related functions in and around Whitehall, giving rise to additional security concerns and challenges including those relating to terrorism. The thousands of people attracted to the West End from all over London for its pubs, clubs and bars leads to anti-social behaviour, including vandalism, graffiti and drunk, rowdy and intimidating behaviour, as well as acting as a magnet for crime. Over half of recorded crime within Westminster is committed within the West End and St James’s wards and even this is concentrated within specific parts of those wards.

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

2.15 The City of Westminster is therefore unique and requires a bespoke planning framework to respond to the opportunities and challenges over the next 20 years. Looking towards 2025, Westminster will play a key role at the heart of London: the city will host three events of the 2012 Olympic and Paralympic Games, ensuring that the work we do provides a lasting legacy for Westminster; contributing to tackling climate change, new economic circumstances, changing markets and employment sectors; and changes in the composition of households and families, and the way people carry out their daily lives. This planning framework must retain those unique characteristics that make Westminster what it is today: its heritage, vibrancy, and mix of activities and places. The following chapters set out this planning framework to deliver Westminster’s spatial vision for the future.

---

1. Annual Business Inquiry, 2007
2. Business Directory 2008-10
3. Office for National Statistics, 2009
5. Annual Business Inquiry, 2007
8. Estimate based on Office of National Statistics 2006 data, in liaison with Victoria bus station management and core coach station companies
9. Index of Deprivation 2007 Briefing Note Westminster City Council (accessible through Westminster City Council’s COWSTAT system)
10. Westminster City Plan 2006-2016
11. Housing Needs Assessment, 2006
14. (London Accident Analysis Unit, London Road Safety Unit, Transport for London Street Management, 2008)
15. Public Health Annual Report 2006/2007 Figure 2.4 and Figure 2.8. It is noted that mortality statistics relating to road safety shown in these figures do not necessarily mean that this was a result of an accident within Westminster. However, the other statistics relate to injuries on Westminster’s roads.
17. Westminster City Plan 2006-2016
THE REGIONAL CONTEXT

2.16 London has been governed at a regional level by a directly elected Mayor since 2000. The Mayor is responsible for the strategic planning of London, including the preparation of the London Plan. The Core Strategy must be in general conformity with the London Plan and should not repeat the regional guidance contained within it. The London Plan forms part of the statutory development plan for Westminster, and some of its policies can be used directly for determining planning applications.

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

- housing targets
- waste apportionment
- strategic views
- the Central Activities Zone
- the Paddington, Victoria and Tottenham Court Road Opportunity Areas
- the retail hierarchy
- the Blue Ribbon Network and Metropolitan Open Land (the Royal Parks)
- the West End Special Retail Policy Area and Thames Policy Area.

2.18 The London Plan is expected to be significantly revised over the Core Strategy plan period, and it is likely that it will be reduced in size and detail for at least some of this period. Therefore the Core Strategy has been drafted to provide a robust, locally-distinctive policy framework for Westminster that does not repeat regional guidance, but also minimises risk to delivery from changes to the London Plan.

2.19 The Mayor also sets the annual budgets for the wider Greater London Authority family made up of the Greater London Authority, Metropolitan Police, Transport for London, the London Development Agency and the London Fire Brigade. As such, the Mayor is a key strategic partner in the delivery of services and infrastructure within Westminster, and therefore the Core Strategy as a whole.
ACCOMMODATING STRATEGIC LAND USES WITHIN A UNIQUE CENTRAL LONDON MIX

2.20 Westminster’s central area, designated the Central Activities Zone (CAZ) within the Core Strategy, contains a mix of uses and activities that is unique both in London and the world. The complex mosaic of land uses gives Westminster its vitality, character and role within London as a world city. The apparent randomness of the mix is the product of the area’s long history of changing patterns of land use and, since the 1970s, of careful control through planning policies and negotiations. This approach has proved a success: Soho, Mayfair and other central areas have retained their prestige as a desirable location for businesses and vitality and attraction, and the policy approach ensures that no one use dominates. Monitoring of this approach indicates that while there have been overall increases in office floorspace, the relative proportion of office floorspace within the most central part of this area (designated the Core CAZ) has changed very little over the past 25 years (50% in 1983, 51% in 1990 and 48% in 2008). This mix not only makes Westminster’s Central Activities Zone unique, but also helps give it a human scale, significantly enhancing the experience of the city from street level.

2.21 Westminster is a nationally and internationally important location for offices, retail, media and creative industries, arts and culture, entertainment and tourism, which it accommodates together with the functions of government and the state. The locations of these strategic land-uses overlap and all converge in the West End.

2.22 Provision of housing within these areas is also intrinsic to its uniqueness and success. From flats in Soho to large residential neighbourhoods such as Pimlico, this residential element plays a major role in defining the character of different parts of the CAZ. The mix of uses must be carefully managed to ensure that a healthy and safe residential environment is maintained.

2.23 Maintaining such a complex environment will require a similarly rigorous approach over the lifetime of the plan, so as to ensure that incremental changes through site-by-site redevelopment do not erode the mix either at a very local level or across the wider area.
Policies to address this issue are set out at: CS1 Mixed Use in the Central Activities Zone; CS2 Special Policy Areas; CS3 Paddington Opportunity Area; CS4 Victoria Opportunity Area; CS5 Tottenham Court Road Opportunity Area; CS6 Core Central Activities Zone; CS7 West End Special Retail Policy Area; CS8 Marylebone and Fitzrovia; CS9 Knightsbridge; CS12 North Westminster Economic Development Area; CS18 Commercial Development; CS19 Offices and Other B1 Floorspace; CS20 Retail; CS21 Tourism, Arts and Culture; CS22 Hotels and Conference Facilities; CS23 Entertainment Uses; CS26 Buildings and Uses of International and National Importance; CS28 Health, Safety and Well-Being; CS30 Air Quality; CS31 Noise; CS32 Planning Obligations and Delivering Infrastructure; CS41 Servicing and Deliveries; 42 Major Transport Infrastructure.

**STRENGTH OF WESTMINSTER’S HERITAGE ASSETS**

2.24 Westminster has in excess of 11,000 listed buildings (more than any other local authority in the country), and 75% of its land area is covered by a Conservation Area designation. Sixteen of the 26 views identified in the London Plan are either to or from Westminster, and the city is crossed by 5 designated viewing corridors, including ones to Westminster’s World Heritage Site: the Palace of Westminster and Westminster Abbey, including St Margaret’s Church.

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

These challenges are addressed in the following policies: CS4 Victoria Opportunity Area; CS8 Marylebone and Fitzrovia; 11 Royal Parks; 24 Heritage; CS26 Buildings and Uses of International and National Importance; 27 Design; CS34 Open Space; 35 Views; 36 Blue Ribbon Network; CS41 Servicing and Deliveries; 42 Major Transport Infrastructure.
LACK OF AVAILABLE LAND, HOUSING, AND COMPETING LAND USES

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

2.27 Westminster’s local economy relating to the Central Activities Zone also creates challenges for the borough. In many cases developers would prefer single-use office developments rather than a mix of uses, but such developments threaten the balance of uses which are so important to the character of Westminster’s CAZ. For this reason, there is a particular problem ensuring that new housing development comes forward, and the council must actively and rigorously pursue housing development if it is to meet its statutory housing target.

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

These issues are addressed in the following policies: CS1 Mixed Use in the Central Activities Zone; CS3 Paddington Opportunity Area; CS4 Victoria Opportunity Area; CS5 Tottenham Court Road Opportunity Area; CS7 West End Special Retail Policy Area; CS8 Marylebone and Fitzrovia; CS9 Knightsbridge; 10 Pimlico; CS12 North Westminster Economic Development Area; 13 Outside the CAZ and NWEDA; 14 Optimising Housing Delivery; 15 Meeting Housing Needs; 16 Affordable Housing; CS28 Health, Safety and Well-Being; 29 Flood Risk; CS31 Noise; CS32 Planning Obligations and Delivering Infrastructure; CS34 Open Space; CS41 Servicing and Deliveries; CS43 Sustainable Waste Management; Appendix 1 Proposals Sites.

PEOPLE PRESSURE

2.29 Westminster’s residential population of approximately 230,000 swells to over 1 million during the daytime, with the influx of workers, visitors and tourists. Such intense activity is part of what makes Westminster exciting and vibrant, but is also one of its greatest challenges. It places enormous pressure on transport systems and the public realm and some locations struggle to accommodate the sheer numbers of people. Almost all journeys within Westminster involve a portion of walking within the public realm. A significant proportion of the capacity of social and community facilities and emergency services are taken by visitors rather than residents, and open spaces and parks, particularly the five Royal Parks, experience extraordinarily high visitor numbers from non-residents.
The influx of visitors also extends into the evening and night-time, as people are drawn in for the entertainment offer, particularly concentrated around the West End. The high level of activity and 24 hour nature of some parts of the city strongly affects noise, air quality, crime and security, waste and the provision of local services. The functions of state and government, together with large events befitting Westminster’s Central London role, and high numbers of people make the threat of terrorism a particular issue within the borough, and one which is best managed at design stage.

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

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

The policy approach to address these issues is set out in the following policies: CS4 Victoria Opportunity Area; CS5 Tottenham Court Road Opportunity Area; CS6 Core Central Activities Zone; CS7 West End Special Retail Policy Area; CS8 Marylebone and Fitzrovia; 11 Royal Parks; 13 Outside the CAZ and NWEDA; CS23 Entertainment Uses; 28 Heath, Safety and Well-Being; CS30 Air Quality; CS31 Noise; CS32 Planning Obligations and Delivering Infrastructure; 33 Social and Community Infrastructure; CS34 Open Space; 36 Blue Ribbon Network; 40 Pedestrian Movement and Sustainable Transport; CS41 Servicing and Deliveries; 42 Major Transport Infrastructure.

INEQUALITIES INCLUDING HEALTH INEQUALITIES

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

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

Policies to contribute towards achieving this are set out as follows: CS3 Paddington Opportunity Area; CS4 Victoria Opportunity Area; CS7 West End Special Retail Policy Area; 10 Pimlico; CS12 North Westminster Economic Development Area; 13 Outside the CAZ and NWEDA; 14 Optimising Housing Delivery; 15 Meeting Housing Needs; 16 Affordable Housing; 17 Gypsies and Travellers; CS19 Offices and Other B1 Floorspace; CS20 Retail; CS21
ADAPTATION TO AND MITIGATING CLIMATE CHANGE

2.33 This is clearly not an issue unique to Westminster; however, there are a range of particular challenges and opportunities which arise out of the unique characteristic of the borough.

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

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

Matters relating to climate change mitigation and adaptation are set out in the following policies: CS3 Paddington Opportunity Area; CS4 Victoria Opportunity Area; 11 Royal Parks; CS12 North Westminster Economic Development Area; 36 Blue Ribbon Network; 29 Flood Risk; 24 Heritage; 27 Design; 28 Heath, Safety and Well-Being; CS31 Noise; CS32 Planning Obligations and Delivering Infrastructure; 3 Open Space; 37 Biodiversity; 38 Energy Infrastructure; 39 Renewable Energy; 40 Pedestrian Movement and Sustainable Transport; CS41 Servicing and Deliveries; 42 Major Transport Infrastructure; CS43 Sustainable Waste Management; 44 Flood-Related Infrastructure.
WESTMINSTER’S SPATIAL STRATEGY

WESTMINSTER’S SPATIAL VISION

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

WESTMINSTER’S STRATEGIC OBJECTIVES

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

1. To accommodate sustainable growth and change that will contribute to enhancing London’s role as a sustainable world class city, including its international business, retail, cultural and entertainment functions within the Central Activities Zone; whilst maintaining its unique and historic character, mix, functions, and townscapes.

2. To sensitively upgrade Westminster’s building stock to secure sustainable and inclusive exemplary design which minimises energy and resource consumption and the production of waste, reduces the impacts of local environmental pollution and meets both today’s needs and those of the future, including the effects of a changing climate; creating attractive places that function well whilst ensuring that the historic character and integrity of Westminster’s built fabric and places is protected and enhanced.

3. To maintain and enhance the quality of life, health and well-being of Westminster’s residential communities; ensuring that Westminster’s residents can benefit from growth and change, providing more employment and housing opportunities, safety and security, and better public transport and local services; to work with our partners to foster economic vitality and diversity, improved learning and skills, and improved life chances in areas of deprivation.

4. To increase the supply of good quality housing across all parts of the city to meet Westminster’s housing target, and to meet housing needs, including the provision of affordable housing and homes for those with special needs.
5. To manage the pressures on the city from its national and international roles and functions, business communities and tourism, including the 2012 Olympic and Paralympic Games and their legacy, and to ensure a safe and enjoyable visitor experience.

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

7. To protect and enhance Westminster’s open spaces, civic spaces and Blue Ribbon Network, and Westminster’s biodiversity; including protecting the unique character and openness of the Royal Parks and other open spaces; and to manage these spaces to ensure areas of relative tranquillity in a city with a daytime population increased every day by over 1 million workers and visitors.
**Westminster’s Spatial Strategy**

**Employment and the Economy**

2.36 Westminster will accommodate growth in employment of about 90,000 people between 2007 and 2021, including up to 23,200 new jobs in Paddington Opportunity Area, 8,000 in Victoria Opportunity Area, and about 5,000 in the Tottenham Court Road Opportunity Area, including those areas within the London Borough of Camden

2.37 Over the life-time of the Core Strategy, Westminster will continue to be one of London’s most important office locations. New offices and other B1 business floorspace will be directed to appropriate locations within the Central Activities Zone, primarily the three Opportunity Areas at Paddington, Victoria and Tottenham Court Road, the Core

Central Activities Zone, and to specified locations within Marylebone and Fitzrovia. This will be delivered in such a way that maintains Westminster’s unique mixed use character within Central London, with approximately 50% of the floorspace across the whole of Core CAZ being office floorspace. Overspill office and other B1 accommodation will be directed to appropriate locations within the North Westminster Economic Development Area, extending the existing office stock being delivered within the Paddington Opportunity Area.

2.38 Regional assessments of growth in retail have been based on demand assessment rather than capacity and also assume a 1.5% productivity growth, which appears unlikely over the short or long-term. However, the Core Strategy looks at where increases in retail floorspace might be accommodated. The main increases, particularly comparison goods retail floorspace, will be within the West End Special Retail Policy Area with potentially over 125,000 sqm growth between 2001 and 2016. Growth can also be expected to a lesser extent in other areas of the Core CAZ and Knightsbridge. Projections and capacity for other significant shopping centres are set out below:

<table>
<thead>
<tr>
<th>Shopping Centre</th>
<th>Type</th>
<th>Growth Projection</th>
<th>Capacity</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Queensway/</td>
<td>Major</td>
<td>5,000 sqm</td>
<td>Occupation of floorspace within existing</td>
<td>No obvious opportunities to extend the</td>
</tr>
<tr>
<td>Westbourne Grove</td>
<td></td>
<td></td>
<td>boundaries</td>
<td>designation</td>
</tr>
<tr>
<td>Church Street/</td>
<td>District</td>
<td>5,000 sqm</td>
<td>Addition of supermarket</td>
<td>Site 22 in Appendix 1</td>
</tr>
<tr>
<td>Edgware Road</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Harrow Road</td>
<td>District</td>
<td>1,200 sqm</td>
<td>Occupation of vacant units and possibly Prince</td>
<td>Site 21 in Appendix 1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>of Wales</td>
<td></td>
</tr>
</tbody>
</table>
2.39 Westminster will continue to play a definitive role in London’s tourism, arts, service and entertainment sectors. Perceptions of Westminster (and often by extension, of London) will be enhanced by a continued focus on the enhancement of heritage assets and views, improved public realm, open spaces and the pedestrian environment, and the provision of a high quality and safe visitor experience.

**HOUSING**

2.40 As a general principle, housing is acceptable on all sites within Westminster and is the priority land use for delivery. As a minimum, an average of 680 new homes will be delivered annually within Westminster up to 2011 when the new borough target is expected to be published in the London Plan. Housing delivery will slow in the later plan period as larger available sites are developed.

![Housing Trajectory](image)

**FIGURE 12 HOUSING TRAJECTORY FOR WESTMINSTER**

2.41 These new homes will be designed and constructed to ensure a high quality residential environment, with particular attention given to the challenges of poorer air quality, noise pollution and neighbouring non-residential uses in a built-up residential environment. Housing will also be designed and positioned within sites to minimise flood risk.
2.42 The quality of the residential environment and local characteristics of Westminster’s neighbourhoods will continue to be a defining consideration for development proposals. This is expressed in the area-based policies throughout the Core Strategy.

2.43 It is not possible to meet the need for affordable housing within the borough as it exceeds the total housing provision for the plan period\(^v\). However, the council will seek to maximise the delivery of affordable housing. Westminster has agreed a target of 925 new affordable homes for the period 2009/10 – 20011/12, and to exceed 30% of new housing being affordable over the plan period. This will include the council’s Community Build programme on its own estates, as well as affordable housing delivered by the private sector. It will also ensure that new affordable housing improves the mix and balance of communities by increasing intermediate housing in areas of deprivation.

**INFRASTRUCTURE**

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

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

2.46 Increases in the capacity of transport infrastructure will have a significant impact on the city of the next 15 – 20 years. This includes the delivery of Crossrail by 2017 which will have stations at Paddington, Bond Street and Tottenham Court Road. There will also be an increase in passenger capacity on the overground trains into Victoria Station, together with capacity increases on eight London Underground lines. In addition, Underground station congestion-relief schemes are planned for Victoria, Paddington, Tottenham Court Road and Bond Street underground stations to support the capacity increases to those stations.
These will increase the development potential of the three Opportunity Areas: Paddington, Victoria and Tottenham Court Road. Collectively they should cater for the increase in demand that will result from projected employment and housing growth, although works to some stations other than those set out above may also facilitate capacity increases. Crossrail 2 and the Cross River Transit may be longer term projects for a time horizon to 2026 and beyond.

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

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

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

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

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

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

2.53 Utility companies have also engaged with the council, including discussions to enable them to continue to deliver services in the light of projected growth and development. This will enable them to properly programme infrastructure delivery within the timescales of their investment programmes. Energy infrastructure will need to be supplemented by local energy generation solutions, including on-site and area-based generation capacity delivered through the development process. Similarly, water infrastructure should be supplemented by local on-site solutions.

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

**Urban Characteristics**

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

2.56 In all cases, Westminster intends to ‘raise the bar’ in terms of urban design and architectural quality. This will not only add to and enhance existing heritage assets, but will also support communities and foster civic pride in all parts of the city, including in areas suffering deprivation. It also ensures that buildings are fit to meet the challenges of the future, including climate change.

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

TACKLING INEQUALITIES

2.58 Over the lifetime of the plan, the council and its partners will continue to tackle deprivation across the city. This will be supported by the established model of community governance and involvement. The North Westminster Economic Development Area will apply a specific policy approach to secure investment and economic development in keeping with the Economic Development Strategy, and continuing to maximise on the regeneration and employment opportunities within the Paddington Opportunity Area and other parts of the Central Activities Zone. The policy approach will also deliver mixed and sustainable communities across the area, with a focus on the quality of housing, the local environment, connectivity and accessibility and local service provision.

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

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1 London Plan consolidated with alterations, 2008
5 Housing Needs Assessment, 2006
PART III: LOCAL SPATIAL POLICIES

THE CENTRAL ACTIVITIES ZONE

3.1 As Westminster has evolved, it has become one of the most mixed and exciting places in the world. This activity is centred around the West End, and includes the area which since the 1970s has been termed the Central Activities Zone (CAZ). Here, together with the functions of state and the Monarchy, are over 40,000 businesses, more office floorspace than the City of London and Canary Wharf combined, the nation’s largest entertainment centre, London’s Theatre district and the West End cinemas, one of the most important hubs of creative industries in the world, and internationally important shopping offer including the West End and part of Knightsbridge. This area contains about 17% of London’s hotel bedsates and some of London’s most recognised tourist attractions and most iconic public spaces such as Piccadilly Circus, Leicester, Trafalgar and Parliament...
squares, the Royal Parks and Speakers Corner. All this takes place in an area that over 35,000 people call home. These residents create the unique character of Westminster’s CAZ that makes it so different from any other part of London.

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

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

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

- Paddington Opportunity Area
- Victoria Opportunity Area
- Tottenham Court Road Opportunity Area
- Core Central Activities Zone (including the West End Special Retail Policy Area)
- Marylebone and Fitzrovia
- Knightsbridge
- Pimlico
- Royal Parks
**MIXED USES IN THE CENTRAL ACTIVITIES ZONE**

3.5 There is strong competition for floorspace within the CAZ from internationally important activities and functions, but it is vital that consideration is also given to the place of residential communities and housing in the Central Activities Zone.

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

**POLICY CS1 MIXED USE IN THE CENTRAL ACTIVITIES ZONE**

Where proposals increase the amount of commercial floorspace by 200 sqm or more, or in the case of A1 retail or private educational, health and leisure facilities (D1 or D2), by 400 sqm or more, the provision of an equivalent amount of residential floorspace will be required on-site, where the council considers this to be appropriate and practical. This will not apply to changes of use between commercial uses, except where the change of use is to B1 office use.

**Reasoned Justification**

The council wishes to accommodate the various economic functions that contribute to London’s world-class city status and at the same time, build sustainable residential communities. The primary aim of this policy is to maintain and enhance the character and function of the CAZ in Westminster by increasing residential uses alongside increases in commercial uses. It is the residential communities living in CAZ, alongside the commercial uses, which make it a living, human city centre, which is so attractive to businesses and visitors alike. Bringing new residents into CAZ will contribute to the balance, variety and vibrancy of areas in CAZ. The consequent increase in the number of new homes in Westminster’s CAZ will be an important contributor to meeting the borough’s housing targets, but is considered a secondary reason for requiring mixed use in commercial schemes.

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

The council encourages and protects A1 uses so a higher threshold of A1 retail development will ensure there is no discouragement for small scale retail development. The council also acknowledges the role of private educational, health and leisure facilities and therefore applies this higher threshold to those uses. The threshold and proportions are measured by gross floorspace.

Where on-site provision of residential floorspace is not considered appropriate or practical, a cascade of other options, including the use of land use swaps or residential credits, will be considered as detailed in the City Management Plan.

Policies relating to the Opportunity Areas (Policies 3, 4 and 5), Core CAZ (Policy 6) and West End Special Retail Policy Area (Policy 7) include specific exceptions to the application of this policy.

SPECIAL POLICY AREAS

**FIGURE 16 SPECIAL POLICY AREAS**
3.7 The council has long protected and encouraged specialist uses in defined Special Policy Areas (SPAs). These areas are recognised for their special local distinctiveness, particularly relating to their land uses. Defining SPAs can help ensure that unique clusters of activity are not lost to other commercial uses. Protection of such unique uses support specific industries’ long-term success and in many cases enhance London’s global reputation.

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

**POLICY CS2 SPECIAL POLICY AREAS**

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

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

**Reasoned Justification**

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

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS8 Marylebone and Fitzrovia (for Edgware Road Stress Area, which extends slightly into Core CAZ boundary).
3.9 The Paddington Opportunity Area is Westminster’s most significant opportunity for large-scale regeneration. This area, designated in 1988 and focused around Paddington Station and the canal, has seen considerable development which has redefined the area. By 2008, over £2 billion had been invested in the area, 35 new companies had located into the area, 8,000 new jobs had been created and more than 900 homes completed. As a major brownfield redevelopment area, the mix of uses has been secured subject to a planning framework, with a focus on its emerging importance within London as an office location.

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

3.11 Much of the additional capacity in Westminster’s office floorspace has been provided within Paddington and it remains the most appropriate location for large-floorplate office space. As an area, it should continue to support businesses whilst building...
a thriving mixed-use sustainable neighbourhood and destination. Future development over the course of the Core Strategy will therefore focus on delivery of housing to re-balance the mix of uses in accordance with the phased regeneration of the area established in earlier policy documents.

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

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

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

**POLICY CS3 PADDINGTON OPPORTUNITY AREA**

At least 3,000 new homes and development capacity for 23,200 new jobs will be provided within the Paddington Opportunity Area between 2001 and 2026 by provision of a range and mix of uses across the Opportunity Area including:

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

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

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

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

Reasoned Justification

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

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

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

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS12 North Westminster Economic Development Area; Policy CS36 Blue Ribbon Network; Appendix 1 Proposals Sites: Strategic Sites for the Paddington Opportunity Area.
3.15 Victoria is a busy location with a transport interchange which struggles to cope with the daily demands of its residents, workers and visitors. The transport interchange is comprised of Victoria Station accommodating rail and Underground, the international coach station and the Terminus Place bus station. Victoria is one of the busiest transport interchanges in the country and the streets around the interchange are extremely busy. There is insufficient capacity to accommodate pedestrian flows and an obvious conflict between pedestrians and vehicular traffic.

