CITY PLAN 2019 – 2040

INFORMAL CONSULTATION DRAFT, NOVEMBER 2018

City of Westminster

FOREWORD

City Plan 2019–2040, first and foremost, is a plan for people. It sets out to deliver an ambitious strategy to make Westminster one of the best places to live, work and play. Not just in London or the UK, but globally.

Although this plan projects us forward to 2040, the transformation starts now. Being a city where people want to live is at the forefront of our agenda. Whilst a quarter of all homes in Westminster are social rented – a statistic of which we are very proud – we have a pressing need for new, affordable homes. Regeneration of key areas such as Victoria and Paddington, and the north west of the borough, will invigorate both our residential and business capabilities.

It's absolutely vital that development must never be at the expense of our heritage. Our new neighbourly development policy will make sure planning for Westminster is about conservation not preservation, and building tomorrow's heritage today. Our iconic landmarks and areas of Outstanding Universal Significance form a stunning backdrop where people build lives, forge careers, and make memories. We have identified 'specialist clusters' to be protected; places whose character adds significantly to London's global appeal, such as Soho, Mayfair, Harley Street and Savile Row.

Sustainability must drive everything we do. This strategy defines what we need to achieve and how innovative planning and design will achieve it. Greener living must inform the choices we make – sometimes literally.

Soft landscaping and streets lined with trees, bring natural beauty and mitigate against the harmful effects of CO_2. A stunning city encourages walking and cycling, bringing further environmental benefits.

With higher rents and changing patterns of how people shop, bold action will ensure London's West End remains the jewel in our commercial crown. This strategy sets out a game-changing Central Activities Zone (CAZ) to deliver a world-class leisure experience. We're investing £50 million each year for the next three years in the Oxford Street District, with more than 90 different projects proposed across 85 separate locations. A major new public piazza on Oxford Street will be a place where pedestrians come first, as Westminster becomes a truly walkable city.

As we set out to create our city of the future, there is one question that should be at the forefront of our minds in every development we undertake: Will this be an asset to people's lives? If we can answer this positively every time, the Westminster of 2040 is one we will all want to be a part of.

Councillor Richard Beddoe
Cabinet Member for Place Shaping and Planning
Westminster City Council

HOW TO USE THIS PLAN

City Plan 2019 – 2040 is a statutory development plan. It sets out Westminster City Council's strategy for the city's development, and the policies which will be used in determining planning applications[1].

You should use this plan if you are submitting, assessing, or commenting on applications, or if you simply want to find out more about the policies for your area.

Step 1: Starting with the Vision and Context sections will give you an overview of our ambition for Westminster 2040.

Step 2: The Spatial Strategy section shows the main areas for growth and change in the city.

Step 3: By referring to the 'Policies Map', which accompanies this plan, you'll find the policies that relate to your area of interest and 'key development sites'.

Step 4: Some policies in the plan deal with different types of use. This helps to determine whether that use is appropriate or not.

Westminster City Council also produces Supplementary Planning Documents (SPDs). These are published on our website and provide more detailed guidance which should be taken into account when designing developments and determining planning applications.

Appendix 1 provides further guidance on the types and scale of use that we'd expect to see on these sites.

Appendix 3 identifies our strategic policies and will be particularly helpful to anyone involved in creating, or commenting on, neighbourhood plans.

1 Under section 38(6) of the Planning and Compulsory Purchase Act 2004 planning decisions should be taken in accordance with the statutory development plan unless material planning considerations indicate otherwise.

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CONTEXT

Westminster Timeline

50AD

Founding of London (Londinium)
The Roman Governor of Britain (Ostorius Scapula) gives orders to build a permanent base on the North Bank of the Thames.

43AD

First London road network
Roads built in the first phase of Roman occupation (43–68 AD) connected London with the ports used in the invasion, and with the earlier legionary bases at Colchester, Lincoln, Wroxeter, Gloucester and Exeter. As Roman influence expanded, so did the network, until around 180 AD when the known network was complete.

460

The Roman army leaves Britain and London is abandoned

1839

Trafalgar Square construction
Trafalgar Square's name commemorates the Battle of Trafalgar, a British naval victory in the Napoleonic Wars with France and Spain that took place on 21 October 1805 off the coast of Cape Trafalgar, Spain.

1746

First detailed map of London
John Rocque created the first detailed map of London. His 1746 map includes every named court and alleyway. It shows a much smaller city, with areas like Bloomsbury and Marylebone largely undeveloped.

1703

Buckingham Palace is completed

1666

Great Fire
The Great Fire of 1666 destroyed four-fifths of the City of London and more than 13,000 medieval, Tudor and early-17th century buildings were lost.

1090

Westminster Abbey opens

1016

Houses of Parliament are built

600

The Saxons create a new town at Covent Garden

1851

Royal Parks become public
Royal Parks become public parks with the introduction of the Crown Lands Act 1851.

1860

Victoria station opens
Victoria station opened by, Victoria Station and Pimlico Railway.

1863

London Underground opens
The opening of the London Underground in 1863 cut distances and enabled residents to leave the crowded city centre for more spacious suburban developments.

1865

Bazalgette's sewer works
The system was opened by Edward, Prince of Wales in 1865, although the whole project was not actually completed for another ten years.

1928

1928 Thames flood
The 1928 Thames flood was a disastrous flood of the River Thames that affected much of riverside London on 7 January 1928. As a result 14 people died and thousands were made homeless.

1947

Town and Country Planning Act 1947
The Town and Country Planning Act 1947 came into effect on 1 July 1948, and along with the Town and Country Planning (Scotland) Act 1947 was the foundation of modern town and country planning in the UK.

1940

Blitz
During the Blitz two million houses (60 per cent of these in London) were destroyed resulting in redevelopment and the emergence of council estates being built.

1930

Retail development of Oxford Street
A plan in John Tallis's London Street Views, published in the late 1830s, remarks that almost all Oxford Street was primarily retail. John Lewis started in 1864 a small shop at No. 132, while Selfridges opened on 15 March 1909 at No. 400. By the 1930s, the street was almost entirely retail, a position that remains today.

1965

Westminster's current boundary
The borough as we know it today was created with the 1965 establishment of Greater London. Upon its creation, it inherited the city status previously held by the smaller Metropolitan Borough of Westminster from 1900, which was first awarded to Westminster in 1540.

1969

Beatles immortalise Abbey Road
As a result of its association with The Beatles, since 1969 this part of Abbey Road has been featured on the London tourism circuit. In December 2010 the crossing was given Grade II Listed Building status by English Heritage.

1970

Westway dual carriageway opens

2002

Golden Jubilee Footbridge joining Embankment to Southbank opens

2012

London Olympic Games

2028

Expansion of Heathrow Airport
The expansion of Heathrow Airport is planned to be completed in 2028, which will create a third runway and a sixth terminal increasing the airport's capacity and the number of passengers travelling to and from the airport.

2023

Thames Tideway Scheme
The Thames Tideway Tunnel is currently under construction and will be a 25 km tunnel running mostly under the tidal section of the River Thames through central London, which will provide capture, storage and conveyance of almost all the combined raw sewage and rainwater discharges that currently overflow into the river.

2019

Elizabeth Line
A large portion of the line, between Paddington in central London and Abbey Wood in the south-east, is due to open in Autumn 2019.

2019

Brexit
The withdrawal of the UK from the European Union is scheduled to occur on 29 March 2019.

Stretching just over eight square miles, Westminster is one of London's largest central boroughs and one of only two to have city status.

We are home to many of the landmarks synonymous with 'tourist London'. We have some of the most affluent residential areas in the country, but a diverse demographic means also some of the most deprived (see Figures 1 and 2). Ours is a densely populated borough, with 114 people per hectare; almost double the London average of 56[1].

1 ONS, Population Estimates 2017

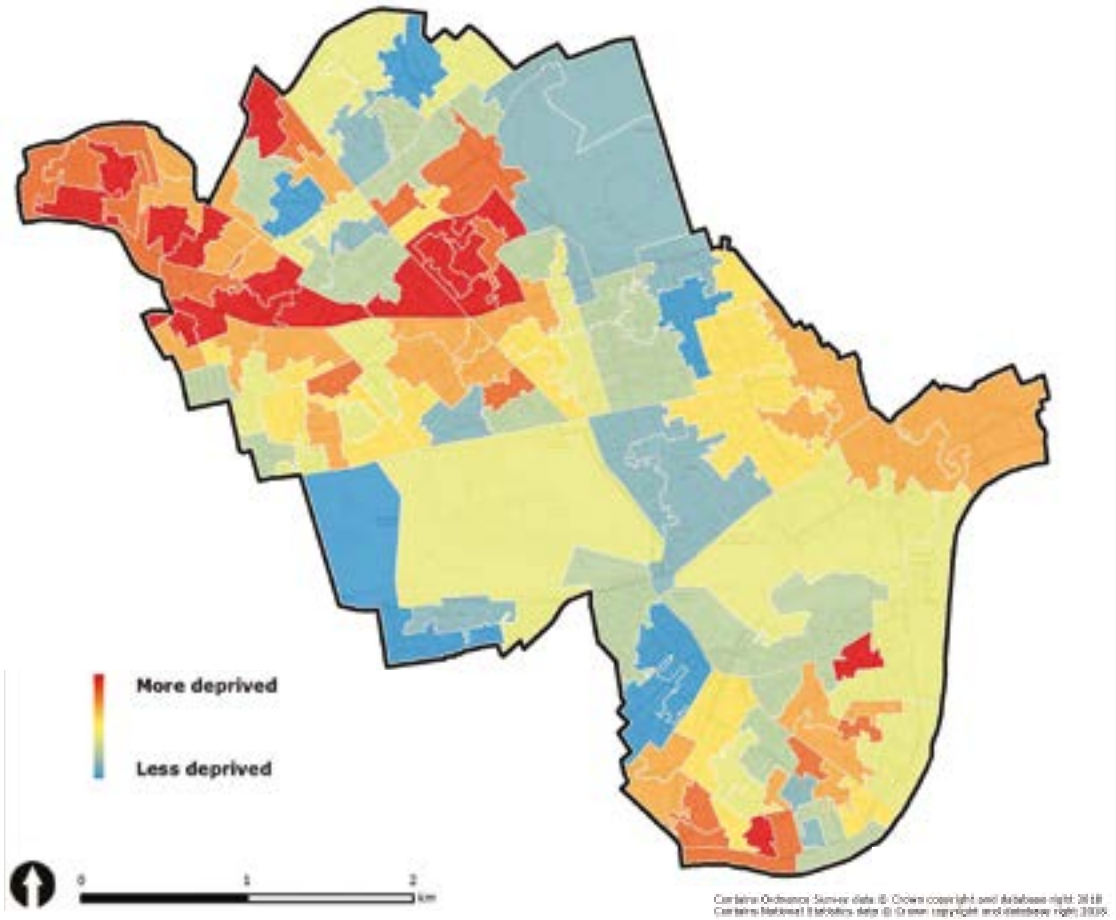


Figure 1. Levels of deprivation in Westminster

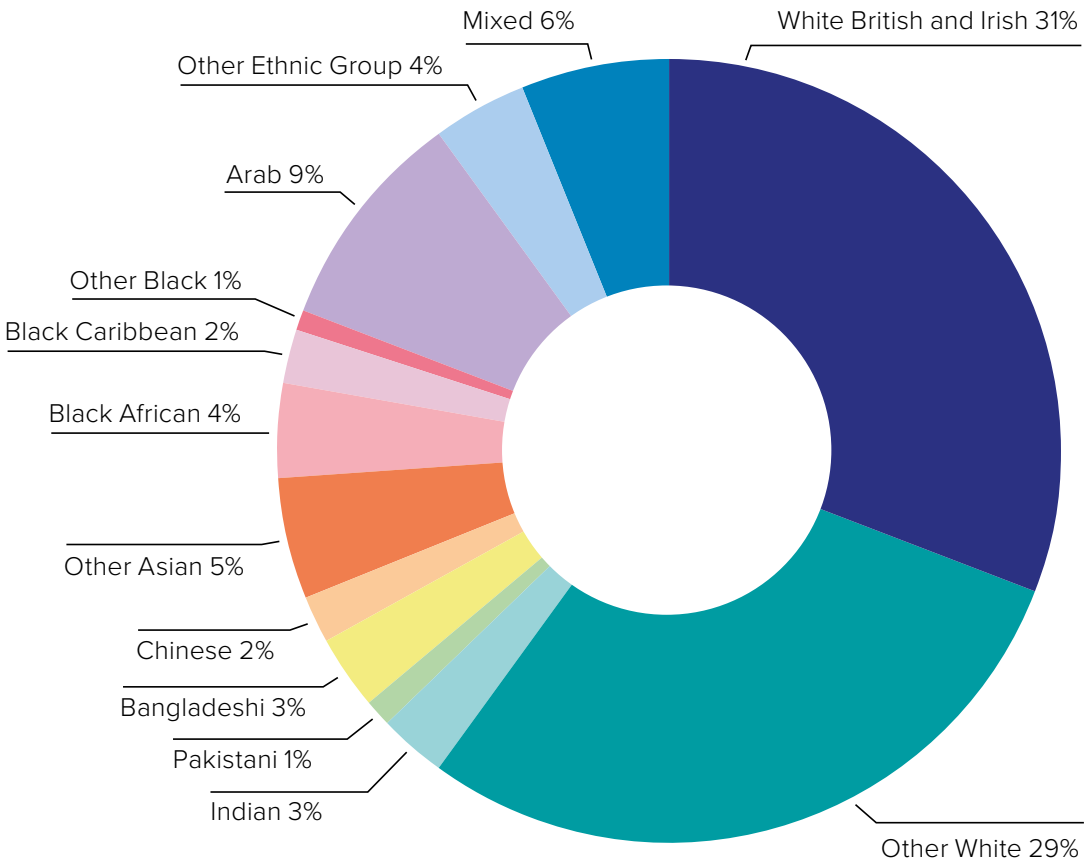


Figure 2. Westminster's ethnic mix

The average household income in Westminster is £52,199, yet the median house price was £1,054,400 in 2017. That's nearly two times higher than London as a whole, and almost five times higher than that of the UK[2]. Rental property prices now top the £3,000-a-month mark. Lack of intermediate housing stock means that less than 2% of homes are available, for people who can't afford to rent on the open market, but are ineligible for social housing – creating a unique problem.

This is an issue further compounded by a growing population. Projections from the GLA estimate that Westminster's population will increase by 7% by 2030 and to an unprecedented 13% by 2043[3], creating an unsurpassed need for new, affordable housing. We have identified existing housing estates which are in need of renewal – Church Street, Ebury Bridge and Tollgate. The renewal of these estates will bring about much needed housing growth and improvements to existing stock. Other housing estates may be identified by the council in future for renewal.

The local housing market assessment[4] has identified the need for 217 intermediate homes across both tenures including 107 social homes each year. City Plan 2019 – 2040 looks to support innovation and delivery, with an emphasis that is people-focussed. It is essential that affordable doesn't mean inferior quality, but enhances the quality of life of life for those who live here.

2 Average Property Price, Land Registry 2017

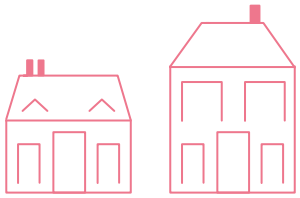
3 Source: https://data.london.gov.uk/gla-population-projections-superseded-custom-age-tables/

4 Wessex Economics 2014, updated in-house 2017

Housing

121,000 households with **31%** owner occupied, **40%** private rented, **26%** social rented and **3%** other tenure

Median property price **£1,054,400**



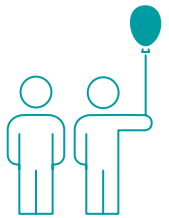
Incomes

Average household income: **£52,199**

Population

247,600 including **44,200** children

Population increases to **1.1 million** workers with the influx of workers, shoppers and tourists in the day time



We have limited land resources, but almost limitless demands. Space is at a premium so we have to ensure its most effective use. Equally, we must be sympathetic to our heritage. We have more than 11,000 listed building in 56 Conservation Areas, which cover 78% of our city. The Palace of Westminster is one of the most iconic and significant buildings in the world. A Restoration and Renewal Programme has been established to tackle the significant work that needs to be done to conserve the heritage of the Palace of Westminster and ensure it can continue to serve as home to the UK Parliament in the 21st century and beyond. The Palace of Westminster and Westminster Abbey are World Heritage Sites; this designation conserves not only the architecture, but the setting too, including any impact on views from developments outside the area. Our challenge goes beyond conserving our historical legacy, to one where we have to find ways of developing which enhance it.

