

## Chapter 5: Policies for North West Westminster

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## Chapter 5: Policies for North West Westminster

## Chapter 5: Policies for North West Westminster

### Introduction

- 5.1 In terms of demography, social and economic factors, the built environment and major development and regeneration activity, the north west part of the City is unlike any other part of Westminster. It scores highly on many indicators of social deprivation while also offering some of the largest development opportunities available in central London at a strategic transport interchange.
- 5.2 Some of the area's distinctive characteristics are:
- the railway, Westway and Grand Union Canal are significant barriers to improving the area's character and function
  - the environment of the Westway is poor which deters investment
  - the Harrow Road is the principal local centre for shopping and services, but it suffers from a significant under-representation of national retailers and has a high number of vacant units
  - male and female unemployment rates are 50% higher than the Westminster average
  - significant amounts of new housing and the resultant increase in population has put pressure on the community facilities in the area
  - the area is culturally and ethnically diverse with high concentrations of Afro-Caribbean, Black African and other Black residents, as well as residents of Asian ethnic origins
  - 47% of the children at primary school had English as an additional language in 1998
  - about half the primary school children are eligible for free school meals compared to a Westminster average of 30%
  - about 40% of households own a car, compared to the London average of over 60%
  - 98% of businesses in the area employ fewer than 50 employees
- 5.3 The area has been subject to a number of recently completed or ongoing regeneration initiatives - with particular emphasis on tackling economic and social issues. For example:

Programme	Timing	Funding	Scope of Programme
Single Regeneration Budget (SRB) 4 Programme CREATE	Completed 2000	£3.4 m	Community safety, employment & young people in Queens Park, Harrow Rd & in Brent
Park Royal URBAN Community Initiative	Completed 2001	£1.7 m (in Westminster)	Training in Queens Park area
Mozart Estate Action Programme	Completed in 2004	£ 30 m	Housing refurbishment and new, replacement low rise housing
SRB 5 Programme New Life for Paddington	Completed in 2006	£13.5 m (total programme £62 m)	Health, community safety, & removing barriers to employment, eg by training

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5.4 In addition to these regeneration initiatives the area contains some of the largest development sites in central London and a strategic transport interchange. There is the potential for major, new commercial developments which could contribute to London's World City role and also form part of a balanced, mixed use area. Because of the considerable development pressure a 'Paddington Special Policy Area' (PSPA) around Paddington Station and Basin was first designated in 1988. It covers a total of 30 hectares (75 acres).

**5.5 Since 1991 planning permission has been granted for substantial mixed use development within the PSPA.**

Some of these developments have been completed, such as

- a) the extension to the Metropole Hotel (20,000m<sup>2</sup>)
- b) 468 residential apartments at West End Quay, along with 2,205m<sup>2</sup> retail
- c) the first two office blocks on the site of Paddington Goods Yard (43,058m<sup>2</sup>), as well as 6,500m<sup>2</sup> retail and 3000m<sup>2</sup> leisure
- d) 219 apartments in two residential blocks on the site of Paddington Goods Yard
- e) The Point and the Waterside office buildings on the north side of Paddington Basin (53,662m<sup>2</sup>) with 1527m<sup>2</sup> retail

5.6 Major improvements have taken place to the public realm within the PSPA and the canal basin.

There are still substantial development proposals coming forward. Applications have either been submitted or are anticipated including:

- a) a new health campus at St Mary's Hospital with associated residential, offices leisure and retail (approximately 136,000m<sup>2</sup>)
- b) further phases of development at Paddington Goods Yard
- c) further phases of development around Paddington Basin itself including substantial office and residential floorspace

5.7 As a result of all this development activity the face of north west Westminster has begun, and is set to change dramatically. The policies in this Chapter, therefore, recognise the strategic importance of the PSPA for London and the scope it offers to regenerate an important part of the City. Given the scale of these opportunities, the impact that development will have and the desire to spread the benefits, the north west of the City is being considered separately from other areas of Westminster in the UDP. The chapter is split into two sections. Section A deals with the Paddington Special Policy Area and Section B with the North West Westminster Special Policy Area. Policies for both SPAs should be read in conjunction with other policies in the UDP.

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### A. Paddington Special Policy Area

#### Introduction

- 5.8 Paddington Special Policy Area is centred on Paddington Station and the Grand Union Canal Basin, and contains several large vacant or partly used sites. Together these make up the largest development area within Westminster and a site of strategic importance in London. It is identified in the London Plan 2004 as an Opportunity Area. There are major development and transport proposals for the area.
- 5.9 For the following reasons, Paddington is being considered separately in the Plan from other areas of Westminster:
- a) the scale of development opportunities and transport proposals
  - b) the potential contribution to London's World and Capital City status
  - c) the need to consider the potential impacts on the character, facilities and infrastructure of surrounding areas, and existing residential communities
  - d) the unique opportunities offered by the area's excellent and improving public transport
  - e) the opportunities to spread regenerative effects to surrounding areas
- 5.10 Policies for the PSPA will also be applied in conjunction with other policies in the Plan.
- 5.11 The Special Policy Area status for Paddington was first introduced in 1988. It is in accordance with the London Plan and the City Council's overall planning aims. The boundary of the PSPA has been reviewed. The City Council considers that the area to the west of Westbourne Bridge, north of and including the railway lines, should no longer be part of the PSPA. The boundary of the Paddington Special Policy Area has therefore been changed to reflect this and is shown on Map 5.1 and on the Proposals Map. The area is covered by the draft planning brief for Paddington New Yard and adjoining land (May 2005).
- 5.12 The original Paddington Station was designed by Isambard Kingdom Brunel and completed in 1854. 'Span 4' of the station is a 20th century addition. The whole structure is a Grade 1 listed building of outstanding importance. There are other listed buildings in the area that will also need special consideration alongside any development proposals.