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

3.17 The busy roads and streets around the interchange and other developments in Victoria currently lack a coherent sense of place and urban quality, and are in need of
regeneration. There is an opportunity to knit the area together in terms of the built form, connections to the wider area, and the functioning of the transport interchange. The vision for the Victoria area is simple: Victoria needs to become a place, not simply a space to pass through.

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

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

**POLICY CS4 VICTORIA OPPORTUNITY AREA**

At least 1,000 new homes and development capacity for 8,000 new jobs will be provided within the Victoria Opportunity Area between 2001 and 2026, together with the following:

- Improvements within and around the Victoria Transport Interchange (comprising Victoria Main Line Station, London Underground stations, the international coach terminal, local London bus network and Terminus Place) as opportunities arise. Improvements include increased transport and pedestrian movement capacity; improved integration between different transport modes; improved connectivity within the transport interchange and to surrounding areas including Victoria Street, Buckingham Palace and Vauxhall Bridge Road; improved cycle parking;

- Safe-guarding and Integration of Crossrail Line 2;

- Public realm and environmental improvements to improve legibility and accessibility for pedestrians and cyclists, particularly to and around the Victoria Transport Interchange, retail areas, other attractions and features in the vicinity;

- A mix of uses on all development sites including active frontages at ground floor level except where this would compromise movement in and around the Victoria Transport Interchange;

- Provision of publicly accessible open spaces, including tranquil spaces in the vicinity of the transport interchange, and play spaces for children;

- Provision of new purpose-built library; facilities for young people / teenagers; and improved sports and leisure facilities;
• Protection and enhancement of Strutton Ground street market;
• A Combined Heat and Power facility, connected to the Pimlico District Heating Undertaking (and potentially to the Whitehall system if supported by Government), with sufficient capacity to serve all sites within the Opportunity Area.

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

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

**Reasoned Justification**

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

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

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS25 Views; CS33 Social and Community Infrastructure (for policy on a new local services provision facility); CS38 Energy Infrastructure; Appendix 1 Proposals Sites: Strategic Sites for the Victoria Opportunity Area.
3.20 The Tottenham Court Road Opportunity Area has been established to encourage regeneration and growth. It lies across the boundary between the City of Westminster and the London Borough of Camden, with the smaller area within Westminster. It sits within a wider area dominated by the retail sector, including the eastern end of Oxford Street with its mixed retail uses, Charing Cross Road with its specialist book retailers, and Tottenham Court Road characterised by its specialist electronics retailers. Westminster’s part of the Opportunity Area has a number of key development sites including sites required for the delivery of Crossrail, a large postal sorting office site and a large retail site at the junction of Oxford Street and Tottenham Court Road.

3.21 This area already has good access to public transport, with key bus and Underground routes. Tottenham Court Road Underground Station has 37 million passenger movements per year and will undergo substantial change up to 2025, particularly with the construction and opening of Crossrail. Substantial public transport improvements are required to facilitate major development and help realise the full potential of this area.
3.22 There is also potential to facilitate and encourage pedestrian movement within and around the Opportunity Area as part of a comprehensive strategy for the whole of the West End.

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

**Policy CS5 Tottenham Court Road Opportunity Area**

At least 1,000 new homes and development capacity for 5,000 new jobs will be provided within the Tottenham Court Road Opportunity Area (including within the London Borough of Camden) between 2001 and 2026, together with the following priorities:

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

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

**Reasoned Justification**

Tottenham Court Road Opportunity Area provides the potential for development that respects the conservation areas, listed buildings and important views. Some sites in the Opportunity Area are currently under-developed, and in need of regeneration. Development here, including improvements to public transport provision, will act as a catalyst for further private sector investment and improve the built fabric, commercial performance, and overall contribution that the Opportunity Area makes to the city. The delivery of Crossrail, with new stations and associated development above increases the potential of this area for such development.

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

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

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

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

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS7 West End Special Retail Policy Area; Appendix 1 Proposals Sites: Strategic Sites for the Tottenham Court Road Opportunity Area.
The majority of commercial activity in Westminster is located within Westminster’s original CAZ designation, in place since the early 1980s. This area (with minor updates to the boundary) is designated as the Core Central Activities Zone (Core CAZ). It is an economic powerhouse and international destination, home to global companies, world-class hotels, theatres, cinemas, museums, galleries, restaurants, public houses and shops, all showcasing the best London has to offer in terms of retail, leisure and entertainment. It is also home to a number of long-standing residential communities, including some areas suffering deprivation within the West End.

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

Core CAZ’s international retail offer, centered around Oxford Street, Regent Street and Bond Street, is the UK’s largest outdoor retail area and a world-renowned retail destination. London’s other International Shopping Centre, Knightsbridge, is shared with the Royal Borough of Kensington and Chelsea, with a section extends into the eastern part of Core CAZ at Brompton Road.
3.27 The typical ‘town centre’ model of shopping centres and parades is irrelevant within the Core CAZ and its long-standing characteristic of genuine mixed use. Within this area retail is encouraged in any location and this is an important element in the unique character and mix of this part of London. Places such as Covent Garden, South Molton Street and Carnaby Street are all retail destinations in their own right.

3.28 The central part of Westminster has one of the largest clusters of cultural and entertainment uses in the country centred around the West End, including Theatreland, Trafalgar Square and Somerset House. This has been designated a Strategic Cultural Area. Millbank, along the Thames Riverside, is also a Strategic Cultural Area, including Tate Britain and the Chelsea College of Art and Design. Creative Industries are an important element to the Westminster economy and interdependent with a vibrant cultural sector. The West End, particularly Soho, has the highest concentration of creative businesses in the UK.

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

![Core Central Activities Zone](image.png)

**Figure 21 Core CAZ Land Use Breakdown**

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

**Policy CS6 Core Central Activities Zone**

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

- Retail floorspace is encouraged throughout the area. Large scale retail development will be directed to the West End International Shopping Centre’s Primary Shopping Frontages, the CAZ Frontages and the Opportunity Areas, with smaller-scale retail development also to its other shopping centres. Development within the Knightsbridge Primary Shopping Frontage
will support the character, function and vitality of the wider International Shopping Centre within the Royal Borough of Kensington and Chelsea.

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

- Development sites within the Millbank Strategic Cultural Area between Lambeth and Vauxhall bridges will deliver a mix of uses including those that support culture and the creative industries - including arts and cultural uses, affordable business floorspace, workshops and studios; and

- Berwick Street market will be protected and the use of Rupert Street for specialist seasonal market trading will be supported.

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

Reasoned Justification

This policy approach allows and encourages the growth of commercial uses within the Core CAZ and recognises the significant contribution Westminster makes to London’s world city status. The Core CAZ is the centre of commercial life and heart of business in London.

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

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

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

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

Cross-reference to Policy CS1 Mixed Use in the Central Activities Zone.

**WEST END SPECIAL RETAIL POLICY AREA**

3.31 The West End, at the heart of London, attracts visitors from around the world to its celebrated shopping streets: including Oxford, Regent and Bond streets, Piccadilly, Covent Garden and streets within Soho such as Carnaby Street.
3.32 The West End Special Retail Policy Area (WESRPA) has been established to sustain and enhance this unique part of the city. It includes an International Shopping Centre, which together with Knightsbridge, sits at the top of London’s shopping hierarchy. WESRPA’s most important shopping frontages of Oxford, Regent and Bond streets are designated Primary Shopping Frontages as they contain the most significant concentration of shop uses in the country.

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

3.34 The five main Underground stations within the WESRPA\(^2\) have, on average, over 600,000 passenger movements every day, added to by the 170,000 daily passengers movements from the bus network along Oxford Street alone. Oxford Circus station is the third busiest Underground station in London, but unlike Victoria and Waterloo (the two busiest stations in London), passengers do not transfer to the rail network but instead spill out onto busy streets. Crossrail will further increase the capacity of public transport in this part of Westminster. Pedestrian congestion is therefore a significant challenge for the Primary Shopping Frontages.

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

3.36 Evidence suggests that 41% of West End shoppers never venture off the main streets and 38% of all shoppers have difficulty finding their way around\(^4\). Legibility and way-finding are crucial to improving the functioning and visitor experience in WESRPA.

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

**Policy CS7 West End Special Retail Policy Area**

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

- Improved retail space;

\(^2\) Oxford Circus, Tottenham Court Road, Bond Street, Piccadilly Circus and Leicester Square
Part III: Local Spatial Policies

- Appropriate retail growth with A1 retail provision along the Primary Shopping Frontages at least at basement, ground and first floor levels;
- Improved pedestrian environment to manage the significant pedestrian flows and address the adverse impacts of pedestrian congestion in the Primary Shopping Frontages;
- Improved public transport provision and access to it, including Crossrail stations at Tottenham Court Road and Bond Street;
- Development of Oasis Areas of rest, including seating areas, and A3 café and restaurant uses where appropriate in terms of scale and location, to support the main retail areas in WESRPA;
- Improved linkages to and from surrounding retail areas and visitor attractions; and
- Provision of appropriate service uses where they complement the shopping environment.

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

Reasoned Justification

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

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

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

The location, accessibility and scale of the Primary Shopping Frontages make them especially suitable for retail growth. A1 Retail should be provided at basement to first floor levels to maintain their character and to reflect their importance at the top of London’s retail hierarchy. Regeneration within the wider WESRPA will encourage further investment with potential to further improve the environment for shoppers and retailers. This retail experience can be enhanced by the provision of appropriate, complementary uses such as banks and cafés.

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS6 Core Central Activities Zone; Appendix 1 Proposals Sites: Strategic Sites for the West End Special Retail Policy Area.
MARYLEBONE AND FITZROVIA

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

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

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

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

**Policy CS8 Marylebone and Fitzrovia**

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

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

**Outside these locations, new commercial uses will not generally be appropriate unless they provide services to support the community.**

**Reasoned Justification**

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

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

*Cross-reference to Policy CS2 Special Policy Areas.*
Knightsbridge

Figure 25 Knightsbridge

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

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

3.44 This area is adjacent to the major cluster of museums in the Royal Borough of Kensington and Chelsea, and together form a concentration of specialist and world-renowned arts and cultural facilities. The council will continue to work in partnership with the Royal Borough of Kensington and Chelsea to achieve a shared vision for the area.
3.45 Knightsbridge has seen a significant reduction in office floorspace and the few remaining offices tend to be small and scattered throughout the area.

![Knightsbridge Land Use Breakdown](image)

**FIGURE 26 KNIGHTSBRIDGE LAND USE BREAKDOWN**

**POLICY CS9 KNIGHTSBRIDGE**

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

*Outside the Strategic Cultural Area, new commercial uses will not generally be appropriate unless they provide services to support the community.*

**Reasoned Justification**

This policy recognises the two very different aspects and roles of this area: one of international importance to arts, culture and education, and the other of very residential character. This approach ensures that the character and function of the long-standing residential communities are not lost by encroachment of other uses.
3.46 This is an area of predominantly local uses. The majority of this area is residential, with long-standing communities and large family homes. Within this part of the CAZ there are also areas suffering deprivation.

3.47 Retail uses are concentrated in the Warwick Way/Tachbrook Street CAZ Frontages, including the vibrant street market on Tachbrook Street. Groups of small businesses and shops form important foci of activity throughout the area and there are substantial stretches of retail use in Lupus Street, with shorter stretches in some of the adjoining streets and nearby Local Shopping Centres. This area is also served by the retail provision in the Core CAZ and Victoria Opportunity Area. There are a large number of small hotels to the south of the Victoria Transport Interchange, particularly on Belgrave Road, Warwick Way and Hugh Street. The area comprises only 10% offices and very few public buildings.
**Policy CS10 Pimlico**

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

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

Outside these locations, new commercial uses will not generally be appropriate unless they provide services to support the community.

**Reasoned Justification**

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

*Cross-reference to Policies CS33 Social and Community Infrastructure; CS36 Blue Ribbon Network (for Thames Special Policy Area); CS38 Decentralised Energy Networks.*
Part III: Local Spatial Policies

ROYAL PARKS

FIGURE 29 ROYAL PARKS IN WESTMINSTER

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

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

- Metropolitan Open Land
- Metropolitan Sites of Importance for Nature Conservation
- Listed Parks and Gardens of Special Historic Interest (all Grade I except Green Park which is Grade II)
**POLICY CS11 ROYAL PARKS**

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

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

**Reasoned Justification**

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

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1. Estimated population of the Core Central Activities Zone, 2008
3. High Buildings Study, 2000
5. ORB Action Plan, 2008
3.50 An Economic Development Area has been designated to address the needs of the principal area of economic renewal in the north-west of Westminster. This area covers 4 of the 5 wards suffering the greatest deprivation within Westminster, namely Church Street, Westbourne, Harrow Road and Queen’s Park: which are amongst the most deprived places in the country. The North Westminster Economic Development Area not only encompasses all of these communities, but also includes the Paddington Opportunity Area (which lies within the Central Activities Zone) and wider Paddington Business Improvement District. This is to ensure that regeneration both benefits and is integrated with these deprived communities, including securing a range of economic and physical benefits. Paddington plays an important role in linking the deprived areas to the Central Activities Zone.

3.51 The neighbourhoods in the area share similar priorities – improving the physical environment, promoting economic development, education, training and skills, providing
access to social and community facilities, reducing crime and disorder, improving health and addressing issues of over-crowding. Essential to addressing these priorities is community involvement, engagement and resident participation.

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

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

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

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

**POLICY CS12 NORTH WESTMINSTER ECONOMIC DEVELOPMENT AREA**

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

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

- Improving physical connections within the Economic Development Area including Paddington Opportunity Area and its shopping centres; and to the Central Activities Zone and other surrounding areas including the South Kilburn Growth Area in the London Borough of Brent and North Kensington within the Royal Borough of Kensington and Chelsea;
- Addressing severance and in some cases the poor local environment resulting from the Westway (A40), Harrow Road (A404), rail network, and canal;
- Improving the public realm and local environment, particularly within Shopping Centres and housing estates;
- Redevelopment of, and infill developments in, some existing housing estates, including provision of a range of housing tenures (including intermediate and market housing) wherever possible, consistent with protection of areas of open space;
- Delivering improved and appropriate local services including: A local services provision facilities in Church Street area and Queens Park; A new sports facility at Moberley Sports and Education Centre; a new children’s sports centre at Compton Street; and support opportunities to provide facilities for local community groups including faith groups;
- Providing training, skills and employment opportunities for local people;
• Redevelopment of a civic space at the Prince of Wales junction/Maida Hill for community activities and to provide a focus for the area;

• Secure a Combined Heat and Power facility with sufficient capacity to serve other sites and establish a wider heat and power network.

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

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

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

Reasoned Justification

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

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

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

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

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

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Cross-reference to Policies CS3 Paddington Opportunity Area; CS8 Marylebone and Fitzrovia (for Edgware Road Stress Area which slightly lies within the North Westminster Economic Development Area); CS33 Social and Community Infrastructure; CS38 Energy Infrastructure; Appendix 1 Proposals Sites: Strategic Sites for the North Westminster Economic Development Area.

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\[i\] Index of Multiple Deprivation, 2007
\[ii\] Shopping Area Health Check Surveys for District Centre 1: Church Street/Edgware Road and District Centre 2: Harrow Road 2007.
\[iii\] Creative Industries Report, 2007
3.56 There are three areas within Westminster that fall outside of both the Central Activities Zone (CAZ) and the North Westminster Economic Development Area, namely: St. John’s Wood, Maida Vale and Little Venice; Bayswater and Queensway; and Belgravia. These areas are almost entirely residential in character with supporting services and activities, and together include a Major Shopping Centre, a District Shopping Centre and 22 Local Shopping Centres (including 3 that lie partially in CAZ and 3 partially in the NWEDA).

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

Management of these areas is focused on protecting and enhancing the residential environment, together with improving the health and wellbeing of communities and providing them with the facilities and services.
they need. As such, commercial development will not generally be considered appropriate in these areas, other than appropriate development within the designated town centres.

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

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

3.60 St John’s Wood District Shopping Centre has an important neighbourhood retail role, serving residents in St John’s Wood, Primrose Hill, Lisson Grove, as well as other parts of north and west London and beyond. The District Shopping Centre has a wide range of specialist and independent retailers. The main concentration of A1 retail use is on St John’s Wood High Street, with smaller concentrations in the area’s Local Shopping Centres.
3.61 Although a growth in A1 retail floorspace has been projected (1,487 sqm gross for 2006 – 2016) there are limited opportunities within or adjacent to the town centre in which to provide this. However, complementary community and leisure uses could add to its vibrancy and serve a wider range of local needs.

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

3.63 The Queensway/Westbourne Grove Major Shopping Centre has a good selection of shops, including an indoor shopping centre on Queensway, and has a dual role serving local residents and commuters, as well as a wider catchment from across London and beyond. The Major Shopping Centre has seen an increase in non-retail uses, particularly A3 food and
drink use and premises with late licenses. Cumulatively, small scale losses of A1 retail use will erode the retail function of this Major centre. There is also a demand for more entertainment uses to operate late in the evening. Although these can have a positive effect encouraging activity and vibrancy, late night activities can also be associated with disturbance and increases in anti-social behavior, particularly where there are significant concentrations of such uses. The council has therefore designated Queensway and Westbourne Grove as a Stress Area.

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

3.65 Belgravia is located in the south-east of the borough between the CAZ and the boundary with the Royal Borough of Kensington and Chelsea. The townscape is characterised by terraces of grand white stucco houses, and the principal land use of the area is residential with supporting local services. The southern end of this area includes the substantial development Chelsea Barracks site on Chelsea Bridge Road.
**Policy CS13 Outside the CAZ and NWEDA**

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

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

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

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

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

**Reasoned Justification:**

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

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

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

Cross-reference to Policies CS8 Marylebone and Fitzrovia (for Edgware Road Stress Area which lies partially outside CAZ); CS20 Retail; CS33 Social and Community Infrastructure; CS36 Blue Ribbon Network
PART IV: CITY-WIDE SPATIAL POLICIES

HOUSING PROVISION

4.1 One of the most important aspects of Westminster is its large residential population. Over 230,000 people call Westminster home. These range from the communities in the heart of the city, to those in less built-up areas in the north and south. Westminster’s residential populations are key to its character, mix, and success.

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

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

4.4 Westminster has very few large sites, and some of the larger sites that are expected to deliver housing will also be providing a mix of commercial or other uses. For example, the three Opportunity Areas have been designated for major growth for housing and employment uses. Paddington Opportunity Area has a London Plan target of at least 2,000 new homes. Many of these have been delivered and 1200 new homes are expected to be delivered between 2010 and 2019. Victoria Opportunity Area has a London Plan target of
1,000 new homes, and nearly 500 new homes are expected to be delivered between 2010 and 2019. The Tottenham Court Road Opportunity Area also has a London Plan target of 1,000 new homes, but the majority of this area lies within the London Borough Camden and the parts within Westminster’s boundary are Crossrail sites in the West End International Shopping Centre so are only expected to contribute about fifty residential units. The majority of the housing target will therefore be provided in the London Borough of Camden. In the Central Activities Zone (particularly Core CAZ), housing development competes with office development, and whether housing proposals come forward depends on the vagaries of the market for these competing land uses. The London Plan sets statutory targets for housing delivery and the policies set out below aim to achieve these targets. The council will need to actively and rigorously pursue housing development if it is to meet its statutory housing target.

**Figure 37 5-15 Year Housing Land Supply 2009/10 – 2013/14**

4.5 Optimising the number of new homes delivered is even more important in Westminster than in many other London boroughs because significant amounts of market housing within Westminster are unavailable to residents as its global city role means some housing is used as second homes, left empty as an investment, or is used as temporary sleeping accommodation/ short-term lets (the council pursues enforcement action against this).
4.6 The Council is also concerned that new housing should meet needs and demands in terms of affordability, size and type of homes, and ensuring those with special housing needs are provided for. These requirements, including those for households in need of affordable housing are set out in the Strategic Housing Market Assessment, and are reflected in the policies below.

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

**OPTIMISING HOUSING DELIVERY**

4.8 The lack of large sites means that housing development in Westminster is usually small scale and involves changes of use and refurbishment and extensions of existing buildings. New homes are therefore expected to be delivered by change of use and redevelopment from offices and other commercial uses and some redundant public sector uses, such as hospital sites; building to higher densities on existing housing sites, and housing required by the mixed use policy. In most circumstances employment uses will be permitted to change use to residential, and residential use will need to grow alongside expansion in commercial floorspace.

4.9 Westminster’s housing target set out in the London Plan is 680 new homes per year (equates to 6,800 units between 2007/08 and 2016/17). Westminster does not have land that it can ‘release’ for housing development so in order to ensure that there is a continuous five year supply of deliverable housing sites available to achieve the housing target, the council will engage in discussions with landowners to identify and bring forward sites for housing. The council has and will continue to participate in regional assessments of housing land availability and capacity, the London Strategic Housing Land Assessment (SHLAA). In
order to meet future housing targets set out in the London Plan in the longer term, the council will take account of the evidence set out in the SHLAA, supplemented by local viability testing, and discussions with landowners to prepare to prepare the 6-10 and 11-15 year lists of developable housing sites. The housing land supply schedules will also help facilitate housing development by providing guidance to potential developers about what will be expected from development sites, and instigating discussions with landowners of stalled sites. The housing land assessments and schedules of developable sites will be updated through the Annual Monitoring Report.

4.10 The London SHLAA published in November 2009 will inform a new target for Westminster in revisions to the London Plan. A revised borough target will apply from 2011. In the interim, the 680 p.a. target has been rolled forward as an indicative figure to ensure that there is sufficient development land in the 15 year housing land supply to meet housing targets.

POLICY CS14 OPTIMISING HOUSING DELIVERY

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

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

All residential uses, floorspace and land will be protected. Proposals that would result in a reduction in the number of residential units will not be acceptable, except where the council considers that reconfiguration or redevelopment of affordable housing would better meet affordable housing need or where a converted house is being returned to a family-sized dwelling or dwellings. Proposals for conversion or redevelopment of single family houses to flats will be assessed taking into account the character of the street and area; impact on residential amenity including parking pressure; and the mix of units proposed.

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

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

Reasoned Justification

To achieve and exceed Westminster’s housing targets it is necessary to protect existing housing and have housing as the priority use across the city. This means that schemes which
retain or increase the overall housing floorspace should not reduce the number of residential units as this would reduce the number of homes in the city. Affordable housing is an exception as Westminster’s own housing stock is dominated by one and two bedroom units; whilst need is focused on two and three bedroom units. Formerly converted houses which would provide family-sized homes will also be an exception because of the shortage of family homes with gardens in the city and the benefits such ‘de-conversion’ would bring to providing a range of accommodation. This also creates a flexibility and sustainability within the housing stock for different sizes and types of accommodation to be provided throughout a building’s lifetime.

**Figure 38 Westminster’s Projected Housing Delivery**

The graph above shows that Westminster will be able to meet and in some cases exceed the 680 units p.a. target up to 2014, between 2014 and 2019 there may be some difficulty in meeting a 680 p.a. target, and beyond this it is even less certain. However, the housing delivery graph does not include provision of non-self contained accommodation or an allowance for vacant homes brought back into use. The SHLAA set an annual allowance of 95 non-self contained homes and 81 vacant homes p.a. Because of this, the council is confident in being able to achieve the target, taking all sources of housing into account.
This graph is based on the 15yr Land Supply Assessment 2009/10 – 2023/24 included in the Annual Monitoring Report 2007/8, plus an allowance for windfall sites of 10 or more units and an allowance for sites yielding 1-9 units. Westminster has local circumstances which justify including an allowance for windfalls and smaller sites, and that these can legitimately be included in the trajectory as set out in the spatial strategy. The justification is set out in Appendix 4, and is based on the following:

- The 15 year Land Supply Assessments include sites which are expected to deliver 10 or more residential units. However, 93% of housing sites in the city yield less than 10 units, and these small sites have yielded about 25% of new homes in the city.

- This plan does not give general protection to office use; offices may therefore change to housing. Many applications for change of use from B1 use to housing are ‘windfalls’, which depend on the vagaries of the market and cannot be anticipated.

- Historically, windfalls have accounted for 80% of housing delivered in the city. However, the 15 year Land Supply Assessments will now capture many of these sites so a far lower figure needs to be projected into the future.