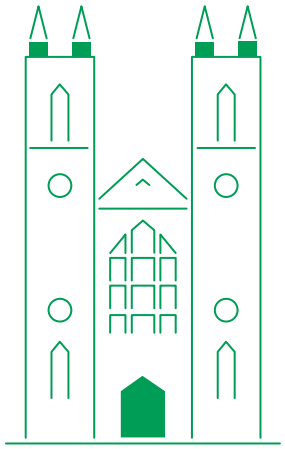
Heritage

11,000 listed buildings and structures including a world heritage site of the Palace of Westminster, **5** royal parks and **19** historic squares and gardens

56 Conservation Areas covering **78%** of the city's footprint

21 Historic Parks

85 London Squares



A vibrant city creates a vibrant economy. Westminster's commercial activity reverberates at a national level. The scale and diversity of our 55,000 businesses is a key factor in our sustained growth. Whilst professional, business and financial industries make up the largest sector, we're also a global hub for creative, cultural and leisure industries. In 2015 Westminster contributed £53.6 billion in GVA; 14.2% of London's total and 3.2% of that of the UK[5].

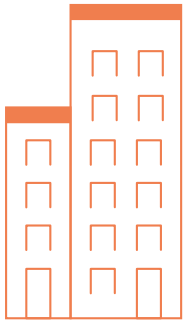
5 Greater London Authority Economics, Current Issues Note 55: Examining GVA in London's local authorities in a London and UK context, 1997-2015 (September 2017)

Economy

Highest economic output of any local authority at **£53.6 billion** per annum

Largest night time economy in the UK, generating **£3 billion** per annum towards the UK's economic output

754,000 jobs



Employment by Sector

38%	Professional, business admin, finance
10%	Property services
9%	Retail
9%	IT and communications
9%	Arts, entertainment, recreation
8%	Manufacturing, construction, utilities
7%	Accommodation, food services
5%	Public admin, education
5%	Wholesale, transport, storage

The impact of leaving the European Union is difficult to predict, though the GLA estimates that between 2016 – 2041 there will be a need for approximately 75,000 additional office based jobs in Westminster[6]. Over the plan period an increased demand for other commercial spaces, including hotels, retail and leisure developments is also expected, meaning significant additional commercial floorspace of a range of types will be required.

6 London Office Policy Review, 2017: https://www.london.gov.uk/sites/default/files/london_office_policy_review_2017_final_17_06_07.pdf

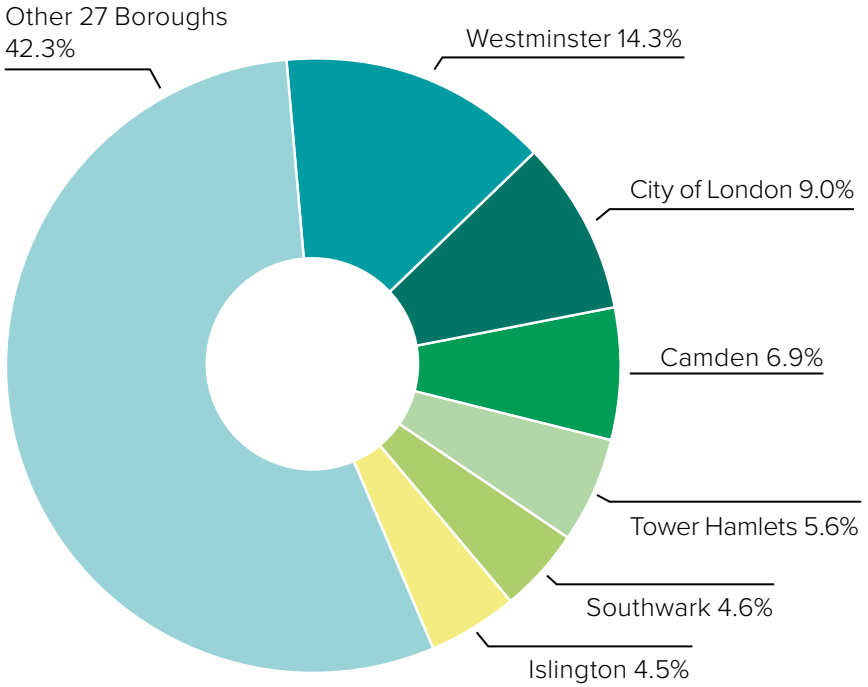


Figure 3: Proportion of London's jobs within each borough 2015-16[7]

7 Business Register and Employment Survey 2015 / 16

Main Airport Links

Luton | Heathrow | Stansted | Gatwick | City

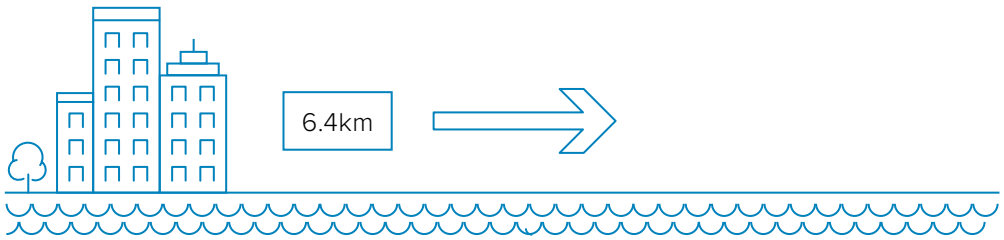
4 Terminal Train Station

Charing Cross | Paddington | Marylebone | Victoria

Elizabeth Line Stations

Bond Street | Paddington | Tottenham Court Road

Canal Frontage



Population density puts pressure on every aspect of our infrastructure. A constant challenge is how our 1.1 million daytime population moves around the city. Increased capacity, more 'joined-up travel', greater efficiency, and more choice is needed to meet increasing demand. We also need to look at more sustainable transport. Regeneration of our waterways, canals and streets to promote greener travel options and encourage walking and cycling are essential if we are to meet our ambitious carbon reduction targets.

The structure of our city is also a major contributor to CO_2 emissions. In the UK, buildings are responsible for around 40% of CO_2 emissions. In Westminster that figure is around 90%; more than double. This not only wastes energy, but amplifies the Urban Heat Island affect. The Mayor of London's target is to reduce emissions by 60% by 2025. This target informs everything we do as we strive towards being a Cleaner Air City.

We have a responsibility to address all forms of pollution. Westminster receives the highest number of noise complaints in London. Light pollution wastes energy, detracts from the character of our Conservation Areas and can negatively impact on health.

The challenges we face are not insurmountable, in fact they afford us the great opportunity create a sustainable city for all. Every action we undertake must enhance the lives of everyone who comes to our city, whether to live, work or visit.

City Plan 2019 – 2040 is a plan for people.

4 river bus terminals

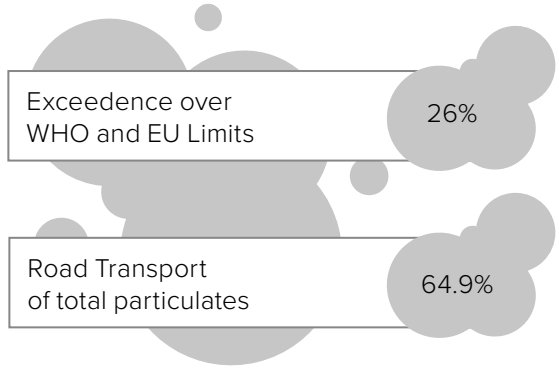
32 underground stations

150 + bus routes

170 cycle hire docking stations

350 km of highway

Air Quality



OUR APPROACH FOR WESTMINSTER

A city where people choose to live or work because it's enriching.

A city that focuses on the needs of our community and beyond.

A city that will be sustainable for generations to come.

City Plan 2019 – 2040 brings together our vision for Westminster.

A vision for homes and communities

Westminster will be a city where people feel they belong to connected and thriving communities.

Affordable housing is at the heart of our vision. Through smart design and innovation we will have created not just enough new homes to meet our housing targets, but more crucially to exceed the expectations of the people who live here.

By 2040, at least 35% of all new homes delivered will be affordable. But that's just part of the story. We need not only to create affordable housing, but the right kind of housing. That means providing the size and type of homes that take into account our changing demographic and the diverse needs of everyone who lives here.

The golden standard is for people of all ages and all abilities to feel safe, and have a sense of belonging and enjoyment. Being able to connect with other people will forge communities, improve well-being, and make social isolation a thing of the past.

We want people to feel connected to nature even though they live in the heart of the city. Initiatives like the regeneration of the Grand Union Canal, and development of the north bank of the Thames will open up even more of the city to a new generation. We want every resident to be within a five minute walk of an open space, so they have the benefits of a healthier life on their doorstep.

Living in Westminster should afford residents the opportunity to live the best life possible.

A vision for a healthier and greener city

Improvements in our air quality will improve our quality of life.

Climate change is changing the way we do things. Design will prioritise sustainable construction materials, with energy-efficiency on an equal footing as aesthetic appeal. We will be a world leader in sustainable design. Specialist attention will be given to retrofitting our historic buildings, so they can take their place in the modern world.

Our city will be characterised not just by our stunning built environment, but also our natural environment. Soft landscaping which weaves

micro-habitats for wildlife into buildings and spaces, whilst helping to mitigate the effects of CO_2. By bringing nature into the city we inspire active travel, as getting around the city becomes a leisure activity in itself.

The move away from petrol and diesel cars towards more energy efficient electric cars is going to be made easier by changes to our roads and more electric vehicle charging points. Reduction in traditional forms of traffic will improve our air quality and considerably reduce our noise pollution. Multiple polluting delivery vehicles won't be clogging up our streets and pumping out fumes, because better, more convenient, options to consolidate deliveries will exist.

By 2040 we will have regained our status as a 'river city', through a complete transformation of the north side of the Thames. A transformation that will bring a whole new dimension to the area, without impacting on the views of the iconic buildings around.

Over the course of the next 20 years Westminster's air quality will improve dramatically.

It will feel like a healthier city because it will be a healthier city.

A vision for the right kind of growth

The very best design, using the most innovative technology will create the heritage of the future.

City Plan 2019 – 2040 sets out a blueprint for how Westminster will enter the next few decades in a strong and competitive position. To do this we need to be adaptable to change, but at the same time conserve the character of a city with one of the world's most iconic skylines.

Growth in the right kind of housing is a huge priority. People want to live here; we need to create the conditions to make that happen. The most notable significant areas of housing growth will be seen in the Victoria and Paddington Opportunity Areas as new thriving streets with new homes and new jobs are created. The north west of the city will see economic regeneration and housing developments in Church Street and Ebury Bridge estate will bring a renewed vitality. A vitality that will resonate throughout the city.

An exciting, more creative approach to retail will offer residents and visitors alike a complete leisure experience. The West End will be the place to go for leisure, because it will offer everything; a place where people can shop, socialise and be entertained. Our high streets will be vibrant hubs of commercial activity, providing the kind of experience that online retailing simply can't compete with.

Soho is unique, and this plan will ensure it stays that way. As an area in our 'special clusters' zone, the focus will be on protecting its vibrant and cosmopolitan character that has made it such a dynamic place to live, work and socialise.

Westminster is a powerhouse of business. Our offices showcase the very best in contemporary design and we continue to attract the most dynamic workforce. By 2040, our business landscape will have grown to create some 75,000 new jobs. We'll be setting the pace for changing working patterns with office space and super digital connectivity allowing for more flexible working, giving people a better work-life balance, and so better lives.

City Plan 2019 – 2040 will cement our reputation as a place where people want to live, work and contribute to our growth.

OBJECTIVES

These objectives all contribute to our commitment to improve the health and wellbeing of the city's residents and workers and to help ensure Westminster is a place we can be proud to hand to our successors. The objectives also contribute to the delivery of three key themes in the council's ambition to make Westminster a City for All: **homes and communities**, **a healthier and greener city**, and **opportunities for growth**. The success of the plan will be monitored against these objectives.

1 Increase the stock of high-quality housing and provide variety in terms of size, type and tenure to meet need and promote mixed and inclusive communities, with a clear focus on affordability and family homes.

2 Enable job growth across a range of sectors vital to the UK economy, and ensure those from disadvantaged backgrounds benefit from the opportunities this presents.

3 Enhance the West End as London's primary retail, leisure, and visitor destination, and ensure our town centres and high streets can adapt to the challenges they face.

4 Broaden the city's cultural offer, while managing the impacts of clusters of uses, and of the evening and night time economies on existing residential communities.

5 Enhance connections by improving options for cycling and walking, prioritising pedestrians, improve interchange between transport modes and incorporate innovative solutions to manage the highway network.

6 Improve quality of life, climate resilience and tackle environmental challenges by protecting, enhancing, expanding our valuable network of parks and open spaces.

7 Improve air quality, minimise noise and other polluting impacts, and reduce carbon and water demands by minimising detrimental impacts from development.

8 Promote quality in the design of buildings and public spaces, ensuring that Westminster is attractive and welcoming.

9 Making sure our neighbourhoods continue to thrive.

10 Make the most of our unique heritage and historic environment, while encouraging innovations in building technology and improving sense of place.

HOMES AND COMMUNITIES

A city with community at its heart.

Westminster is one of London's most densely populated boroughs, with growth set to rise year on year. With this challenge comes the opportunity to transform the lives of the people who live here. This plan is key to that transformation.

By 2040 we will have created enough new homes to exceed our target for affordable homes.

But we're not just looking to build homes, we're looking to build communities.

Communities where every consideration has been given to the people who live there. Safe communities that bring people together. Healthy communities with green open spaces within a five minute walk where people can feel a million miles away from the everyday pressures of city life.

Communities where people can truly enjoy where they live.

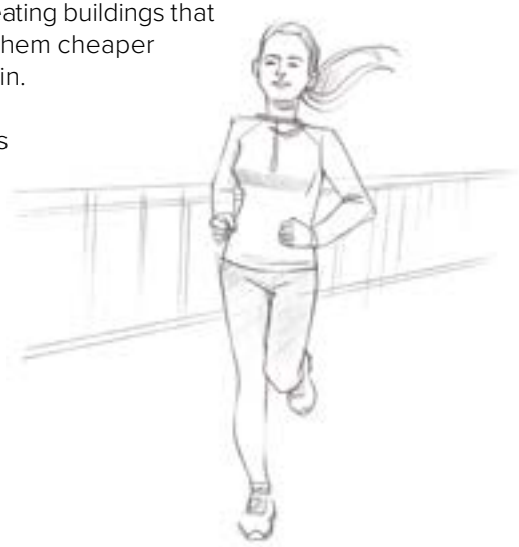
A HEALTHIER AND GREENER CITY

A healthier and greener Westminster.

The greener Westminster of 2040 is already being built. It's one where everything we plan, everything we design, everything we build makes our city a more carbon-neutral, healthier place to live. The policies we set out will help us to deliver exactly that.

It's about those little changes that make a big difference; maximising soft landscaping, planting more trees, being less wasteful. It's protecting our open spaces so people can enjoy healthier, more active leisure time. It's making greener travel the best travel because it's more efficient, more pleasant and costs less. It's creating buildings that are more energy efficient, making them cheaper to run and more comfortable to be in.

It's a city that's greener. A city that's healthier. A city that's better.



OPPORTUNITIES FOR GROWTH

Nurturing growth in Westminster

Growth is the lifeblood of any city. But growth is only possible when that city is a rewarding place to live, work or visit. Here we set out how new developments will help us build on our rich heritage to create an environment where people can enjoy more fulfilling leisure time. Creating more open spaces, making the most of our waterways, and expanding our retail offering.

Ambitious projects to regenerate Victoria, Paddington and the north west of the borough will bring a new vitality.

To sustain successful economic growth, it's not enough just to attract new businesses. We also have to nurture them.

SPATIAL STRATEGY

Building better futures

To respond to our growth we need to develop; the challenge is to maximise our limited space. The West End Retail and Leisure Special Policy will bring at least 3,000 new jobs and affordable new homes. Transforming the north bank of the Thames will create an exciting new buzz.

Opportunity Areas inspire the redevelopment of brownfield land to create new possibilities and deliver the homes and jobs growth the city needs, but always with an eye on what has gone before. Preserving our design, our character, our heritage is paramount. Special Policy Areas like Soho, Harley Street and Mayfair have enhanced protection, as each brings its own unique contribution to our economy. And to us.

This is a Spatial Strategy that looks beyond building a city to building futures.