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- 5.13 The Heathrow Express Railway (HER) which provides a fast, direct link to Heathrow airport has been operating between Paddington Station and the existing four terminals at Heathrow Airport since June 1998. It currently carries over five million passengers per year. The City Council predicts that this will increase to between six and nine million passengers a year. If the proposed fifth terminal at Heathrow is built, the City Council estimates that this could increase to over 14 million passengers a year. To accommodate HER, major works have been undertaken within the Station, including a 27 desk airline baggage handling and check-in facility, reorganisation of the passenger concourse areas and new retail outlets. A new road access off Bishop's Bridge Road will also be provided.
- 5.14 The Paddington arm of the Grand Union Canal also runs through the heart of the area and includes Paddington Basin, which was a large and inaccessible water area; and the canal linking it to Little Venice and from there the rest of the canals in Westminster, London and beyond.
- 5.15 Land around Paddington Basin, together with the former Paddington Goods Yard, make up the major development sites. The (revised) PSPA area covers a total of 30 hectares (75 acres). The potential exists for major development in connection with the construction of new hospital facilities next to the Basin. As well as being a major hospital and commercial development site, St Mary's Hospital is a major employer in the area with some 3,000 employees. The Metropole Hotel at the junction of Edgware Road and Harrow Road has been extended with new bedroom and conference facilities. Sites at Eastbourne Terrace, at present occupied by commercial offices, are also coming forward for refurbishment or redevelopment.
- 5.16 Throughout the PSPA, the City Council wants to see co-ordinated and balanced development. Development should include:
- a) a mix of employment uses including large scale offices
  - b) a substantial proportion of housing
  - c) leisure, retail and community uses
  - d) development of the highest design quality in terms of architecture, planning and urban design and regard for opportunities for sustainable development and greening of the area
  - e) appropriate canalside development, full public access to the basin and canal and enhancement of recreational and amenity value of the canalside areas

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- 5.17 The City Council may prepare individual planning briefs for particular sites if further detail is required. Briefs have been prepared for Paddington Station, Paddington Goods Yard and St. Mary's Hospital and the Post Office and Dudley House. They will be revised as necessary and briefs for further sites will be prepared as appropriate.

### **Transport in the PSPA**

- 5.18 The strategic context and relevant policies with regard to transport are set out in Part 1 and Chapter 4: Transport. The Paddington Area Transport Study (PATS) has shown the PSPA to be an area of very high public transport accessibility. New developments will be expected to be fully integrated with the high levels of existing public transport provision and take account of, and as necessary contribute to, proposed improvements.
- 5.19 The City Council will support proposals which improve public transport services in both the operation of bus and rail routes and stations and the improvement of passenger interchange facilities at Paddington Station.
- 5.20 Crossrail is a major public transport proposal which affects Paddington. The implementation of this new line, which would connect Paddington Station with Liverpool Street Station via the West End, the City and with Heathrow Airport, is being promoted by central Government.
- 5.21 The impacts of Crossrail, particularly during construction, need to be addressed. The route for Crossrail is safeguarded in the Plan in accordance with articles 14 and 18 of the Town and Country Planning General Development Order 1988. See also policy TRANS 5.
- 5.22 The City Council is also concerned that traffic from new development does not affect the amenity of surrounding residential areas. In particular, traffic resulting from the developments should be minimised and directed towards strategic roads and away from residential areas. The Paddington Area Traffic and Environmental Management Study (PATEMS) provides the basis for assessing the impact and the mechanism for funding the necessary measures to manage these impacts.
- 5.23 Apart from its recreational function, the Canal also has potential as a transport link and its use for the movement of people and possibly goods, may be appropriate provided that it does not adversely affect the amenity of nearby residents. Further guidance on the use of the Canal as a means of transport is given in policy TRANS 12.

### **Strategic Context**

- 5.24 Strategic policies for the Paddington Special Policy Area are in Part 1. These provide the framework for the detailed policies in this part of the chapter. Particularly important are STRA 7 which deals with the PSPA and also STRA 3, STRA 4, STRA 5 and STRA 6.

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### **ENCOURAGING AREA-WIDE REGENERATION**

#### **Aim**

- 5.25 To integrate the development of the PSPA with the wider regeneration of the surrounding area.
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### **POLICY PSPA 1: ENCOURAGING AREA-WIDE REGENERATION**

**The City Council will work in partnership with appropriate organisations to ensure that the planning and transportation benefits and impacts arising from the PSPA developments take account both of the needs and demands generated by different development proposals and also those of local communities including establishing effective links with wider regeneration initiatives in the surrounding areas.**

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#### **Policy application**

- 5.26 The City Council will work with local groups, partnerships and businesses to establish impacts, needs and priorities and to ensure that these are effectively addressed by PSPA projects.
- 5.27 The type of benefits that will be sought will be related to the needs and demands generated by different development proposals. These may be secured through legal agreements in accordance with Government guidance. These may include:
- a) funding for traffic and environmental management, including the management of construction traffic, through the Paddington Area Traffic and Environmental Management Study (PATEMS)
  - b) funding for access to and improvements to public transport in relation to the Paddington Area Transport Study (PATS)
  - c) implementation of the Code of Construction Practice and funding for Environmental Inspectorate
  - d) improvement works to highways and subways
  - e) environmental improvements including public art on and off the PSPA sites including works to improve the amenity and ecological value of the Canal, canalside and open spaces/play spaces
  - f) Contributions towards costs of the Long Term Vehicular Access (LTVA) scheme for Paddington Station
  - g) provision for street cleansing depots
  - h) development of jobs and training services particularly for local people and a local business support strategy
  - i) support for school places and educational facilities

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- j) support for the Council's leisure strategy
- k) support for community based regeneration initiatives
- l) support for partnership arrangements to deliver any of the above and associated social, educational and health projects

- 5.28 Other needs and benefits may be assessed at the appropriate time in relation to development proposals put forward.
- 5.29 The New Life for Paddington SRB programme began in 1999 and runs until 2006. The programme concentrates on the Queen's Park, Harrow Road and Westbourne Wards and part of Bayswater Ward of the City and is aimed at young people, employment and enterprise, and health and community safety.
- 5.30 The City Council will work in partnership with these SRB programmes and other agencies to deliver joint projects which are of benefit to the development of the PSPA and the wider area.