The inclusion of these windfall and small sites allowances reflects the advice in Planning Policy Statement 3vi and the approach set out in the Government Office for London and Greater London Authority joint statementvii. This states in paragraph 5 that, ‘In addressing the unique circumstances of London it could also incorporate assumptions on small sites and windfalls as set out in PPS3’.

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

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

Policies relating to Special Policy Areas (Policy 2), the Opportunity Areas (Policies 3, 4 and 5), Core CAZ and the West End Special Retail Policy Area (Policies 6 and 7), and North Westminster Economic Development Area (Policy 12) have other priorities in addition to housing.
MEETING HOUSING NEEDS

4.11 Westminster’s housing needs and demands are assessed in a regional and sub-regional context\textsuperscript{viii} as this is how the housing market works in practice. These assessments inform the council’s policy approach.

4.12 Westminster has a lower proportion of residents aged under 20 and over 60 years than London or England as a whole. This is expected to shift over the period to 2028, with a growth in the numbers of children and young people, particularly children under 5\textsuperscript{ix}. Almost half of Westminster’s population live in one-person households, and about 12% of the population are in over-crowded homes. About 12% of households contain members with support needs i.e. have a physical disability, are frail elderly, or have a mental health problem\textsuperscript{x}.

4.13 Westminster has the second highest house prices in the country, and the need for new affordable housing is significantly above the Inner London average\textsuperscript{xii}. In terms of unit sizes, there are shortfalls for all sizes, but new 2 and 3 bedroom homes are particularly needed in both the affordable and owner/occupier sectors\textsuperscript{xii}.

POLICY CS15 MEETING HOUSING NEEDS

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

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

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

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

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

AFFORDABLE HOUSING

4.14 Westminster is one of the most expensive places in the country in which to rent or purchase a home, with prices of £5 - £10 million not uncommon. Average house prices are double that for the whole of London and over 10 times the average Westminster household income\textsuperscript{xiv}. Because of this, Westminster has an acute need for affordable homes, in both the social and intermediate sectors. An additional 5,600 social rented homes would be required annually to meet demand\textsuperscript{xv}. There is typically a waiting list of about 5,500 ‘households in priority need’ for social housing, and a further 20,000 households who do not qualify for social housing and cannot afford market housing.

4.15 Regional guidance sets out an objective of a 70:30 split for social and intermediate provision and this is currently under review. Within this strategic framework, the City Management Plan will set out what proportions of social and intermediate housing will be applied to individual schemes.

4.16 Unlike other London boroughs, the high price of land in Westminster means that Registered Social Landlords (RSLs) are generally unable to purchase land in the city.
Westminster, therefore, relies heavily on private housing development to provide opportunities for affordable housing in partnership with RSLs, with such developments accounting for 94% of new affordable homes in Westminster\textsuperscript{xvi}. However, due to the highly built-up nature of Westminster and the shortage of large development sites, 93% of residential developments given planning permission between 2006 and 2008 were below the 10 unit threshold for provision of affordable housing\textsuperscript{xvii}.

4.17 Between 2001 and 2007/8, 22% of new homes completed in Westminster were affordable. This is substantially below the London-wide strategic target of 50% set out in the London Plan and reflects the lack of RSL led schemes and the predominance of small schemes below the affordable housing threshold in Westminster. Taking into account all the criteria in London Plan Policy 3A.9 it would not be realistic for Westminster to have a 50% target. The 5 year list of deliverable sites over 10 units (set out in the Annual Monitoring Report 2007/08) indicates that 30% of these new homes will be affordable, but if an allowance for sites of less than 10 units is included (historically about 93% of sites are less than 10 units, yielding about 25% of total units) this reduces the affordable housing proportion to about 22.5% in the next 5 years.

4.18 The Council wishes to increase the amount of affordable homes delivered in the city and make an appropriate contribution to meeting wider regional housing needs and has therefore monitored and analysed the impact of the previous UDP affordable housing policy in order to inform the development of this policy and overcome any constraints to provision. These constraint factors and the need to facilitate rather than constrain housing delivery through overly onerous policy requirements have been taken into account in determining the threshold and calculation method for the affordable housing policy. The introduction of a floorspace threshold in addition to the unit threshold is one such mechanism. It will bring more schemes into the requirement range by effectively lowering the previous 10 unit threshold applicable in Westminster, to a threshold reflecting sites’ capacity to provide 10 units, whilst leaving the choice open to developers to provide larger units if they so wish. A 1,000 sqm threshold has been tested in the Westminster Affordable Housing Viability Study and is considered to be viable. The Study also assessed the viability of the floorspace approach to calculating the proportion of affordable housing required on different types of residential schemes. These proportions will be set out in the City Management Plan.

4.19 The council has agreed a borough affordable housing target with the Mayor of London of 925 units for the three year period 2009/10 – 2011/2012. Future annual delivery
targets for affordable housing will also be agreed with the Mayor. These numerical affordable housing targets will be delivered through a range of mechanisms, and new affordable housing delivered through the planning process will be a major contributor.

In addition to meeting borough affordable housing targets, the council will seek to increase the proportion of affordable homes delivered between 2012 and 2024 to exceed 30% by:

- the introduction of a 1,000 sqm threshold which in the Westminster context is effectively a lowering of the 10 unit threshold and will bring more schemes into the requirement range;
- having a floorspace proportion rather than a unit proportion, which is expected to increase the number of units provided in individual schemes; and
- working with partners on the Community Build Programme and other schemes to build new affordable homes on underused housing estate land.

The new policy approach to increasing the amounts of affordable housing delivered in the city and the reasons and justifications for the approach are set out below.

**Policy CS16 Affordable Housing**

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

The council will achieve at least 22% of new homes to be affordable homes to 2012, and aim to exceed 30% for the remaining plan period, and will work with its partners to facilitate and optimise the delivery of new affordable homes.

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

The affordable housing will be provided on-site. Where the council considers that this is not practical or viable, the affordable housing should be provided off-site in the vicinity. Off-site provision beyond the vicinity of the development will only be acceptable where the council considers that the affordable housing provision is greater and of a higher quality than would be possible on- or off-site in the vicinity, and where it would not add to an existing localised concentration of social housing, as set out in the City Management Plan.
Reasoned Justification

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

Westminster’s housing capacity figures show that Westminster cannot meet its affordable housing need of 5,600 additional affordable homes per annum\textsuperscript{viii}. However, this policy will help the council to achieve the current and future borough targets and maximise its contribution towards the Mayor’s target of providing 50,000 affordable homes in London between 2008 and 2011. In these 3 years, 598 new affordable homes are expected to be delivered (based on the Local Area Agreement target), equating to nearly 200 new affordable homes per annum\textsuperscript{3}.

Beyond 2012, the council is confident that these policies, together with the council’s Community Build Programme, will yield an increase in affordable provision to 30% of overall housing delivery. The council will review the impact of these policies in order to sustain and increase this proportion when the Community Build Programme ends.

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

It is considered that a housing development of 1,000 sqm gross external floorspace represents a site which has ‘a capacity to provide 10 or more homes\textsuperscript{xxvii}. The average unit size measured in gross external floorspace in Westminster is 129 sqm. Regional guidance uses a benchmark figure of 66 sqm net\textsuperscript{xxvii} which equates to about 80 sqm gross external floorspace. A threshold of 800 sqm may unduly constrain the market in terms of unit sizes provided. For example, a 9 unit scheme with dwellings of 88 sqm (gross external floorspace) would be below both the 10 unit and the 1,000 sqm threshold, and thus encourage the production of

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\textsuperscript{3} This is smaller than the 925 Borough Affordable Housing Target referred to in the background as it is the proportion from new affordable homes to be delivered in Westminster. The 925 target also includes a range of other affordable housing measures such as ‘Temporary to Settled Homes’.
fairly small unit sizes (approximately 67 sqm net), contrary to market demand, and in a context of an identified surplus of 1 bedroom units in the market sector in Westminster\textsuperscript{xxii}. However, the mid-range threshold of 1,000 sqm is intended to encourage the provision of quality homes which meet market demands, without incentivising the production of very large homes for the luxury market.

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

Existing housing estates can, in appropriate circumstances, provide opportunities for new infill development and redevelopment to higher densities. The Community Build Programme is a council led project to build up to 500 new homes on its own estates between 2009 and 2013/14. The majority of these new homes will be affordable homes and will therefore contribute to meeting Westminster’s affordable housing targets over the next 10 years. The council will also engage with Registered Social Landlords to bring forward similar projects.

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

The affordable housing requirements should be provided on-site to create mixed and sustainable communities. Where this is not possible, providing the affordable housing in the vicinity will contribute towards socially balanced communities. However, there may be circumstances where this is not possible or the council considers a better option to be available. In these circumstances, the council will take into account the differing land values between the donor site and the affordable housing site when calculating the off-site affordable floorspace. The City Management Plan will provide detailed policy for off-site provision and define localised concentrations of social housing.

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

GYPSIES AND TRAVELLERS

4.20 Due to the built up nature of Westminster, the scarcity of land, and the lack of industrial land, there are currently no suitable sites for Gypsies and Travellers. The requirement for the provision of Gypsy and Travellers’ pitches is set out at a regional level, and there is no local need for pitches to be provided within Westminsterxxiii. It is very unlikely that there will be any suitable sites available in the future. This is because there is no vacant land in Westminster. Housing sites are already developed sites. The 6-15 year list of developable housing sites does not include any vacant land. In addition, because of its central location, housing land in Westminster is developed to high densities so some very small sites can provide large numbers of new homes. Therefore, although Westminster has substantial housing capacity (680 units per annum); it does not have substantial amounts of land. Of the 96 sites identified in the 5 – 15 year land supply assessment, only 27 are over 0.3 ha and of these 21 have valid planning permissions for residential/mixed use. Of the other six sites, one is likely to be developed for hospital and staff and student accommodation; two are in the West End area, and already have buildings on them, and are not appropriate sites; one is a council housing site to be redeveloped to a higher density; and the remaining two sites are currently in social and community use.
POLICY CS17 GYPSIES AND TRAVELLERS

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

Reasoned Justification

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

Cross-reference to Policies CS28 Health, Safety and Well-being; CS24 Heritage; CS41 Servicing and Deliveries.

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i Census Mid-Year Estimate 2007
ii GLA Projections (High)
iii The GLA Low Projections suggest that the population of Westminster will be 233,800 in 2028; the GLA High Projections suggest that it will be 243,000 (about 420 per year); the Office of National Statistics suggest that it will be 333,400 by 2028 (about 4,760 per year) however this is based on unconstrained growth of the population. In reality, the growth of Westminster’s population will be constrained by development capacity i.e. the availability of new homes. It is considered that the most likely population growth for Westminster is between the GLA High Projection and the ONS Projection but closer to the lower figure, based on delivery of 680 new homes per year on average.
iv North London Sub-Region Strategic Housing Market Assessment, 2009
v London Plan consolidated with alterations, 2008
vi Planning Policy Statement 3, paragraph 59
vii ‘Addressing PPS3 requirements for a 15 year housing land supply’, 2008 setting out an interim approach
viii North London Sub-Region Strategic Housing Market Assessment, 2009
x Housing Needs Assessment, 2006
xi Housing Needs Assessment, 2006
xii Housing Needs Assessment, 2006
xiii North London Sub-Region Strategic Housing Market Assessment, 2009 and London Strategic Housing Market Assessment
xiv Housing Needs Assessment, 2006
xv Housing Needs Assessment, 2006
xvi Annual Monitoring Report 2007/08, Table 3.3
xvii Annual Monitoring Report 2007/08, Figure 3.2
xviii Housing Needs Assessment, 2006
xix Westminster City Council Respipe 2005/06-07/08
xx London Plan Policy 3A.11 Affordable housing thresholds
xxi GLA Affordable Housing Toolkit
xxii Housing Needs Assessment, 2006
xxiii London Boroughs’ Gypsy and Traveller Accommodation Needs Assessment, 2008
BUSINESS AND EMPLOYMENT

4.21 The City of Westminster, in the heart of London, plays a definitive role in London’s economy, accommodating more jobs than any other local authority, and providing opportunities for investment, enterprise and creativity. Employing over half a million people across a wide range of sectors, the local economy is both significant and diverse. Westminster needs to remain competitive as a business location within a context of increasing globalisation and competition from other European and international cities, and fluctuations in economic circumstances and cycles.

4.22 The working population of Westminster is expected to grow by about 100,000 people between 2007 and 2021, to about 677,000. There is significant development for new jobs to be created within the Opportunity Areas. By 2026, there will be capacity for 23,200 new jobs within Paddington, 8,000 new jobs in Victoria, and 5,000 new jobs within Tottenham Court Road (shared with the London Borough of Camden). Increases in jobs are also sought within the North Westminster Economic Development Area, particularly Church Street, Edgware Road and Harrow Road.

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

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

POLICY CS18 COMMERCIAL DEVELOPMENT

Proposals for new commercial uses must be appropriate in terms of scale and intensity of land uses, and character and function of the area.

Reasoned Justification

This policy approach encourages the growth of commercial uses in the context of the already densely built form of predominantly human scale, mixed use character including residential, and the historic fabric of much of Westminster.
Cross-reference to Policies CS3, CS4 and CS5 for the Opportunity Areas, CS6 Core Central Activities Zone; CS8 Marylebone and Fitzrovia; CS12 North Westminster Economic Development Area.

OFFICES AND BUSINESS FLOORSPACE

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

4.26 Between 2004 and 2008, office floorspace within Westminster increased, with much of these gains being within the Paddington Opportunity Area. The Core Central Activities Zone (Core CAZ), particularly the West End, accommodates the greatest proportion of Westminster’s office stock, with increases in the overall amount of office floorspace between 1983 and 1990, and much smaller increases between 1990 and 2008. The proportion of the total floorspace within Core CAZ which is in office use has remained relatively stable during this period, comprising 50% of total floorspace in 1983, 51% in 1990 and 48% in 2008.

4.27 These long term trends in office floorspace reflect the fact that, generally, unlike most other places in the UK, developers would rather bring forward office floorspace than any other land use.

4.28 Employers are also using office floorspace to accommodate more jobs as alternative and flexible work practices become more widely used. Research suggests that the occupation density of office floorspace in London has fallen from 18.3 sqm per worker in 2000 to 13.9 sqm per worker in 2007.
4.29 Offices are supported as an important use within Westminster. However, because of the unique market pressures for office floorspace and long-term stability in provision, it is not considered necessary to provide a specific policy to protect offices.

4.30 The Creative Industries are a major element in Westminster’s economy and Westminster is one of the most creative hubs in the world. Seven percent of the UK’s Creative Industries’ employees work in Westminster, and Westminster’s central area has the highest concentration of creative businesses in the UK, and probably the world. Westminster’s attraction to Creative Industries is its centrality, connectivity, density of business and consumers and availability of talent\(^v\); however, they do not fall within a specific use class and therefore require a customised approach. In 2007, about 63% of Creative Industries operated from B1 Use Class units and a further 17% occupied A1 Use Class retail units\(^vi\). However, the availability of other types of business floorspace remains important to the diversity and functioning of this sector.

**Policy CS19 Offices and other B1 Floorspace**

New office development will be directed to Paddington, Victoria and Tottenham Court Road Opportunity Areas, the Core Central Activities Zone, specified locations within Marylebone and Fitzrovia, and the North Westminster Economic Development Area.

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

**Reasoned Justification**

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

A range of business floorspace is required in Westminster to ensure diversity across employment sectors. This supports a range of business activities, including Creative Industries, and employment opportunities.

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS18 Commercial Development.
RETAIL

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

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

4.33 These centres provide access to the shops and services necessary to meet the everyday needs of local residents and visitors. In many parts of the borough, accessible and economically healthy shopping centres act as a focal point for community activity. It is important that these are maintained.
4.34 Although shopping will remain the main focus of these centres, complementary uses such as restaurants, banks, libraries and other services and facilities also contribute towards meeting community needs and can help maintain activity, reduce the need to travel, and enhance the usefulness of the visit to the centre. They are also supported by a number of street markets.

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

**Policy CS20 Retail**

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

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

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

**Reasoned Justification**

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

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

Larger retail developments should be directed towards the larger Shopping Centres that have the capacity to support them. Westminster’s Primary Shopping Frontages of the International Shopping Centres are especially suitable for large-scale retail growth. These larger developments may also be appropriate within other parts of the Opportunity Areas, Core CAZ, named streets in Marylebone and Fitzrovia and the Major and District Shopping Centres where they can be introduced sensitively. This will both allow retail growth, and ensure that the local character and function of Westminster’s Shopping Centres is not undermined.
Policy CS12 North Westminster Economic Development Area includes a specific exception to this policy.

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS12 North Westminster Economic Development Area; CS18 Commercial Development; Appendix 2 Retail Hierarchy.

TOURISM, ARTS AND CULTURE

4.36 Westminster is at the heart of London’s visitor economy with an unrivalled range and combination of visitor attractions and hotel accommodation. Ninety-five percent of the 30 million annual visitors to London spend time in Westminster, attracted by iconic heritage sites such as the Houses of Parliament, Westminster Abbey and Buckingham Palace and their many ceremonial events and entertainment and retail offer. Home to London’s theatre district, Westminster has 38 theatres, 60 cinema screens and 4 concert halls with combined seating capacity for over 50,000 people; visitors to Westminster spend over £5 billion a year and support nearly 65,000 jobs. Westminster, and in particular the West End, is a key economic driver for the whole of London. The visitor economy, including business tourism, supports employment in the retail, hospitality and entertainment sectors.

Figure 40 Tourism-related Employment as a Proportion of All Jobs 2007
ARTS AND CULTURE

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

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

POLICY CS21 TOURISM, ARTS AND CULTURE

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

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

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

Cross-reference to Policies CS6 Core Central Activities Zone; CS9 Knightsbridge for Strategic Cultural Areas.

**HOTELS AND CONFERENCE FACILITIES**

4.39 There are over 430 hotels within Westminster, comprising 39% of London’s bedspaces. Westminster will continue to be one of the world’s premiere visitor destinations during the lifetime of this plan, especially as the city is one of the boroughs hosting the 2012 Olympic and Paralympic Games. Westminster is also an important location for business visitors, providing both overnight accommodation and conference facilities.

**POLICY CS22 HOTELS AND CONFERENCE FACILITIES**

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

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

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

**Reasoned Justification**

This approach will ensure that Westminster continues to make a significant contribution to London’s visitor accommodation, particularly towards meeting the demands of the
2012 Olympic and Paralympic Games, and in supporting Westminster’s role in global business, both before and after the 2012 Games. However, it balances these needs against the need to manage Westminster’s neighbourhoods so that they function well and provide a high quality of life for residents.

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

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

ENTERTAINMENT USES

4.40 Westminster, and in particular the West End, is the entertainment heart of London and is internationally renowned. Westminster has over 2,800 entertainment uses and more licensed premises than any other local authority. There are nearly 500 pubs, bars and wine bars, over 1,000 restaurants licensed to serve alcohol and 136 licensed night clubs and dance venues, 18 casinos, and nearly 60 traditional private member clubs. The vibrant entertainment sector plays a vital role, not only through supporting other uses, but also as a visitor attraction in its own right which contributes to Westminster’s local distinctiveness and London’s world-city status.

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

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

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

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

**POLICY CS23 ENTERTAINMENT USES**

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

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

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

Cross-reference to Policies CS6 Core Central Activities Zone; CS8 Marylebone and Fitzrovia; CS13 Outside the CAZ and NWEDA (for the West End, Edgware Road and Queensway/Westbourne Grove Stress Areas respectively).

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3. The Importance of the Historic Environment in Westminster, 2007
12. GLA Hotel Demand Study, 2006
5.1 As the principal cultural and administrative centre of England for many centuries, Westminster’s built heritage and archaeology reflects its rich history and is of national and international importance. This heritage includes the Palace of Westminster and Westminster Abbey World Heritage Site and over 11,000 other listed buildings and structures, more than any other local authority in the UK. About 75% of Westminster lies within its 55 Conservation Areas. There are also 21 registered historic parks and gardens, which includes the Royal Parks, 2 Scheduled Ancient Monuments and 5 Areas of Archaeological Priority.

5.2 Westminster’s historic fabric is a defining characteristic of the city and should be the starting point for consideration of any new development. The quality of the built environment has a direct impact on quality of life, and historic buildings and areas have an intrinsic value as a record of human achievement in the arts and construction. They are cherished for their aesthetic qualities as well as the links they provide to the past and sense of place they create. Westminster’s historic environment makes an essential contribution to the local, regional and national economy and is fundamental to its success in a global economy. The historic environment is identified as a key reason why businesses and institutions choose to locate within Westminster¹, and it is also vital to the millions of tourists who come every year to enjoy the city’s exceptional heritage. As Westminster, and indeed London, changes, its heritage assets must be carefully protected, with new development introduced sensitively.

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

**POLICY CS24 HERITAGE**

*Westminster’s heritage assets will be protected and enhanced, including its listed buildings, conservation areas, the World Heritage Site, historic parks, squares, gardens and other open spaces, and its archaeological heritage. Historic and other important buildings should be upgraded sensitively, to improve their environmental performance and make them easily accessible.*

**Reasoned Justification**

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

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

Cross-reference to Policies CS11 Royal Parks; CS25 Views; CS26 Buildings and Uses of International and National Importance; CS27 Design; CS28 Health, Safety and Well-being; CS34 Open Space; CS35 Sites of Importance for Nature Conservation; CS36 Westminster’s Blue Ribbon Network; CS41 Servicing and Deliveries; CS42 Major Transport Infrastructure; CS44 Flood-Related Infrastructure.

**VIEWS**

5.4 Views within and across Westminster are an essential part of the city’s heritage and contribute to the outstanding quality of Westminster’s environment. They enhance the enjoyment of the city and help to create a sense of local identity and distinctiveness. They include views of natural features, landmark buildings, open spaces, streets and squares.
5.5 Of the 26 strategic views identified in the London Plan, 16 are relevant to Westminster, of which 5 are subject to Directions by the Secretary of State. Westminster also has a number of local views that are of metropolitan, national and international importance. These are familiar views enjoyed from well-known public spaces that generally feature exceptional townscape or landscape and prominent landmarks. Many of these views are vulnerable to impact from development outside the city boundary, particularly from tall buildings some distance away. Other local views that are not of metropolitan, national or international importance also significantly contribute to the character of local areas and need protection. This includes local views from adjoining boroughs into Westminster.

5.6 In the right places, tall buildings – those which are significantly taller than their neighbours – can make a positive contribution to the London skyline. In the wrong place they can be very damaging to cherished views of great heritage importance and the character of local areas. One of the key characteristics of Westminster is its human scale. Most buildings are less than six storeys high, even in commercial areas. Much of Westminster is inappropriate for the development of tall buildings because of their adverse impact on character and local distinctiveness of areas, and on important views.
POLICY CS25 VIEWS

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

Reasoned Justification

Views of buildings and landscapes are an essential part of Westminster’s unique heritage. They can be seriously damaged by insensitive development in the foreground or background. Tall buildings in Westminster or in adjacent boroughs can pose a particularly serious threat to important views.

Cross-reference to Paddington Opportunity Area paragraph 3.14; Victoria Opportunity Area paragraph 3.19; Tottenham Court Road Opportunity Area paragraph 3.23.
5.7 Westminster is central to London’s world-class capital city status and has many activities and functions that are of international, national or regional importance. In addition to those functions related to the Government and the state, judiciary and faith, there are centres of excellence for higher education and research and medicine, prestigious institutions and professional and business organisations, and world-famous arts and cultural institutions and other visitor attractions. Most of these uses are located in the Core Central Activities Zone.

**Policy CS26 Buildings and Uses of International and National Importance**

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

**Reasoned Justification**

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

5.8 Many parts of Westminster are uniquely well placed to maximise their contribution to mitigating climate change because of the density of the city, accessibility by public transport, and the complex mix of uses.

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

5.10 Westminster’s unique built heritage demands particular attention be given to the quality of design and architecture. The outstanding quality of Westminster’s architecture and visual environment is characteristic of the city, and valued by residents, workers and visitors alike. It greatly contributes to both the local economy and economic resilience.

High buildings must be of the highest design quality and contribute positively to the character of the city, wherever they are located.

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

5.12 Buildings and spaces must be designed for the needs and convenience of all. This must be considered at the outset of the design to ensure that the same provision is made for everyone as latter additions and alterations rarely provide equality of access and use. Particular attention should be given to the needs of those with mobility difficulties, poor vision and other physical disabilities, and particular groups such as the elderly and families with small children who may also be inconvenienced or even excluded by inappropriate
development. Putting people at the heart of the design process can encourage occupiers to make more sustainable lifestyle choices, for example through incorporating cycle storage or designing access points that do not lead directly to car parking.