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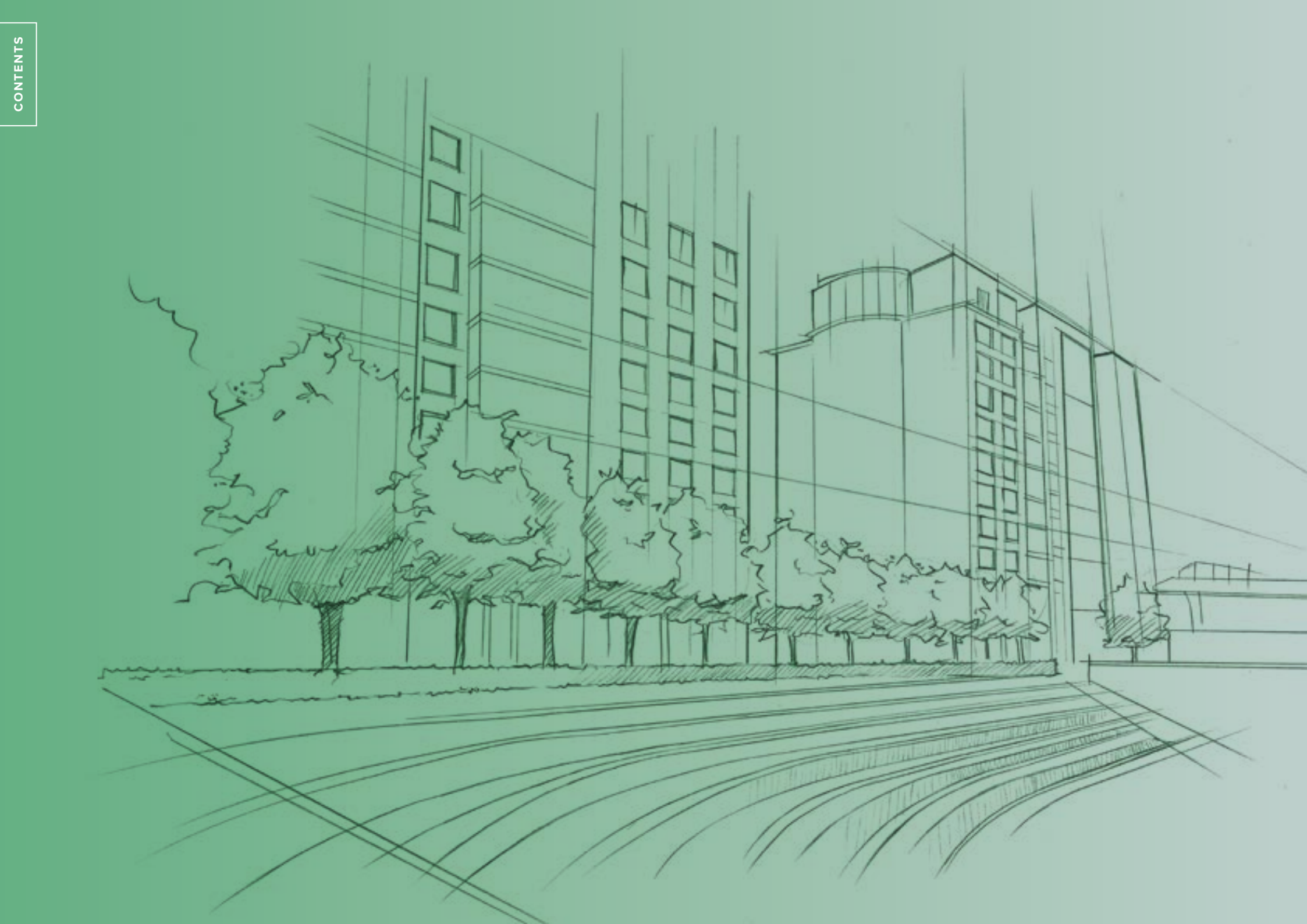


1. Westminster's spatial strategy

Westminster will continue to grow, thrive and inspire between 2019 and 2040 by:

A. Supporting intensification and optimising densities in new development to make the most efficient use of land.

B. Delivering 29,900 homes with 35% of new homes as affordable[1].

C. Halting the loss, and supporting the growth, of a variety of business space to provide at least 75,000 new jobs.

D. Balancing the competing functions of the CAZ as a retail and leisure destination, visitor attraction, global office centre, and home to residential neighbourhoods.

E. Delivering growth through the intensification of the CAZ (including the West End), continued redevelopment within the Opportunity Areas of Paddington, Victoria and Tottenham Court Road, renewal of Church Street / Edgware Road Housing Renewal Area and Ebury Bridge estate, commercial-led regeneration of the North West Economic Development Area and realisation of the potential of our identified key development sites (see Appendix 1).

F. Protecting the character and clusters of uses within the city's most distinct places.

G. Supporting town centres and high streets to evolve as multifunctional commercial areas to shop, work, and socialise.

H. Ensuring sufficient supporting infrastructure is delivered to facilitate growth.

I. Facilitate the delivery of a new North Bank river front destination.

1 https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

1.1 / Growth will be managed to maximise benefits for residents, businesses, workers and visitors. It should make the most efficient use of land while demonstrating a sympathetic response to the natural environment, Westminster's Royal Parks, World Heritage Sites, Conservation Areas and the urban heritage of the city more broadly.

1.2 / The Infrastructure Delivery Plan (IDP) will set out the key infrastructure needed to support growth. It will identify key infrastructure projects, their location, timescale for delivery and funding sources.

Intensification and optimisation

1.3 / Westminster is already very densely developed with highly valued open space and heritage assets which we want to conserve and enhance. To deliver additional growth in the city, it will be necessary to intensify existing developments. This includes optimising opportunities for infill development and extensions to existing buildings, up as well as out. This plan encourages high quality, creative and contemporary design solutions to deliver additional growth.

1.4 / Developers will be encouraged to work together to bring forward coordinated proposals, including combining adjacent sites into larger development opportunities. This approach is likely to offer greater potential to increase the scale and mass of buildings through exemplary design. It will encourage the most efficient use of scarce land, helping to create places better integrated with the surrounding built environment and that work effectively for existing communities and future occupants.

Housing

1.5 / Like the rest of London, demand for new housing across all tenures in Westminster is very high. We have set an ambitious housing target in order to encourage the delivery of housing at the scale of growth the city needs to see. The affordable housing target will ensure that delivery is meeting identified need in the affordable sector, as well as demand from the market.

1.6 / The policies in this plan encourage much more housing development in the city – from support for new types of housing rarely seen in Westminster to embracing innovative designs and an expectation

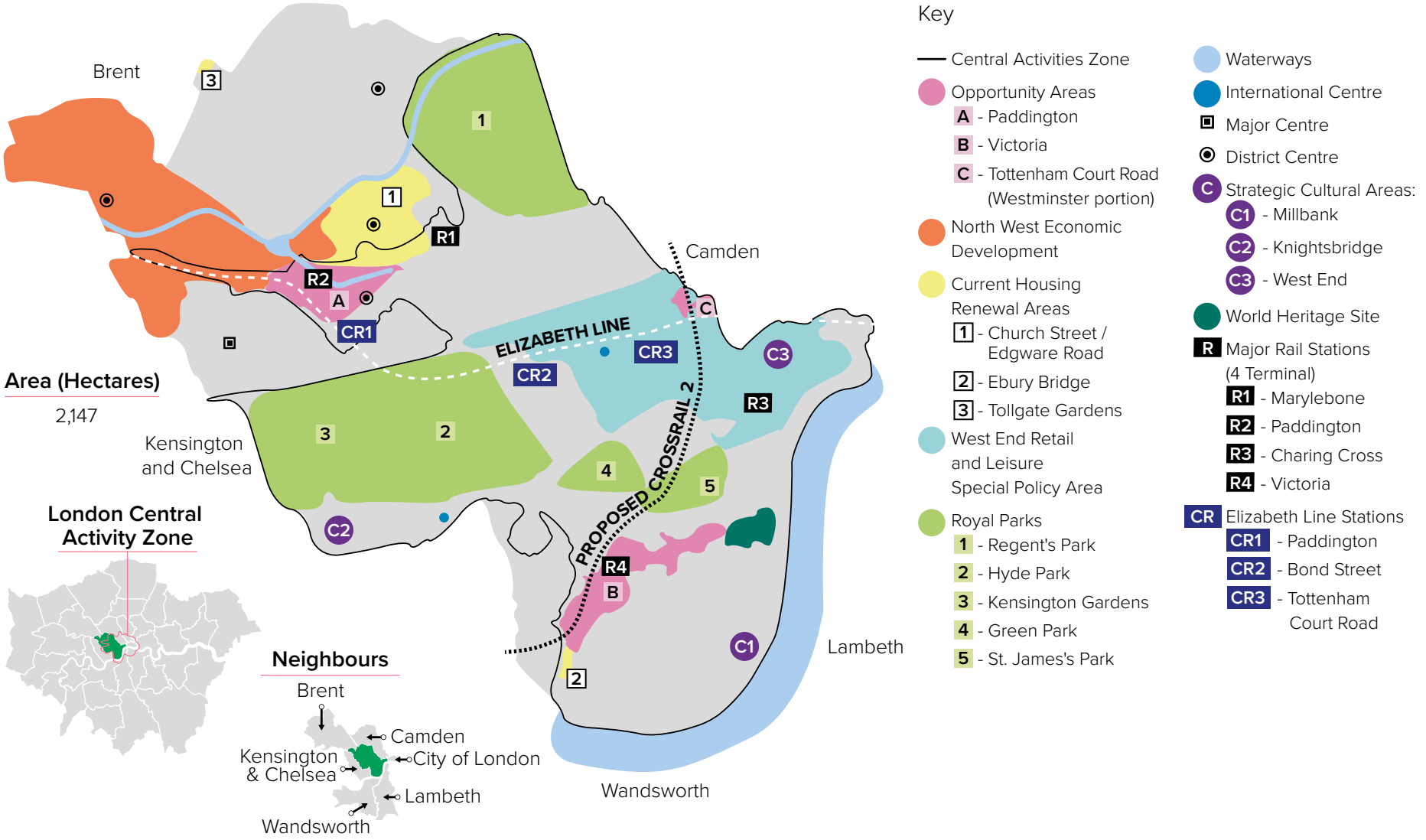


Figure 4. Key Diagram

of higher densities across the city. The plan also enables the delivery of two large housing renewal projects at Church Street / Edgware Road and Ebury Bridge estate. Other estates may be designated by the council for renewal over the plan period.

Employment

1.7 / Employment activity in Westminster is highly diverse, and of vital importance to the wider UK economy. To secure the right conditions for continued economic growth, the past trend of losing business space must be reversed, to facilitate the growth of a range of spaces that meets the needs of modern businesses.

The Central Activities Zone (CAZ)

1.8 / The CAZ is designated through the London Plan, and includes more land in Westminster than any other London borough. It provides a rich mix of commercial uses that contribute to central London's wide appeal, but is also home to a substantial residential population. The future growth and intensification of the CAZ in a manner that balances these competing functions is supported. This includes the protection and intensification of existing concentrations of office uses, and a growth and diversification in retail and leisure activity that protects residential amenity. Additional residential development can also positively contribute to the vibrancy and diversity of the area.

Specialist clusters of uses

1.9 / Aside from the broad, mixed use designation of the CAZ, Westminster also includes some distinct places where the existing character and cluster of specialist uses make a major contribution to London's global appeal. These include:

- Soho Special Policy Area: small scale mixed use including specialist retail, creative industries, cultural and entertainment uses.
- Harley Street Special Policy Area: medical uses.
- Mayfair and St James Special Policy Area: art galleries and luxury / niche retail.
- Savile Row Special Policy Area: bespoke tailoring cluster.
- Portland Place: institutional clusters.

1.10 / West End, Millbank and Knightsbridge Strategic Cultural Areas also provide important clusters of uses. Within these areas cultural uses are afforded protection to retain the character and function of the area.

High streets

1.11 / The evolution of town centres and high streets will be supported to ensure they can respond to the challenges posed by online retailing, and make certain that they remain vibrant hubs of commercial activity which meets the needs of local neighbourhoods, workers, and domestic and overseas visitors.

Infrastructure

1.12 / We will combine developer contributions, secured through the Community Infrastructure Levy and Section 106 planning obligations, with council resources and other public funding streams such as grants in order to maximise delivery of the objectives set out in this plan.

North Bank river front

1.13 / The River Thames is a strategic waterway at the heart of London's origin. It reflects the city's history and its worldwide position. The river is also one of the city's largest spaces and has itself become a tourist attraction. The North Bank is home to some of Westminster's more distinctive buildings and institutions and is also an incomparable platform from where other London landmarks can be observed.

1.14 / We have an ambition to transform the North Bank and create a new destination that reconnects the buzz of the city with its water boundary, where people meet, relax and play while activating public life and contributing to the city's success.

1.15 / We will encourage improvements to the public realm and new and human scale uses that will also promote the cultural and commercial character of the area or even larger-scale new plans if they help activate the river front and contribute to these ambitions.

2. Spatial Development Priorities: West End Retail and Leisure Special Policy Area and Tottenham Court Road Opportunity Area

The intensification of the West End Retail and Leisure Special Policy Area (WERLSPA) over the plan period will deliver the following priorities:

A. Provision of a range of commercial development that secures significant jobs growth.

B. At least 3,000 new jobs and 150 new homes within Westminster's portion of the Tottenham Court Road Opportunity Area.

C. An improved retail and leisure experience that responds to innovation and change in the sector, including the transformation of the Oxford Street District.

D. A diverse evening and night-time economy and enhanced cultural offer.

E. A more co-ordinated approach to managing the area's freight, servicing, and delivery demands.

F. An enhanced pedestrian environment, public realm (including along the North Bank), and network of public transport infrastructure.

G. Protection of the unique character of some of central London's most distinct and iconic places.

2.1 / The West End is a showcase for London on the international stage, attracting visitors from around the world. It provides one of the largest and most diverse concentrations of jobs anywhere in the UK. The nature of commercial activity that takes place in the West End is vital to the UK economy – generating more gross value added (GVA) than the City of London[2].

2.2 / The area contains some of London's most iconic shopping and leisure districts, alongside its role as a global office centre. It is home to Oxford Street, Regent Street, Bond Street, (which alongside Knightsbridge sit at the top of London's town centre hierarchy), and other world-renowned retail and leisure destinations including Covent Garden, Soho, and Theatreland. It also contains some of London's most recognised tourist attractions and public spaces such as Piccadilly Circus, Leicester Square, Trafalgar Square, and parts of the River Thames. The mix of attractions and workplaces already result in intense activity across the area. This is set to increase as the introduction of the Elizabeth Line brings a projected further 1.5 million people within 45 minutes reach of central London[3]. While new development is welcomed, it must be managed in a way that respects and enhances the character of some of London's most distinct and recognisable places. This includes protecting the character and function of areas with clusters of specific uses that have been identified as Special Policy Areas (SPAs).

2.3 / Historically the area was designated as the West End Special Retail Policy Area, which covered a smaller area of the West End International Centre, Soho, and Covent Garden. This has now been expanded to better reflect the mixed use nature of the wider area, and interdependence of uses that is much more diverse and varied than simply retail.

2 West End Good Growth, 2018

3 http://www.crossrail.co.uk/news/crossrail-in-numbers

2.4 / The area around Tottenham Court Road station, which includes land both in Westminster and Camden, has been identified as an Opportunity Area in the London Plan. This is in recognition of the significant capacity of the area of to accommodate new jobs and homes, aligned to ongoing infrastructure and public realm improvements associated with the Elizabeth Line. Identified growth within the WERLSPA will be commercially led. It will be achieved through new developments with increased scale and massing in Tottenham Court Road Opportunity Area and along Oxford Street, and also through the sensitive replacement, refurbishment and extension of buildings in areas of higher townscape value. The majority of this is anticipated to come through windfall development, as has historically been the case in Westminster.

2.5 / The WERLSPA is anticipated to absorb the majority of commercial growth in Westminster – reflecting its unique status and wide appeal. Scenario testing for the West End[4] has projected potential for an uplift of 96,000 jobs across the entire West End (including parts of London Borough of Camden) to the period 2041, through a range of commercial development including retail, food and drink, hotels, arts culture and entertainment, and offices.