### **Reasons**

- 5.31 The development of the PSPA will bring new economic opportunities and inward investment as well as impacts on local areas. Parts of these areas have consistently been identified by central government as in need of new investment and regeneration. The Government Office for London has identified 'North Paddington/Westbourne Park' as a priority community area (Single Regeneration Budget (SRB) Round 5 (September 1998)). Policy STRA 5 in Part 1 sets out the policy context.
- 5.32 Proposals for development within the PSPA will have a range of impacts on local services. In addition new economic development within the area gives rise to employment opportunities. The City Council wishes to ensure that both the impacts of new developments and the opportunities created take account of the requirements of surrounding existing communities, and that regeneration within the PSPA is integrated with the aims and objectives of other initiatives and programmes such as SRB. Taken together, the City Council hopes that the types of initiative outlined above will assist in the development of sustainable local communities.

**POLICIES PSPA 2 - PSPA 4  
ENSURING MIXED USE DEVELOPMENT**

**Aim**

- 5.33 To develop the PSPA as an area of mixed use with its own character.
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**POLICY PSPA 2: ENSURING MIXED USE DEVELOPMENT**

**The City Council will seek to ensure that the overall development of the PSPA and individual sites where appropriate, include the following:**

- (A) A variety of office and business development in accordance with policy PSPA 3**
  - (B) A significant proportion of housing**
  - (C) The retention and further development of St Mary's Hospital in accordance with policy PSPA 7**
  - (D) Retail and other town centre uses which are in accordance with Policies TACE 8, TACE 9, SS 7, SS 10 and SS 11**
  - (E) New facilities for recreation and leisure including indoor sports facilities in private development schemes for public use**
  - (F) New social and community facilities**
  - (G) Other uses appropriate to an area focussed on a strategic public transport interchange**
- 

**POLICY PSPA 3: ENSURING A MIX OF BUSINESS USES**

**Office development within the Paddington SPA will be expected to provide:**

- (A) a variety of physical design and layout or**
  - (B) flexibility of design and accommodation and**
  - (C) at least one of the following:**
    - 1. light industrial units**
    - 2. small business units**
    - 3. mixed residential/B1 studio use**
-

### **POLICY PSPA 4: CONTROLLING NEW HOTEL AND CONFERENCE FACILITIES**

**New hotel and conference facilities in the PSPA will only be acceptable if they do not prejudice the provision of other preferred uses as set out in PSPA 2 and they meet the criteria set out in TACE 2 and TACE 4.**

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#### **Policy application**

- 5.34 Mixed use development has many benefits in reducing the need to travel and encouraging the use of public transport. There are however potential local conflicts which may arise, such as increased noise and safety issues, which will need to be taken into account.
- 5.35 Applications in the Paddington Special Policy Area which do not take into account the aims of PSPA policies 1-7 may be refused as they are likely to prejudice a co-ordinated approach to development. Where necessary, legal agreements will be used to secure the provisions set out in the policies.
- 5.36 Temporary uses for vacant sites within the PSPA will be treated on their merits in accordance with other policies in the Plan and in accordance with policy ENV 3.

#### **Office and commercial**

- 5.37 Paddington provides considerable opportunities for office development including major, large scale buildings which will add to London's World City role and that otherwise could not be provided in Westminster. The City Council also wants to ensure that business premises should be sufficiently adaptable to meet future business needs.
- 5.38 The City Council also wishes to ensure that other types of employment opportunity within Class B1 of the Town and Country Planning (Use Classes) Order 1987 are provided, such as light industrial units and small business units. This will help to provide a variety of employment opportunities and help to create vitality and diversity within the PSPA. Large developments will be expected to provide childcare facilities in line with policy SOC 2.

#### **Residential**

- 5.39 Housing development in the PSPA should reflect the policies in Chapter 3: Housing, particularly with respect to the provision of affordable housing (H 4); and also those in Chapter 9:Environment with regard to achieving a good standard of residential amenity (ENV 13).

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- 5.40 Throughout Westminster the appropriate scale of new development is generally set by its surroundings and is strongly shaped by criteria related to design and townscape impact, often supported by conservation area designation. The highly developed nature of much of the City closely defines this context. In the PSPA however there is no such context due to the predominance of large vacant sites and large existing buildings, the absence of conservation areas and a lack of any coherent townscape.
- 5.41 Therefore, in addition to considering the appropriateness in terms of design and townscape and the specific impacts of any residential scheme, the criteria set out in policy ENV 13 on residential amenity will be applied. This will ensure good residential amenity and environmental quality in any proposals through consideration of layout of dwellings and housing mix, sunlight, daylight and microclimate, traffic generation, parking and other factors.

### **Social and community facilities**

- 5.42 Policies relating to the retention and development of St. Mary's Hospital are dealt with in policy PSPA 7. Social and community facilities to serve the new residents and workers and the adjoining residential communities are likely to be acceptable in principle (see the policies in Chapter 6: Social and Community facilities). Applications for uses such as health or education facilities or meeting places will be considered on their merits.

### **Retail and District Centre functions**

- 5.43 Praed Street forms the boundary of the PSPA and is defined as a District Centre in the Plan. It is unusual in that the northern side of the street falls almost entirely within development sites, with currently little or no District Centre functions; in contrast to the south side which is a long established parade of shops and other services.
- 5.44 The development of the northern edge of Praed Street must, where possible, enhance the health and vitality of the District Centre with appropriate retail, restaurant and other developments as set out in policies TACE 8, TACE 9, SS 7, SS 10 and SS 11. Other small shops serving the needs of new developments will also be acceptable. The branch post office with counter function should be retained or, if the mail processing function is lost, replaced.
- 5.45 Retail trading within Paddington Station generally does not require planning permission where it is an ancillary use. The City Council will have concerns about the effect on the listed building and passenger movements.