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

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

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

5.16 Sustainable design in Westminster needs careful consideration and tailored solutions. There are fewer opportunities for large-scale redevelopment in Westminster than there are in other parts of London because of its significant heritage assets, including listed buildings and Conservation Areas. In this respect, retrofitting existing building is of crucial
importance, as the existing building stock will always represent a far bigger proportion of the buildings in Westminster than new buildings.

**POLICY CS27 DESIGN**

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

Development should:

- reduce energy use and emissions that contribute to climate change during the life-cycle of the development, in line with national and regional standards as a minimum; and
- ensure the reduction, reuse or recycling of resources and materials, including water, waste and aggregates.

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

**Reasoned Justification**

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

Sustainable design, refurbishment and construction measures provide one of the most effective and efficient ways in which to reduce resource use, greenhouse gas emissions and local pollution, in terms of the materials used and construction techniques employed, as well as throughout the lifetime operation of the development. Furthermore, excellence in design quality and floorspace adaptability will increase the lifetime of the building and enable its reuse by reducing the need for redevelopment. Detailed design criteria will be set out in the City Management Plan.

Cross-reference to Policies CS24 Heritage; CS25 Views; CS28 Health, Safety and Well-Being; CS30 Air Quality; CS31 Noise; CS37 Biodiversity and Green Infrastructure; CS38 Energy Infrastructure; CS39 Renewable Energy; CS40 Pedestrian Movement and Sustainable Transport; CS41 Servicing and Deliveries; CS43 Sustainable Waste Management.
HEALTH, SAFETY AND WELL-BEING

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

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

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

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

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

5.21 Much of Westminster is a mixed use environment in a densely developed world city, where different uses are located close to each other and impact upon each other.
Residential and commercial growth in Westminster will entail building to higher densities, including extensions to existing buildings and infill developments. In the many areas within the Central Activities Zone and North Westminster Economic Development Area, new commercial uses are encouraged alongside new and existing homes and it is important that there are good levels of residential amenity for both new and existing residents.

5.22 It is recognised that new development in Westminster is likely to have some impact on residential amenity, but new development should take measures to minimise noise, light, and air pollution, to acceptable levels and maintain or improve the amenity for neighbouring residents by addressing issues of privacy, overlooking, natural light, enclosure, and disturbance. These detailed matters will be dealt with in detail in the City Management Plan.

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

**Policy CS28 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.

**Reasoned Justification**

Westminster’s unique circumstances give rise to a number of challenges to health, safety and well-being which should be addressed by development wherever possible. Well-
designed places and spaces can make a considerable contribution to addressing these challenges. Specific issues include: the threat of terrorism, and increased crime rates related to the unique functions and role of Westminster’s Central Activities Zone; fear of crime experienced in Westminster’s more deprived areas; road safety issues, particularly those related to the significant volumes of traffic experienced in Central London, and particular issues related to visitors to the city; and the particular challenges to providing a healthy living environment within a dense, mixed use area, often with significant local air and noise pollution and urban heat island effects.

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

Growth in the Westminster context means mixed use areas and sites, infill development and high density living. It is therefore vital that exceptional attention is paid to protecting existing residential amenity and providing good quality residential accommodation for future residents. Poor quality residential amenity can make homes less attractive to permanent residents and threaten the sustainability of residential neighbourhoods. High standards of residential amenity will benefit Westminster’s residents in terms of quality of life, health and well-being.

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

**FLOOD RISK**

5.24 As a riverside borough, some parts of Westminster identified by the Environment Agency have been designated Flood Zone 2 and Flood Zone 3. Flood Zone 3, without defences, has a high probability of flooding (1 in 100 or greater annual probability of river flooding or a 1 in 200 or greater annual probability of flooding from the sea). Flood Zone 2, without defences, has a medium probability of flooding, and covers very small areas in Westminster. Planning Policy Statement 25 (PPS25) requires local authorities to carry out a Strategic Flood Risk Assessment (SFRA) to assess all forms of flooding within their area. Westminster’s SFRA identifies areas in Flood Zones 2 and 3, areas most at risk of flooding.
within Flood Zone 3 and from other sources. The Embankment Wall and the Thames Barrier provide Westminster with excellent flood defences which decrease flood risk to about 1 in 1,000 annual probability. If however these defences were to be significantly breached, those low lying areas that are closest to the Thames would flood very quickly. This area is identified on the map below as the Rapid Inundation Zone. This was identified by Westminster’s SFRA which modeled the timing and depth of flooding following breaches in the tidal flood defence wall.

5.25 Sites within Flood Zone 3 are not suitable for Highly Vulnerable Uses as defined by PPS25. This includes: basement dwellings; police, ambulance and fire stations and command centres and telecommunications installations that would be required to be operational during flooding and emergency dispersal points.

5.26 There are four strategic sites identified for development within Flood Zone 3 which include a preferred use for residential accommodation and/or social or community use on part or all of the site, including two within the Victoria Opportunity Area. Residential accommodation is a More Vulnerable Use (as defined by PPS25) and, in terms of flood risk, should ideally be placed in the lowest possible risk area. To bring forward an adequate supply of housing, given the highly complex nature of the built environment and the general

**FIGURE 44 FLOOD ZONE 3 AND AREAS MOST AT RISK OF RAPID INUNDATION**
lack of available land in Westminster, the provision of residential accommodation is required in almost all schemes in Westminster.

5.27 To support residents and achieve sustainable communities, social and community uses also need to be located in areas where they serve the local population. Therefore, the identified sites within Flood Zone 3 and other sites that may come forward from windfall development are considered to have passed the Sequential Test set out in PPS25. Proposals must then be considered against the Exception Test as set out in PPS25 for More Vulnerable Uses and for Essential Infrastructure. However, to build in resilience, ground and basement floor uses will be carefully considered.

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

**POLICY CS29 FLOOD RISK**

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

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

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

**Reasoned Justification**

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

Whilst there is a need to adapt to the effects of climate change, this approach also acknowledges the excellent flood defences in place, which will continue to be necessary in the future to protect the existing built infrastructure along the riverside.
The policy ensures that all sources of flooding are taken into account and that potential flood risk in Westminster is reduced through mitigation measures.

Proposals should provide Flood Risk Assessments as required by PPS25.

Cross-reference to Policy CS44 Flood-related Infrastructure; Appendix 1 Proposals Sites 7, 9, 26 and 27.

AIR QUALITY

5.29 Westminster has some of the poorest air quality in the country. For this reason, the whole borough was declared an Air Quality Management Area (AQMA) in 1999 for nitrogen dioxide (NO₂) and particulates (PM₁₀). In Westminster, concentrations of NO₂ and particulates regularly exceed the Air Quality Objectives as set out in the national Air Quality Strategy and in European legislation.

![Figure 45: 2010 Modelled Annual Average Pollution Exceedances for Nitrogen Dioxide (left) and Particulates (right)](image)

5.30 Air pollution damages human health causing an increased risk of cardiovascular and respiratory diseases, an increased risk of cancer, and exacerbating asthma. In London, over 1,000 people die prematurely every year as a result of air pollution, and there are a similar number of hospitalisations⁷. Air pollution also directly affects ecosystems and the local environment, causing soiling and damage to buildings, unpleasant odours and reducing visibility. There are also strong links between local air pollution, maintaining a healthy and comfortable internal environment, and energy use. Poor air quality constrains the options available for ventilating and cooling commercial premises, increasing the use of mechanical ventilation and air-conditioning.
5.31 Poor air quality in Westminster is the result of the high numbers of vehicles, emissions from plant and machinery such as boilers, and the density of roads and buildings which prevents dispersal of the pollutants. In addition to the pollution emitted within the city, a significant amount is generated elsewhere and contributes to the concentrations that are measured in Westminster. This is especially the case with particulates. Sources are both man-made and natural, and are very closely linked to weather systems.

5.32 The focus of action to improve air quality has largely been on road transport. As progress has been made in this area, the relative importance of emissions from non-road transport sources increases, with emissions from buildings becoming proportionately more important. In Westminster it is estimated that by 2010 around 60% of nitrogen oxides (NOx) (which react in sunlight with other chemicals in the atmosphere to form NO₂) will come from gas combustion sources (including domestic and commercial boilers). Gas combustion is already overtaking road traffic as the principle source of NOx emissions across London.

**POLICY CS30 AIR QUALITY**

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

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

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

**Reasoned Justification**

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

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

Cross-reference to Policies CS27 Design; CS40 Pedestrian Movement and Sustainable Transport; CS41 Servicing and Deliveries; CS42 Major Transport Infrastructure.
5.33 Westminster is significantly noisier than many other parts of London. Like most urban areas, noise levels in the city exceed the guideline levels set by the World Health Organisation. Noise can lead to annoyance and have a negative impact on sleep, learning and communication, and health and well-being more generally.

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

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

5.36 Despite the serious problems of noise pollution affecting the city, there are relatively quiet areas and positive aspects of Westminster’s *soundscape* (the quality of the acoustic environment). For example, many of the city’s open spaces are relatively tranquil and provide respite from noise pollution and lower noise levels can be experienced at the rear facades of many buildings. Like the city itself, the noise environment in Westminster is complex and unique. A holistic approach managing noise across the city is necessary; noise reduction measures are essential, but mitigating impacts of different noise sources and improving the overall quality of the sound environment is also important.
POLICY CS31 NOISE

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

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

Reasoned Justification

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

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

Cross-reference to Policies CS11 Royal Parks; CS34 Open Space.
INFRASTRUCTURE AND DEVELOPMENT IMPACTS

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

5.38 Unlike many other parts of the country, growth does not tend to be constrained by infrastructure needs as developments are ‘inserted’ into an existing city where there are existing infrastructure facilities and networks. However, the infrastructure is of varied age, quality and fitness for purpose and often under considerable pressure from existing residents and the workers and visitors that expand the population to over 1 million during the day.

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

5.40 The council, its partners in the Westminster City Partnership, and other infrastructure providers, have a critical role to play in delivering high quality services and ensuring the city’s infrastructure is maintained, improved and where necessary, expanded. The infrastructure strategies of these partner organisations have helped inform this Core Strategy and are also considered in the infrastructure assessment published alongside the Core Strategy. Infrastructure planning is necessarily an on-going process and the council will continue to work closely with these partners and the development industry to assess and meet existing and emerging infrastructure needs.

5.41 Funding for many infrastructure projects will be from mainstream sources, but for some infrastructure types, an element of this funding may include contributions from developers. This contribution would be secured through planning obligations, or if it is introduced, a Community Infrastructure Levy. Planning obligations are legal agreements with developers requiring provision of “in kind” benefits, financial contributions or other
controls or restrictions on the way land is developed. They are used to prescribe the nature the development should take, compensate for a loss caused by the development or mitigate the impacts of development including impacts on infrastructure and other social, economic or environmental impacts. The Community Infrastructure Levy (CIL) has a narrower scope: it is a charge on developments to fund the infrastructure necessary to support it. If the CIL is implemented it would be used in place of planning obligations to secure infrastructure contributions from development.

**POLICY CS32 PLANNING OBLIGATIONS AND DELIVERING INFRASTRUCTURE**

When negotiating planning obligations, the council will require mitigation of the direct impacts of development; ensure the development complies with policy requirements within the development plan; and, if appropriate, seek contributions for supporting infrastructure.

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

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

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

**Reasoned Justification**

Planning obligations, used in line with current government guidance, can play an important role in managing direct site specific and local impacts of a development and ensuring that the Core Strategy and other development plan policies are achieved. Planning obligations, or if introduced CIL, also have a role in contributing to the provision of supporting infrastructure.

Cumulatively almost all development puts additional pressure on infrastructure and should contribute to addressing that impact. While some infrastructure can be directly provided by, and directly serve a specific development, in many cases it will be necessary to pool funding from several developments.
This policy provides framework for the development of transparent and equitable mechanisms that improve the link between growth and the infrastructure and enable development to fund infrastructure needed to make it acceptable. Detailed policies will be set out in the City Management Plan and where appropriate Supplementary Planning Documents. If CIL is implemented, charges will be set out in a Charging Schedule. These will all be subject to consultation and, where required, an independent public examination.

Cross-reference to Part VI Partnerships; Part VI Risk and Review; Appendix 3 Key Partnerships.

**SOCIAL AND COMMUNITY INFRASTRUCTURE**

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

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

5.44 Public service providers such as the National Health Service, Metropolitan Police and the council all produce their own asset management plans which, over time, will be better co-ordinated and will set out how their respective estates will be managed and potentially more closely aligned. The council supports the delivery of proposals in these plans. This includes proposals identified in Westminster’s Asset Management Plan and Property Strategy to develop local service provision facilities planned for Pimlico/Victoria Opportunity Area, Bayswater, Church Street and Queens Park; proposals to work with Westminster’s Primary Care Trust to deliver a new GP-led health centre in Queens Park, and develop three or four health and well-being facilities “polysystems” aligned with GP practice-based commissioning clusters; and the Westminster’s Building Schools for the Future (BSF) Programme, including redevelopment
of facilities at Grey Coat Hospital School (likely completion 2011), St George’s RC School (likely completion 2011), and St Augustine’s CE High School (likely completion 2011). Forthcoming proposals are programmed for Queen Elizabeth II Jubilee School, College Park School and Quintin Kynaston School.

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

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

**POLICY CS33 SOCIAL AND COMMUNITY INFRASTRUCTURE**

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

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

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

Cross-reference to Policy CS3 Paddington Opportunity Area; CS4 Victoria Opportunity Area; CS5 Tottenham Court Road; CS7 West End Special Retail Policy Area; CS12 North Westminster Economic Development Area; CS20 Retail; CS34 Open Space.
OPEN SPACE AND GREEN INFRASTRUCTURE

OPEN SPACE NETWORK

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

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

5.49 Open spaces are an integral part of Westminster’s architectural heritage and essential to the unique character of the city’s neighbourhoods. The Royal Parks and River Thames form the settings of world famous landmarks such as the Palace of Westminster and Buckingham Palace, and Westminster’s open spaces feature in many of the city’s important views. Over half of Westminster’s open spaces have heritage designations;
Westminster has 85 London Squares and 21 English Heritage listed parks and gardens, including 5 Royal Parks.

5.50 Whilst being fortunate in having 5 Royal Parks within the city, providing 250 hectares of open space, other parks, with the exception of Paddington Recreation Ground, are small. Thirty-eight percent of open spaces in Westminster are private and not accessible to the public, and residents share their public spaces with the massive influx of visitors and workers who come into the city. Pressure on Westminster’s open spaces is particularly evident in the parks and squares in the central area and in its nationally and internationally important civic spaces, such as Trafalgar Square and Leicester Square.

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

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

5.52 Some parts of Westminster have also been identified as being Areas of Wildlife Deficiency, as they are deficient in access to Metropolitan or Borough Sites of Importance for Nature Conservation.
**POLICY CS34 OPEN SPACE**

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

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

**Reasoned Justification**

Land in Westminster is scarce, under intense competition, has a high monetary value and is built upon, with the exception of open space and public realm/highway. This means that new open space to alleviate current deficiencies and meet growing demands is very difficult to achieve, and therefore all open spaces must be protected.

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

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

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

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

**Sites of Importance for Nature Conservation**

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

**Policy CS35 Sites of Importance for Nature Conservation**

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

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

**Reasoned Justification**

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

Cross-reference to Policies CS11 Royal Parks; CS37 Biodiversity and Green Infrastructure.
5.54 The Blue Ribbon Network within Westminster is of strategic importance to London. The River Thames forms the southern boundary of the borough and the setting for the Palace of Westminster and other historic buildings and areas including the bridges themselves. In recognition of the strategic importance of the River Thames, a Thames Policy Area has been designated. Westminster’s Blue Ribbon Network also comprises the Grand Union and Regent’s canals towards the north, and the Serpentine and Long Water in Hyde Park and Kensington Gardens, and lakes in the other Royal Parks. Many of Westminster’s, and indeed London’s, most iconic views include the Thames and the lakes in the Royal Parks. They are also important for providing habitat and wildlife corridors, and fulfill other environmental functions such as drainage. The Thames and canals are designated Green Corridors.

5.55 The Blue Ribbon Network also plays important roles in transport, recreation and education. It can provide a much needed respite from the built-up nature of the city, and also provides important linear walking and cycling routes.
POLICY CS36 WESTMINSTER’S BLUE RIBBON NETWORK

The Blue Ribbon Network will be protected and improved by:

- Enhancing biodiversity and waterside habitats;
- Protecting and enhancing the character, appearance, heritage and landscape value of the Blue Ribbon Network and its setting; and
- Enhancing the linear qualities of the Blue Ribbon Network, particularly in relation to heritage, landscape and views, biodiversity, and modes of sustainable transport; and, where it is consistent with these priorities;
- Improving access for pedestrians and cyclists, use for leisure, sport and education especially for local communities; and
- Water-based transport.

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

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

Reasoned Justification

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

OTHER GREEN INFRASTRUCTURE

5.56 Green infrastructure comprises the parks and gardens (including residential gardens), linear open spaces, trees and living roofs and walls that individually and collectively provide habitat for a diverse range of species, and contribute to townscape and well-being. Provision of private spaces, roof terraces, balconies and green roofs can also make a contribution to green infrastructure.
5.57 Although it is a densely developed area, Westminster has a diverse ecology. The capacity for biodiversity held within open spaces and the wider green infrastructure provides essential networks that help to contribute to new habitat creation and provide a key range of ecosystems.

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

5.59 The built environment is also recognised as an important habitat within Westminster, with about 70% of the city comprising built structures. This includes habitat and structures such as street trees, the exterior of buildings, roofs, terraces and walls. This habitat is currently deficient in wildlife, but represents one of the best opportunities to improve biodiversity across the city as the available surfaces exceed much more than the 650 hectares of green open space.
POLICY CS37 BIODIVERSITY AND GREEN INFRASTRUCTURE

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

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

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

Reasoned Justification

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

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

Provision of private spaces, roof terraces, balconies, and living roofs and walls can also make a contribution to green infrastructure. Utilising opportunities to enhance biodiversity is important throughout Westminster, particularly in the Areas of Wildlife Deficiency.

Decreasing the areas deficient in wildlife helps to develop the network of wildlife habitat across Westminster, and contributes to the social and personal well-being of people living in those areas.

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

Cross-reference to Policies CS11 Royal Parks; CS28 Health, Safety and Well-Being.
ENERGY INFRASTRUCTURE

HEAT AND POWER NETWORKS

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

FIGURE 50 EXTENT OF PIMLICO DISTRICT HEAT UNDERTAKING 2008

5.61 The Pimlico District Heating Undertaking (PDHU), located in the south of Westminster, is the oldest district heating system in the UK, and provides heat and power to a large number of homes together with commercial and other premises in the south of the borough. Power generated at the PDHU is also sold to the national grid. This system is significantly more efficient compared to the national grid and also achieves considerable carbon savings. Westminster currently has a second system at Whitehall operated by the
Office of Government Commerce which can provide heat and electricity for Whitehall including 18 government departments. However, this system may well have the potential to be networked more widely. A third system within the Victoria Opportunity Area would allow the entire southern area of the borough to have an available network, and the council will work with landowners, energy providers, City West Homes and the London Development Agency to achieve this.

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

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

**Policy CS38 Decentralised Energy Networks**

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

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

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

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

Reasoned Justification

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

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

Renewable Energy Generation

5.64 Wherever possible, decentralised energy generation through CHP/CCHP systems should be supplemented by on-site renewable energy generation. In some parts of Westminster there are reduced options for renewable energy generation due to the historic urban fabric and lack of energy source (for example, a lack of wind in built up areas or roof areas shaded for much of the day)\(^\text{ix}\). However, a historic urban fabric \textit{in itself} does not discount the installation of renewable technologies.

Policy CS39 Renewable Energy

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

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

Cross-reference to Policies CS4 Paddington Opportunity Area; CS4 Victoria Opportunity Area; CS12 North Westminster Economic Development Area; CS30 Air Quality; CS31 Noise.

TRANSPORT AND PUBLIC REALM INFRASTRUCTURE

SUSTAINABLE TRANSPORT

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

5.66 The density of land use and movement within Westminster means that many journeys are short and can be made on foot. As well as the large number of journeys made solely on foot, walking forms part of most journeys: for example, from a bus stop or station...
or vehicle/cycle parking space to the final destination. Twenty percent of Westminster residents (aged 16-74) walk to work, compared to 8% for London\textsuperscript{xii}. Furthermore, between 2005 to 2008, 47% of residents main mode of travel was walking, compared to 30% for Greater London\textsuperscript{xiii}. Walking has a key role to play in creating a healthy, accessible and vibrant city. Within central Westminster there is such a density of walking activity that all streets are part of the ‘walking’ network.

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

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

**Policy CS40 Pedestrian Movement and Sustainable Transport**

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

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

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

**Reasoned Justification**

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

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

Cross-reference to Policies CS27 Design; CS28 Health, Safety and Well-Being; CS30 Air Quality; CS31 Noise; CS36 Blue Ribbon Network.

**SERVICING AND DELIVERIES**

5.69 The high concentration of commercial activity interspersed with residential development, and particular characteristics of Westminster’s dense, historic urban fabric create particular challenges in relation to servicing and deliveries. Westminster’s substantial economy requires goods to be efficiently delivered and services to be provided without undue delay or cost. Solutions to servicing and deliveries must ensure that day-to-day operations do not compromise the safety of other users of the public highway or public realm, particularly vulnerable road users such as pedestrians. These solutions must also ensure that other road users are not unduly inconvenienced or obstructed.
POLICY CS41 SERVICING AND DELIVERIES

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

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

Reasoned Justification

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

Cross-reference to Policies CS24 Heritage, CS30 Air Quality; CS31 Noise.

THE TRANSPORT NETWORK

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

There are four main rail termini; 32 Underground stations with 10 of the 12 tube lines running through the city; 4 piers with commuter services; and some 79 bus routes also pass through Westminster. The Central London location and its excellent accessibility featured in the top 4 reasons businesses chose a Westminster location. However, over-crowding on public transport and congestion on pavements were the top 2 negative aspects\(^{iv}\). Further, relative accessibility within Westminster varies significantly and improvement to the transport network is needed across the borough.
5.71 The population of Westminster swells from a residential population of approximately 230,000 to 1 million people in the daytime. Victoria is one of the busiest transport interchanges in the UK, followed by Waterloo (across the River Thames from Westminster), and then Oxford Circus. Over half of the 14 Underground stations that exceed 30 million passenger movements a year lie within Westminster.

5.72 Westminster’s function as a centre of business and government requires the movement of people and goods on a large scale, and without undue delay. The transport system also gives access to the city’s shopping, entertainment and unique historic areas and visitor attractions. The existing transport networks within Westminster do not always meet these needs. They bring hundreds of thousands of people into the city each day by train, bus, coach, car, taxi, motorcycle, cycle and foot, but sometimes too slowly, unsafely or in overcrowded conditions. The high level of demand for transport, together with the movement of people into, out of and around Westminster, has a detrimental effect on the local environment, and the experience of residents, workers and visitors suffers.
5.73 Work is required during the lifetime of this Core Strategy to improve the effectiveness and efficiency of the transport infrastructure serving Westminster, and the management of street works, particularly in areas where there is growth in the number of residents, workers or visitors and whose capacity is heavily pressurised.

5.74 Crossrail 2 and the Cross River Transit may be longer term projects for a time horizon to 2026 and beyond.

POLICY CS42 MAJOR TRANSPORT INFRASTRUCTURE

The council will support and promote improvements to transport infrastructure, including the public realm and servicing improvements necessary to mitigate the impacts of increased passenger numbers and integrate the infrastructure into the local area, including the following major projects over the lifetime of the plan:

- Crossrail, including new stations at Paddington, Tottenham Court Road and Bond Street;
- Improvements to stations, prioritising access for all, reducing pedestrian congestion within and around the station, and providing a safe, convenient and attractive environment, including Victoria, Paddington, Tottenham Court Road and Bond Street;
- Improvements to the public realm, focusing on meeting the needs of people with disabilities and more vulnerable people, and enabling people and businesses to make more sustainable choices;
- Increasing cycle parking and improving safety for cyclists where this would not compromise pedestrian movement including public cycle hire schemes throughout Westminster, and indoor cycle storage and supporting facilities at major transport interchanges;
- Improving way-finding and legibility around Westminster to facilitate pedestrian movement;
- Improving the convenience, connectivity, attractiveness and safety of Westminster’s linear walking routes, including the Blue Ribbon Network and connections within and between Westminster’s open spaces;
- Improvements to local bus and taxi infrastructure; and
• Improvements to river services and piers, subject to Policy CS36 Blue Ribbon Network and the ability to secure adequate space to accommodate the peak flows to/from boats.