4 West End Good Growth, Arup, 2018

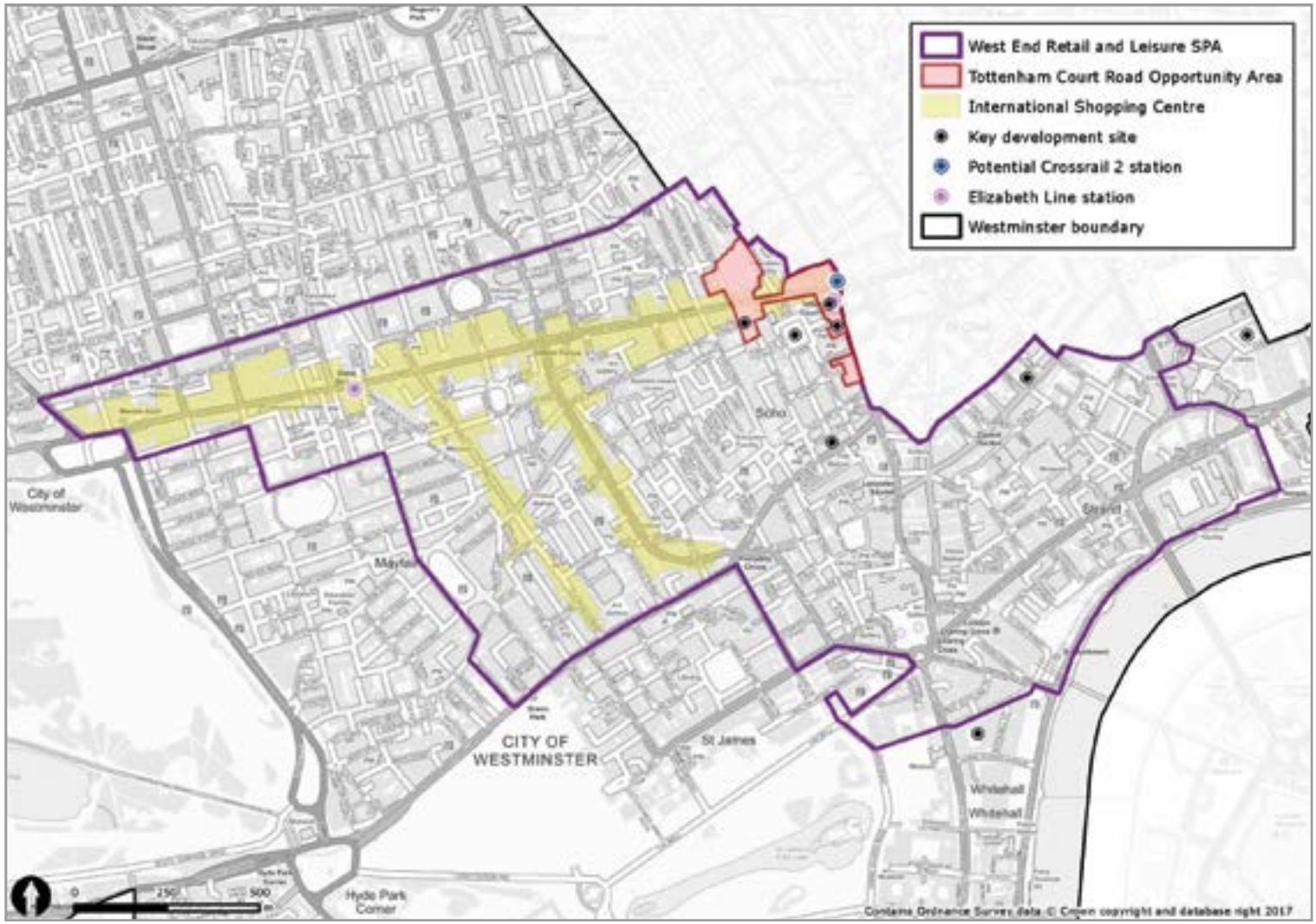
2.6 / Growth in retail and leisure floorspace will ensure the West End responds to change in the sector and its status and reputation is enhanced. This will include the transformation of Oxford Street to ensure a more diverse and interesting mix of uses and better quality public realm that prioritises pedestrians, enhances the shopper experience, and makes it a more attractive place to visit and enjoy.

2.7 / The West End is home to the largest evening and night-time economy in the UK. It has a wealth of cultural uses, pubs, bars, restaurants, nightclubs, cinemas, theatres and other leisure uses. To ensure the area is welcoming and attractive to all communities, the appropriate management and further diversification of the evening and night-time economy will be supported. This will be done through enhancements to its cultural offer, hosting of events and installations such as Lumiere London, and late night shopping. This activity will help ensure the evening and night-time economy is not dominated by the consumption of alcohol, which can lead to issues of anti-social behaviour and deter those who do not drink from visiting central London outside of the daytime. Enhancing the cultural offer will include support for new venues, ancillary uses that enable existing ones to thrive (e.g. cafés within museums or theatres), and investment in the public realm around existing clusters such as at the Strand / Aldwych.

2.8 / The nature and intensity of activity in the West End generates significant freight and servicing requirements. This causes congestion, pollution, and makes the area less attractive to walk and cycle. We will work with landowners and businesses to support the better coordination of freight and servicing timings in order to minimise unnecessary vehicular trips. This will be done alongside interventions that secure a more pleasant environment that incentivises walking, cycling and use of public transport. This will include investment in the public realm to help green the area as part of the Wild West End programme[5], and improved wayfinding. Investment in the public realm along the North Bank is also a key priority for the area, to better utilise the setting of the Thames as a major asset.

2.9 / The rich mix of uses and level of activity in the West End results in a complex number of issues and challenges which cannot be met through land-use planning alone. We will therefore continue to work within the West End Partnership (WEP) and with other stakeholders to achieve the shared objectives of enhancing and maintaining its global reputation, improving the retail and leisure offer and pedestrian environment, and make visiting the area a more pleasurable experience.

5 www.wildwestend.london



Map 1: West End Retail and Leisure Special Policy Area

3. Spatial Development Priorities: Paddington Opportunity Area

Between 2019 – 40 development in the Paddington Opportunity Area will seek to deliver the following priorities:

A. A minimum of 1,000 new homes and 13,200 new jobs.

B. New workspace through an expanded range of offices, light industrial units and workshops with particular support for flexible workspaces.

C. Enhanced sustainable travel modes through improvements to transport interchanges and the pedestrian environment and public realm, including public access to the waterfront.

D. Reduced severance, from surrounding areas including Church Street, Edgware Road station, the North West Economic Development Area (NWEDA) and Praed Street town centre.

E. Enhanced job opportunities and facilities for the residents of the neighbouring areas of Church Street and the NWEDA.

Paddington Station

3.1 / Paddington station is Westminster's major transport node. It has a number of railway services that link Central London to the west of the country and four London underground lines, with the new Elizabeth line also coming to serve the station in the near future. The station provides connection to the expanding Heathrow Airport and to growth areas to the west of the city including the Old Oak and Park Royal Opportunity Areas. With increased numbers of passengers arising from residential and commercial growth and an expanded transport network capacity, it is important that Paddington station adapts to accommodate the higher volumes of traffic and ensure a seamless integration between different transport nodes. This is key to enhancing accessibility to the area, which enables growth and helps encourage sustainable modes of travel, including active mobility.

Housing

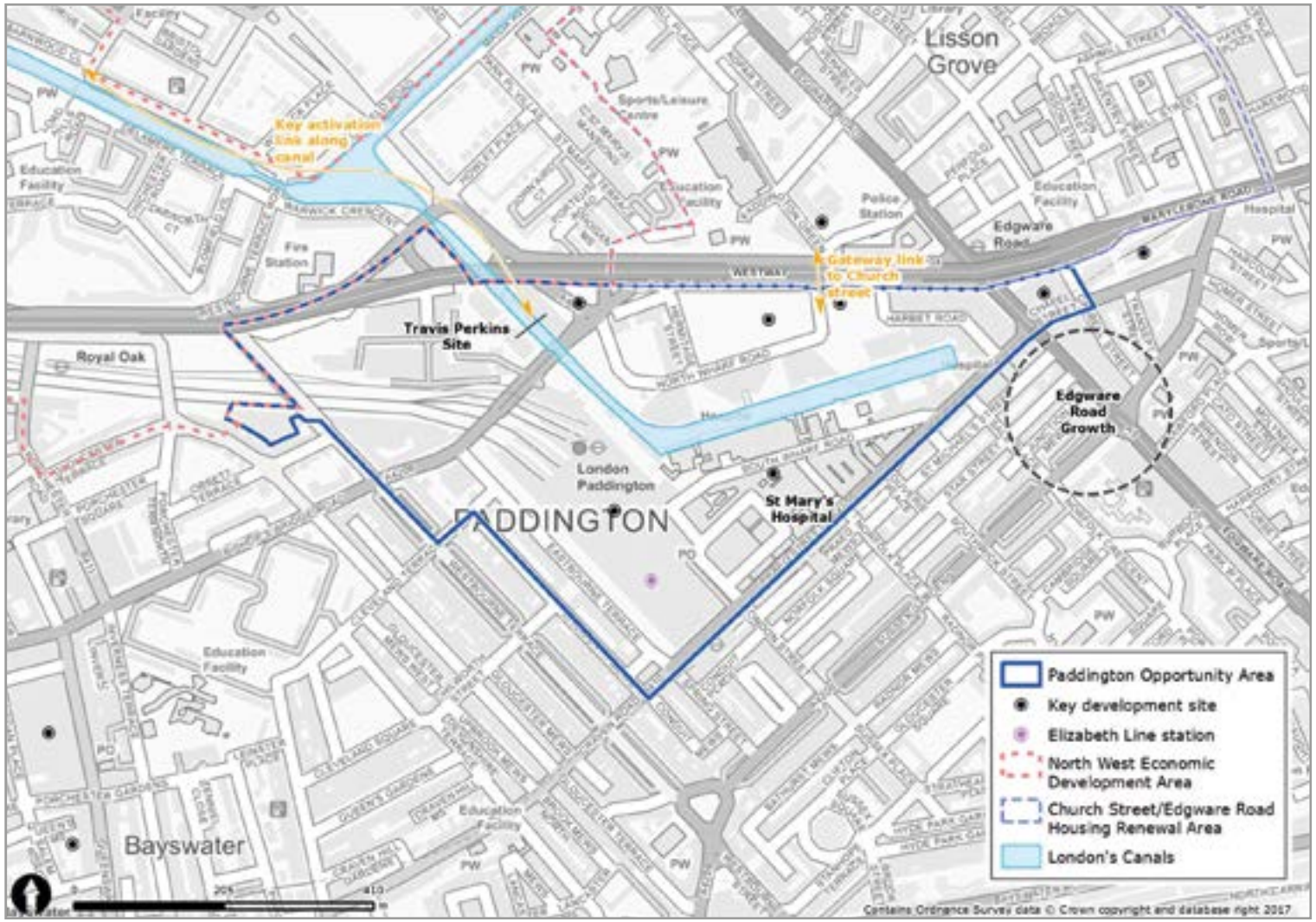
3.2 / The extremely well-connected nature of the area provides opportunities for building denser while maintaining a focus on liveable public spaces and high quality housing. The London Plan has identified capacity for further high density development in this area. Although Paddington has experienced lots of development already, opportunities for further housing delivery remain.

Workspace

3.3 / Paddington's location within the CAZ and its high connectivity (including to an expanded Heathrow Airport) mean this Opportunity Area has seen significant office gains in the last two decades. It is now – together with Victoria – home to most of Westminster's larger office spaces. There is scope for further provision and for widening the range of workspaces in order to encourage new types of business to locate here, creating more job opportunities within and beyond the area, and aligning with evolving trends in office styles and flexible work patterns.

3.4 / We welcome proposals for all types of workspace across the Opportunity Area from large floorplates to flexible space. There are particular opportunities to accommodate workshops and light industrial units, on canal-side locations and under the Westway such as at Great Western Studios. Meanwhile uses are also supported in these locations to encourage and support proposals from small businesses and start-ups and to prevent long-term vacancy. We support commercial growth extending beyond the Opportunity Area boundary through to Edgware Road.

3.5 / Paddington is not just an office location however, a mix of other commercial and community uses are also supported.



Map 2: Paddington Opportunity Area

Key development sites

3.6 / Two key development opportunities remain in the area (although other opportunities are listed in Appendix 1). St. Mary's Hospital provides extremely important health care services but has potential for redevelopment to re-provide improved health facilities on site or in the area, alongside significant residential and commercial uses. The Travis Perkins site to the north of the Paddington basin also presents an significant opportunity for change to deliver the priorities of the area. Improvements to the appearance and quality of the retail offer on Praed Street are also supported.

Connections

3.7 / The Grand Union Canal and the Paddington Basin are already strong assets to the area providing a sense of place. However there are opportunities to further improve these waterside places in ways that encourage walking for pleasure and as an alternative connection to public transport. An improved canal side environment will strengthen links with other areas to the north west of Paddington along the course of the canal.

3.8 / Across the Opportunity Area developments should contribute to improving permeability and legibility across the area to create intuitive routes, public space and townscape improvements that support pedestrian and cycle movement throughout the area. Developments should aim to minimise severance and strengthen links with the neighbouring areas of Church Street, Edgware Road, the NWEDA and Praed Street.

4. Spatial Development Priorities: Victoria Opportunity Area

Between 2019 – 40 development in the Victoria Opportunity Area will deliver the following priorities:

A. At least 1,000 new homes and 4,000 new jobs through the development of additional office floorspace, and other town centre uses.

B. Improved integration between public transport modes.

C. The safeguarding of sites for Crossrail 2 and identifying an appropriate site for the relocation of Victoria Coach Station.

D. Public realm and environmental improvements to enhance the area's capacity, legibility and permeability, particularly for pedestrians and cyclists.

E. Enhanced walking routes to Pimlico, Belgravia and visitor attractions nearby in Westminster.

F. Additional and enhanced social and community facilities.

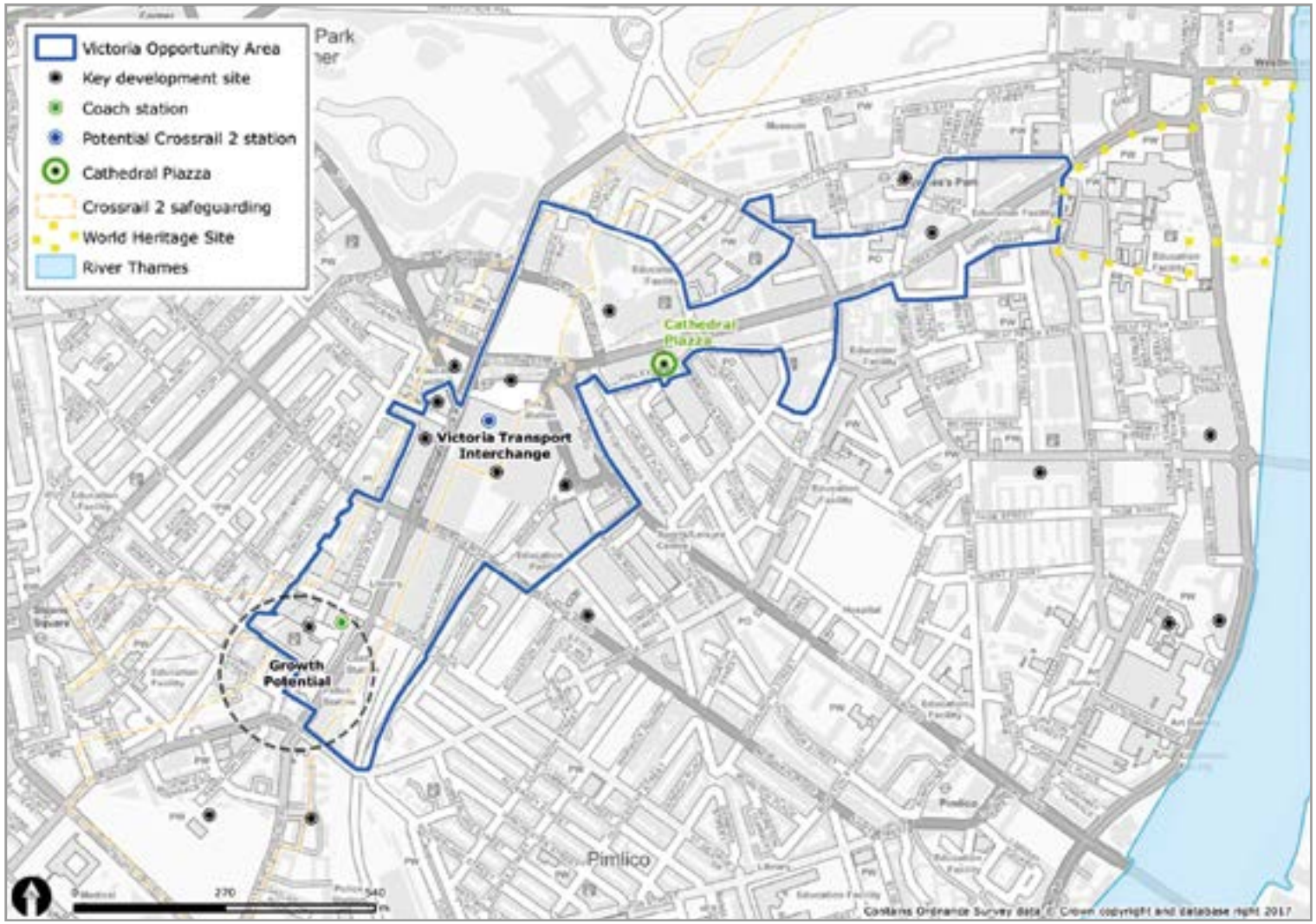
G. Enhanced renewable energy provision, including through a potential combined heat and power facility with sufficient capacity to serve all sites within the Opportunity Area.

4.1 / Victoria faces unique pressures and challenges given its unique position in serving as a busy transport hub, hotspot for businesses, place of tourism and leisure, and home to a growing residential population. We want to encourage more growth in this Opportunity Area alongside improvements to public transport to enable the area to thrive and become an attractive destination.