### **Leisure**

- 5.46 Paddington Special Policy Area provides the opportunity for new leisure facilities although the size of development should not prejudice the principle of providing major office and residential uses. The development

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of leisure facilities such as sports centres, health clubs, cinemas and theatres may be acceptable and applications for this type of development will be considered on their merits having regard to their location, type of operation, impact on residential amenity and other uses, traffic, parking and servicing.

### **Hotels and conference facilities**

- 5.47 The London Plan (2004) says that Boroughs should focus strategically important new hotel and tourism provision within the central London sub-region on Opportunity Areas such as Paddington. Sites next to Paddington Station would give good access to national and international travel facilities and provide good access to the central area where many of London's tourist and visitor attractions are located, and would also encourage sustainable forms of land use.
- 5.48 As indicated in Part 1 of the Plan, paragraphs 1.90 – 1.91, many proposals for hotels have come forward to meet the expected increase in visitor numbers which has taken place since 1996. Subject to policies PSPA2 and 4 above and all other policies of the plan being met there is opportunity to contribute towards hotel growth in the PSPA alongside its role in contributing to housing and employment potential.
- 5.49 There are three existing hotels within the PSPA - the Metropole, the Great Western Royal and the London Crown Hotel. The Metropole and the Great Western Royal have been modernised and expanded to provide additional bed spaces and, in the case of the Metropole, conference facilities. The Metropole has over 1,000 bedrooms and 33 meeting rooms, the largest of which is for up to 2,000 people. In total there are over 1,500 bedrooms in the PSPA.
- 5.50 New hotel developments could prejudice the provision of commercial and residential floorspace and detract from the residential amenity of surrounding areas. Traffic generation, parking and servicing requirements are of particular concern. Any hotel development will have to meet the criteria set out in Chapter 8: Tourism, Arts, Culture and Entertainment, policy TACE 2
- 5.51 New conference facilities, whether associated with hotel development or free-standing give rise to similar concerns to those for hotels. Any proposals for conference facilities will have to meet the criteria set out in policy TACE 4.

### **The context of the PSPA**

- 5.52 Proposals for the PSPA must also be considered in the context of the surrounding land uses, road layout and access to public transport. The area is surrounded by established residential communities. The traffic impact of new development will therefore need to be given careful

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consideration to prevent deterioration in residential amenity, traffic and environmental conditions.

### Reasons

- 5.53 The PSPA is a key opportunity site on the edge of London's Central Area. It therefore has a number of functions. These include bolstering London's Capital/World City status through the provision of opportunities for new office and business development and meeting Central London's needs for new housing.
- 5.54 The PSPA provides an opportunity to create a new balanced neighbourhood. In the light of strategic guidance and the wider concerns as set out in Part 1 of the Plan, the City Council expects this new neighbourhood to be mainly made up of a variety of office and commercial development and a significant proportion of housing.
- 5.55 The City Council would also expect to see a range of supporting uses including retail, leisure and community uses to benefit existing and newly created communities. These however should be secondary to the primary employment and housing uses.
- 5.56 The whole of the PSPA has been identified by the PATS study as an area of high public transport accessibility, with the exception of the far western end of the Goods Yard site. All sites within the PSPA are therefore considered suitable in principle for the full range of uses identified above.

## TRANSPORT IN THE PSPA

### Aim

- 5.57 To control the traffic and parking impacts from development within the PSPA.

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### POLICY PSPA 5: TRANSPORT IN THE PSPA

**The City Council will seek to minimise the impact of traffic (including construction traffic) and parking generated by development proposals and new and expanded rail services on the Grade I listed Paddington Station and surrounding residential areas by:**

- (A) devising and implementing area-wide traffic management strategies**
- (B) securing the provision for the necessary highway works to focus station traffic on the strategic road network (Paddington Station LTVA)**
- (C) ensuring that additional highway works are provided**

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- to cater for additional traffic generation should Terminal 5 at Heathrow Airport proceed**
- (D) requiring Transport Impact Statements for major proposals within the PSPA, in line with TRANS 14**
  - (E) supporting Crossrail and in particular the through running of Crossrail trains to Heathrow Airport, and**
  - (F) supporting the provision of clear, direct and fully accessible interchange facilities between existing rail and bus services, Crossrail and any other future public transport services serving the PSPA.**
- 

### **Policy application**

- 5.58 Any large developments in the PSPA will have potentially large impacts on traffic and public transport. Minimising road traffic and promoting integrated public transport are key issues which are outlined in detail in the Transport Chapter. The contribution which developments make to resolving these issues will be a significant factor in considering development proposals.
- 5.59 Proposals will need to take into account all transport policies in Chapter 4, Transport, and in particular:
- a) improving the quality, reliability and accessibility of public transport, associated interchange facilities and financial assistance to public transport (TRANS 4-8)
  - b) Transport Assessments (TRANS 14)
  - c) reducing the use of cars (TRANS 15)
  - d) ensuring roads fulfil the function to which they are best suited (TRANS 16)
  - e) servicing and deliveries (TRANS 20)
  - f) standards for off-street parking (TRANS 21-26).
- 5.60 The City Council has worked with Network Rail and British Airports Authority (BAA) to develop proposals for the Paddington Station Long Term Vehicular Access (LTVA) which directs growth in traffic at the Station onto the major roads and away from residential areas. The replacement Bishops Bridge Road bridge as part of LTVA opened in June 2006.
- 5.61 Any proposals should cater for predicted future numbers of pedestrians and vehicles at all times of the day. Major development proposals should include Transport Impact Statements in line with TRANS 14, which take into account:
- a) an increase in general road traffic in line with national forecasts
  - b) the impact of construction traffic