Longer term projects which are likely to extend beyond the life-time of the plan are:

• Crossrail 2; and

• Cross River transport link.

Reasoned Justification

Good public transport infrastructure is essential for meeting the economic, social and environmental needs of the city’s residents, businesses, workers and visitors. Improvements to the existing bus and train services and the provision of new rail and light rail links are urgently needed. They will help improve efficiency and reliability and increase capacity, thereby reducing congestion on both road and rail networks and ensuring the city remains competitive in a global economy. It is also necessary to improve the accessibility of public transport and reliability of the transport network.

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

The failure to deliver key transport infrastructure such as Crossrail may affect development capacity. It is possible that, if Crossrail was not delivered, congestion on existing transport infrastructure would preclude the largest scale developments at Paddington and Tottenham Court Road.

Cross-reference to Policies CS1 Mixed Use in the Central Activities Zone; CS3 Paddington Opportunity Area; CS4 Victoria Opportunity Area; CS5 Tottenham Court Road Opportunity Area; CS7 West End Special Retail Policy Area; CS11 Royal Parks; CS27 Design; CS34 Open Space; CS36 Blue Ribbon Network.
Waste Infrastructure

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

5.76 It is recognised that there is a need for greater waste ‘self-sufficiency’ in London. There is a London Plan target to ensure that there are facilities to deal with 85% of waste arising in London by 2020, including an increase in the composting and recycling of municipal waste to 45% by 2015, and commercial and industrial waste to 70% by 2020. The council strongly supports the need to prevent the production of waste in the first instance, followed by the re-use and recycling of waste materials and recovery of energy from waste, before the disposal of waste as a last resort. The amount of household waste recycled in Westminster has been increasing (to 23% in 2007/8) whilst just 14% of municipal waste is currently sent to landfill.

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

5.78 The London Plan sets out borough level apportionment of waste to be planned for, in order to deliver 13 million tonnes of waste capacity across London:

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>MSW</td>
<td>36</td>
<td>59</td>
<td>68</td>
</tr>
<tr>
<td>C&amp;I</td>
<td>89</td>
<td>107</td>
<td>127</td>
</tr>
<tr>
<td>Total</td>
<td>125</td>
<td>166</td>
<td>195</td>
</tr>
</tbody>
</table>

Municipal solid waste (MSW) and commercial/industrial (C&I) waste requiring management (thousand tonnes per annum)

5.79 Across London it is estimated that there is a need for 328 hectares of land in order to effectively manage waste, including 215 hectares of additional capacity, to be provided mainly on industrial land. Studies undertaken by the Mayor of London indicate that the
Part V: Creating Places

Land-take of waste facilities required in Westminster to meet its apportionment is 3 hectares\textsuperscript{v}.

5.80 However, the actual land requirement will depend upon the number, type, scale and location of waste management facilities. The council is not in a position to dictate the exact range of potential waste management facilities, although based on typical tonnage ‘through put’ and land take of different types of facilities, smaller facilities such as composters are more likely to be appropriate than large gasification/pyrolysis facilities.

5.81 Although Westminster contains no Strategic Industrial Locations, detailed analysis of potential waste locations has been undertaken, using criteria set out in national and regional guidance\textsuperscript{xvi}. This illustrates that any potential sites are currently unsuitable due to a combination of proximity to residential uses, no access to rail and water sustainable modes of transport, sites that have been allocated to deliver housing, or significantly, are within the area safeguarded for the delivery of Crossrail. Despite this, the council is committed to tackling its waste apportionment through:

- Designating and protecting existing waste sites, including waste cleansing depots and micro-recycling centres;
- Rolling out a programme of in-vessel composters which is projected to meet the municipal waste apportionment target;
- Identifying new sites in line with locational criteria during the lifetime of the plan period; and
- Requiring new development to provide new waste management facilities.

\textbf{FIGURE 54 WASTE MANAGEMENT FACILITIES}
**Policy CS43 Sustainable Waste Management**

The council will require the minimisation of waste, the increase in the re-use, recycling and composting of waste, and the reduction in the amount of waste disposed at landfill in order to meet the waste reduction targets set out in the London Plan.

In order to ensure sufficient opportunities for the provision of waste management facilities in appropriate locations, in accordance with the London Plan waste apportionment, the council will:

- Protect existing waste and recycling management sites, protect any new street cleansing depots, micro-recycling centres and in-vessel composters which are secured during the lifetime of the plan, and require the equivalent or increased capacity as part of any development that would result in the loss of any or all of a designated waste site.

- Require major new development to provide on-site recycling and composting waste management facilities, except where the council considers that it is inappropriate or unfeasible to do so. In such cases, new facilities will be provided off-site and may include shared provision with another development or an existing waste facility in the vicinity that has capacity, except where the council considers that it is inappropriate or unfeasible to do so. Where it is not possible to provide either on-site, off-site or shared waste facilities, a payment in lieu will be required to a Waste Management Fund to allow the council to provide suitable facilities in the vicinity.

- Identify potential new locations suitable for waste management facilities during the lifetime of the Core Strategy using the following criteria:
  - Proximity to source of the waste;
  - The nature and scale of the facility;
  - Any potential impact on the surrounding area including noise, emissions, odour and visual impact;
  - The full transport impact of all collection, transfer and disposal movements, including maximising opportunities for transport by rail or water; and
  - The need to use sites that are currently in industrial use or are existing waste management sites.

- The council will secure any new waste sites identified during the lifetime of the plan, other than street cleansing depots, micro-recycling centres and in-vessel composters, within a Waste Development Plan Document.

**Reasoned Justification**

This policy approach aims to support the objective of self-sufficiency as far as practically possible, through the reduction of waste, and the protection and increase of recycling.
facilities. It represents a pragmatic and realistic approach to ensuring sufficient opportunities for the provision of future waste management facilities in appropriate locations, recognising the built-up character of, and lack of industrial land within Westminster. It also provides for an appropriate policy framework to be put in place in the event that innovative solutions to addressing waste are found on sites which do not meet national or regional waste site criteria and which are not otherwise afforded protection through the Core Strategy.

**Flood and Other Water-Related Infrastructure**

5.82 As a riverside borough, Westminster is potentially susceptible to tidal and fluvial flooding from the River Thames. However, Westminster has excellent flood defences from the Embankment Wall and Thames Barrier which greatly reduce the risk of flooding. The Environment Agency is reviewing how flood risk will be managed over the next 100 years, including how flood defence infrastructure will need to be upgraded when existing infrastructure comes to the end of its useful life during the period 2030-2060. This will need to take potential impacts of sea-level rise as a result of climate change into account. The council will work with the Environment Agency to ensure flood defence infrastructure is in place to protect the city.

5.83 Most of Westminster, like most of London, is served by combined sewers designed in the 1860s, which receive foul water, and water from roofs, hard standing and sometimes the highways. During rainy periods the sewers fill up and overflow through a series of overflow outlets from the combined sewers into the River Thames and its tidal tributaries. This overflow results in the release of raw sewage into the river, affecting water quality and biodiversity. Specialist barges are currently used to oxygenate the river to mitigate for the impacts of combined sewer overflows on wildlife, however this still results in a breach of the requirements of the EU Urban Waste Water Treatment Directive (1991).

5.84 In London, given the growth in development and population, the strain on the existing system can trigger an overflow in the combined sewers even from relatively modest rainfall. During wet spells, the sewers fill up with rainwater very quickly. The impact of
climate change, in terms of intensified rainfall events, is likely to increase the number of combined sewer discharges in the River Thames.

5.85 Thames Water is developing plans for a Thames Tunnel, a scheme to reduce and limit pollution from the sewerage system for the whole of London, in order to comply with EU Urban Waste Water Treatment Directive (1991). The Thames Tideway Tunnel project, if approved, is due to commence in 2012, after the Olympics, and be completed by 2020. The council supports necessary infrastructure of this nature, subject to their detail and assessment of impacts.

**POLICY CS44 FLOOD-RELATED INFRASTRUCTURE**

Development will ensure that flood-related infrastructure are protected and access for maintenance is retained.

The council will work with its partners at a regional and, where necessary, multi-regional level to ensure flood-related infrastructure remains fit for purpose.

**Reasoned Justification**

This approach acknowledges the excellent flood defences in place, whilst acknowledging that there is a need to adapt to the effects of climate change in the long-term, which will continue to be necessary in the future to protect the existing built infrastructure along the riverside.

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1 The Importance of the Historic Environment in Westminster, 2007
2 High Buildings Study, 2000
3 The Importance of the Historic Environment in Westminster, 2007
4 BERR Energy Trends
5 Public Health Annual Report 2006/2007 pg 87 recommendations for health inequalities in Westminster
6 Adapted from Public Health Annual Report 2006/2007 including diagram from Dahlgren and Whitehead 1991
7 Mayor’s Air Quality Strategy, 2002
8 Open Space Strategy Supplementary Planning Document
9 Retrofitting Soho, 2008, paragraphs 5.63 to 5.90
10 Retrofitting Soho, 2008, paragraphs 3.53 to 3.61 and 5.68 to 5.71, as well as other sections
11 Retrofitting Soho, 2008, paragraphs 5.107 to 5.117
12 Census 2001
13 TFL London Travel Demand Survey
14 The Importance of the Historic Environment in Westminster, 2007
15 Mayor’s Industrial Capacity SPG, 2008
16 Planning Policy Statement 10 and London Plan Policies 4A.23 and 4A.27
PART VI: IMPLEMENTATION

WESTMINSTER’S LOCAL STRATEGIC PARTNERSHIP

6.1 The principal partnership within the city is the Westminster City Partnership (WCP); a partnership between public sector agencies, voluntary and community sectors, local businesses, regeneration partnerships and residents’ groups. Core members include Westminster City Council, the Metropolitan Police, Primary Care Trust, Voluntary Action Westminster, Paddington Development Trust and Cross River Partnership. It was established in 2002 and is recognised as one of the best local strategic partnerships in the country.

6.2 WCP is responsible for the Westminster City Plan, which is the Sustainable Community Strategy for Westminster. This Core Strategy is the spatial expression of the Westminster City Plan. The vision of the City Plan and its key objectives have helped inform and are closely aligned with the Core Strategy:

**Our shared vision** for Westminster is that by 2016 it will be the best city to live in, work and visit in the UK, a vibrant city with great quality of life, strong, united communities and excellent services, offering real opportunities for everyone to achieve a better future.
6.3 The WCP is also responsible for Westminster’s Local Area Agreement (LAA), agreed by the WCP and central government. The primary objective of the LAA is to deliver better outcomes for local people through encouraging stronger local partnership working and improving relations between local and central government. The LAA includes priorities for improvement, which are measured by various indicators; targets have been set for each indicator. The Core Strategy will contribute towards meeting these LAA targets where relevant. The links between the City Plan, Local Area Assessment and Core Strategy will be examined by the Comprehensive Area Assessment, an area-based model put in place to monitor the performance of local public service providers such as the Council and the Primary Care Trust.

6.4 This Core Strategy has been endorsed by the Westminster City Partnership, and it reflects the spatial aspect of the partnership’s priorities as set out in the Westminster City Plan.

**PARTNERSHIP WORKING**

6.5 The council is one of a number of organisations working to manage and deliver change across Westminster, and many of Westminster’s issues require partnership working with a range of organisations and across local authority boundaries. The council has a strong record of effective partnership working and works closely, both formally and informally, with other local authorities and stakeholders as set out throughout the Core Strategy and summarised in Appendix 3.

6.6 Issues such as housing, affordable housing and waste can only be addressed in a regional context. Similarly, environmental action and infrastructure delivery requires an approach that extends beyond the immediate city boundary.

6.7 Neighbourhoods do not conform to local authority boundaries, and a joint approach to cross-boundary issues, design, streetscape and public realm improvements, and local service delivery will continue to be important.

6.8 Where appropriate, delivery of the objectives in this Core Strategy will be managed through established or new partnerships, particularly within major development areas or areas with cross-boundary implications.

6.9 Partnership working will be necessary to deliver the spatial vision of this Core Strategy, and many of its policies. The council embraces this approach and the role of the planning process in establishing and working within a genuine partnership framework.
COMMUNITY GOVERNANCE

6.10 Local partnerships are established within the borough to tackle issues at a local level, as set out in Appendix 3. Local involvement can play a significant role in shaping the future of Westminster and achieving the spatial vision of this Core Strategy. It is key to securing locally appropriate responses and interventions and creating strong and sustainable communities. This can provide more flexibility and respond more effectively to local needs and communities.

![Figure 55 Local Area Renewal Partnerships / Business Improvement Districts](image)

6.11 Westminster City Partnerships established 6 local partnerships in 2002 to tackle the complex patterns of deprivation in the poorest neighbourhoods. The local partnerships, made up of stakeholders and the community, prepare delivery plans to achieve sustainable change in their neighbourhoods, tackle some of the underlying causes of deprivation and ensure a unified approach to good local service delivery.

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4 Local Area Renewal Partnerships 2009: Church Street, Queen’s Park, Harrow Road, Westbourne, South Westminster and West End
6.12 The council also works with Business Improvement Districts within the city\(^5\). These are locally controlled groups of businesses who improve the environment and economic performance of an area funded by a levy on these businesses. They provide a welcome partnership mechanism to both improve the city and engage with businesses on operational and policy matters.

6.13 A range of other neighbourhood initiatives operate within Westminster, facilitating local democracy, local environmental improvements, supporting healthier living and tackling local crime and safety issues\(^i\).

6.14 The council will continue to encourage and support a neighbourhood approach to local decision-making, neighbourhood renewal and tackling inequalities, environmental improvement and service provision.

\(^5\) Business Improvement Districts 2009: Heart of London, New West End Company, Paddington, Bayswater and Victoria
**RISK AND REVIEW**

6.15 Like financial analysts and weather forecasters, it is not possible for the council or its partners to predict what the world, or indeed Westminster, will be like 15-20 years in the future. This Core Strategy has been based on the most up-to-date information available, and consideration of past policy approaches and their outcomes. It is also based on consideration of what we would like Westminster to be, and sets a framework towards achieving that.

6.16 The key areas of risk to implementing this Core Strategy are identified in the table below. This table also includes the actions taken in the Core Strategy to minimise the risk and provide the greatest likelihood of delivery.

**Figure 56 Risk Assessment**

<table>
<thead>
<tr>
<th>Area</th>
<th>Risk</th>
<th>Reason</th>
<th>Actions</th>
<th>Key Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing</td>
<td>Inability to meet housing target</td>
<td>Difficulty bringing housing forward as high existing use values,</td>
<td>Make housing the priority use, and require it against commercial development in appropriate locations.</td>
<td>Development industry.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>lack of brownfield sites, and wider economic downturns.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Inability to secure significant amounts of</td>
<td>Affected by viability, particularly high existing use values,</td>
<td>Changed threshold for requiring affordable housing (1,000 sqm), and amount sought (proportion floorspace).</td>
<td>Westminster City Council (Housing), CityWest Homes, Registered Social Landlords, Homes and Communities Agency.</td>
</tr>
<tr>
<td></td>
<td>affordable housing</td>
<td>increasing reliance on viability testing, competing planning obligations demands and wider economic downturns. Uncertainty about future funding regimes. Proportion target strongly affected by small schemes below threshold.</td>
<td>Programme for Community Build to provide about 500 affordable homes. Affordable Housing Fund to ‘top up’ Housing Corporation funding. Working to widen Intermediate Housing products to better meet needs of low- and medium-income families (through Housing</td>
<td></td>
</tr>
<tr>
<td>Waste</td>
<td>Inability to secure sufficient waste sites</td>
<td>Lack of available land for this use.</td>
<td>Protect all existing sites. Seeking new larger-scale site. Seeking small-scale provision as part of existing and new development.</td>
<td>Westminster City Council (Waste), Westminster City Council (Housing), Greater London Authority, development industry, other business sectors particularly those that generate a significant amount of commercial, or through people’s behaviour, municipal waste, local business partnerships.</td>
</tr>
<tr>
<td>--------------------</td>
<td>-------------------------------------------</td>
<td>--------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Other Infrastructure</td>
<td>Non-delivery in other infrastructure to support development or changed demographics / behaviour.</td>
<td>Funding shortfalls and competition between competing demands. Lack of long-term planning. Short-term funding regimes.</td>
<td>Robust infrastructure planning throughout Core Strategy to the extent possible. Ongoing engagement with public and private providers through on-going infrastructure work.</td>
<td>Local Service Providers, utilities companies, London Development Agency, development industry,</td>
</tr>
</tbody>
</table>
6.17 The policies within this document will be reviewed annually through the Annual Monitoring Report to enable changes where necessary to ensure the Core Strategy continues to bring us closer to our vision and delivers our spatial strategy for the future. It will also enable us to adjust that vision if significant events make this necessary.

There will also be on-going monitoring of infrastructure delivery, which will either be within the Annual Monitoring Report, or in separate documentation, possibly linked to the Community Infrastructure Levy.

**MONITORING FRAMEWORK**

6.18 An outline of the Core Strategy monitoring framework is set out below. The ‘headline’ objectives against which the performance of the Core Strategy policies will be assessed are those set out in Section 1 of this Core Strategy (and listed in summary form below). Against these objectives a series of indicators will be selected to assess the degree to which the Core Strategy objectives are being achieved. These indicators, along with
related national indicators and relevant regional indicators or targets, will be defined specifically in the Annual Monitoring Report (AMR). The initial framework will include the key indicators identified in the table below; this will be refined and developed where necessary and as new data becomes available.

6.19 The AMR will also include an assessment of the sustainability effects of the policies. This assessment framework for this element will be derived from the Sustainability Appraisal of this Core Strategy. In addition to this, the council will also regularly report on housing and infrastructure delivery and on receipts and use of planning obligations and, if introduced, Community Infrastructure Levy.

**FIGURE 57 MONITORING FRAMEWORK**

<table>
<thead>
<tr>
<th>Core Strategy Headline Objectives</th>
<th>Key Indicators’ Topics</th>
<th>Policy Ref</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective 1: To accommodate the growth and change that will contribute to enhancing London’s role as a world class city, including its international business, retail, cultural and entertainment functions within the Central Activities Zone; whilst maintaining its unique and historic character, mix, functions, and townscapes.</td>
<td>Retail development in the West End Special Retail Policy Area (WESRPA), and other shopping centres, and outside shopping centres. Hotel development by area. Development of new arts and cultural uses by area. Entertainment use development by area. Development in Paddington, Victoria and Tottenham Court Road Opportunity Areas progress against housing and job targets; and delivery of key social and transport infrastructure identified in the Core Strategy Policy. Change in land uses in Special Policy Areas. Development affecting identified views.</td>
<td>1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 18, 19, 20, 21, 22, 23, 24, 25, 26, 32, 34, 35, 36, 37, 38, 39, 40, 43, 44</td>
</tr>
</tbody>
</table>
of Westminster’s residential communities; Ensuring that Westminster’s residents can benefit from growth and change, providing more employment and housing opportunities, safety and security, and better public transport and local services; to work with our partners to foster economic vitality and diversity, improved learning and skills, and improved life chances in areas of deprivation.

<table>
<thead>
<tr>
<th>Objective 4: To increase the supply of good quality housing across all parts of the city to meet Westminster’s housing target, and to meet housing needs including the provision of affordable housing and homes for those with special needs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>New homes delivered against target of 6,800</td>
</tr>
<tr>
<td>Affordable housing development on site, off site or financial contributions</td>
</tr>
<tr>
<td>Family housing units</td>
</tr>
<tr>
<td>Proportion of new homes meeting lifetime standards</td>
</tr>
<tr>
<td>New care units for elderly people</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objective 5: To manage the pressures on the city from its national and international roles and functions, business communities and tourism, including the 2012 Olympic and Paralympic Games and their legacy, and to ensure a safe and enjoyable visitor experience.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tourism-related and visitor accommodation uses</td>
</tr>
<tr>
<td>Entertainment uses within Stress Areas</td>
</tr>
<tr>
<td>Crime rates associated with the 24 hour economy</td>
</tr>
<tr>
<td>Public transport developments and improvement schemes</td>
</tr>
<tr>
<td>Walking and cycling infrastructure schemes</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objective 6: To accommodate the safe and efficient movement of growing numbers of people entering and moving around Westminster by facilitating major improvements to the public transport system, improving the public realm and pedestrian environment, managing vehicular traffic, and making walking and cycling safer and more enjoyable.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public transport developments and improvement schemes</td>
</tr>
<tr>
<td>Walking and cycling infrastructure schemes</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Objective 7: To protect and enhance Westminster’s open spaces, civic spaces and Blue Ribbon Network, and Westminster’s biodiversity; including protecting the unique character and openness of the Royal Parks and other open spaces; and to manage these spaces to ensure areas of relative tranquillity in a city with a daytime population increased every day by over 1 million workers and visitors.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Net change sites of nature conservation importance</td>
</tr>
<tr>
<td>Net change open space</td>
</tr>
<tr>
<td>Improvements to parks, play areas and other open spaces (including measures to protect or enhance tranquility)</td>
</tr>
<tr>
<td>Green Flag Awards</td>
</tr>
</tbody>
</table>

\[ Westminster City Plan 2006-2016 \]
SUPPORTING INFORMATION

APPENDIX 1: PROPOSALS SITES

The sites set out in this Appendix are of strategic importance to the delivery of the Core Strategy. It includes sites necessary for the delivery of major infrastructure projects, or for the regeneration of an area. It also includes major housing sites located within Flood Zone 3, and housing sites with the capacity for over 100 units, of which a failure to deliver within the plan period would have implications for the housing target and the housing trajectory.