Home and jobs growth

4.2 / The well-connected nature of the area means that the area has the potential to accommodate higher residential and office density, particularly where it contributes to achieving the other objectives of the Opportunity Area. Parts of the Victoria Opportunity Area also fall between conservation areas, providing greater scope for change. A number of key sites with potential for mixed-use intensification have been identified in Victoria (see Appendix 1) and there is potential for more growth in the south of the area, however we expect more sites to come forward as the area evolves.

4.3 / Victoria Street is dominated by commercial activity at ground floor, with office entrances, shops, restaurants and theatres adding to the vitality of this area. A mix of uses on development sites in this area including active frontages at ground floor level is encouraged unless this would compromise movement in and around the Victoria Transport Interchange. The London Plan has identified Victoria Station, the airspace above its tracks and approaches, and nearby sites to have significant potential for mixed-use intensification.



Map 3: Victoria Opportunity Area

Existing connections

4.4 / Movement is one of the area's main activities and a defining feature of the south western extent of the Opportunity Area. Victoria is one of the best-connected areas in the country both in terms of public transport and on the road network. The Victoria Transport Interchange comprises underground and a mainline railway station providing direct links with Gatwick Airport and connecting Central London with the wider South East, and a busy bus terminus. The Department for Transport has made a safeguarding direction for Crossrail 2 and the council will support the project in terms of safeguarding sites and will expect effective integration. Should this project be realised it will result in an even busier transport interchange.

4.5 / It is undeniably a congested area and there is insufficient capacity to accommodate pedestrians using the interchange resulting in conflicts between pedestrians and vehicular traffic. Existing developments unfortunately contribute to sharpening this issue by the presence of physical obstacles to movement, and the dominance of roads over pedestrian desire lines forcing people to undertake confusing and frustrating journeys. The area also lacks a coherent sense of place and of urban quality; visual clutter and the lack of key landmarks add to the general confusion.

Improving connections

4.6 / Supporting the role of Victoria as an integrated transport hub is dependent on managing the high levels of pedestrian traffic to enable easier movement in and around the Victoria Opportunity Area. Doing so will improve access to public transport and encourage the take up of more sustainable modes of transport. This will be achieved by sensibly improving the public realm to make it more pleasant, legible and safe. As part of this, we support the potential future relocation of the coach station as it currently has a negative impact on the area.

4.7 / The railway tracks and Buckingham Palace Road are barriers, hindering movement east to west and vice-versa, particularly for the residential areas of Pimlico and Belgravia. Improved connectivity throughout the area could be sought by strengthening the area's links with neighbouring sites and visitor attractions, including Parliament Square and the World Heritage Site and other significant heritage assets such as the Royal Park as well as the Thames. There are opportunities to improve public realm, lighting and visibility and to enhance wayfinding. Active frontages can also contribute to interest and visual entertainment which can support a sense of place and aid legibility.

4.8 / Provision of green infrastructure as well as permanent and temporary landscaping interventions (e.g. on cleared sites awaiting redevelopment) can contribute to improved environmental quality and enhanced sense of place. Christchurch Gardens represents one such opportunity to improve existing green space, provide a quieter space off the buzz of the main street where workers, residents and visitors can rest and interact.

4.9 / Improvements to the character, appearance and safety of Westminster Cathedral Piazza are also a continued focus for the council.

Social and community uses and open spaces

4.10 / With local population numbers expected to rise through densification of the housing stock, the council strongly supports delivery of new, improvements to and re-provision of existing social and community facilities including libraries, facilities for children and young people, and sports and leisure facilities.

Energy

4.11 / There are opportunities to plan for a district heating facility that links in with existing local district heating undertakings to help deliver local energy security to Victoria and contribute to the city's climate resilience.

5. Spatial Development Priorities: North West Economic Development Area

Regeneration of the North West Economic Development Area (NWEDA) over the plan period will deliver the following priorities:

A. Increased job opportunities for local residents. This will be achieved through the protection of existing employment floorspace, and the provision of additional employment and commercial floorspace that is suitable for small and medium enterprises (SMEs) and helps diversify the local economy.

B. A greener and more walkable environment that addresses issues of severance caused by the railway tracks, canal and Harrow Road, and creates opportunities for the extension of, and greater use of, the Grand Union Canal towpath.

C. Enhancements to Harrow Road District Centre to provide a greater range of activity and a more attractive physical environment – including the transformation of Maida Hill Junction.

D. The provision of new and improved social and community infrastructure that meets the needs of the local community.

5.1 / The NWEDA has long contained some of Westminster's most deprived areas, with lower levels of qualifications, earnings and health, and higher levels of worklessness, than elsewhere in the city. It is therefore as an area requiring coordinated intervention to tackle persistent levels of inequality. Efforts through this plan will include providing for improved opportunities within the area itself, but also ensuring residents benefit from the opportunities offered by development in more central parts of Westminster. The boundary of the area has been amended from the previous City Plan to exclude Paddington Opportunity Area – to reflect the different nature of development expected there.

Commercial growth

5.2 / Much of the NWEDA is primarily residential, with a high proportion of social rented affordable housing, but it does also contains some commercial areas. The Woodfield Road area is home to a variety of businesses, and offers opportunities for intensification that can deliver new job opportunities alongside additional high quality homes. Building on the success of Great Western Studios nearby, there is scope to grow the local offer for creative, start-up, and grow-on business space including workshops, studios and canal boat offices – distinct from the employment offer elsewhere. Land under the A40 Westway also offers potential for additional enterprise space. Multi-purpose spaces that provide opportunities for community use, such as at Paddington Arts, will be welcomed, as will meanwhile use of space in advance of redevelopment proposals. New commercial development in Harrow Road District Centre for town centre uses can also help sustain its long term vitality and viability and provide employment opportunities.

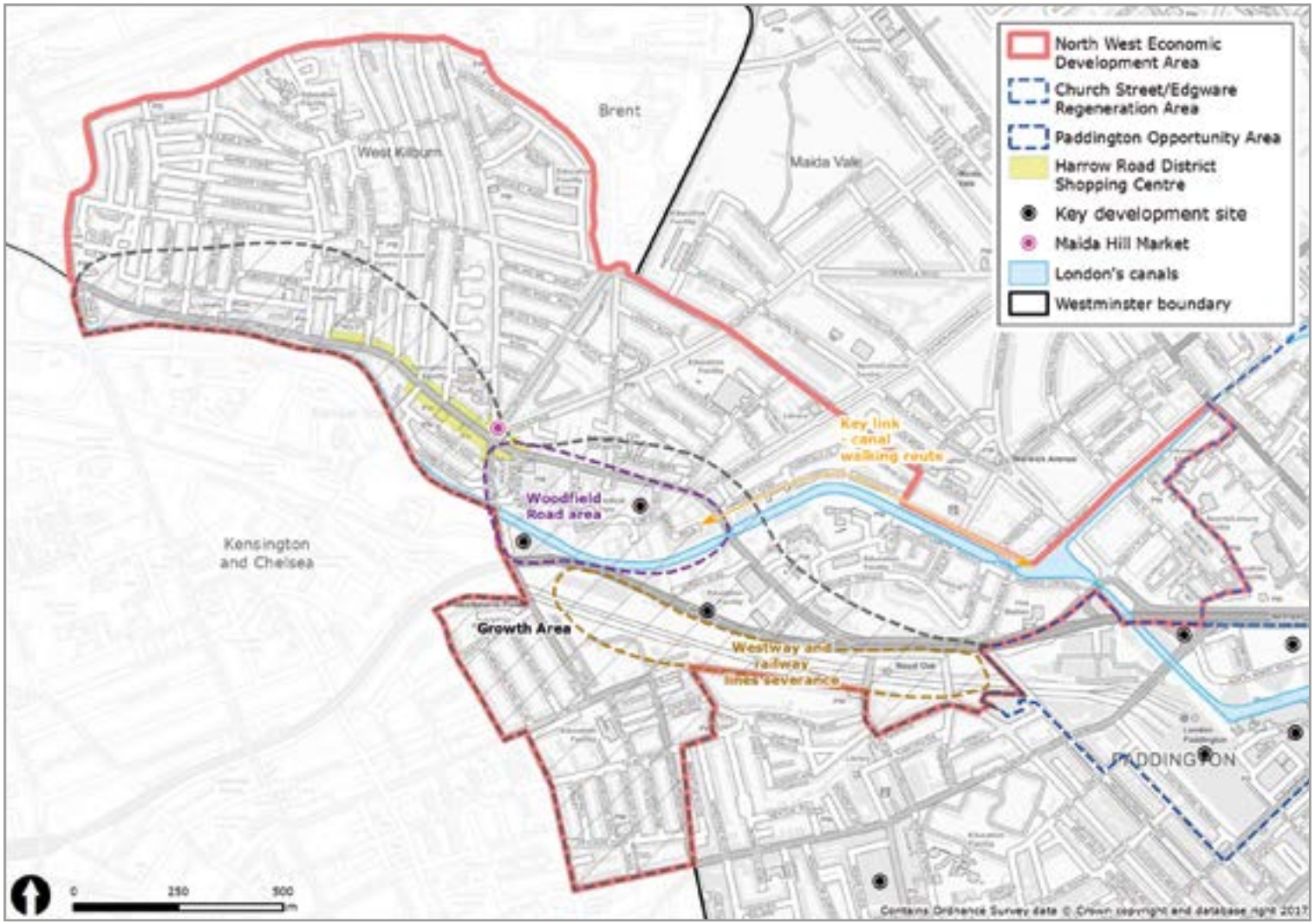
Open space

5.3 / The area is deficient in publicly accessible open space[6]. Severance from the Grand Union Canal, A40 Westway, and railway lines, all currently limit access to existing open spaces within the area and beyond. New development should therefore seek to green the area, by providing new publicly accessible open spaces such as that being provided at Walterdon and Elgin Community Homes Gardens, and increasing activity along the Grand Union Canal. The canal represents a significant underutilised asset that offers opportunities to provide an attractive walking and cycling environment – both to job opportunities in nearby Paddington and Old Oak Common, and also to high quality open space at Regent's Park. Bids are being made to TfL's Liveable Neighbourhoods Programme to fund interventions that help encourage walking, cycling and use of public transport.

Retail

5.4 / Harrow Road District Centre provides the main cluster of shops and other town centre uses within the area. It is important that this continues to provide for local resident's shopping and servicing needs alongside Maida Hill Market, but also that it adapts to the challenges traditional high streets face.

6 www.gigl.org.uk



Map 4: North West Economic Development Area

5.5 / The findings of the Westminster Town Centre Health Check 2018 identified poor quality public realm, lack of active shop fronts, and the presence of some low quality retail and uses such as hot food takeaways and betting shops. Greater diversity within the centre, including the growth of the evening and night-time economy, and spaces for small businesses with active frontages (including meanwhile uses) will therefore be supported, alongside investment in the public realm to improve its physical appearance. To secure its long term sustainability, it is envisaged that the retail core of the centre will remain close to Maida Hill Market, with a more diverse mix of uses supported on the periphery of the centre. To support a more attractive retail core, improvements to Maida Hill junction will secure a safer, more welcoming environment for pedestrians and cyclists. Opportunities to reduce severance to the District Centre so it more conveniently serves a wider catchment area will also be sought. This could include additional or more inviting canal crossings and road underpasses. Proposals for the centre will be set out in a forthcoming Harrow Road Place Plan.

Social and community infrastructure

5.6 / New social and community infrastructure in the area will be important to support sustainable growth, meet the needs of local communities, and provide opportunities for them to mix. Development will therefore be supported by investment in improved education, health and leisure facilities necessary to support population growth.

6. Spatial Development Priorities: Church Street / Edgware Road and Ebury Bridge Estate Housing Renewal Areas

CHURCH STREET / EDGWARE ROAD HOUSING RENEWAL AREA

Redevelopment of the Church Street / Edgware Road Housing Renewal Area over the plan period will deliver the following priorities:

A. At least 2,000 high quality new homes, in accordance with the Church Street Masterplan, with policy compliant levels of affordable housing.

B. At least 350 new jobs and linking further employment opportunities in the CAZ to the local community.

C. Community facilities, including a new health and wellbeing hub.

D. New green infrastructure and public realm improvements, including a north-south green route or 'green spine'.

E. Improved mobility through infrastructure improvements to support active travel.

F. Innovative and high quality design to ensure the most efficient use of land, including tall buildings.

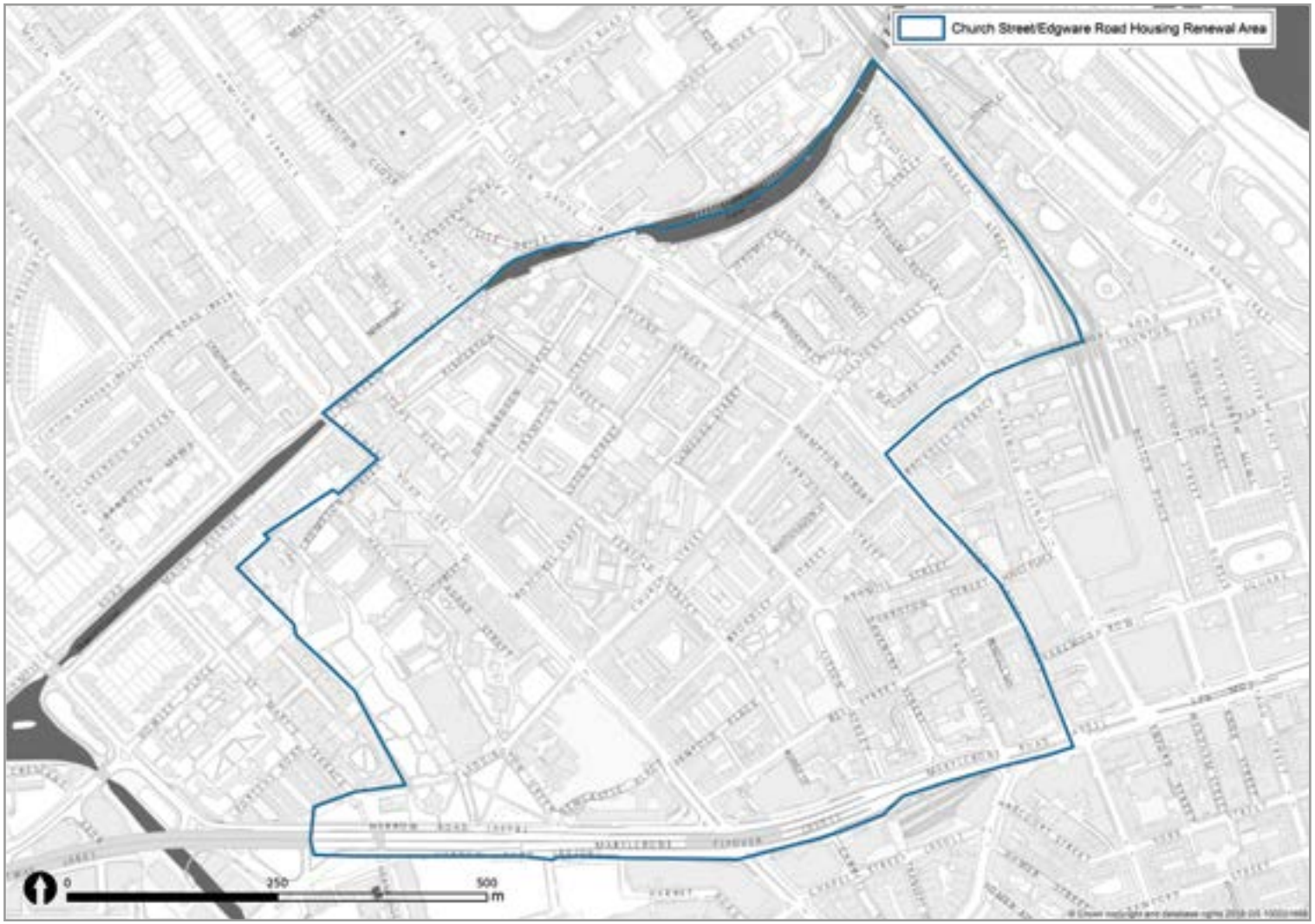
G. Enhancements to Church Street / Edgware Road District Centre, including improved facilities for Church Street Market.

EBURY BRIDGE ESTATE HOUSING RENEWAL AREA

H. The renewal of the Ebury Bridge estate will delivery at least 750 new high quality homes alongside new retail accommodation and community facilities. Development of this estate will create better connections to the local area.

Church Street / Edgware Road Housing Renewal Area

6.1 / The redevelopment of the Church Street / Edgware Road Housing Renewal Area is a key priority for the council. We have worked closely with the local community to produce an ambitious masterplan, which will be delivered over the plan period. The Church Street Masterplan creates a framework for development in the area and is a material consideration for any planning applications.



Map 5: Church Street / Edgware Road Housing Renewal Area

6.2 / At least 2,000 new homes will be delivered in the Church Street / Edgware Road Housing Renewal Area over the next 15-20 years. Sites in the area will make efficient use of land through densification, incorporating innovative and high quality design, including the development of higher buildings where these will deliver high quality homes that meet local needs.