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- c) the cumulative development of the Goods Yard, Paddington Basin, the Hilton Metropole and Great Western Hotels, Eastbourne Terrace and St Mary's Hospital
  - d) the introduction of the Heathrow Express Railway and the proposed construction of Terminal 5 at Heathrow and extension of HER to serve this growth in station passenger traffic to reflect increased use of rail services
  - e) the impact of Crossrail and its connection to Heathrow.
- 5.62 The assessment of the traffic impact of any development will be required to demonstrate that the site access arrangements and road network in the area bounded by and including Harrow Road, Edgware Road, Bayswater Road and Queensway, together with Marylebone Road and the adjoining main roads can cater in traffic operational terms, at all times of the day, with the traffic generated by the proposed development, assuming traffic levels based on the scenario outlined above. The assessment should identify changes relative to the current situation, in traffic volumes, queues and delay and traffic accidents.
- 5.63 The assessment should identify any changes in traffic volumes on the local road network, as defined, and the impact of these changes on noise levels and pollution. The changes in off-peak periods particularly weekends and evenings should be highlighted.
- 5.64 Direct, safe and convenient pedestrian access should be provided where possible from all the new developments to the local bus network, Paddington Station (Network Rail and London Underground Ltd stations) and where appropriate Edgware Road (Bakerloo and District/Circle and Hammersmith and City Lines).
- 5.65 The proposals must provide for emergency as well as maintenance and delivery vehicles.
- 5.66 Car parking provision should adhere to the standards set out in Policies TRANS 21 - 26.
- 5.67 All development proposals should also be mindful of the policies of the Department for Transport and Government Office for London, (see paragraph 4.13 of the Transport chapter). In addition, the proposals should be mindful of the policies of the GLA and Transport for London and the Mayor's Transport Strategy.

### Reasons

- 5.68 Within the PSPA it is considered that the scale of developments will be such that traffic should be focused on to the strategic and secondary roads and away from local roads. In particular, traffic resulting from major developments or arising from new rail services, should be directed away

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from residential areas where there would be an increased possibility of congestion and where the amenity of residents would be damaged.

- 5.69 Major commercial developments, particularly offices, employ large numbers of people and therefore result in increased traffic generation, both vehicular and pedestrian. Parking controls, traffic and environmental management schemes and improvements to the public transport system have an important role in reducing the impact of vehicular and pedestrian traffic on surrounding residential areas. Furthermore, commercial activity results in vehicular and other servicing requirements which, if they are not carefully incorporated into development proposals, can result in a loss of amenity to nearby residential, leisure and open space uses.

### **ENSURING A HIGH QUALITY SUSTAINABLE ENVIRONMENT**

#### **Aim**

- 5.70 To create a high quality sustainable environment.
- 

### **PSPA 6: ENSURING A HIGH QUALITY SUSTAINABLE ENVIRONMENT**

#### **The City Council will seek to ensure that:**

- (A) Development proposals take full account of the policies set out in Chapter 9: Environment with regard to environmental impacts, sustainable design principles and greening of the environment, and where possible promote best practice.**
- (B) A pedestrian route, or improvements/extensions to existing access is provided in all canalside developments to achieve an 18 hour (6am to midnight) public access around Paddington Basin.**
- (C) Where appropriate, developments fully recognise the recreational, amenity and ecological value of the canal and incorporate proposals and management arrangements to enhance these aspects.**
- (D) Safe and convenient pedestrian and cycle routes through the area, and in particular between the SPA and nearby residential areas and public transport, including access for those with disabilities (see policy DES 1), are provided.**

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### **(E) Public open space or private open space which is available for public use is provided, where possible, in major development schemes.**

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#### **Policy application**

- 5.71 The City Council will expect developments to conform to policies for sustainable development as set out in policy ENV 1 and paragraph 9.5 of Chapter 9: Environment including:
- a) observing 'Building Research Establishment Environmental Assessment Method (BREEAM) standards in new buildings
  - b) encouraging energy efficiency
  - c) making provision for waste storage, recycling and collection
  - d) reducing pollution
  - e) improvements to water quality
  - f) ensuring a good microclimate
  - g) increasing opportunities for wildlife and biodiversity
  - h) protecting existing trees and encouraging new planting both on and around buildings.
- 5.72 Achieving a high quality environment also involves the identification and management of environmental issues arising during construction work such as noise, dust and movement of construction traffic. The City Council's Code of Construction Practice and Environmental Inspectorate will be used to monitor construction activities.
- 5.73 The City Council's policies in relation to the preservation and enhancement of historic buildings, high buildings, the design of new buildings and townscape and enhancement and preservation of the Canal are set out in Chapter 10: Urban Design and Conservation. Applicants should refer to these policies paying particular attention to the policies on high buildings, new buildings and canalside development. Applicants should also refer to the City Council's supplementary guidance: 'Planning Guidelines on Canalside Development and Moorings', 1991.
- 5.74 To encourage more use of the Canal, new public routes to the Canal Basin, or improvement to existing routes will be required in all developments. Provision of a minimum 18 hour (6am to midnight) public access route around the Basin will also be sought as a long term goal and will be subject to agreement with British Waterways and the City Council. The City Council recognises that mixed use development around the Basin has the potential for problems related to noise and amenity impacts and these will need to be appropriately managed. British Waterways will be encouraged to draw up a strategy for the use and management of the Canal waterspace in agreement with the City Council.

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- 5.75 The City Council will also encourage uses which complement the amenity of the canalside and will require that buildings and townscape next to the canal to respect its character and enhance its environment.
- 5.76 Generally all new pedestrian routes and open spaces should be designed to be safe, convenient and interesting routes, providing links between the PSPA and nearby residential areas, new and existing public open spaces, and public transport interchanges. In planning these routes and spaces, in addition to access to buildings and transport interchanges, the City Council will ensure maximum public access for all including those with disabilities (See policy DES 1). Clear connections should be made between new developments and existing residential areas and major centres of activity such as Paddington Station and St. Mary's Hospital.