STRATEGIC SITES FOR PADDINGTON OPPORTUNITY AREA

<table>
<thead>
<tr>
<th>REF. NO.</th>
<th>SITE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Paddington Station, and Environ (including Paddington Mail Centre, W2)</td>
</tr>
<tr>
<td>2</td>
<td>St Mary’s Hospital, Praed Street, W2</td>
</tr>
<tr>
<td>3</td>
<td>North Westminster Community School site, North Wharf Road, W2</td>
</tr>
<tr>
<td>4</td>
<td>55-67 North Wharf Road, W2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PREFERRED USES</th>
<th>AREA (HA)</th>
<th>MAJORITY OWNERSHIP</th>
<th>NOTES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transport infrastructure</td>
<td>5.90</td>
<td>Network Rail / Royal Mail</td>
<td>Grade I listed station. Crossrail site. Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>Teaching hospital. Also residential, leisure, offices and retail use.</td>
<td>4.41</td>
<td>NHS / Imperial College</td>
<td>Contains 2 listed buildings. Principal existing uses are St Mary’s Hospital, Imperial Medical College of Science, Technology and Medicine. Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>Priority to social and community. Residential also likely.</td>
<td>1.5</td>
<td>City of Westminster</td>
<td>Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>Offices, residential.</td>
<td>0.43</td>
<td>Derwent Valley</td>
<td>Subject to planning permission granted, subject to the completion of a s106 legal agreement, for a mixed use development including offices, residential and retail (10th January 2008).</td>
</tr>
</tbody>
</table>
### Appendix 1: Proposals Sites

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site Description</th>
<th>Preferred Uses</th>
<th>Area (ha)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>Dudley House, North Wharf Road and 139-147 Harrow Road, W2</td>
<td>Residential, community use and open space/ play space.</td>
<td>0.35</td>
<td>City of Westminster</td>
<td>Subject to Planning Brief Supplementary Planning Document. Community Build site.</td>
</tr>
</tbody>
</table>

#### Strategic Sites for Victoria Opportunity Area

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site Description</th>
<th>Preferred Uses</th>
<th>Area (ha)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>Victoria Railway Station, SW1</td>
<td>Transport and commercial uses.</td>
<td>4.53</td>
<td>Network Rail</td>
<td>Subject to Planning Brief Supplementary Planning Document. Within Flood Zone 3.</td>
</tr>
<tr>
<td>7</td>
<td>Site bounded by Victoria Street, Buckingham Palace Road and Bressenden Place, SW1</td>
<td>Office, retail, theatre, café, restaurant, public house, hotel, residential and social and community</td>
<td>1.8</td>
<td>Land Securities</td>
<td>Subject to Planning Brief Supplementary Planning Document. Within Flood Zone 3.</td>
</tr>
<tr>
<td>8</td>
<td>Terminus Place, Wilton Road/ Victoria Street, SW1</td>
<td>Offices, retail, transport.</td>
<td>0.73</td>
<td>Transport for London</td>
<td>Subject to Planning Brief Supplementary Planning Document. Within Flood Zone 3.</td>
</tr>
<tr>
<td>9</td>
<td>Kingsgate House, Westminster City Hall, Selborne House, Victoria Street, SW1</td>
<td>Mixed use including residential.</td>
<td>0.5</td>
<td>Land Securities</td>
<td>Subject to Planning Brief Supplementary Planning Document. Within Flood Zone 3.</td>
</tr>
</tbody>
</table>

#### Strategic Sites for Tottenham Court Road Opportunity Area

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site Description</th>
<th>Preferred Uses</th>
<th>Area (ha)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>10</td>
<td>Tottenham Court Road Station (Eastern Ticket Hall): Site bounded by 1-23 Oxford St, 1-6 Falconberg Court, 157-165 Charing Cross Road including</td>
<td>Transport use, retail, offices, residential.</td>
<td>0.32</td>
<td>Crossrail site.</td>
<td>Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
</tbody>
</table>
### Strategic Sites for West End Special Retail Policy Area

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site</th>
<th>Preferred Uses</th>
<th>Area (ha)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>15</td>
<td>354-358 Oxford Street, W1</td>
<td>Retail, residential.</td>
<td>0.35</td>
<td>Crossrail site. Subject to Planning Brief Supplementary Planning Document.</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>18-19 Hanover Square, W1</td>
<td>Transport use, office, residential, retail.</td>
<td>0.21</td>
<td>Great Portland Estates</td>
<td>Crossrail site. Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
</tbody>
</table>
### Appendix 1: Proposals Sites

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site Description</th>
<th>Preferred Uses</th>
<th>Area (HA)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>17</td>
<td>65 Davies Street, W1</td>
<td>Transport use, office, residential.</td>
<td>0.17</td>
<td>Grosvenor Estate</td>
<td>Crossrail site. Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>18</td>
<td>Paddington New Yard, W9</td>
<td>Transport Infrastructure</td>
<td>6.98</td>
<td>National Rail</td>
<td>Crossrail site. Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>19</td>
<td>The Travis Perkins Building, 149-157 Harrow Road.</td>
<td>Residential, commercial and community uses, open space.</td>
<td>2.73</td>
<td></td>
<td>Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>20</td>
<td>Edgware Road Station, Chapel Street, NW1</td>
<td>Transport, infrastructure, and station improvements, housing, retail</td>
<td>0.86</td>
<td>Transport for London</td>
<td>Subject to Planning Brief. Principal existing use: London Underground station. Planning Brief Supplementary Planning Document to be prepared (to be included in Local Development Scheme).</td>
</tr>
<tr>
<td>21</td>
<td>Prince of Wales Junction/Maida Hill, W9</td>
<td>Mixed use social and community with retail, small business premises and residential.</td>
<td>0.57</td>
<td>Fernhead Road Properties owned by the council.</td>
<td>Planning Brief Supplementary Planning Document to be prepared (Local Development Scheme 2008-11 Reference 49).</td>
</tr>
<tr>
<td>22</td>
<td>Land bounded by 129-147 Church Street, 283-317 Edgware Road, 11-13 Paddington Green and Newcastle Place, (West End Green) W2</td>
<td>Retail, residential.</td>
<td>0.56</td>
<td>West End Green Properties</td>
<td>Subject to planning permission for supermarket, over 200 residential units, over 150 holiday let units (21/04/2004). Planning Brief Supplementary Planning Document to be prepared (Local Development Scheme 2008-11 Reference 54).</td>
</tr>
<tr>
<td>23</td>
<td>Site bounded by Shroton Street, Cosway Street, Bell Street, and Stalbridge Street.</td>
<td>School or mix of residential and commercial uses if the school can be provided elsewhere</td>
<td>0.21</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Strategic Sites for North Westminster Economic Development Area
### Strategic Sites within Flood Zone 3

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site</th>
<th>Preferred Uses</th>
<th>Area (ha)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>25</td>
<td>Chelsea Barracks, Chelsea Bridge Road, SW1</td>
<td>Residential, community and local services and green open space for play.</td>
<td>5.15</td>
<td>Qatari Diar</td>
<td>Subject to Planning Brief Supplementary Planning Document.</td>
</tr>
<tr>
<td>26</td>
<td>Queen Alexandra Military Hospital, John Islip Street, SW1</td>
<td>Residential, cultural and office use, green open play space.</td>
<td>1.0</td>
<td>Trustees of Tate Gallery</td>
<td>Existing use for administrative and storage purposes for Tate Britain.</td>
</tr>
</tbody>
</table>

### Strategic Housing Sites (outside the 3 Opportunity Areas, North Westminster Economic Development Area, and Flood Zone 3)

<table>
<thead>
<tr>
<th>Ref. No.</th>
<th>Site</th>
<th>Preferred Uses</th>
<th>Area (ha)</th>
<th>Majority Ownership</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>27</td>
<td>St. John’s Wood Barracks, NW8</td>
<td>Residential with community uses.</td>
<td>2.13</td>
<td></td>
<td>Proposed/estimated 140 residential units.</td>
</tr>
<tr>
<td>28</td>
<td>Arundel Great Court, Strand, WC2</td>
<td>Offices, residential, hotel, retail</td>
<td>1.2</td>
<td></td>
<td>Proposed/estimated 151 residential units.</td>
</tr>
<tr>
<td>29</td>
<td>38-44 Lodge Road NW8</td>
<td>Residential</td>
<td>0.73</td>
<td></td>
<td>Proposed/estimated 120 residential units.</td>
</tr>
</tbody>
</table>
APPENDIX 2: RETAIL HIERARCHY

INTERNATIONAL SHOPPING CENTRES

<table>
<thead>
<tr>
<th>Primary Shopping Frontages</th>
</tr>
</thead>
<tbody>
<tr>
<td>West End</td>
</tr>
<tr>
<td>3 - 535 and 4 - 556 Oxford Street</td>
</tr>
<tr>
<td>49 - 259 and 50 - 270 Regent Street</td>
</tr>
<tr>
<td>1 - 81 and 87 - 180 New Bond Street</td>
</tr>
<tr>
<td>1A - 50 (consec.) Old Bond Street</td>
</tr>
<tr>
<td>Knightsbridge</td>
</tr>
<tr>
<td>2 - 26 and 44 - 130 Brompton Road</td>
</tr>
<tr>
<td>127 - 129 Knightsbridge</td>
</tr>
<tr>
<td>Knightsbridge Green (including arcade)</td>
</tr>
</tbody>
</table>

WEST END SPECIAL RETAIL POLICY AREA

West End Special Retail Policy Area (WESRPA)
WESRPA covers the West End International Shopping Centre and wider West End area including Soho and Covent Garden, as shown on the Policy CS7 map (page 42) and the detailed boundary on the Proposals Map.

CAZ FRONTAGES

<table>
<thead>
<tr>
<th>Secondary Shopping Frontages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Covent Garden / Strand, WC2</td>
</tr>
<tr>
<td>Victoria Street, SW1</td>
</tr>
<tr>
<td>Baker Street (south), W1</td>
</tr>
<tr>
<td>Edgware Road (south), W1, W2</td>
</tr>
<tr>
<td>Marylebone Road, NW1, W1</td>
</tr>
<tr>
<td>Marylebone High Street, W1</td>
</tr>
<tr>
<td>Warwick Way / Tachbrook Street, SW1</td>
</tr>
</tbody>
</table>

These centres are considered appropriate for the provision of strategically important town centre facilities as designated in the London Plan.

OTHER SHOPPING CENTRES WITHIN THE CENTRAL ACTIVITIES ZONE

<table>
<thead>
<tr>
<th>Secondary Shopping Frontages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Piccadilly, W1</td>
</tr>
<tr>
<td>Charlotte Street / Fitzrovia, W1</td>
</tr>
<tr>
<td>Wigmore Street, W1</td>
</tr>
<tr>
<td>Shepherd Market, W1</td>
</tr>
<tr>
<td>South Audley Street / Mount Street, W1</td>
</tr>
</tbody>
</table>

These centres fall within the Core Central Activities Zone, a locality which contains a range of distinct shopping areas, and where retail floorspace is encouraged. They are not designated as CAZ Shopping Frontages, but do contribute to Westminster’s unique...
Jermyn Street, W1

and varied world class retail offer and, along with Westminster’s designated shopping centres are the subject of ‘Health Check’ Surveys by the Council every 5 years.

<table>
<thead>
<tr>
<th>MARYLEBONE AND FITZROVIA</th>
<th>Core Shopping Frontages</th>
<th>Secondary Shopping Frontages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chiltern Street / George Street / Blandford Street, W1</td>
<td>3 - 39 and 2 - 60 Chiltern Street 48 - 51 Dorset Street 35 - 53 Blandford Street</td>
<td>43 - 67 Chiltern Street 55 - 63 and 48 - 64 Blandford Street 17 - 31, 37 - 39, 36 - 48, and 52 - 64 George Street 5 -10, 46, 47, 52 - 55 Dorset Street 24 - 34, 35 - 41 (consec.) Paddington Street</td>
</tr>
<tr>
<td>Cleveland Street, W1</td>
<td></td>
<td>87 - 125 and 139 - 151 Cleveland Street public house on corner of Cleveland and Clipstone Street 30 Clipstone Street</td>
</tr>
<tr>
<td>Crawford Street / Seymour Place / York Street, W1</td>
<td>50 - 53 Crawford Street 145 - 161 Seymour Place 85 York Street</td>
<td>15 - 49, 54 - 61 and 81 - 117 (consec.) Crawford Street 94a - 116 and 161a - 163a Seymour Place 74 - 108, 65 - 83 and 87 York Street 7,7a, 9 Wyndham Place</td>
</tr>
<tr>
<td>Great Titchfield Street, W1</td>
<td></td>
<td>53 - 69a and 70 - 86 Great Titchfield Street 24 - 25 Langham Street</td>
</tr>
<tr>
<td>New Cavendish Street, W1</td>
<td></td>
<td>132 - 146 and 150 - 168 New Cavendish Street 45 - 63 Cleveland Street 1 Foley Street 28 and 29 Hanson Street</td>
</tr>
<tr>
<td>New Quebec Street, W1</td>
<td></td>
<td>1 -13 and 14 -25 (consec.) New Quebec Street 69 Upper Berkeley Street</td>
</tr>
<tr>
<td>Seymour Place, W1</td>
<td></td>
<td>3 - 23 and 2 - 30 Seymour Place 27 and 51a Upper Berkeley Street 60 - 64 Seymour Street</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PIMLICO</th>
<th>Core Shopping Frontages</th>
<th>Secondary Shopping Frontages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lupus Street, SW1</td>
<td>105 - 129 Lupus Street</td>
<td>50 - 84, 79 - 103 and 131 - 133 Lupus Street 85 - 95 Charlwood Street 134 Alderney Street</td>
</tr>
<tr>
<td>Moreton Street, SW1</td>
<td></td>
<td>32 - 54 and 37 - 59 Moreton</td>
</tr>
<tr>
<td>Major Shopping Centres</td>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>------------------------</td>
<td>-------------------------</td>
<td>-----------------------------</td>
</tr>
<tr>
<td>Queensway / Westbourne Grove, W2</td>
<td>2 - 186, and 1 - 171 Queensway (including Whiteleys Centre) 1 - 131 and 2 - 112 Westbourne Grove 71 - 83 Bishop’s Bridge Road</td>
<td>120 - 134 Bayswater Road 118 - 120 Westbourne Grove 1 - 3 and 2 - 18 Chepstow Road 112a and 112b, and 175 - 181 Queensway 24 - 26 and 39 - 41 and 43 - 47 Hereford Road 88 - 98 Bishops Bridge Road</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>District Shopping Centres</th>
<th>Core Shopping Frontages</th>
<th>Secondary Shopping Frontages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Church Street / Edgware Road, W2</td>
<td>1 - 127 and 2 -140 Church Street 354 - 452 and 283 - 289 plus adjacent major site on corner of Edgware Road and Church Street</td>
<td>304 - 352, 454 - 466, and 349 - 405 Edgware Road 3 - 25 Bell Street 123 - 127 Boscobel Street 93 - 105 and 102 - 110 Frampton Street</td>
</tr>
<tr>
<td>Harrow Road, W9, W10</td>
<td>480 - 606 and 355 - 411 Harrow Road</td>
<td>341a - 351, 353a, 353, 413 - 419 Harrow Road 470 - 478, and 608 - 618 Harrow Road 2 - 8 Fernhead Road 2 Elgin Avenue 4 - 16 Great Western Road 2 - 6 Woodfield Place</td>
</tr>
<tr>
<td>Praed Street / Paddington, W2</td>
<td>5 - 199, 12 - 74, and 120 - 164</td>
<td></td>
</tr>
</tbody>
</table>
(partly in the Central Activities Zone)

| St John’s Wood, NW8 | Praed Street plus Great Western Hotel  
2 - 24 and 1- 19 Craven Road  
1 - 5 South Wharf Road  
3 - 18 Bouverie Place  
1 - 33 Norfolk Place  
2 - 21 and 25 - 27 London Street  
1 - 34, 41 and 42 Spring Street |
|---------------------|-------------------------------------------------------------------------------------------------------------------------------|
| 1 - 79 and 62 - 142 St John’s Wood High Street  
1 -19 and 2 - 18 Circus Road  
40 Wellington Road  
98 Cochrane Street | 2 - 10 St Ann’s Terrace  
98 - 105 St John’s Wood Terrace  
20 - 28 Circus Road  
128 - 132 Allitsen Road  
39 - 45 Barrow Hill Road  
60 St John’s Wood High Street |

### LOCAL SHOPPING CENTRES

<table>
<thead>
<tr>
<th>Abbeye Road / Boundary Road, NW8</th>
<th>Abbey Road / Boundary Road, NW8</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>63 - 81 Abbey Road</td>
<td>53 - 61 Abbey Road</td>
</tr>
<tr>
<td>81 - 113 Boundary Road</td>
<td>1 - 5 Belgrave Gardens</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Baker Street / Melcombe Street, NW1</th>
<th>Baker Street / Melcombe Street, NW1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>1 - 37 and 14 - 22 Melcombe Street</td>
<td>186 - 236 and 185 - 245 Baker Street</td>
</tr>
<tr>
<td>2 - 8 Melcombe Street</td>
<td>4 - 16 and 1 - 9 Glentworth Street</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Blenheim Terrace, NW8</th>
<th>Blenheim Terrace, NW8</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>1 - 13 and 4 - 26 Blenheim Terrace</td>
<td>1 - 13 and 4 - 26 Blenheim Terrace</td>
</tr>
<tr>
<td>37 and 39 Abbey Road</td>
<td>37 and 39 Abbey Road</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Charlbert Street, NW8</th>
<th>Charlbert Street, NW8</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>37 - 49 Charlbert Street</td>
<td>51 and 53 Charlbert Street</td>
</tr>
<tr>
<td>74 Allitsen Road</td>
<td>74 Allitsen Road</td>
</tr>
<tr>
<td>37 and 38 St John’s Wood Terrace</td>
<td>37 and 38 St John’s Wood Terrace</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Clifton Road, W9</th>
<th>Clifton Road, W9</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>1 - 13, 17 - 33, and 4 - 18 Clifton Road</td>
<td>15, and 20 - 34 Clifton Road</td>
</tr>
<tr>
<td>43 - 47 Maida Vale</td>
<td>43 - 47 Maida Vale</td>
</tr>
<tr>
<td>1 - 5 Lanark Place</td>
<td>1 - 5 Lanark Place</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Connaught Street, W2</th>
<th>Connaught Street, W2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>9 - 41, 51 - 59a, and 12 - 38 Connaught Street</td>
<td>10a, 61 - 65, and 40 - 50 Connaught Street</td>
</tr>
<tr>
<td>15 - 31 Kendal Street</td>
<td>2 - 18 and 3 - 9 Porchester Place</td>
</tr>
<tr>
<td>47 and 48 Kendal Street</td>
<td>47 and 48 Kendal Street</td>
</tr>
<tr>
<td>23 Albion Street</td>
<td>23 Albion Street</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Craven Road / Craven Terrace, W2</th>
<th>Craven Road / Craven Terrace, W2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Shopping Frontages</td>
<td>Secondary Shopping Frontages</td>
</tr>
<tr>
<td>34 - 44 Craven Road</td>
<td>32, 46 and 29 - 45 Craven Road</td>
</tr>
<tr>
<td>1a - 3, 9 - 24a and 27-30 (consec.) Craven Terrace</td>
<td>1a - 3, 9 - 24a and 27-30 (consec.) Craven Terrace</td>
</tr>
<tr>
<td>46 and 77 Gloucester Terrace</td>
<td>46 and 77 Gloucester Terrace</td>
</tr>
<tr>
<td>St.</td>
<td>Address</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>--------------------------------</td>
</tr>
<tr>
<td>Ebury Bridge Road, SW1</td>
<td>3 - 37 Ebury Bridge Road</td>
</tr>
</tbody>
</table>
| Elizabeth Street, SW1            | 34a - 58 and 65 - 79 Elizabeth Street  
114 Ebury Street                   | 4 - 24 - 32, 35 - 63 and 81 Elizabeth Street  
139 - 147 and 116 Ebury Street  
15a - 27 Elizabeth Street         |
| Fernhead Road, W9                |                                | 61 - 81 Fernhead Road                                                       |
| Formosa Street, W9               | 2 - 18 Formosa Street          | 1 - 7 Formosa Street                                                       |
| Harrow Road (East), W9           | 336 - 372 Harrow Road  
1 - 11 and 2 - 6d Maryland Road  
2 - 12 and 5 and 7 Sutherland Avenue  
public house on corner of Amberley Road and Foscote Mews |
| Harrow Road / Bourne Terrace, W2 | 264 - 292 Harrow Road  
100 - 108 Bourne Terrace          | 312 - 334 Kilburn Lane                                                     |
| Kilburn Lane, W9                 | 336 - 354 Kilburn Lane        | 241 - 243 Kilburn Park Road                                                |
| Kilburn Park Road, NW6           | 227 - 239 Kilburn Park Road   | 73 - 81 Castellain Road                                                    |
| Lauderdale Road/Castellain Road, W9 | 1a - 12a Lauderdale Parade   | 18 - 35 and public house at 17, Leinster Terrace                            |
| Ledbury Road, W11                | 48 - 68 Ledbury Road  
170 -176 Westbourne Grove  
Church at corner of Ledbury Road and Westbourne Grove | 31 - 51, 57 - 59, and 18 - 46 Lisson Grove  
111 Bell Street                  |
| Leinster Terrace, W2             | 28 - 33 Leinster Terrace      | 288 and 306 - 318 Elgin Avenue  
166 and 166a Randolph Avenue      |
| Lisson Grove, NW8                |                                | 290 - 304 Elgin Avenue                                                     |
| Maida Vale, W9                   | 237 - 255 and 290 - 304 Elgin Avenue  
168 - 170 Randolph Avenue        | 288 and 306 - 318 Elgin Avenue  
166 and 166a Randolph Avenue      |
| Moscow Road, W2                  | 8 - 16 and 21 - 29 Moscow Road | 33 - 51 Moscow Road                                                        |
| Motcomb Street, SW1              | 1 - 8, 11 - 23, 24 - 28 (consec.) Motcomb Street  
2 - 6 and 7 - 12 Halkin Arcade | 9 and 10 Motcomb Street  
1 - 9 Kinnerton Street  
14 - 17 Halkin Arcade  
4, 8 and 9 - 11 West Halkin Street  
12a, 14 and 15 - 18 Lowndes Street |
| Nugent Terrace, W9               | 1a - 11 and 2 - 10 Nugent Terrace | 90 - 94 and 107 - 111 Elgin Avenue  
190 - 204 and 225 - 231 Ebury   |
<table>
<thead>
<tr>
<th>Street 2 and 4 St Barnabus Street</th>
<th>Porchester Road, W2</th>
<th>3 - 43 and 26 - 38 Porchester Road</th>
<th>40, 44 - 64 and 45 Porchester Road 84 - 86 Bishop’s Bridge Road 218 Queensway</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shirland Road / Chippenham Road, W9</td>
<td>174 - 182 Shirland Road</td>
<td>185 - 195, 201 - 207, and 213 - 219 Shirland Road 93 - 99 and 120 - 124 Chippenham Road</td>
<td></td>
</tr>
<tr>
<td>Shirland Road Junction, W9</td>
<td></td>
<td>117 - 131 Shirland Road 97 and 128 Elgin Avenue</td>
<td></td>
</tr>
<tr>
<td>Westbourne Park Road, W2</td>
<td>69 - 83 Westbourne Park Road</td>
<td>89, 109, 125 - 133, and 137 Westbourne Park Road Supermarket at ground floor Brunel Estate, Westbourne Park Road 75, 104 - 110 Chepstow Road</td>
<td></td>
</tr>
</tbody>
</table>
## APPENDIX 3: KEY PARTNERSHIPS

<table>
<thead>
<tr>
<th>PARTNERSHIP</th>
<th>LEVEL</th>
<th>EXAMPLES OF PROJECTS / ACHIEVEMENTS</th>
<th>STAKEHOLDERS INVOLVED</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Westminster City Partnership</td>
<td>City wide</td>
<td>Brings together the public, private, voluntary and community sectors in Westminster, with the aim to deliver the Westminster City Plan – Sustainable Community Strategy for Westminster. This group includes a number of thematic networks.</td>
<td>A mix of organisations and partners including Westminster City Council, Metropolitan Police, Fire Brigade, London Ambulance, Westminster Primary Care Trust, Central London Partnership, Cross River Partnership, Voluntary Action Westminster, voluntary, community groups and many more</td>
</tr>
<tr>
<td>(also referred to as the Local Strategic Partnership) (Established 2002)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Greater London Authority and central Government</td>
<td>Regional and national respectively</td>
<td>Statutory bodies who are key delivery partners for the Core Strategy.</td>
<td>Greater London Authority, and the wider GLA family including Transport for London and the London Development Agency. Various departments at national government level who often have funding and monitoring functions.</td>
</tr>
<tr>
<td>(Established 2008)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central London Forward</td>
<td>Sub Regional</td>
<td>Central London Forward is an organisation created and funded by six of the central London boroughs to ensure that they, and other agencies can consider matters on a sub regional basis. It provides a forum for boroughs to come together to ensure their plans fit within the Central London context, as well as ensuring cross boundary issues are resolved. A current project is the review of infrastructure across London.</td>
<td>Westminster City Council, City of London, Royal Borough of Kensington &amp; Chelsea, London Borough of Islington, London Borough of Southwark</td>
</tr>
<tr>
<td>(Established 1995)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cross River Partnership</td>
<td>Sub Regional</td>
<td>The partnership strives to create regeneration solutions providing a balance of physical, social and economic opportunities north and south of Thames. Seek to restore the Thames as a unifying feature for Central London improve transport links across the river and to create job opportunities for local people in leisure</td>
<td>Westminster City Council, London Borough of Lambeth, London Borough of Southwark, City of London</td>
</tr>
<tr>
<td>Partnership Type</td>
<td>Area</td>
<td>Description</td>
<td>Partners</td>
</tr>
<tr>
<td>----------------------------------------</td>
<td>---------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Sub-regional housing partnership</td>
<td>Sub Regional</td>
<td>Established by the Greater London Authority, this partnership works to assess housing needs, markets and capacity to provide the strategic housing evidence base (Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment) required by Planning Policy Statement 3, and inform regional housing targets as set out in the London Plan.</td>
<td>Westminster City Council and London Boroughs of Camden, Islington, Enfield, Barnet and Haringay</td>
</tr>
<tr>
<td>Cross-borough working</td>
<td>Sub regional / Local Areas</td>
<td>Westminster City Council works closely with neighbouring boroughs. This includes preparation of joint evidence base, delivery of area-based public realm improvements, and co-ordination of regeneration projects and designated shopping centres near borough boundaries.</td>
<td>Neighbouring (or wider) local authorities as appropriate</td>
</tr>
<tr>
<td>The Biodiversity Partnership (Established 2000)</td>
<td>City wide</td>
<td>A partnership of organisations and individuals, the main objective of the partnership is to ensure a healthy future for wildlife in Westminster. This partnership has produced Westminster’s Biodiversity Action Plan, writing, producing and monitoring the seven Habitat Action Plans.</td>
<td>Westminster City Council, and several adjoining councils CityWest Homes, Environment Agency, Natural England, London Wildlife Trust, several landowners, British Hedgehog Preservation Society, Greenspace Information for Greater London, Living Roofs org, London Bat Group, River Thames Society, Royal Society for the Protection of Birds, Thames Estuary Partnership, Thames 21, The British Trust for Ornithology, The Thorney Island Society, Volunteers working in association with partner organisations and many more</td>
</tr>
<tr>
<td>Local Area Renewal Partnerships (Established 2003)</td>
<td>City wide</td>
<td>Westminster was identified as a Neighbourhood Renewal Partnership area in 2001 as high levels of disadvantage exists within some parts of the city. In these areas there is significant disadvantage or significant pressures on the quality of life. The residents, community groups, elected members, Westminster City Council and partners</td>
<td>Residents, community groups, elected members, Westminster City Council and partners</td>
</tr>
</tbody>
</table>
## Appendix 3: Key Partnerships