6.3 / Alongside the delivery of new homes, the regeneration of Church Street / Edgware Road will create at least 350 new jobs in the local area, as well as supporting around 3,500 jobs during the construction phase. The area is within easy reach of transport hubs at Edgware Road Station and Marylebone Station, and the potential these links have to attract businesses and create a new destination for workspace has not been fully realised. Proposals making the most of this potential will be encouraged, alongside the implementation of the objectives of the Westminster Walking Strategy to improve movement across the area. Opportunities to link further job growth in Westminster, particularly in the CAZ, to the local community in Church Street / Edgware Road is a priority for the council and will be explored and secured using planning powers where appropriate.

6.4 / Church Street / Edgware Road lies within an area of open space deficiency. The redesign of public realm and the introduction of a 'green spine' north-south route across the area represents an opportunity to improve both mobility and access to open space. The Church Street Masterplan envisages an increase of up to 40% in publicly accessible open space in the area. Public realm and environmental improvements to increase walking and cycling and to enhance accessibility, connectivity, safety and comfort, will improve mobility and active travel across the area, including the introduction of 20mph traffic calming zones. Pedestrians will be prioritised in public realm developments to link Lisson Grove and Edgware Road. Improvements to wayfinding and streetscape along Marylebone Road will help to strengthen connections between the area and Regent's Park.

6.5 / The redevelopment of the area also presents an opportunity to enhance the Church Street / Edgware Road District Centre. This will continue to be an important hub for the local community, providing access to retail and community facilities, including a new health and wellbeing hub. The centre will also provide opportunities for skills, training, business support and other initiatives to broaden possibilities for local residents. There will also be improved facilities for Church Street Market, including a new layout, higher quality public realm, parking, and storage facilities. The existing antiques markets are an important source of employment and are an important feature of Church Street's identity, and the masterplan envisages a new cultural quarter centred around these and the adjacent Cockpit Theatre.

Ebury Bridge Estate Housing Renewal Area

6.6 / The Ebury Bridge Estate is situated between Victoria Station and the Thames, bounded by railway tracks to the east and Ebury Bridge Road to the west. It comprises 13 blocks and 336 existing homes. In 2010 Ebury Bridge Estate was highlighted as a strategic opportunity in our Housing Renewal Strategy. The renewal of the estate presents the opportunity to improve quality of life for existing residents by upgrading the ageing housing stock, addressing overcrowding and providing better public realm. The site has the potential to create an uplift in the number of homes, contributing to meeting strategic housing need, but it will also deliver wider benefits for the community, made possible by the large-scale nature of the estate renewal.

Tollgate Gardens Estate Housing Renewal Area

6.7 / Tollgate Gardens housing renewal estate is the furthest progressed of all of our current housing renewal areas – its renewal is due for completion in 2019 and is delivering 195 new homes, including an uplift in affordable homes.

7. Neighbourly Development

The benefits of development will spread beyond the context of individual development proposals. Development will be neighbourly by:

A. Protecting and enhancing amenity, preventing unacceptable impacts in terms of daylight and sunlight, overshadowing, privacy and overlooking.

B. Protecting and enhancing local environmental quality, preventing unacceptable air, noise, odour and light impacts (including application of the Agent of Change principle).

C. Positively responding to local character and the historic environment.

D. Not overburdening the capacity of local infrastructure.

E. Contributing to the greening of the city.

F. Improving highway conditions.

G. Making appropriate and effective waste management arrangements.

H. Managing construction impacts.

7.1 / Westminster is already densely developed. As the city grows, detrimental impacts on existing users of the area must be avoided. It is imperative that design solutions are found to avoid negative impacts associated with further growth. By adopting the principle of neighbourly development, we expect development to make a positive contribution to the quality and function of the local area.

7.2 / The principle of neighbourly development applies to all development. Opportunities to enhance the quality of the local area might differ for developments (depending on scale and typology), and relevant criteria may therefore be applied flexibly by the council. We encourage early engagement with the council for advice on the application of this and other policies in the plan.

Amenity impacts

7.3 / Negative effects on amenity should be minimised as they can impact on quality of life. Provision of good indoor daylight levels is important for health and wellbeing, and decreases energy consumption through reduced need for artificial heating and lighting. Overshadowing affects the quality or operation of adjacent buildings and can negatively impact on the use of public and private open space for recreation, rest and play. Positioning, scale and orientation of buildings as well as the incorporation of design measures should be considered to minimise overlooking and ensure adequate levels of privacy. Even when there may be no material loss of daylight or sunlight, new development can still be unacceptable because of an increase in the sense of enclosure.

Local environmental quality

7.4 / Polluted air, excessive smells and strong vibrations are examples of environmental impacts that have an adverse impact on quality of life and health and wellbeing. Development must prevent unacceptable environmental impacts on existing and new users. The policies in the environment chapter cover these issues in more detail. We will utilise the Agent of Change principle, consistent with national and London policy. This places the burden on the applicant to mitigate any detrimental impacts the development may have on sensitive uses.

Character

7.5 / Westminster consists of many distinct and high quality neighbourhoods, including townscapes, buildings and spaces that contribute to our heritage. The built and natural environment of Westminster is of high quality, and new development should seek to reinforce this. The policies in the design chapter set out our approach to the creation of high quality places. There are also several areas known for particular functions and uses, attracting visitors and businesses. The Special Policy Areas in the economy chapter set out the principles to protect the character of these areas.

Infrastructure

7.6 / A range of facilities, services and other types of infrastructure play a vital role for our communities and the successful operation of the city. When infrastructure capacity is overburdened, this can create major nuisances to residents, businesses and visitors. Development should, where possible, seek to enhance infrastructure provision. We will work with developers and infrastructure providers to realise this. The Infrastructure Delivery Plan sets out the council's approach to the delivery of infrastructure to support future growth in the city.

City greening

7.7 / The Royal Parks and other open spaces make an important contribution to the quality of Westminster. These spaces also include important biodiversity assets, which are supported by our tree population and other green features. Additional growth in the city will put these spaces under increased pressure. Development must therefore protect and enhance the green infrastructure in the city. This includes seeking to achieve wider benefits of greening such as climate resilience. The environment chapter sets out our approach to the greening of the city.

Highways

7.8 / The highway is used by pedestrians, cyclists and motorists, both for movement and for a variety of other activities. Development should not obstruct the normal functioning of the highway. As far as possible, the pedestrian environment should be enhanced, as well as integrated with other transport modes to facilitate active travel. Parking and servicing arrangements require particular attention in a city with competing priorities.

Waste management

7.9 / Poor waste management can negatively affect the quality of the street scene, impact health and safety and cause disturbance for highway users and neighbouring uses. Appropriate waste management will be required, in accordance with policy 43.

Construction impacts

7.10 / The operation of neighbouring uses and amenity of residents and visitors to the city should be protected during construction. Adverse impacts of construction should be minimised, including impact on highways. Certain schemes will be required to comply with the council's Code of Construction Practice.

HOUSING

Improved housing, improved lives

Historically our housing hasn't grown at the same rate as the rest of the city. That's changing. By 2040 we will have delivered almost 30,000 new homes. Good, affordable housing that will contribute towards healthier, happier lives. Housing that makes the most of the land available and embodies the very highest standards of design.

Whilst Westminster is home to some of the most affluent postcodes in the country, we have diverse communities. This brings an immediate need to create housing that's affordable, inclusive and allows everyone to share in the economic prosperity of the city.

How we respond to housing speaks volumes about who we are as a city. Our response needs to be world-class.

CONTENTS

8. Stepping up housing delivery

A. The number of residential units on development sites will be optimised to meet a target of 1,495 new homes each year.

B. Residential use is the priority across Westminster. All residential uses, floorspace and land will be protected, except where:

1. reconfiguration or redevelopment of supported or affordable housing would better meet need; or
2. a converted house is being returned to a family-sized dwelling/s of 150 sq m in size; or
3. two non-family sized flats are being joined to create a family-sized dwelling of less than 150 sq m in size.

C. Conversion of purpose built single family homes into multiple family homes is welcomed to increase the stock of family sized homes.

D. The change of use of any type of housing to permanent temporary sleeping accommodation will not be permitted.

Housing Delivery

8.1 / Achieving Westminster's housing targets to help meet growing and diversifying housing need is a key priority of this plan. To do this, it is necessary to protect existing housing and fully optimise the delivery of new provision across the city, ensuring land is used most efficiently. This means delivering as many new homes as each site can accommodate, without compromising quality of life of new and existing neighbouring residents. This will require higher densities of homes.

8.2 / The London Plan sets all London boroughs an annual housing target based on the GLA's estimate of land capacity through the Strategic Housing Land Availability Assessment (SHLAA). The target allocated to Westminster in the Draft Replacement London Plan is 1,010 homes per year over ten years. This figure is based on capacity of land to deliver new homes and considers existing local plan policy to estimate capacity. The National Planning Policy Framework requires local planning authorities to use a standard methodology[1] to calculate the number of homes needed unless exceptional circumstances exist to justify using a different methodology. The standard methodology differs from the SHLAA's capacity based approach in that it starts off with a baseline housing need based on population projections, then adjusts that figure based on an 'affordability factor' – the resultant figure is capped at 40% above the existing housing target. Using this methodology the minimum number of homes needed in Westminster is 1,495 per year. This City Plan is more pro-growth and ambitious than the current version and its predecessors. Our policies are geared towards encouraging developers to come forward with more housing, optimising housing delivery sites and finding new innovative ways to deliver more homes. We therefore consider we can deliver above the London Plan target of 1,010 to meet the housing need figure derived from the standard methodology. Setting a higher housing target is part of that narrative and sets a strong foundation for delivering more homes to meet actual need rather than just satisfying assumed capacity in the city.

8.3 / We can demonstrate at least five years of identified housing land supply against the requirement to identify a five-year supply of deliverable housing sites available to achieve the housing target. The housing trajectory (figure 5) demonstrates that Westminster will be able to meet the housing target, taking account of housing from all sources. This includes non self-contained homes and vacant properties returning to use, which we strongly support – particularly those on Historic England's 'Heritage at Risk' register. In reviewing our housing trajectory we have considered how changes in our strategic policies will influence housing delivery up to 2040. This includes a high number of windfall sites, based on both previous levels of delivery and a stronger level of policy encouragement, as well as a higher number of non self-contained homes. We will

1 https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments

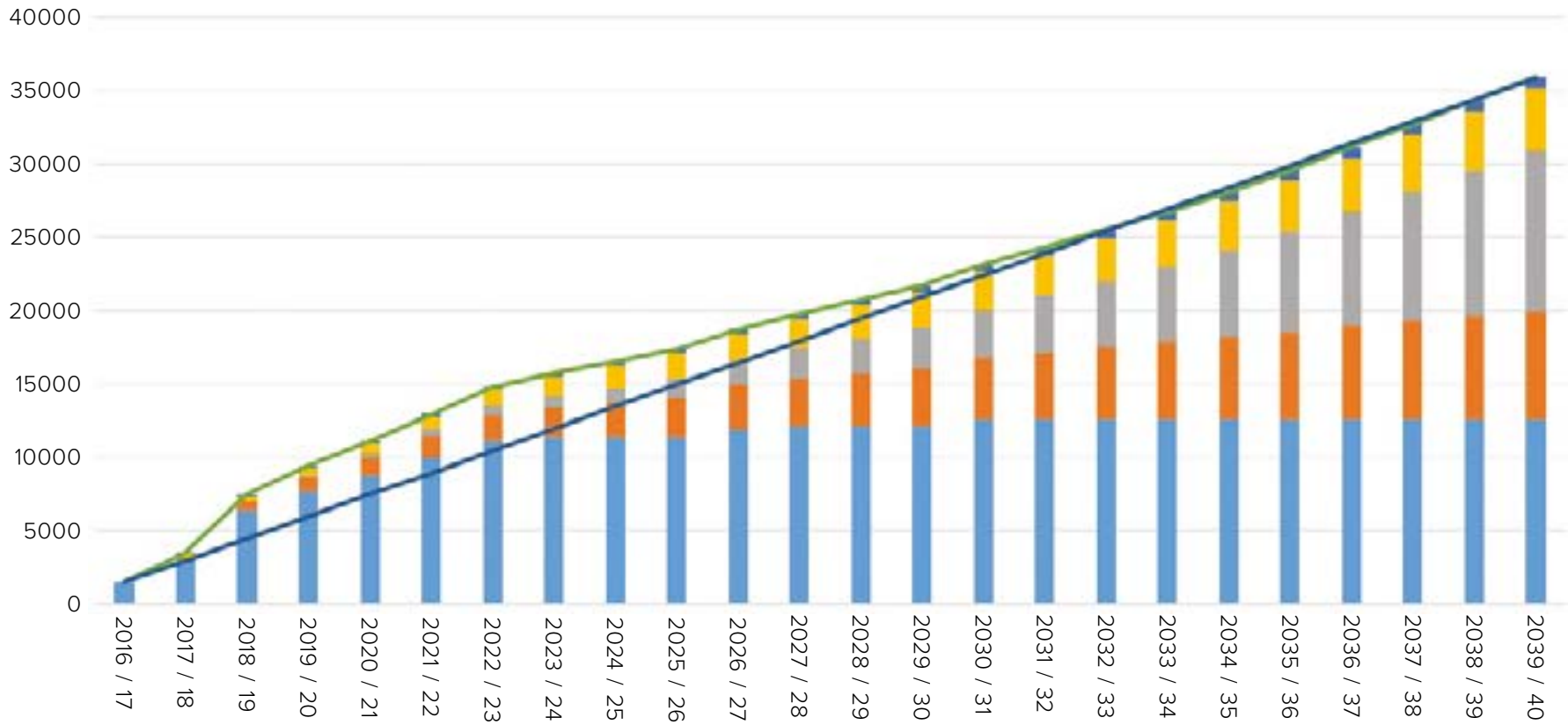


Figure 5. Westminster's Housing trajectory (figures are cumulative)[2] account past delivery against the housing target and design quality.

2 Data sources: Westminster's development pipeline

8.4 / continue to work with landowners and developers to optimise housing densities on our key development sites where planning permission has not yet been granted. This will ensure these sites make the most efficient use of land and that the housing target continues to be met in the later years of the plan period. An estimation for new sites which will come forward in the 5–15 year housing supply schedule beyond the current 15 year timescale is based on the level of delivery in our current trajectory.

8.5 / Historically more than 80% of Westminster's housing delivery has come forward as windfall and therefore large windfall sites make up a significant proportion of Westminster's housing trajectory. This is because much of Westminster's housing stock comes from already-developed sites and it is difficult to predict with certainty which of these developers will choose to re-develop. These 'windfall' developments are not included as allocated land in the development plan or housing supply schedule, but consistent past trends in windfall development are used to estimate the future delivery of such schemes. Small sites are also a significant element in the trajectory, as they have consistently delivered high numbers of housing in the city – schemes yielding less than ten units make up 94% of all new housing sites, and these have historically delivered about 31% of new homes. There is also significant opportunity for small infill development to contribute to housing delivery.

8.6 / The City Plan is supportive of design solutions to meet housing needs through less prescriptive design, heritage and conservation requirements. Taken together with a more welcoming approach to innovative housing delivery, this plan will deliver more housing than previous local policies have.

8.7 / The housing target is derived from the national standard methodology for calculating housing need, calculated at October 2018. It will be kept under review to ensure it remains up to date.

Density

8.8 / Historically, housing in Westminster has been developed at relatively low density. This cannot continue in the face of very high demand for housing and projected population growth. Therefore as developable land is scarce, to deliver.

8.9 / Internal design features such as including utility space to dry washing, extra internal storage space and partitions that can be moved to alter room layouts can contribute to making high-density developments acceptable. Good external design, public realm and provision of high quality open space, including trees and soft landscaping, can also help ensure the right kind of growth, where impacts on surrounding neighbourhoods are mitigated.

Permanent temporary sleeping accommodation (short-term lets)

8.10 / While delivering new homes is essential, if we are to meet Westminster's growing housing needs we must also ensure that existing stock remains available for permanent residents. Westminster has seen the number of properties used for temporary short-term lets grow significantly since the need for planning permission to short-term let a property[3] was removed. In addition to the impact on housing availability, this can have unacceptable impacts on the residential amenity of those living in neighbouring properties. Regular noise disturbance for neighbours, anti-social behaviour, inappropriate disposal of waste, reduced security and overcrowding of properties are all consequences of this entrenched commercialisation of residential properties. Restricting change of use to short-term letting will safeguard our existing housing supply and protect residents from the negative aspects of this activity. The restriction on short-term letting applies to purpose-built student accommodation outside of term time, unless the letting is directly linked to conferences taking place on the education premises the accommodation is linked to. This is because student homes are often situated in residential areas rather than on purpose built campuses and the amenity of permanent residents must be protected from the negative impacts of a churn of holiday makers.