### **Reasons**

- 5.77 The PSPA is a major opportunity to develop proposals which show best practice in environmental quality. The scale of the development opportunities and absence of conservation area status also allows developers greater scope to promote innovative designs and building methods. PSPA policies promoting mixed use and integration with public transport are also important in achieving sustainable development.
- 5.78 The Paddington Basin of the Grand Union Canal runs through the Special Policy Area linking a number of the major sites, and is a physical focus for the area, a significant recreational resource and a pedestrian route. It is an important asset in terms of its character and amenity value.
- 5.79 Given the scale of the proposals and the importance of the SPA to the City, all schemes will be expected to be of the highest quality in terms of architectural design, townscape and materials.
- 5.80 Proposals will also affect areas immediately outside the boundary of the PSPA. This includes for example: North Westminster Community School and Dudley House at North Wharf Road, and properties on Praed Street, Eastbourne Terrace and Chilworth Mews. In considering proposals the City Council will ensure that the physical layout, traffic generation, parking and servicing and environmental impacts are co-ordinated with immediately adjacent areas.

## **RETAINING AND IMPROVING ST. MARY'S HOSPITAL FACILITIES**

### **Aim**

- 5.81 To retain and improve the St. Mary's Hospital facilities and the Imperial College of Science and Technology and School of Medicine, within a co-ordinated strategy incorporating new hospital development and the reuse and/or redevelopment of land and buildings no longer needed for hospital use.
- 

### **POLICY PSPA 7: RETAINING AND IMPROVING ST MARY'S HOSPITAL FACILITIES**

#### **The City Council will :**

- (A) Support the retention, improvement and redevelopment for health service uses of hospital facilities, while taking account of their impact on surrounding (existing and proposed) residential, community or commercial and industrial activities.**
  - (B) Support the principle of redevelopment or re-use of land and buildings which become surplus to hospital and health service uses, provided that this forms part of an agreed co-ordinated strategy incorporating proposals for the retention and improvement of the hospital.**
  - (C) Ensure that redevelopment of the western part of the St Mary's site addresses the relationship to Paddington Station, where a new pedestrian link between the two should form part of any redevelopment proposals.**
  - (D) Ensure redevelopment/extension of health services takes account of local needs for primary health care facilities either on site or within Westminster as part of overall development.**
-

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### Policy application

- 5.82 The aim of the NHS and Imperial College has for some time been to concentrate hospital, teaching and research facilities on to the main St. Mary's site. The strategy being pursued is to secure finance towards new hospital development from the re-use and redevelopment of land no longer required for hospital use.
- 5.83 A planning brief (January 2001) has been prepared for the site to provide more detailed guidance on the development of the site and policy impacts.
- 5.84 Proposals for the improvement and redevelopment of the St. Mary's Hospital site should be based on a comprehensive strategy for the whole site. This should encompass a clear strategy for the retention and improvement of the Hospital, identifying sites for new hospital buildings, buildings to remain in health service use, and land and buildings which would become surplus to health service uses and available for redevelopment or re-use for other uses.
- 5.85 The demolition of the Grade II listed Mint Wing within the hospital has been previously accepted but only on the basis of achieving the good planning of the site and pedestrian access to Paddington Station. See the St Mary's Hospital Draft Planning Brief for further details. Appropriate conditions ensuring that such pedestrian access to the station will be provided will be applied to any future proposals to demolish the Mint Wing.

### Reasons

- 5.86 St. Mary's Hospital will be the sole remaining acute care hospital in Westminster (following the implementation of the University College London Hospitals NHS Trust proposals to bring together their services on one site with the consequent closure of the Middlesex Hospital). It provides a full range of acute services and accident and emergency care serving both the local population and a large number of commuters and visitors to central London. It is also a major teaching hospital linked to the Imperial College's School of Medicine, and provides a range of specialist services.

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### **B. North West Westminster Special Policy Area (NWWSPA)**

#### **Introduction**

- 5.87 The North West Westminster Special Policy Area (NWWSPA) is shown on Map 5.2. It covers the Queens Park, Harrow Road, Westbourne and part of Bayswater wards of the City, an area with 41,000 residents, or 19% of the City's population (GLA ward based population estimates 2006). The area adjoins the Paddington Special Policy Area. The principal aim of the designation this SPA is to foster local regeneration and employment opportunities and improve the environment.
- 5.88 In April 2000 the City Council commissioned the North West Westminster Planning Study. The study covered all areas east of Edgware Road and north of Bayswater Road and established the social, economic and physical profile of the wider north west Westminster area. It examined the effectiveness of existing planning policies and suggested possible areas for further policy development. In line with advice and best practice wide-ranging public consultation was an integral component of the study.
- 5.89 A key finding of the study was the concentration of socio-economic and physical issues in the area now defined as the NWWSPA, and the need to address planning and regeneration policy as it affects this distinctive area. This was in contrast to other parts of the study area, which were not seen to require a policy context any different from the rest of the City outside the CAZ.
- 5.90 Based on the findings of the study the City Council has, therefore, designated a North West Westminster Special Policy Area and has formulated policies to address the problems and issues found in the area. Elsewhere in the Plan existing policies have been modified, where appropriate, to take account of the special circumstances in the NWWSPA. This applies particularly to the Housing, Commerce, Shopping and Services, and Tourism, Arts, Culture and Entertainment Chapters.

#### **Strategic Context**

- 5.91 Strategic policies for the North West Westminster Special Policy Area are in Part 1. These provide the framework for the detailed policies in this section of the chapter. Particularly important are STRA 9 which deals with the NWWSPA and also STRA 5, STRA 6 and STRA 7.