<table>
<thead>
<tr>
<th>Partnership</th>
<th>Area</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Westminster Partnership</td>
<td></td>
<td>has designated Local Area Renewal Partnerships these are Church Street, Queens Park, Harrow Road, South Westminster and West End.</td>
</tr>
<tr>
<td>The Carbon Alliance (Established 2007)</td>
<td>City wide</td>
<td>Based on local areas and sectors it involves a range businesses and organisations. The groups in the alliance share the same objective to measure their energy use in line with the long term government target 80% reduction CO2 levels by 2050.</td>
</tr>
<tr>
<td>Area based steering groups</td>
<td>Local Area</td>
<td>Westminster City Council works with a range of stakeholders to deliver a range of area based initiatives and/or projects to improve the quality of areas within Westminster. Some of these steering groups have action plans these include Oxford, Regent and Bond Street (ORB), Chinatown, Edgware Road, Covent Garden, Theatre Land and Leicester Square. While other groups have been developed to manage areas, for example the Savile Row Strategic Group. This group oversees land use issues and public realm projects, and develops training and skills opportunities locally.</td>
</tr>
<tr>
<td>Business Improvement Districts (from 2001)</td>
<td>Local Area</td>
<td>These are locally controlled partnerships are made up of groups of businesses. These include Paddington, New West End Company (around Oxford Regent and Bond Street), Heart of London (around Leicester Square and Piccadilly Circus), Bayswater and Victoria. Within these areas business occupiers pay an additional levy to fund improvements to their local areas, often in conjunction with voluntary contributions with landowners.</td>
</tr>
<tr>
<td>Paddington First (Established 2001) &amp; SW1st (Established 2008)</td>
<td>Local Area</td>
<td>The council and its partners set up these schemes to place local people into jobs with existing employers and those jobs created by the construction and subsequent occupation of new developments. To ensure these scheme delivering employment and training opportunities it works closely with the Local Development Agency.</td>
</tr>
<tr>
<td>Paddington Waterside Partnership (Established 1998)</td>
<td>Local Area</td>
<td>This is a community based regeneration agency. It works in the north of the city and is a member of the City Partnership. It also plays a key role in managing all of the Local Area Renewal Partnerships.</td>
</tr>
<tr>
<td>Paddington Local Area</td>
<td></td>
<td>These community funds were established with Westminster City Council and partners.</td>
</tr>
<tr>
<td>(Established 1998) &amp; Victoria (Established 2006) – Social and Community Fund Accounts</td>
<td>the aim to enhance the benefits of new developments in the areas and to integrate developments into the local community. The owners and developers of major sites in these Opportunity Areas and adjacent areas make financial contributions towards this account. The level of contribution is set out in legal agreements. Local communities and voluntary organisations are involved in the bidding for grants from the Social and Community Fund. In Paddington this scheme has successfully secured nearly £3 million for local projects.</td>
<td>Council, land owners developers and occupiers</td>
</tr>
<tr>
<td>MyWestminster Forums / Westminster Area Forums (Established 2001)</td>
<td>City wide</td>
<td>Mechanism to involve local residents and businesses in local policy decisions, a method to find out ways to access services, identify people’s views on these services and to find out what people think of the council.</td>
</tr>
</tbody>
</table>
APPENDIX 4: HOUSING DELIVERY

There are a number of unique local circumstances in Westminster which justify the inclusion of windfalls and smaller schemes (which are nearly always windfalls) when demonstrating deliverability in terms of housing land supply, and producing the housing trajectory for the Core Strategy.

1. Westminster, being at the heart of Central London, is already densely built up, and has only has brownfield sites, and very few large sites. Any large sites coming forward will be expected to provide either solely housing (with supporting community facilities), e.g. Chelsea Barracks; or mixed uses to include housing, e.g. the three Opportunity Areas designated for mixed use to provide significant employment uses and housing.

2. Because Westminster is intensively built up, over 90% of housing schemes completed in the city have less than 10 additional residential units. Small schemes of less than 10 units produced 1,143 units in the 5 yrs 2002 to 2006/7, and make up about 25% of additional residential units completed. This equated to an average figure of 228 units per annum from these small sites. There were 372 units under construction on small site schemes in July 2008, and these are likely to be completed between 2009 and 2010. An allowance of 200 units per year for small schemes is therefore considered to represent a realistic estimate of likely units arising.
### Residential Schemes with 1 to 9 Additional Residential Units

<table>
<thead>
<tr>
<th>PERIOD / STATUS</th>
<th>No of Schemes</th>
<th>Existing Units</th>
<th>Proposed Units</th>
<th>Net Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>24</td>
<td>21</td>
<td>111</td>
<td>90</td>
</tr>
<tr>
<td>2003</td>
<td>88</td>
<td>40</td>
<td>217</td>
<td>201</td>
</tr>
<tr>
<td>2004</td>
<td>101</td>
<td>20</td>
<td>240</td>
<td>220</td>
</tr>
<tr>
<td>2005/06</td>
<td>168</td>
<td>68</td>
<td>420</td>
<td>352</td>
</tr>
<tr>
<td>2006/07</td>
<td>122</td>
<td>52</td>
<td>288</td>
<td>236</td>
</tr>
<tr>
<td>2007/08</td>
<td>98</td>
<td>39</td>
<td>266</td>
<td>227</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>601</strong></td>
<td><strong>240</strong></td>
<td><strong>1542</strong></td>
<td><strong>1326</strong></td>
</tr>
</tbody>
</table>

| Completed       | 164           | 77             | 406            | 353       |
| Under Construction | 151          | 79             | 451            | 372       |
| Unimplemented   | 286           | 84             | 685            | 601       |

Source: Respipe 2008

3. There are no general policies in the Core Strategy protecting employment uses (i.e. B1 office). Housing is given the highest priority in the Core Strategy. Therefore, any office building can, in principle, change use to housing, and many do. However, it would be inappropriate to include all B1 buildings in the housing land supply as it is not known if, or when, any specific site will be developed for housing. Hence, whilst some such schemes, particularly those in the investment strategies of the major landowners, can be included in the 5-15 year land supply assessment, many applications for change of use from B1 use to housing are ‘windfalls’ and depend on the vagaries of the market and cannot be anticipated.

4. The market will also dictate when it is viable to redevelop existing housing sites to a higher density. Most of these applications will be ‘windfalls’; though an exception will be existing RSL/CityWest Homes sites, but the majority of these estates are already high density.

5. Westminster’s mixed use policy requires an equivalent amount of residential floorspace be provided in proposals for increases in commercial floorspace of over 200 sqm (or 400 sqm in the case of A1 or private health, education and leisure facilities). This policy also therefore leads to new housing units in the city, but as with change of use schemes, mixed use developments cannot always be anticipated.

6. Between 2002 and 2007, ‘windfalls’ i.e. developments on sites not included in the UDP schedules of Major Development Sites or Opportunity Sites have accounted for 80% of
housing units delivered in Westminster. However, the new system of preparing 5-15 year
Land Supply Assessments will capture many sites that were previously considered to be
‘windfalls’. So a reduced allowance for windfalls sites with the capacity for 10 plus
residential units needs to be made. In the 5 year period 2002 – 2006/7, 2,647 completed
units were the result of windfall sites of 10 or more units. It is therefore reasonable to make
an allowance of 100 units per annum, which represents about 20% of the this figure,
reflecting the fact that windfalls will be significantly reduced in the future due to the
improved site capture afforded by the preparation of the 5 - 15yr supply list. However, at
the time of preparation of this Plan most sites which will deliver housing in the city beyond
2015 are unknown to the council and therefore must be treated as windfalls, hence the
‘windfall’ allowance increases over time in the assessment.
## APPENDIX 5: UNITARY DEVELOPMENT PLAN POLICIES REPLACED BY CORE STRATEGY

<table>
<thead>
<tr>
<th>Policy</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>STRA 1</td>
<td>World Class City Status</td>
</tr>
<tr>
<td>STRA 2</td>
<td>Capital City Status</td>
</tr>
<tr>
<td>STRA 3</td>
<td>Westminster’s Central Area</td>
</tr>
<tr>
<td>STRA 4</td>
<td>Mixed Use Development</td>
</tr>
<tr>
<td>STRA 5</td>
<td>Regeneration and Economic Development</td>
</tr>
<tr>
<td>STRA 6</td>
<td>Public and Private Sector Partnerships</td>
</tr>
<tr>
<td>STRA 7</td>
<td>Planning Obligations and Benefits</td>
</tr>
<tr>
<td>STRA 8</td>
<td>Paddington Special Policy Area</td>
</tr>
<tr>
<td>STRA 9</td>
<td>Special Policy Areas</td>
</tr>
<tr>
<td>STRA 10</td>
<td>Shopping in Westminster</td>
</tr>
<tr>
<td>STRA 11</td>
<td>Shopping in the West End and Knightsbridge International Shopping Centres</td>
</tr>
<tr>
<td>STRA 12</td>
<td>Tourism, Hotels and Visitor Attractions</td>
</tr>
<tr>
<td>STRA 13</td>
<td>Arts, Culture and Entertainment</td>
</tr>
<tr>
<td>STRA 14</td>
<td>Protecting and Providing Housing</td>
</tr>
<tr>
<td>STRA 15</td>
<td>A Variety of Housing Types</td>
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<td>STRA 16</td>
<td>The Residential Environment</td>
</tr>
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<td>STRA 17</td>
<td>Noise</td>
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<tr>
<td>STRA 18</td>
<td>Crime and Security</td>
</tr>
<tr>
<td>STRA 19</td>
<td>Local Community Services</td>
</tr>
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<td>STRA 20</td>
<td>Walking, Cycling and Public Transport</td>
</tr>
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<td>STRA 21</td>
<td>Reducing the Environmental Effects of Transport</td>
</tr>
<tr>
<td>STRA 22</td>
<td>Reducing Traffic Congestion and Improving Safety</td>
</tr>
<tr>
<td>STRA 23</td>
<td>Servicing, Delivery and Collection</td>
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<tr>
<td>STRA 24</td>
<td>Improving Access to Facilities and Buildings</td>
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<tr>
<td>STRA 25</td>
<td>Standards of Design</td>
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<td>STRA 26</td>
<td>Conservation Areas and the World Heritage Site</td>
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<tr>
<td>STRA 27</td>
<td>Listed Buildings, Historic Parks and Gardens, and Archaeology</td>
</tr>
<tr>
<td>STRA 28</td>
<td>Views and High Buildings</td>
</tr>
<tr>
<td>STRA 29</td>
<td>The River Thames and Canals</td>
</tr>
<tr>
<td>STRA 30</td>
<td>Waste Management and Recycling</td>
</tr>
<tr>
<td>STRA 31</td>
<td>Metropolitan Open Land and Open Space</td>
</tr>
<tr>
<td>STRA 32</td>
<td>Nature Conservation and Biodiversity</td>
</tr>
<tr>
<td>STRA 33</td>
<td>Taking Enforcement Action</td>
</tr>
<tr>
<td>CENT 2</td>
<td>The Central Activities Zone Frontages</td>
</tr>
<tr>
<td>H 1</td>
<td>Preventing the Loss of Housing</td>
</tr>
<tr>
<td>H 9</td>
<td>Sites for Gypsies</td>
</tr>
<tr>
<td>SS1</td>
<td>Protecting A1 Retail</td>
</tr>
<tr>
<td>Policy</td>
<td>Title</td>
</tr>
<tr>
<td>--------</td>
<td>--------------------------------------------</td>
</tr>
<tr>
<td>SS2</td>
<td>Protecting Non-A1 Retail</td>
</tr>
<tr>
<td>SS 15</td>
<td>Servicing</td>
</tr>
<tr>
<td>PSPA 1</td>
<td>Encouraging Area-Wide Regeneration</td>
</tr>
<tr>
<td>PSPA 2</td>
<td>Ensuring Mixed Use Development</td>
</tr>
<tr>
<td>PSPA 3</td>
<td>Ensuring a Mix of Business Use</td>
</tr>
<tr>
<td>PSPA 5</td>
<td>Transport in the PSPA</td>
</tr>
<tr>
<td>PSPA 6</td>
<td>Ensuring a High Quality Sustainable Environment</td>
</tr>
<tr>
<td>PSPA 7</td>
<td>Retaining and Improving St Mary’s Hospital Facilities</td>
</tr>
<tr>
<td>ENV 11</td>
<td>Waste Management</td>
</tr>
</tbody>
</table>
### Glossary

| A1 Use Class (A1 retail use) | Shops - shops, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, domestic hire shops, dry cleaners, funeral directors and internet cafés in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. |
| A2 Use Class | Financial and professional services – banks, building societies, estate and employment agencies, professional and financial services and betting offices in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. |
| A3 Use Class | Restaurants and cafés – For the sale of food and drink for consumption on the premises – restaurants, snack bars and cafés in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. |
| A4 Use Class | Drinking establishments – Public houses, wine bars or other drinking establishments (but not nightclubs) in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. |
| A5 Use Class | Hot food takeaways – For the sale of hot food for consumption off the premises in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. |
| Accessibility | The ability of all people, including elderly and disabled people, those with young children and those carrying luggage and shopping, to reach places and facilities, and to move around and use those places and facilities. |
| Active frontages | A ground floor frontage which generates passing trade and provides a ‘shop-type’ window display with interest at street level. |
| Air Quality Sensitive Receptors | Comprises schools, day care centres and nurseries, hospitals, care homes for the elderly and similar institutions where occupiers are particularly vulnerable to air pollution. |
| Affordable housing | Subsidised housing at below market prices or rents intended for those households who cannot afford housing at market rates. The accommodation is usually managed by a Registered Social Landlord. |
| Affordable business | Business accommodation at the lower end or below market value. This can include accommodation for B1(a), B1(b) and B1(c) as defined |
floorspace in the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments or retail units.

Amenity The pleasant or advantageous features of a place which contribute to its overall character and the enjoyment of residents or visitors.

Amenity spaces Private or public spaces that provide opportunities for informal activities close to home or work and which contribute to the appearance of localities or developments. They are normally small spaces where workers or visitors can relax, areas used for dog walking, play rest or quiet enjoyment, or merely to provide visual amenity in densely built-up developments.

Arts and cultural uses Includes D1 Non-residential institutions museums and galleries, D2 Assembly and Leisure uses cinemas and concert halls, and *sui generis* uses theatres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

B1 Use Class Business – offices, research and development, light industry appropriate in a residential area in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

B2 Use Class General industrial – in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

B8 Use Class Storage or distribution – including open air storage in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Biodiversity The diversity, or variety, of plants, animals and other living things in a particular locality. It encompasses habitat diversity and genetic diversity. Arising from a belief that biodiversity is of value in its own right and has social and economic value for human society, international treaties and national planning policy expect local development plans to identify and protect a hierarchy of existing areas of biodiversity importance and to provide for the creation of new priority habitats.

Biodiversity Action Plan Plans prepared at a local, regional and national level setting out priority habitats and species and actions to improve biodiversity outcomes. The Local Biodiversity Action Plan is prepared by the Westminster Biodiversity Partnership.

Blue Ribbon Network A policy designation defined in the London Plan covering London’s waterways and water spaces and land alongside them. The Blue Ribbon Network includes the River Thames, the canal network, the other tributaries, rivers and streams within London and London’s open water spaces such as docks, reservoirs and lakes.
Brownfield site: Land that is or was occupied by a permanent structure, which has become vacant, underused or derelict and has the potential for redevelopment.

Business Improvement District: Area defined under Part 4 of the Local Government Act 2003 where businesses, through a partnership arrangement, contribute by means of an annual levy over a period of up to five years, to provide funds to secure environmental improvements, to enhance local services such as street cleaning and street wardens, and to carry out economic development activities within that area.

C1 Use Class: Hotels – hotels, boarding and guest houses where no significant element of care is provided in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

C2 Use Class: Residential institutions – care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

C2A Use Class: Secure residential institution – use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

C3 Use Class: Dwelling houses – family houses, or houses occupied by up to six residents living together as a single household, including a household where care is provided for residents in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Carbon footprint: The total set of greenhouse gas emissions caused directly and indirectly by an individual, organisation, event or product.

CAZ: (See ‘Central Activities Zone’)

CAZ Frontages: Designated shopping streets within the Central Activities Zone, as designated on the Proposals Map and set out in Appendix 2.

Central Activities Zone: A diverse area covering Central London and extending across 10 London boroughs, as designated by an indicative boundary in the London Plan. In Westminster, the CAZ comprises 8 locally distinct designations as follows: Paddington Opportunity Area; Victoria Opportunity Area; Tottenham Court Road Opportunity Area; Core Central Activities Zone; Marylebone and Fitzrovia; Knightsbridge;
Pimlico; and the Royal Parks.

Change of use  A type development that requires planning permission if it is judged to be ‘material’. However, this excludes any change between uses which are within the same use class as defined in the Use Classes Order. It also excludes changes of use that are Permitted Development as defined in the General Permitted Development Order.

Character  The distinctive or typical quality of a building or area; as described by historic fabric; appearance; townscape; and land uses.

Civic Amenity Spaces  Includes civic and market squares and other hard surfaced community areas designed for pedestrians with the primary purpose of providing a setting for civic buildings, and urban spaces for public congregation and public events.

Commercial development / floorspace  Comprises A1 Shops, A2 Financial and professional services, A3 Restaurants and cafés, A4 Drinking establishments, A5 Hot food takeaways, B1 Business and all other B uses, C1 Hotels, private C3 hospitals, private D1 Non-residential institutions such as medical care and schools, private D2 Assembly and leisure such as private gyms and clubs, and commercial sui generis uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Community facilities  See social and community facilities (separate definitions for public and private)

Community Infrastructure Levy  Part 11 of the Planning Act 2008 contains provisions to allow local authorities in England and Wales to establish a Community Infrastructure Levy (CIL). CIL is a financial charge on most types of new development based on simple formulae which relate the size of the charge to the size and character of the development paying. The proceeds of CIL are to be used to fund local and sub-regional infrastructure.

Comparison goods  Predominantly durable goods and services where customers may wish to compare prices/quality/type of product sold, with other similar products sold in other shops. Comparison goods retail use falls within A1 Retail in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Comprehensive Area Agreements  A system of inspection and assessment of local service providers, carried out by six independent watchdogs including the Audit Commission. It examines how well councils are working with other public bodies to meet local needs.

Conservation  The process of managing change to a building or place that sustains
its heritage values.

**Conservation Area**
An area of special architectural or historic interest designated by the local planning authority under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, the character or appearance of which it is desirable to preserve and/or enhance.

**Conservation Area Audit**
The third stage of the council’s appraisal programme for Conservation Areas, and forming part of the Local Development Framework as Supplementary Planning Documents. Each audit provides the detailed assessment of the character and appearance of an area, the analysis and appraisal of key features and guidance to support the implementation of policies designed to preserve and/or enhance these features. Such features include listed buildings, unlisted buildings of interest, spaces and townscape; materials; uses; and important views.

**Convenience goods**
Basic goods or services which people may need on a weekly, if not daily, basis. Convenience goods retail uses include grocers and newsagents, and fall within A1 Retail in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

**Core Shopping Frontage**
Shopping frontage in a Major, District or Local Shopping Centre where a high proportion of premises at ground floor level are in A1 Retail use, as designated on the Proposals Map and set out in Appendix 2.

**Creative Content**
A sub-sector of Creative Industries including enterprises that produce intellectual property, usually copyright protected, distributed to customers and audiences through sales, advertising or subscription to earn revenue. Examples are broadcasters, record companies, and all kinds of publishers including software, computer games and electronic publishing.

**Creative Experience**
A sub-sector of Creative Industries in which the core business model is based around selling the right for consumers to witness or experience specific activities, performances or locations. These include live theatre, music, opera and dance.

**Creative Industries**
Generic term for the following sub-groups defined within the Glossary:
Creative Content
Creative Experience
Creative Originals
Creative Services

**Creative Originals**
A sub-sector of Creative Industries based on the manufacture, production or sale of physical artefacts, the value of which derive
from their perceived creative or cultural value and exclusivity. Examples are designer fashion, bespoke tailoring, craft-based activities such as jewellery and arts and antiques.

Creative Services A sub-sector of Creative Industries including enterprises based around providing Creative Services for clients earning revenues in exchange for giving up their time and intellectual property. Examples are architects, advertising agencies, graphic design, new media design and post production.

Crossrail A proposed rail link from Maidenhead and Heathrow Airport in the west, through London including Central London, Canary Wharf and Stratford, into Essex and Kent in the east, as provided for in the Crossrail Act 2008.

Crossrail 2 A proposed rail link crossing Central London, potentially from Hackney to Clapham Junction or Wimbledon, the exact route of which has not been determined. Originally proposed in 1989, part of the route has been safeguarded by the Secretary of State.

Cross River Transit A proposed tram or other dedicated public transport route from Camden, through Covent Garden to Peckham and Brixton.

Cross River Partnership A partnership organisation established in 1995 to secure the economic regeneration of areas in Westminster, the City of London, Lambeth and Southwark, on both sides of the River Thames between Vauxhall Bridge and Tower Bridge.

D1 Use Class Non-residential institutions – clinics, health centres, crèches, day nurseries, day centres, schools, art galleries, museums, libraries, halls, places of worship, church halls, law courts, non-residential education and training centres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

D2 Use Class Assembly and leisure – cinemas, music and concert halls, bingo and dance halls (but not nightclubs), swimming baths, skating rinks, gymnasiums or sports arenas (except for motor sports, or where firearms are used) in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Decentralised energy generation The generation of electricity near to where it is used, thereby avoiding the wastage of traditional, centralised power stations.

Development The carrying out of building, engineering, mining or other operations in, on, over or under the land; or the making of any material change in the use of any buildings or other land, as defined in the Town and Country Planning Act 1990 as amended. Unless it is defined under the Act as ‘permitted development’, planning permission is required for the carrying out of any development of land.
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disabled person</td>
<td>A person who has either a physical, sensory or mental impairment that has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities, in accordance with the Disability Discrimination Act 2005.</td>
</tr>
<tr>
<td>District Parks</td>
<td>Large areas of open space that provide a landscape setting with a variety of natural features providing for a wide range of activities, including outdoors sports facilities and playing fields, children’s play for different age groups and informal recreation pursuits, with a size guide of 20 hectares.</td>
</tr>
<tr>
<td>District Shopping Centre</td>
<td>Service centre, usually with up to one hundred commercial premises of various kinds, with a predominantly retail function, as designated on the Proposals Map and set out in Appendix 2.</td>
</tr>
<tr>
<td>Entertainment Uses</td>
<td>Comprises A3 Restaurants and cafés, A4 Public houses and bars, A5 Takeaways, and other entertainment uses including D2 live music and dance venues and <em>sui generis</em> uses nightclubs, casinos and amusement arcades in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</td>
</tr>
<tr>
<td></td>
<td>There are some uses (for example <em>sui generis</em> private members’ clubs, restaurants and casinos in hotels, and premises that contain a mix of retail and entertainment) where the nature of the use and its impact on the local environment is such that these will be considered under the entertainment policies.</td>
</tr>
<tr>
<td></td>
<td>The entertainment uses that are not considered within this definition are sports halls, swimming baths, gymnasiums, skating rinks, other indoor or outdoor sports or recreation areas, concert halls, cinemas and theatres.</td>
</tr>
<tr>
<td>Essential Infrastructure</td>
<td>Comprising essential transport Infrastructure that must cross areas of higher flood risk, and utility infrastructure as set out in Planning Policy Statement 25.</td>
</tr>
<tr>
<td>Exception Test</td>
<td>A test set out in Planning Policy Statement 25 to be used if application of the Sequential Test is not possible. The test provides a method for managing flood risk while still allowing necessary development to occur.</td>
</tr>
<tr>
<td>Flood-related infrastructure</td>
<td>Includes infrastructure to defend against and manage flooding from a number of sources including tidal and fluvial flooding and surface water flooding, such as the Embankment Wall and Thames Tideway Tunnel.</td>
</tr>
<tr>
<td>Flood Risk Assessment</td>
<td>An assessment required at planning application stage, in specified circumstances, as set out in Planning Policy Statement 25, to identify</td>
</tr>
</tbody>
</table>
and assess the risks of all forms of flooding to and from the development, and how these risks will be managed.