3 Since 2015 planning permission has not been required to short-term let a home in London for less than 90 nights within a calendar year

Family sized homes

8.11 / We need to ensure continued availability of a range of housing to meet local needs. However, Westminster's housing needs is not simply a matter of numbers; the market offer is not balanced in terms of housing sizes as there is a shortage of family-sized homes across all tenures and two bedroom homes in the affordable sector. The city has seen many purpose-built single family houses converted to smaller flats. While this is positive in terms of increasing the number of homes in the city, it results in the reduction of family size homes across Westminster, restricting the housing choices for those who require more than two bedrooms.

8.12 / Purpose-built family homes often make an important contribution to the character and function of conservation areas; however under-occupation of these homes can prevent optimal use of the site. Conversion of houses to multiple family-sized homes can meet the needs of more families whilst maintaining the primary function of the building as a family home. Delivery against the housing targets, impact on the character of the street and residential amenity (including parking pressure) will be taken into account when considering such proposals.

8.13 / To maintain the stock of family-sized homes in the city, the joining of two homes into a family-sized home will only be acceptable if the two homes were not family-sized already. This will ensure that the loss of a home is outweighed by the benefit of an increase in the proportion of family-sized homes. This creates flexibility and sustainability within the housing stock for different sizes and types of accommodation throughout a building's lifetime.

9. Affordable housing

A. 35% of all new homes will be affordable across Westminster.

B. There will be no net loss of affordable floorspace across the city. All residential proposals will provide a minimum of 35% of the total residential floorspace as affordable housing on-site if they:

1. have a site area of 0.5 hectares or more; or
2. are proposing ten or more residential units; or
3. are proposing 1,000 sq m or more residential floorspace (for sale or rent).

C. In exceptional cases, affordable housing provision can be made off-site (in whole or in part) in the vicinity of the host development. This will only be accepted where it is sufficiently demonstrated that on-site provision is physically or otherwise impracticable, or is inappropriate in terms of the quantity or quality of affordable housing to be provided. Provision of affordable housing off-site (in whole or in part beyond the vicinity of the host development) will only be acceptable where:

1. it can be demonstrated that a rigorous search for sites revealed no sites are available for affordable housing in the vicinity that could be reasonably and viably purchased, including on council estates; and
2. the site proposed can demonstrably provide more affordable housing and of a higher quality than would have been possible on or off-site in the vicinity; and
3. provision off-site will contribute to mixed, inclusive and cohesive communities.

A payment in lieu to the council's Affordable Housing Fund may be accepted only as a last resort if it is demonstrated to the council's satisfaction that no sites are available for off-site provision.

D. 60% of the affordable housing provision will be 'intermediate'[4] affordable housing for rent and sale and 40% will be social and affordable rent.

4 See glossary for Westminster's definition of intermediate housing

E. New affordable homes will be provided across the indicative income levels for intermediate housing and provide homes with the number of bedrooms required to meet need as set out in the council's Annual Affordable Housing Statement.

F. The council will maximise provision of additional affordable housing through renewal of its housing assets, particularly in designated housing renewal areas. Relaxation of the requirements to make car-free housing developments acceptable in these areas may be allowed to deliver more affordable housing. Proposals for re-provision of existing affordable housing will be at an equivalent or better quality than existing and will maximise the level of additional affordable housing.

MIXED USE IN THE CAZ

G. Where smaller scale hotels and offices (750 sq m – 999 sq m) are proposed within the Central Activities Zone (CAZ), a financial contribution to the Affordable Housing Fund will be required. Proposals for larger hotels and offices (above 1,000 sq m) within the CAZ will provide 35% of the floorspace as affordable housing on-site.

H. Where the development is within the West End Retail and Leisure Special Policy Area (WERLSPA) and it is demonstrated that on-site delivery is not practicable or viable off-site provision elsewhere in the WERLSPA may be accepted.

I. Where the development is within an Opportunity Area and it is demonstrated that on-site delivery is not practicable or viable off-site provision elsewhere in that Opportunity Area may be accepted.

J. Provision of affordable housing elsewhere in the CAZ will only be acceptable where the tests in Clause C i – iii of this policy are met.

K. A payment in lieu to the council's Affordable Housing Fund may be accepted only as a last resort in the most exceptional of circumstances.

9.1 / Westminster is the second most expensive local authority in the country in which to rent or purchase a home. Average house prices are more than double those for London as a whole and more than 20 times the average Westminster household income. The need for new affordable housing is significantly above the inner London average. The shortage of land, its high price and the current funding mechanisms mean that to exceed the strategic 35% affordable housing target it is essential to require affordable housing contributions from private housing developments. Developments which fall short of provision of 35% will be subject to post-permission viability reviews.

9.2 / To maintain our stock, where affordable homes are redeveloped there will be no overall net loss of floorspace and re-provision must be in the vicinity of the original home/s to maintain mixed tenure communities. Provision of affordable housing in the vicinity means it is close to the host development; however, vicinity is not strictly defined to avoid unhelpful restrictions when dealing with different site circumstances or availability and will be assessed in light of the circumstances of each case.

9.3 / All affordable housing requirements will be calculated based on total gross residential floor space proposed (Gross Internal Area). To facilitate large-scale estate renewal and deliver mixed communities, better quality homes and a more appropriate mix of unit sizes, on estate renewal schemes, the 35% affordable housing requirement will apply across the regenerated estate, taking into account any affordable homes that have been re-provided. In recognition of the wider benefits brought about for residents of affordable accommodation by estate regeneration beyond just an increase in numbers.

Tenure and bedroom split

9.4 / At present, 'intermediate' homes make up only around 1.5% of Westminster's housing stock and our housing market assessments have demonstrated there is a high demand for this tenure. We want to grow and diversify this sector to create a more balanced mix of tenures and improve housing options. This is important to ensure new homes provide genuine choice and meet the variety of needs of different people and families who are vital to the effective functioning of the local economy and delivery of public services in Westminster.

9.5 / The high cost of housing makes even relatively small shares of shared-ownership properties unaffordable for many households eligible for intermediate housing. Therefore, although we support innovative low-cost home ownership products, most intermediate homes are expected to be for rent. We will work towards 10% of new intermediate homes being for affordable home ownership or rent-based products that help residents move in to home ownership. Based on evidence about local housing needs, costs and incomes, we consider that a tailored approach to meet shared regional and national affordable home ownership ambitions is appropriate and will not prejudice our ability to meet other housing needs.

9.6 / Although increasing the number of new affordable homes of any tenure in the city is a priority, we do not permit the purchase of market tenure homes outside of existing council housing estates to change tenure to meet affordable housing requirements, as this does not increase the number of new homes.

9.7 / Registered Provider (RP) owned affordable homes delivered through section 106 may change to market tenure provided the unit is vacant, the affordable homes are re-provided elsewhere in the city and the change is part of a transparent asset management process.

9.8 / Getting the right mix of sizes is important across all tenures. The council's Annual Affordable Housing Statement will set out up to date unit size requirements based on actual need and demand shown on the social and intermediate housing registers.

Off-site affordable housing

9.9 / Where it is accepted for residential schemes that affordable housing cannot be provided on-site, development off-site in the vicinity of the host site is our priority. This is to ensure mixed and sustainable communities are created and maintained. The off-site housing is expected to be higher quality than would have been possible on-site e.g. larger homes which better meet identified need, more amenity space or better access to public transport.

9.10 / Applicants are expected to discuss with the council any potential opportunities to provide off-site affordable housing on existing council estates either as infill or as part of estate renewal.

9.11 / Where single ownership of a large estate is a barrier to the delivery of on-site affordable housing, we encourage landowners to deliver on-site affordable housing in ways which do not break up their land ownership. For example, by considering becoming Registered Providers in their own right and transferring affordable units to themselves as RPs.

9.12 / Affordable housing developments completed prior to an application for market housing by public, charitable and non-profit organisations may count towards meeting future affordable housing requirements to enable estate regeneration to take place. The mechanism for this is set out in the Planning Obligations and Affordable Housing Supplementary Planning Document.

9.13 / We want to enable the strategic commercial function of the CAZ to continue to thrive, but this must be carefully balanced alongside delivery of more housing in the CAZ to contribute to meeting housing needs and the delivery of varied and vibrant areas. Delivery of affordable housing is therefore required alongside hotels and office schemes to maintain this balance.

Payment in lieu

9.14 / Payments in lieu will be at a level of broadly equivalent value to actual provision so there is no financial benefit from providing a payment rather than delivery of actual units.

9.15 / For smaller hotel and office schemes in the CAZ, a financial contribution to the council's Affordable Housing Fund is required in recognition that smaller mixed use sites are unlikely to be able to deliver affordable housing on-site in meaningful numbers. The value of the payment in lieu is set out in the Planning Obligations and Affordable Housing Supplementary Planning Document.

9.16 / This policy does not apply to changes of use between commercial uses unless there is an extension that increases the net hotel or office floorspace by 750 sq m or more.

Older people's housing

9.17 / There is a growing need for older people's housing across all tenures. Self-contained housing for older people that does not fall within the definition of affordable housing will be required to contribute to the supply of affordable housing, regardless of the use class the housing falls within. The preference will be for this to be in the form of affordable units on-site specifically for the occupation by older people.

9.18 / Likewise, purpose-built shared living which is not let at or sold at affordable levels[5] will be required to contribute to the supply of affordable housing regardless of use class.

5 As defined in the NPPF: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf

10. Meeting housing needs

A. Residential developments will provide a mix of units in terms of size, type, and tenure to secure mixed and inclusive communities, and contribute towards meeting Westminster's housing needs for different groups.

B. New build homes will be designed with growing families in mind: any new build homes with two or more bedrooms will provide at least two double bedrooms and 25% of all new homes will be family sized. Studios will make up no more than 10% for new homes within a development.

C. Provision of well-managed new housing which meets an identified specialist housing needs is supported. All specialist and supported housing floorspace[6] which meet a specific local housing need will be protected from changing to non-specialist or supported residential use except where it is demonstrated that:

1. the accommodation is of poor quality, does not meet contemporary requirements and is not capable of being upgraded; or
2. the use has a demonstrable and significant adverse effect on residential amenity; or
3. it is surplus to requirements as any form of specialist or supported housing and is being replaced by affordable housing; or
4. the accommodation is being adapted or altered to better meet specialist need or to enable residents to remain in their existing property.

D. Family-sized homes will be required where a House in Multiple Occupation (HMO) surplus to requirements (as demonstrated by appropriate marketing as a HMO for at least 18 months) is proposed to change to market housing.

E. The council supports development of high quality accommodation for older people across a range of tenures and use classes. Therefore, the council will support adaptations and alterations to homes occupied by older residents, which enable them to remain in their existing property.

F. Replacement older people's homes intended to be occupied by the original occupant, will as far as practicably possible, be located near to the original accommodation.

6 See glossary for the definition of specialist housing.

G. Permission for Gypsy and Traveller sites may be granted where it is demonstrated that there is a need in Westminster and they are neighbourly developments[7] that will not have adverse impacts on traffic or parking.

7 See Policy 7

Size of homes

10.1 / Westminster has a broad range of housing needs and we support delivery of a range of housing types and sizes to meet those needs.

10.2 / Our strategic housing requirements are set out in regional and local assessments, and show that there are shortfalls for all sizes of homes in Westminster, except for studios. The policy therefore requires a range of housing sizes to be provided to ensure the kind of homes Westminster's people actually need are delivered. Life circumstances change and families grow. To ensure that homes are adaptable and families have enough space to grow in their existing homes, we require a proportion of double bedrooms within each new build unit. This will give families the option to remain in their existing home, rather than move elsewhere or out of Westminster.

10.3 / To give Westminster's families more housing choices, 25% of all new homes will be family sized – this means having between three and five bedrooms. Homes with six or more bedrooms are unlikely to meet the housing needs of families and will therefore not be included in the calculation of the 25%, unless it can be demonstrated that there is demand for homes of that size. The proportion of studios is restricted owing to an over-supply of this type of home and the restrictions such small units place on meeting changing housing needs.

10.4 / In new intermediate tenure homes, two and three-bedroom homes may be permitted with only one double bedroom, if it is required to make the units more affordable to eligible households and the new homes are meeting demand on the intermediate waiting list.

Specialist and supported housing

10.5 / Westminster's existing stock of specialist housing floorspace provides accommodation tailored to the needs of the vulnerable, older people and others with specific housing needs which are not met by conventional housing.[8] Also high land values means there is pressure to change low-value specialist housing to higher value private residential accommodation. Without this stock, the people who occupy specialist housing would be unable to remain in Westminster. The protection of existing and encouragement of new accommodation[9] that is meeting an identified need is therefore particularly important to maintain the rich diversity and inclusivity of Westminster's population.

10.6 / We will resist the loss of specialist housing if it only requires minor layout changes or improvements to the quality to bring it up to standard to meet modern requirements. However, we appreciate that needs and service delivery change over time and specialist housing can become obsolete or surplus to requirements. With this in mind the loss of specialist floorspace may be considered acceptable to make optimum use of housing sites, to make our housing stock more sustainable as needs change and to deliver the published strategies of the council or other local service providers.

10.7 / We will only accept the loss of any specialist housing uses where there has been no interest from another organisation providing housing for any specialist needs in that location or by a registered provider for the use of the site for any type of specialist housing. This will be demonstrated by the housing being marketed for 18 months as a specialist or supported home.

10.8 / Where the loss of an HMO in a single house is accepted following the marketing exercise, we expect it to be converted into family-sized homes. By increasing the stock of such homes in the city, the loss of the specialist floorspace will be mitigated.

10.9 / Where new specialist housing is proposed, a management plan will be required and applied

8 See glossary for the definition of specialist housing.

9 For new HMOs please refer to the council's licensing scheme: https://www.westminster.gov.uk/houses-multiple-occupation.

via legal agreement or a condition on the application to ensure the new use has no negative impact on the amenity of neighbouring residents. The management plan will address parking pressures, noise and other potential impacts on neighbouring residents or vulnerable uses, such as schools.

Older people's housing

10.10 / The number of older people over 65 living in Westminster is expected to rise by 14% in the next decade and there is expected to be an 82% increase in those over 85. There is therefore a growing need for new housing to meet this specific need. Meeting this need is not necessarily restricted only to extra-care, sheltered housing or residential institutions. It can take the form of mainstream housing designed to aid reduced mobility, adapt to changing health needs or which facilitate the lifestyles of those in later life, as well as private homes marketed specifically to older people. We welcome new and innovative approaches to delivering this type of housing across a range of tenures. New homes to meet this specialist need will be determined with regard to past delivery against the benchmarks set for different tenures of older people's housing in the London Plan.

Quality and location of older people's housing

10.11 / The quality of accommodation for older people is more specific than for other types of housing; we will assess quality of new homes proposed with particular regard to:

- design features suitable for dementia sufferers[10] both in the home and in shared spaces which are part of the development;
- availability of on-site care and support;
- facilities in the development or nearby for community and social interaction;
- access to technology such as tele-care, Wi-Fi and broadband;
- storage options for mobility scooters;
- adaptability of the units for future mobility needs;
- access to public transport.

10.12 / The location of this type of housing can be critical in ensuring a high quality of life for our older residents and contributing to their independence. Older people may be more likely to suffer from memory loss, which may lead to feelings of vulnerability, loss of self-confidence and independence. Where older people's housing is being redeveloped, the re-provision will preferably be in the vicinity of the original accommodation to ensure decanted residents can maintain familiarity with their surroundings and their networks of friends and family.

10.13 / Housing developed as being specifically for older people will be subject to conditions to ensure it continues to be used for its original purpose – this may include a minimum age for the occupants or the continued delivery of on-site care, where this is included as part of the original development.

10 Healthy Building Note 08-02. Dementia-friendly Health and Social Care Environments (Department of Health, 2015) should be consulted.

Gypsy and Traveller sites

10.14 / Proposals for new Gypsy and Traveller sites will be assessed based on identified need for this type of housing in Westminster, how the site optimises the land and the likely impacts the site will have. The most recent research commissioned by the Mayor of London[11] confirms that there is no identified need for residential pitches for gypsies and travellers in Westminster. The city does not have reserves of sites of a size or kind suitable for use for this type of accommodation and it is unlikely that there will be any suitable sites available in the future.

11 GLA Gypsy and Traveller Accommodation Topic Paper, 2017

11. Innovative housing delivery

A. The council has an ambition to be at the forefront of innovative housing delivery and welcomes applications for new types of high quality housing – particularly where they are provided at rent levels equal to or less than Westminster's intermediate rents or enable access to more affordable housing than market housing.

11.1 / London's housing market is evolving. New models and methods of quicker and more sustainable construction are emerging in response to the demand for more – and relatively affordable – homes, and reflect changing lifestyles and ways of working. These new types includes:

- custom-build
- build to rent
- rent to buy
- purpose-built shared living
- live / work
- modular homes
- affordability

11.2 / We welcome innovative ways to deliver more housing and address the high cost of traditional self-contained market housing.