#### **The North West Westminster area**

- 5.92 A detailed overview of the demographic, social, economic and physical characteristics of the area is set out in the North West Westminster Planning Study and this will be used as supplementary guidance in

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justifying these new policies. In summary, however, relative to the rest of the City, North West Westminster can be characterised as an area that:

- a) has seen much new housing development and rapid population growth
- b) is ethnically and culturally diverse
- c) has high levels of deprivation
- d) has high levels of unemployment
- e) has low levels of home and car ownership

5.93 The railway, Harrow Road, Westway and Grand Union Canal are significant boundaries and help to define the character and partly dictate how the area functions. There is a core of retail uses mainly along the Harrow Road with some smaller centres elsewhere and a variety of community facilities and open spaces. These serve a number of mainly residential neighbourhoods. Whilst the environmental quality of many parts of the area is good, that of the Harrow Road corridor is poor, and is seen to be holding back investment in the area. The North West Westminster Planning Study identified six key issues requiring a policy framework:

- 1) Delivery of regeneration and economic development initiatives:** The need to promote regeneration and economic development and to encourage the participation of residents, businesses and the voluntary sector in the regeneration process
- 2) Business development & training:** The need to facilitate and encourage business development appropriate to the area and to support the development of skills appropriate to the opportunities provided in growth sectors
- 3) Environmental improvement and management:** Improving the environment and management of key areas in order to build business and community confidence and improve safety and security
- 4) Shopping frontages:** The need to strengthen and where necessary, to concentrate retail frontages to ensure the future viability and vitality of shopping centres and encourage the diversification of retail uses. There is also a need to facilitate the possible use of redundant shop premises outside the main shopping centres for business enterprises that can add to the character and function of the area and create employment opportunities
- 5) Housing and community facilities:** The need to facilitate the provision of a mix of housing tenures and a range of related community facilities, which facilitate the establishment of sustainable neighbourhoods
- 6) Movement and parking:** The need to improve the pedestrian environment, facilitate the use of alternative transport such as cycling and public transport, and ensure more targeted approaches to parking which address the requirements of both residents and

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businesses and the need to promote sustainable development objectives.

### **General approach to planning in the NWWSPA**

- 5.94 The aim of the NWWSPA is to address these issues in so far as they can be affected by land use policy. Whilst this policy designation focuses on encouraging opportunities for new economic development and the regeneration of the area; the area will remain essentially residential in character. As with the rest of the UDP, the acceptability of any new non-residential development will be dependent on the impact on residential amenity. Policies are generally criteria based to allow assessment of these potential impacts. The policies for the NWWSPA will be applied in conjunction with other policies in the Plan.
- 5.95 In promoting regeneration, and in assessing development proposals, the City Council will work in conjunction with other agencies having an impact on the area, such as the Paddington Development Trust, the Health Authority and, the Local Strategic Partnership, as well as local businesses, residents and the voluntary sector.

### **Housing and Employment uses**

- 5.96 In order to foster economic growth, within the NWWSPA, the priority in any development opportunity will not, therefore, automatically be for new housing. Small-scale housing development will be acceptable, but on larger sites a mixed-use approach, possibly including housing, is preferred. Existing small-scale employment uses in the area are protected from redevelopment under policies COM 4 and COM 10.
- 5.97 Also, unlike the rest of Westminster, within the NWWSPA the loss of existing residential accommodation may be acceptable in certain instances. For example, the change of use of residential above existing and former shop premises to commercial/business use - where the regenerative benefits are deemed to be sufficiently great.

### **Hotels**

- 5.98 New hotel development can also contribute to the regeneration of the area but must be carefully controlled so that any potential impact on residential amenity is minimised. Policy TACE 2 sets out the criteria for their acceptability.

### **Shopping**

- 5.99 Some shopping frontages in the Harrow Road which were formally protected in the adopted UDP (1997) have been de-designated. These 'de-designated' frontages represent key opportunities for business development. Accordingly the City Council will resist their conversion to residential use and they are therefore an exception to Policy SS 9. In the revised District and Local Centres, Policies SS 6 and SS 7 apply.

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These allow for changes to the types and mix of retail and service outlets and entertainment uses (See policies TACE 8 – 10).

- 5.100 Office uses will be acceptable on upper floors above shop units. Residential uses on upper floors, which often have the potential to provide lower cost housing, will also be acceptable.

### **Entertainment uses**

- 5.101 New entertainment uses such as restaurants, pubs, music and entertainment venues could play a role in the regeneration and economic development of the area. The number of A3 uses in the Harrow Road District Centre, for example, is low in comparison with similar centres elsewhere in Westminster. Because these uses, depending on their type and size, can have very detrimental effects on residential amenity it is their effect on residential amenity that will be the deciding factor in whether they are acceptable. Therefore the locations where proposals for such uses are likely to be more favourably considered are in the Harrow Road District Centre and Harrow Road East Local Centre, subject to policies SS 6 and SS 7. All proposals will be assessed against policies TACE 8-10.

### **Social and Community uses**

- 5.102 Additional social and community facilities, such as for health, education or play together with meeting places and open spaces will be encouraged in new developments (see policies SOC 6 and ENV 15).

## **NEW BUSINESS DEVELOPMENT**

### **Aim**

- 5.103 To protect existing and encourage new business development throughout the area.

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### **POLICY NWW 1: SMALL-SCALE BUSINESS DEVELOPMENT**

**A) Planning permission for the loss of existing small-scale business uses will not be permitted within the NWWSPA where the existing use meets local employment and service needs and has no adverse impact on residential amenity.**

**B) New small-scale business uses will be granted planning permission where this has no detrimental impact on residential amenity. Such uses will be encouraged as part of mixed-use proposals.**

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### Policy application

- 5.104 Opportunities for small-scale employment related development may occur throughout the NWWSPA. Small-scale is defined as less than 250 sqm, and business uses include office, light industrial and other business development within the B1/B8 Use Class. Existing business uses which provide local employment and services and do not cause adverse impacts on residential amenity will generally be protected.
- 5.105 Larger scale business developments may also be appropriate in certain locations. The key to their acceptability is their affect on residential amenity. Proposals should have regard to their affect on:
- a) the character of the area in terms of their design and function, including advertising and signage
  - b) noise and vibration, including external plant and smells
  - c) parking, traffic and servicing requirements
  - d) waste storage and collection
  - e) late night activity
  - f) the quality of the streetscape
- 5.106 The Harrow Road contains certain shopping frontages which are designated as District and Local Centres, to which policies SS 6 and SS 7 apply. Outside these Centres, the shopping function is generally in decline. This particularly applies to certain frontages designated in the 1997 Adopted Unitary Development Plan as main or mixed shopping frontages. These shopping frontages have now been 'de-designated'. They are shown on map 5.2 and include:
- a) 324-334 Harrow Road
  - b) 374-414 Harrow Road
  - c) 431-487 Harrow Road
- 5.107 These shopping frontages are particularly suitable for a range of uses, including business development and live/work units. On these de-designated frontages business/commercial accommodation at basement, ground and upper floors would be suitable - subject to the potential impact on residential amenity and traffic and servicing requirements. In these areas proposals larger than 250 sqm will be viewed positively, subject to the amenity/servicing issues listed in paragraph 5.103.
- 5.108 Commercial uses above existing ground floor shops in the District and Local Centres will also be acceptable in principle – subject to the potential impact on residential amenity, traffic and the servicing requirements and retail viability of shops within the Centres.