Flood Zone 2
An area defined by the Environment Agency as having a medium probability of flood risk: Assuming that no tidal defences are in place, Flood Zone 2 has between a 1 in 100 and 1 in 1,000 annual probability of river flooding or between a 1 in 200 and 1 in 1,000 annual probability of flooding from the sea.

Flood Zone 3
An area defined by the Environment Agency as having a high probability of flood risk: Assuming that no tidal defences are in place, Flood Zone 3 has a 1 in 100 or greater annual probability of river flooding or a 1 in 200 or greater annual probability of flooding from the sea.

General Permitted Development Order
Regulations made by the Secretary of State, amended from time to time, defining a wide range of minor operation and changes of use which constitute development, but which can be carried out without obtaining specific planning permission.

Government Office for London
Government organisation which acts on behalf of the Secretary of State on land use planning matters in London.

GP-led Health Centres
Facilities for the provision of core GP services, open 7 days a week, 365 days a year, providing appointments and walk-in services to registered and non-registered patients. These facilities can be provided in accessible locations and be integrated or co-located with and other community based services.

Greater London Authority
Regional government organisation established by the Greater London Authority Act 1999. It comprises a directly elected Mayor, a separately elected Assembly body, and a number of officers, including those within the wider Greater London Authority family of agencies including Transport for London, the Metropolitan Police Authority, the London Fire and Emergency Planning Authority and the London Development Agency.

Green Corridors
Almost continuous areas of open space which are linked and may not be publicly accessible. They can act as conduits for plants and animals and serve amenity, landscape and access roles.

Green infrastructure
Parks, public and private squares and gardens, green spaces on council estates, linear open spaces, graveyards, private residential gardens, trees, green roofs and green landscaped areas.

Heritage
Resources inherited which people value for more than their function.

Heritage assets
Inherited assets which people identify and value and which reflect their evolving knowledge, culture, beliefs and traditions. Can include
Conservation Areas, Listed Buildings, Unlisted Buildings of Merit, historic parks, gardens and squares, archaeological deposits and World Heritage Sites.

**Highly Vulnerable Uses**
Comprising basement dwellings, police stations, ambulance stations and fire stations and command centres and telecommunications installations required to be operational during flooding, emergency dispersal points and installations requiring hazardous substances consent as set out in Planning Policy Statement 25.

**Historic fabric**
Surviving original and historic fabric in the form of buildings, their structure, details and decoration.

**Hostels**
Residential accommodation, usually not self-contained, often for a particular group of people and classified as *sui generis* uses where no significant element of care is provided in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. This does not include ‘youth hostels’ as these are a type of visitor accommodation (C1 Use Class).

**Hotels**
Includes all hotels, guest houses, apart-hotels, bed and breakfast accommodation and other similar tourist accommodation, including tourist hostels.

**Houses in Multiple Occupation**
A single residential planning unit which is occupied by persons as their main or only residence, who do not form a single household. The living accommodation will normally be rooms or bedsits with some shared facilities e.g. kitchens and bathrooms, but could contain residential spaces with exclusive use facilities. HMOs are unclassified by the Use Class Order and are therefore a *sui generis* use.

**Inclusive design**
Consideration at the design stage to ensure that development makes provision for everyone. Inclusive design addresses the needs of those with mobility difficulties, poor vision and other physical disabilities. Inclusive design also aims to meet the needs and convenience of others such as people with small children, those carrying heavy or bulky items and the elderly.

**Institutional Use**
Non-governmental institutions such as professional, research and development, cultural, learned and education, charitable institutions and trade federations.

**International Shopping Centre**
Shopping centre at the top of London’s retail hierarchy of international reputation and attracting global visitors, as designated on the Proposals Map and set out in Appendix 2.

**In-vessel composting**
An industrial form of composting biodegradable waste within an enclosed container, where conditions such as air flow, temperature
and emissions are controlled.

**Layout**
The way buildings, routes and open spaces are placed in relation to each other.

**Legibility**
The degree to which a place can be easily understood and moved through.

**Linear Open Spaces**
Open spaces and towpaths alongside the Thames, canals and other waterways; paths; disused railways; nature conservation areas; and other routes that provide opportunities for informal recreation. Often characterised by features or attractive areas which are not fully accessible to the public but contribute to the enjoyment of the space.

**Listed Building**
A building of special architectural or historic interest, as listed under s1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Listed Buildings are graded under the English Heritage classification to show their relative importance, with Grade I buildings being of exceptional interest, Grade II* being particularly important buildings of more than special interest. Most Listed Buildings are Grade II.

**Local Area Agreement**
A set of priorities for a local area, agreed between central government and the local authority and Local Strategic Partnership (see Westminster City Partnership). They are linked to funding from central government to deliver these priorities. These are required by the Local Government Act 2000. The Local Area Agreement, Sustainable Community Strategy (Westminster City Plan) and the Core Strategy sets out the vision and delivery priorities for each place in the UK.

**Local Development Framework**
The plan-making system set out in the Planning and Compulsory Purchase Act 2004, and comprising of a number of documents as set out in Figure 1.

**Local Development Scheme**
A document which forms part of the Local Development Framework, and which sets out the programme for preparation of the Local Development Framework documents.

**Local distinctiveness**
The positive features of a place and its communities which contribute to its special character and sense of place.

**Local Parks**
Providing for court games, children’s play, sitting out areas and nature conservation areas, with a size guide of 2 hectares.

**Local service provision facilities**
Local community facilities providing a range of local services which may include council services (‘One Stop Shop’ type provision), housing estate offices, and spaces for other local service providers and/or the voluntary sector.
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local service provider</td>
<td>Westminster City Council, the National Health Service or related organisations such as a Primary Care Trust, the Metropolitan Police, Registered Social Landlords and other public sector services such as job centres and courts, and voluntary sector organisations operating within the borough. These are public social and community uses.</td>
</tr>
<tr>
<td>Local Shopping Centre</td>
<td>Small centre, usually containing convenience goods shops, local service uses, restaurants, cafés and pubs, mainly providing facilities for people living or working nearby, as designated on the Proposals Map and set out in Appendix 2</td>
</tr>
<tr>
<td>Local Strategic Partnership</td>
<td>Local organisation comprising representatives drawn from the council, local health services, the Metropolitan Police Service, voluntary and community sectors, local businesses, regeneration partnerships and residents’ groups. This partnership produces the Sustainable Community Strategy (Westminster City Plan) under the provisions of Section 4 of the Local Government Act 2004.</td>
</tr>
<tr>
<td>London Squares</td>
<td>A garden or enclosed or unenclosed land protected by the London Squares Preservation Act 1931.</td>
</tr>
<tr>
<td>Major development (Large scale)</td>
<td>Development where: the proposed number of new residential units to be attained from the proposal is 200 or more or a site area of over 4 hectares; or the proposed gross floorspace to be built created is 10,000 sqm or more or a site area of 2 hectares or more</td>
</tr>
<tr>
<td>Major development (Small scale)</td>
<td>Development where: the proposed number of new residential units to be attained from the proposal is between 10 and 199 or a site area of between 0.5 hectares and less than 4 hectares; or the proposed gross floorspace to be built created is between 1,000 sqm and 9,999 sqm or a site area of between 1 hectares and less than 2 hectares</td>
</tr>
<tr>
<td>Major Shopping Centre</td>
<td>Predominantly retail centre providing a range of services to a wide catchment area, as designated on the Proposals Map and set out in Appendix 2.</td>
</tr>
<tr>
<td>Mayor of London</td>
<td>A directly elected Mayor with a wide range of functions relating to the governance of Greater London as set out in the GLA Act 2007.</td>
</tr>
<tr>
<td>Metropolitan Open Land</td>
<td>Strategically important open space defined in the London Plan. In Westminster, this comprises the Royal Parks – St James’s Park, Hyde</td>
</tr>
</tbody>
</table>
Metropolitan Parks

Large areas of open space that provide a range of facilities and features offering recreational, ecological, landscape, cultural or green infrastructure benefits at a sub-regional level, are readily accessible by public transport and are managed to meet best practice quality standards, with a size guide of 60 hectares.

More Vulnerable Uses

Comprising hospitals, residential institutions such as residential care homes, children’s homes, prisons and hostels, buildings used for dwelling houses, student halls of residence, drinking establishments, nightclubs and hotels, non-residential uses for health services, nurseries and educational establishments, and sites used for managing hazardous waste as set out in Planning Policy Statement 25.

Noise Sensitive Receptors

Comprises residential use, educational establishments, hospitals, hotels, hostels, concert halls, theatres, law courts, and broadcasting and recording studios.

Non-A1 retail uses

Comprises A2 Financial or professional services, A3 Restaurants and cafés, A4 Drinking establishments (not nightclubs), A5 Hot food takeaways in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Oasis Areas


Open space

Includes all parks and gardens, regardless of size (whether public or private); the River Thames and the canals and their towpaths; civic spaces; children’s playgrounds, including school playgrounds; ballcourts and other outdoor sports facilities; amenity green spaces, such as open spaces on housing estates; churchyards; and community gardens.

Open space network

Includes all open spaces, plus other spaces that provide a break from the densely built-up urban form, such as pedestrianised areas and station concourses; hard-landscaped areas with private access; pedestrian/cycle and wildlife routes; and all the green infrastructure that links open spaces together, including green corridors, private residential gardens, trees, green roofs, and green landscaped areas.

Opportunity Areas

Areas defined in the London Plan that provide London’s principle Park, Kensington Gardens, Green Park and Regents Park.
opportunities for accommodating large-scale development to provide substantial numbers of new employment and housing opportunities with good public transport accessibility.

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permitted development</td>
<td>Development which is granted planning permission under the terms of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) (GPDO). This includes, for example, many changes of use such as a change from a restaurant (A3 Use Class) to a shop (A1 Use Class) as set out in the GPDO.</td>
</tr>
<tr>
<td>Planning obligation</td>
<td>An enforceable compact associated with the use and development of land. This may be either an agreement between a local planning authority and an organisation or individual having an interest in land; or a unilateral undertaking given by an applicant for planning permission. An obligation usually involves a restriction on the use or development of land; or a specific requirement about an operation or activity to be carried out on land; or a requirement that land should only be used in a specified way; or the payment of a sum or sums of money.</td>
</tr>
<tr>
<td>Planning permission</td>
<td>A written consent to the carrying out of “Development” issued by a local planning authority or, on appeal, by a Planning Inspector or the Secretary of State. The permission is normally subject to conditions and will lapse if the development is not started within a stated period of time. Planning permission for buildings may be in outline where the principle is approved, subject to the later submission of further applications for the approval of reserved matters.</td>
</tr>
<tr>
<td>Planning Policy Guidance and Planning Policy Statements</td>
<td>Publication issued by the Government department responsible for planning, setting out the principles to be taken into account by local planning authorities when exercising their planning functions.</td>
</tr>
<tr>
<td>Pocket Parks</td>
<td>Small areas of open space that provide natural surfaces and shaded areas for informal play and passive recreation that sometimes have seating and play equipment, with a size guide of under 0.4 hectares.</td>
</tr>
<tr>
<td>Polysystems</td>
<td>Polyclinics / polysystems will become the main stop for health and well-being support. GP practices might be based in these centres and the range of services is likely to include: Ante- and post-natal care; community mental health services; social care; healthy living information and advice services; outpatients; urgent care; extended opening hours; One stop shop services for patients with long-term conditions; diagnostics.</td>
</tr>
<tr>
<td>Primary Shopping Frontages</td>
<td>The main shopping frontage in the International Shopping Centre, with the highest proportion of premises at street level in A1 retail use, as designated on the Proposals Map and set out in Appendix 2.</td>
</tr>
<tr>
<td>Glossary Term</td>
<td>Definition</td>
</tr>
<tr>
<td>--------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>Priority species and habitat</strong></td>
<td>Species and habitat are identified at national, regional and local level. The UK Biodiversity Partnership produce a list of species and habitats that are a priority for nature conservation action to prevent their decline. There is similarly a Biodiversity Partnership at regional and local level (see also Biodiversity Action Plan).</td>
</tr>
<tr>
<td><strong>Private members’ clubs</strong></td>
<td>Clubs which are only open to members who pay a subscription and may also have to meet other criteria. These are considered to be a private leisure use, and are <em>sui generis</em> uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</td>
</tr>
<tr>
<td><strong>Proposals Map</strong></td>
<td>The adopted proposals map illustrates the policy and proposal site boundaries referred to in the Core Strategy. It will be revised as each new Development Plan is adopted, and it should always reflect the up-to-date planning strategy for the area.</td>
</tr>
<tr>
<td><strong>Public buildings</strong></td>
<td>A range of uses within the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. Comprised of cinemas, concert halls, theatres, clubs (excluding sports and private members’ clubs, casinos and live entertainment), embassies and consulates, armed forces, museums, art galleries, broadcasting non-active entertainment, courts, emergency services, palaces, places of worship, places of active public entertainment, sports centres and gyms.</td>
</tr>
<tr>
<td><strong>Public realm</strong></td>
<td>The parts of the city which are available free for everyone to use or see, including streets, squares and parks.</td>
</tr>
<tr>
<td><strong>Rapid Inundation Zone</strong></td>
<td>Low-lying areas close to the River Thames which would rapidly inundate to significant levels if the Embankment Wall was breached.</td>
</tr>
<tr>
<td><strong>Registered Historic Parks and Gardens of Special Historic Interest</strong></td>
<td>Designed ornamental landscapes which are included in the Register of Parks and Gardens of Special Historic Interest in England, published by English Heritage. Parks and gardens on the register are graded in the same manner as Listed Buildings in order to reflect the importance of the garden or park in comparison with others in England (Grades I, II*, and II).</td>
</tr>
<tr>
<td><strong>Registered Social Landlord</strong></td>
<td>Organisation registered with the Housing Corporation under the provisions in Chapter 1 of the Housing Act 1996. The organisations concerned may be housing associations which are registered charities, or non-profit making provident societies or companies. They must provide housing kept available for letting, and meet other requirements set out in the Act.</td>
</tr>
<tr>
<td><strong>Residential development</strong></td>
<td>Comprises C3 Dwellinghouses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</td>
</tr>
<tr>
<td>Term</td>
<td>Definition</td>
</tr>
<tr>
<td>------</td>
<td>------------</td>
</tr>
<tr>
<td>Retail</td>
<td>Includes all A-Class uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. See A1 Use Class (A1 retail use), and Non-A1 retail uses.</td>
</tr>
<tr>
<td>Retrofitting</td>
<td>Adding new features to an existing building (to improve its performance).</td>
</tr>
<tr>
<td>Secondary Shopping Frontage</td>
<td>Shopping frontage in a Major, District or Local Shopping Centre where there is a mix of A1 and non-A1 retail uses, as designated on the Proposals Map and set out in Appendix 2.</td>
</tr>
<tr>
<td>Section 106 agreement</td>
<td>An agreement made under Section 106 of the Town and Country Planning Act 1990 to secure a planning obligation.</td>
</tr>
<tr>
<td>Sense of place</td>
<td>The unique perception of a place created by its local buildings, streets, open spaces and activities. The more distinctive the place the greater the sense of it being special. A character which is greater than the sum of the constituent parts.</td>
</tr>
<tr>
<td>Sequential Test</td>
<td>A test set out in Planning Policy Statement 25 to direct the most vulnerable development to areas of lowest flood risk, to be used when drafting site or land allocation Development Plan Documents and when determining individual planning applications for any development other than minor development and changes of use.</td>
</tr>
<tr>
<td>Shopping Centres</td>
<td>Designated areas containing a high proportions of A1 retail use, classified as International Shopping Centres, CAZ Frontages, Major, District and Local Shopping Centres, based on their size, location, catchment, character and function, as designated on the Proposals Map and set out in Appendix 2.</td>
</tr>
<tr>
<td>Shopping Frontage</td>
<td>A street level frontage characterised by a predominance of shop-type premises.</td>
</tr>
<tr>
<td>Sites of Importance for Nature Conservation (SINC)</td>
<td>The Greater London Authority designated SINC to highlight areas of ecological value that are rich in wildlife within the city. The sites are graded as being of Metropolitan, Borough or Local Importance. Sites of Metropolitan Importance are those which contain the best examples of London’s habitats and rare species that are of significance to London. Sites of Borough Importance are those identified to have an importance to Westminster, and any damage would mean a significant loss to the city. A site of Local Importance is identified because of its value to the nearby community, especially in areas that are deficient in wildlife sites.</td>
</tr>
<tr>
<td>Small Open Spaces</td>
<td>Gardens, sitting-out areas, children’s play spaces or other areas of a specialist nature, including nature conservation areas, with a size...</td>
</tr>
</tbody>
</table>
guide of under 2 hectares.

**Social and community facilities (private)**

Includes hospitals, clinics, primary and secondary schools, colleges, crèches, nurseries, gyms and fitness clubs, and other leisure clubs, where the services are provided on a commercial basis, for residents, workers, non-residents and visitors. These private social and community facilities are comprised of buildings and external spaces, with uses within classes C2, D1, D2 and possibly some sui generis uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

**Social and community facilities (public)**

These facilities are available to, and serve the needs of local communities and others and are often funded in some way by a grant or investment from a government department or public body or the voluntary sector. Social and community facilities are comprised of buildings and external spaces. They include social services uses such as day-care centres, luncheon clubs, and drop-in centres, facilities for children and families, elderly people, people with mobility and/or sensory impairments, people with HIV/AIDS or other diseases covered under the Disability Discrimination Act, people with mental health or substance misuse problems. Other facilities include education facilities such as schools, colleges and universities, health facilities, recreation facilities such as playgrounds, leisure centres, sports pitches and associated buildings, youth centres and local arts facilities. Libraries, places of worship, courts, general and social uses such as community meeting facilities, community halls, public toilets, facilities for emergency services, fire, ambulance and police. The public social and community facilities are in classes C2, D1, D2 and possibly some sui generis uses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

**Specialist housing**

Affordable housing, hostels, Houses in Multiple Occupation, housing for those with special needs including elderly people, students, people with learning or physical disabilities, or mental health problems, or other supported accommodation. These fall within the C2 and C3 Use Classes, or are classified as *sui generis* uses.

**Strategic Cultural Areas**

Mixed use areas with strong arts, or cultural or entertainment character, as designated on the Proposals Map.

**Strategic Flood Risk Assessment**

A document prepared by the local planning authority to provide information on areas that may flood and on all sources of flooding as required by Planning Policy Statement 25.

**Stress Areas**

Areas identified by the council where it believes that restaurants, cafés, takeaways, public houses, bars and other entertainment uses have become concentrated to an extent that harm is being caused to
residential amenity, the interests of other commercial uses, the local environment, and to the character and function of the locality.

**Sui Generis Uses**

Those uses outside of any of the defined Use Classes in the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments, including those specifically listed in that Order as *sui generis*, including amusement centres, hostels providing no significant element of care, houses in multiple paying occupation, launderettes, nightclubs, petrol filling stations, shops selling and/or displaying motor vehicles, taxi and minicab businesses, theatres. This list is not a comprehensive summary of all *sui generis* uses.

**Sustainable communities**

Some of the key elements are: a flourishing local economy; strong leadership to respond positively to change; effective engagement and participation by local people, groups and businesses, especially in the planning, design, and long-term stewardship of their community and an active voluntary and community sector; a safe and healthy local environment with well-designed public and green space; sufficient size, scale and density, and the right layout to support basic amenities in the neighbourhood and minimise the use of resources; good public transport and other transport infrastructure both within the community and linking it to urban, rural and regional centres; buildings – both individually and collectively – that can meet different needs over time and that minimise the use of resources; a well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages, and incomes; good quality local services, including education and training opportunities, health care and community facilities especially for leisure; a diverse, vibrant and creative local culture, encouraging pride in the community and cohesion within it; a “sense of place”; and the right links with the wider regional, national and international community.

**Sustainable development**

Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. There are five principles of sustainable development shared across the UK: living within environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; using sound science responsibly; and promoting good governance. Sustainable development is the core principle underpinning planning, including this Core Strategy.

**Sustainable transport modes**

Walking, cycling and other non-vehicular means of movement; public transport including rail, Underground, buses, coaches, passenger ferry, light rail/tram and licensed cabs; and high occupancy and electric vehicles.

**Tall building**

A building significantly taller than its surroundings.
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thames Policy Area</td>
<td>A policy designation identified in the London Plan and defined on the Proposals Map.</td>
</tr>
<tr>
<td>Tidal breach flood level</td>
<td>Predicted depth to which flooding will occur for a breach in the tidal flood defence walk. These have been modelled in Westminster’s Strategic Flood Risk Assessment.</td>
</tr>
<tr>
<td>Tourist attractions</td>
<td>Includes museums and galleries (D1 Non-residential Institutions), theatres (<em>sui generis</em>), concert halls (D2 Assembly and Leisure), unique attractions such as London Zoo and Madame Tussards, internationally important cultural institutions, and buildings of state and Royal Palaces (Houses of Parliament, Westminster Abbey, Buckingham Palace, Horse Guards).</td>
</tr>
<tr>
<td>Town Centre Use</td>
<td>A use serving visiting members of the public which may be appropriate at ground floor level in a designated Shopping Centre. Town centre uses include A1 retail uses, non-A1 retail uses, health uses, libraries, entertainment facilities, hotels and offices.</td>
</tr>
<tr>
<td>Use Class Order</td>
<td>A statutory instrument made by the Secretary of State under section 22 of the Town and Country Planning Act 1990, subsequently amended several times, setting out broad classes of use for land and buildings. Under provisions in the Town and Country Planning (Use Classes) Order 1987 (as amended), a change from one use to another within the same use class does not need planning permission. For example, change from a book shop (A1 Use Class) to a shoe shop (also A1 Use Class) does not require planning permission as they are in the same use class category.</td>
</tr>
<tr>
<td>West End International Shopping Centre</td>
<td>Designation which collectively describes Westminster’s three main shopping streets: Oxford, Regent and Bond (Old and New).</td>
</tr>
<tr>
<td>Westminster City Partnership</td>
<td>Westminster’s Local Strategic Partnership, a non-statutory, multi-agency partnership matching the local authority boundary, was launched in 2002 and brings together different organisations including the council, police, Primary Care Trust, and representatives from the voluntary sector and other partnership organisations.</td>
</tr>
<tr>
<td>Westminster City Plan</td>
<td>Westminster’s Sustainable Community Strategy as required by the Local Government Act 2000, and prepared by the Westminster City Partnership.</td>
</tr>
<tr>
<td>Windfall development</td>
<td>Development that has not planned for and is not included in the identified Proposals Sites or the rolling housing land supply as set out in Policy 54.</td>
</tr>
<tr>
<td>Workshops and Flexible spaces for B1 use</td>
<td>Flexible spaces for B1 use that includes features like floor loadings.</td>
</tr>
</tbody>
</table>
studios capable of supporting machinery, ceiling heights suitable for the use of machinery and hoists, provision of a goods lift, wide doors and corridors to allow movement of large equipment / materials, servicing for goods vehicles.

World Heritage Site An area designated as having “outstanding universal value” under the United Nations Convention Concerning the Protection of the World Cultural and Natural Heritage.

As set out in Westminster City Council Sustainable Communities – building for the future, 2003
REFERENCES


Affordable Housing Proposed Threshold (2009) DTZ. Published by Westminster City Council.


Church Street Delivery Plan (2005) Church Street Neighbourhood Management Board


Conservation Area Audits (including some adopted as Supplementary Planning Documents / Supplementary Planning Guidance) (various) Westminster City Council.


Crime Reporting Information System (rolling database) Metropolitan Police.


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References


Housing Space Standards (2006) HATC Ltd. Published by Mayor of London.


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7 Officers at the Greater London Authority advise that the earlier Housing Strategy was never made statutory and therefore there is no need to take into account. The draft Housing Strategy likewise has no statutory weight and is included for reference only.

North Westminster Community Space Audit (2009) Hansons. Published by Harrow Road Neighbourhood Partnership.


Planning Act 2008

Planning and Compulsory Purchase Act 2004


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.


West End Entertainment Study (2001) Town Centres Limited. Published by Westminster City Council.


Westminster Affordable Housing Viability Study (2009) DTZ Research. Published by Westminster City Council (jointly commissioned with London Borough of Camden).


Westminster City Council Land Use Survey 1990 updated with data from the decisions analysis system, annual `pipeline` monitoring and annual GOAD retail surveys.