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### Reasons

- 5.109 The protection of existing business uses will help to maintain local employment and services for local residents and contribute to the regeneration of the area.
- 5.110 A variety of small business developments will help to meet identified demand for local employment opportunities and encourage a greater level of mixed-use development throughout the area. Appropriate new uses for vacant and marginal shop-type premises on the edges of District and Local Centres will also enhance the overall environmental quality and viability of the whole area.

### LARGE-SCALE MIXED-USE DEVELOPMENT AND WINDFALL SITES

#### Aim

- 5.111 To ensure land remains available for non-housing development.
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#### POLICY NWW 2: LARGE-SCALE MIXED-USE DEVELOPMENT

**Within the NWWSPA, on sites larger than 0.25ha, planning permission will only be granted for mixed-use schemes, including community facilities; provided that this will not unduly affect the amenity of any surrounding residential areas. The housing component of such schemes should not exceed 50% of the total floorspace.**

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#### Policy application

- 5.112 Key sites in the NWWSPA are shown on Schedule 1 or Schedule 2, depending on their classification, and on the Proposals Map. They include:
- a) Westbourne Green
  - b) Paddington New Yard
  - c) Westbourne Park Bus Garage (use of bus garage to be retained)
- 5.113 Proposals for these sites could include small-scale business or industrial buildings or hybrid high technology uses, artists' studios and workshops. The provision of arts and cultural uses, sports and play facilities, and multi-use community facilities including meeting space, open space, education, health and other public services will also be considered.
- 5.114 These sites also represent opportunities for prominent, well designed developments that can make very significant contributions to improving

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environmental quality and increasing business and community confidence in the wider area. The City Council in conjunction with local community, business and regeneration interests will draw up planning briefs where appropriate to guide development. These will set out, in more detail, the appropriate uses and constraints for each of these key sites and any others that may become available. Within the NWWSPA, planning briefs have been prepared for Paddington New Yard and adjoining land (May 2005) and Westbourne Green (February 2004).

### Reasons

- 5.115 North-west Westminster has been subject to large amounts of new housing development. This has had the twin effect of increasing pressure on existing facilities, whilst removing opportunities for other forms of development. Any remaining significant new sites that become available should, therefore, aim to provide a range of uses appropriate to the needs of the area.

## TOWNSCAPE AND PUBLIC REALM ENHANCEMENT

### Aim

- 5.116 To improve the overall townscape and public realm of the Harrow Road.
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### **POLICY NWW 3: TOWNSCAPE AND PUBLIC REALM ENHANCEMENT**

**The area shown on Map 5.2 is defined as a townscape and public realm enhancement area. The City Council, in conjunction with local regeneration agencies and the local community, will bring forward an enhancement strategy for the improvement of this area. Development proposals within this and the wider area of the NWWSPA will be expected to contribute to this strategy.**

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### Policy application

- 5.117 Where appropriate the City Council, in conjunction with local regeneration agencies, the local community and businesses, will bring forward an enhancement strategy for the improvement of the public realm enhancement area shown on Map 5.2. This will cover all aspects of the design and management of the public realm and the contribution of adjoining buildings, public art, traffic management and parking. It includes the District Centre and the two Local Centres and contains key sites and buildings such as the Prince of Wales Junction and Westbourne Green.

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- 5.118 Policies STRA 7: Planning Obligations and Benefits, SS 14: Environmental Improvements and DES 1: Principles of Urban Design and Conservation are also relevant.

### Reasons

- 5.119 Town centre 'Health Checks' were carried out for the Harrow Road District and Local Centres in 1997 and, as part of the NW Westminster Planning Study, were updated in 2000. These indicated that in 1997, in terms of environmental quality, based on the attractions and amenity of the areas; the District Centre ranked 25<sup>th</sup> out of the 29 non-CAZ centres in Westminster. In 2000 its individual rating was lower still. The retail health of the two Local Centres remained stable between 1997 and 2000 but their overall environmental quality remained poor. Further checks were carried out in 2002, and the Harrow Road District Centre was ranked 6<sup>th</sup> out of the 7 District Centres in Westminster. In terms of its vitality and viability and general economic health this centre is considered to be 'in decline'.
- 5.120 In part, this assessment is based on the range of retail, entertainment and cultural facilities available, which are subject to market demands. It is also related, however, to physical and management issues including cleanliness, condition and quality of public areas, quality of buildings, quality of street furniture, lighting and security measures.
- 5.121 Enhancement proposals, in conjunction with the policies for the NWWSPA, have the potential to improve environmental quality, raise community involvement and business confidence, reduce crime and fear of crime and help underpin the regeneration of the area. This initiative also fulfils a number of objectives within the City Investment Programme of Civic Renewal, including the suitable development of the retail stock and improvements to the public realm; and providing an area based improvement programme which takes an holistic approach to the existing streetscape.
- 5.122 Consultations across a wide range of groups, carried out as part of the North West Westminster Planning Study, clearly identified environmental improvements to the core Harrow Road area as a key component underpinning the regeneration of the area. The District Centre was seen to lack, and need, clear definition as a 'town centre'. The Prince of Wales Junction is seen as the key nodal point in reinforcing this. The Local Centres are also important local hubs of activity which would benefit from environmental improvements.

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