11.3 / If proposals for innovative housing models do not meet the definition of affordable housing they will be required to contribute to the supply of affordable housing regardless of what use class they fall into. This requirement may be waived if the rents charged are at a level comparable to Westminster's intermediate rent and these rent levels are secured by legal agreement in perpetuity.

Shared living and Live / Work

11.4 / Purpose-built shared living can offer an acceptable form of accommodation for young professionals who are content to share some space, particularly if it offers a less expensive option (when including service charges) than conventional self-contained homes. The amount of communal storage and living space provided separately to private spaces should be generous and relate directly to the number of occupants in the development, to ensure there is sufficient space for comfortable living.

11.5 / Live / work developments can additionally provide workspace for start-ups and small businesses alongside homes, which is more affordable than renting office space and will contribute to the city's economic growth. However, we expect the 'work' element to include facilities such as a high-speed internet connection, bookable meeting rooms and touchdown working space that is separate from the 'live' element. This is to ensure it is quality work space capable of meeting modern business requirements. Long term management plans will be submitted alongside proposals for purpose-built shared living schemes.

11.6 / Because purpose-built shared living schemes will have been designed to meet a specific demand, the layout is likely to mean that, without significant adaptation, changing the development to meet an alternative residential use will result in a failure to meet the minimum space standards. To protect residential amenity, we may therefore use legal agreements or a restriction on permitted development rights to prevent shared living developments from converting to other housing types.

Modular homes

11.7 / Modular homes are homes constructed off-site, usually delivered by road to their final destination and put in place by crane, where they are connected to utilities and fitted out. We welcome the delivery of modular homes in Westminster for a number of reasons:

- the units themselves can be constructed very quickly (a matter of weeks);
- off-site development means less deliveries being made in Westminster as only the 'module' is delivered to Westminster instead of multiple streams of construction materials and equipment – resulting in better lower energy use and reduced emissions;
- as the 'modules' are fitted together on-site, the construction disruption caused to neighbours such as noise, dust and pollution from on-site construction is significantly reduced compared to traditionally built homes;
- they can be constructed using more sustainable materials than traditionally built homes;
- more homes can be delivered on small plots.

11.8 / The technology and processes involved in creating modular homes has evolved significantly and they can be indistinguishable from homes built on-site using conventional materials, such as brick. We recognise the design and construction industry is changing and we embrace new technology which helps us respond to the housing challenge.

However, quality of new homes in resulting from new construction techniques such as modular homes needs Westminster to be of the highest quality, with high standards of quality control throughout the entire construction process. We will only accept modular homes in Westminster which are constructed out of sustainable materials.

12. Student accommodation

A. The council welcomes proposals for new well-managed student accommodation for students studying at higher education institutions with a main hub in Westminster, provided it does not involve the loss of other homes and includes units which are adaptable to meet the needs of students with disabilities.

B. Existing purpose-built student housing will be protected.

C. Rents for purpose-build student units will be at a level considered affordable to a student living away from home and will be secured by legal agreement.

12.1 / Student accommodation is another form of specialist housing in Westminster for which there is growing demand. Westminster has 11 major universities and colleges (more than any other London authority) and is also home to many smaller colleges and professional education institutions. As a result, more than a third of higher education students in London attend an establishment in Westminster, creating a significant housing demand. To balance this demand against the high demand for other types of housing in the city, all new student housing must be linked to a higher education institution with its main hub in Westminster. Otherwise delivery of student housing linked to institutions based outside of Westminster might risk us not meeting our housing target.

12.2 / To guarantee the protection of residential amenity for neighbours to student accommodation or communal facilities, all proposals for student accommodation will be accompanied by robust arrangements for long-term management at no cost to the council, formalised through a Section 106 agreement.

Affordability

12.3 / Ensuring the provision of accommodation which is affordable to students living on a limited budget is an issue in Westminster owing to London's academic 'brand' attracting wealthy students, which, in turn, incentivises the delivery of more high-end homes. This drives up demand for student accommodation and causes rents to rise, leaving fewer accommodation options for less wealthy students. All proposals for new purpose-built student accommodation will therefore be expected to be let at no more than the rental cost that is considered affordable for students living away from home in London as set out in the London Plan Annual Monitoring Report. This requirement will be secured by legal agreement.

Adaptable units for students with disabilities

12.4 / Students live in their accommodation for a limited period of time during the course of their studies and occupiers of units can change year on year. Therefore, designing a proportion of units that are suitable for any occupier but which are adaptable to meet the differing needs of disabled students will remove the need for frequent and costly, alterations to meet the needs of disabled students where they arise.

13. Housing quality

A. All new housing (including changes of use) and residential extensions will provide a well-designed, energy efficient and high quality living environment, both internally and externally. New homes will be designed to a standard that ensures the safety, health and well-being of its occupants and protects the amenity of existing neighbouring residential properties.

B. New dwellings (including conversions) will at least meet the Nationally Described Space Standards (where the units are self-contained) and will not exceed 150 sq m gross internal area (GIA) except where this is necessary to protect a heritage asset.

C. At least five sq m of external amenity space should be provided for each dwelling designed for two persons or more and, where practicable, a further one sq m for each additional person the dwelling is designed to accommodate. Where external amenity space is not practicable, new-build dwellings will have additional internal living space equivalent to the external requirement in addition to the minimum space standards.

13.1 / Housing plays an important role in the safety, health and well-being of individuals and communities and in the shaping of neighbourhoods. It must therefore be designed to a high quality. This is particularly important in Westminster given the growing need for housing driving higher density developments.

13.2 / High quality can take many forms and can be achieved through design solutions such as the location of one home's living room in relation to another's bedroom, private internal living or external amenity space, adaptability to mobility needs[12], access to natural light and ventilation to reduce overheating and a dual aspect to the home. Where it is impracticable or inappropriate to provide dual aspect[13] homes, we will expect design measures to mitigate overheating and to provide adequate ventilation within each property.

13.3 / Applicants will be expected to demonstrate how hazards identified in the Housing, Health and Safety Rating System[14] have been addressed in the design of new homes.

12 See London Plan requirements to meet the Building Regulations M4 (2) and M4 (3)

13 Dual aspect homes have openable windows on two or more walls, allowing for views in more than one direction.

14 See Housing health and safety rating system: guidance for landlords and property-related professionals. Also refer to the Council's guidance on bedsits/studios, self-contained flats, flats in multiple occupation standards and hostel standards.

Space standards

13.4 / In a place where demand for housing is extremely high and higher density is subsequently the norm, the minimum size of new homes must be kept in check. The Nationally Described Space Standards (NDSS) are therefore adopted in Westminster and will ensure residents have access to a suitable amount of space in their homes.

13.5 / We have also set an upper limit on the size of new homes. This is because Westminster's position in the global housing market can create demand for super-size properties which under-optimise development of Westminster's scarce land resource. The 150 sq m limit is 12 sq m above the highest minimum standard in the NDSS and is 50% higher than the average size of a private market tenure home in Westminster (100 sq m). It will still enable generously sized homes to be developed to meet development from the prime market, but balances that against the other, more strategic housing need of the city. The 150 sq m upper limit does not apply where a converted purpose built home is being returned to a single family dwelling.

ECONOMY AND EMPLOYMENT

A thriving city creates a thriving economy

The scale and breadth of Westminster's economy is like no other. Our diverse range of enterprise makes us a global hub not just for business and finance, but also for creative and cultural industries. It's an economy that benefits beyond our own communities to the UK as a whole.

For our economic success to continue in the decades to come, we need to respond to people's changing needs. The need for affordable, quality housing that's suitable for our diverse demographic. The need for flexible workspaces. A city that's integrated and connected. A city where people want to be and want to stay.

By creating a thriving place where people to want to be, we create a thriving economy.

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14. Supporting economic growth

A. New and improved office and B1 floorspace across the plan period will be supported to provide capacity for at least 75,000 new jobs between 2016 and 2041, enabling the continued growth and clustering of the creative, knowledge, and research-based sectors. Additional floorspace that meets the needs of modern working practices, including the provision of co-working space, is supported in principle in:

1. The Central Activities Zone (CAZ), including the West End Retail and Leisure Special Policy Area (WERLSPA) and Opportunity Areas
2. North West Economic Development Area (NWEDA)
3. Church Street / Edgware Road Housing Renewal Area
4. Existing town centres

B. In the NWEDA and the Church Street / Edgware Road Housing Renewal Area, a range of workspace typologies, including workshops and studios, will be particularly welcome.

C. Proposals involving the loss of office space from the CAZ must demonstrate that they are necessary to secure a high quality scheme that meets the needs of modern working practices, and that any alternative uses make a positive contribution to the strategic functions of the CAZ.

D. Proposals involving the loss of space suitable for small and medium sized enterprises (SMEs), particularly in the NWEDA, will make suitable re-provision on site to ensure no net loss of employment floorspace.

New and improved employment floorspace

14.1 / Westminster is a global office centre, with an estimated 8.6 million sq m of office floorspace[1], ranging from small traditional offices in heritage buildings, to large modern floorplates. These cater for a full range of occupiers, including real estate, hedge funds, professional / financial services and creative industries.

14.2 / However, since 2005, more than 570,000 sq m[2] of office stock has been lost in the city – predominantly to residential (including permitted development schemes) or hotels. Reduction in supply has resulted in low vacancy levels (less than 8% across the city)[3] and high rents. This trend needs to be reversed in order to continue to compete globally, to support the continued growth of emerging sectors such as creative industries and technology, and to adapt to modern working practices.

14.3 / The London Office Policy Review (2017) estimates a need for more than 75,000 office-based jobs in Westminster from 2016 to 2041. Using average employment densities this could translate to a requirement for as much as 850,000 sq m of additional office stock over a 25 year period; However, a number of uncertainties exist that make it difficult to accurately predict how much additional floorspace will be needed. New and refurbished office stock could continue to result in higher employment densities through more efficient use of space, though the extent to which this remains feasible in constrained older stock is unclear.

14.4 / A continued rise in agile working practices including home working could also temper demand for additional office floorspace in key office markets, as could the unknown impacts of Brexit. Despite these uncertainties and given current job projections, the continued loss of office stock from the city is unsustainable, and a net growth in dedicated employment floorspace will be needed over the plan period.

1 As of March 2017 – based on 1990 Land Use Survey and pipeline updates

2 Pipeline data, March 2017

3 Local Economic Assessment, 2014: http://transact.westminster.gov.uk/docstores/publications_store/LEA_V.II_November2014_FINAL.pdf

14.5 / London Plan policy recognises the strategic importance of the central London office market and encourages the renewal and modernisation of existing stock, along with increased provision in areas of sustained demand for office-based activities.

14.6 / The West End, along with the Opportunity Areas at Paddington, Victoria and Tottenham Court Road, provide the main opportunities for significant office growth. These areas of the city:

- are home to existing concentrations of such use by a variety of occupiers (from small spaces in Mayfair and St James, to large floorplates in Victoria and Paddington);
- include clusters of activity in growth sectors – such as in the creative industries in Soho;
- represent areas of high demand (Paddington in particular has seen substantial office gains over the period 1997-2016 of 132,000 sq m)[4];
- are benefitting from investment in public transport infrastructure (including the Elizabeth Line and, in the future, potentially Crossrail 2); and
- offer opportunities for future growth and intensification.

14.7 / Office growth in these locations will be secured through a combination of:

- the refurbishment and expansion of existing stock;
- the development of new office buildings at a greater density than the buildings they replace; and
- the inclusion of additional office floorspace as part of new mixed use developments.

14.8 / Beyond these key office markets, further provision of new employment space in the NWEDA and the Church Street / Edgware Road Housing Renewal Area can help complement regeneration schemes and secure a more sustainable pattern of growth. New employment space in these areas, where land values are lower, can help support small start-up businesses and enhance job opportunities in areas of deprivation. They could also offer scope for a more diverse range of workspaces than the office orientated activity found in more central locations.

14.9 / Offices are identified in national planning policy as a town centre use. Additional provision will therefore be supported across our highly accessible network of town centres as they continue to evolve as multi-functional areas of commercial activity. Such provision can help support existing successful businesses to continue to thrive.

14.10 / Technological advances are clearly resulting in changing working practices, which new and improved workspaces need to respond to. In recent times, hot-desking, remote working, and less regimented working hours have all become more commonplace, as have freelancing activity and a growth in small businesses. This is resulting in an increasing demand for more flexible workspaces that better facilitate collaboration, and provide ancillary facilities on-site for workers to help improve their work-life balance.

14.11 / To enable growing sectors to continue to thrive, new and refurbished employment floorspace should be designed to meet the needs of modern occupiers. This could include providing dedicated space for hot-desking, informal meetings and collaboration, hosting conferences, and the provision of on-site amenities that helps make them attractive to a talented workforce. Proposals to this effect should be clearly detailed on floor plans, with the rationale behind proposals detailed in planning or design and access statements. Development should also offer flexible spaces and leasing arrangements that can adapt to occupiers changing demands through the life-cycle of their business. Doing so is consistent with national and London planning policy that new and emerging business sectors should be planned for through the provision of a range of workspaces.

Protection of existing employment floorspace

14.12 / Loss of office floorspace from the CAZ risks undermining its key strategic employment functions as defined in the London Plan, and as a result, the global competitiveness of the London economy.

4 Integrated Impact Assessment, 2017

At present the entire CAZ benefits from an exemption from permitted development rights for conversion of B1 offices to C3 residential. When this exemption expires in 2019, control of such proposals in Westminster will be maintained through an Article 4 Direction. Any further loss of office floorspace from the CAZ must demonstrate that it is necessary to secure a well-designed scheme that responds to site-specific constraints, and that the development helps adapt the space to meet the needs of modern working practices. While this could include the provision of ancillary facilities for workers, the net loss of existing office floorspace in the CAZ to facilitate the development of unrelated uses such as residential or hotels is unacceptable.

14.13 / When assessing whether development proposals would result in the loss of workspace suitable for SMEs, consideration will be given to evidence provided from existing or previous occupiers of their needs in terms of rent levels, building layout, and locational requirements for proximity to supply chains. This will be particularly important in the NWEDA, where promoting growth and diversification in economic activity are central to our strategy for the area's development. This principle must not be compromised by pressure for alternative uses such as residential. On-site re-provision of commercial floorspace will therefore be sought.

15. Town centres, high streets and the CAZ

NEW DEVELOPMENT

A. New development in existing town centres and high streets will enhance and diversify their offer as places to shop, work and spend leisure time.

B. A1 retail will remain the priority use throughout the town centre hierarchy. It will be supported by complementary town centre uses that provide active frontages, increase customer dwell time, and enhance town centre vitality and viability.

C. New development will be of a scale, type and format that reflects and enhances the role and function of the centre within which it is proposed. A range of unit sizes including small stores will be supported.

D. Use of upper floors for residential use is supported in principle across all parts of the town centre hierarchy except the International Centres.

E. Town centre uses will also be supported in principle throughout the CAZ, where they do not harm local character or residential amenity.

F. Only sites that fall outside of the CAZ and the town centre hierarchy will be required to pass the sequential test set out in the National Planning Policy Framework (NPPF). Impact assessments will only be required for proposals for more than 2,500 sq m of retail outside the town centre hierarchy.

MANAGING CHANGE OF USE

G. Throughout the town centre hierarchy, the change of use of an A1 retail unit will:

1. be for a use that enhances town centre vitality and viability;
2. maintain an active frontage;
3. not result in more than three non A1-uses consecutively in a frontage;
4. be supported by evidence that there is no reasonable prospect of its continued use for A1-retail purposes, as evidenced by appropriate marketing for a period of at least 18 months. The marketing test will not apply to proposals in the Oxford Street frontage of the West End International Shopping Centre.

H. Temporary proposals for 'meanwhile use' of empty spaces within the town centre hierarchy will be supported where it can be demonstrated that they will enhance

town centre vitality and viability, and will be appropriately managed.

I. Complementary town centre uses within an A1-retail unit (including department stores) will be supported in principle where they are clearly subsidiary to the host unit.

J. Any other change of use within the town centre hierarchy should maintain an active frontage and be for a use that enhances town centre vitality and viability.

New development

15.1 / Westminster's town centre hierarchy includes some of the most iconic parts of London, and provides a diverse network of areas to shop, work, visit and socialise. It includes the International Centres of the West End and Knightsbridge, the WERLSPA, CAZ Retail Clusters, and Major, District, and Local Centres. The locations of these, along with the CAZ boundary, are shown in Map 6.

15.2 / Most of these centres are designated through the London Plan. Additional areas designated through this plan include the Local Centres and some CAZ Retail Clusters. All are based on the findings of our Town Centre Health Check 2018, which monitors their performance in terms of mix of uses, levels of vacancies, and their boundaries. In the case of the CAZ Retail Clusters, the areas not identified in the London Plan were previously identified in the City Plan as 'other centres within the CAZ' or 'named streets'.

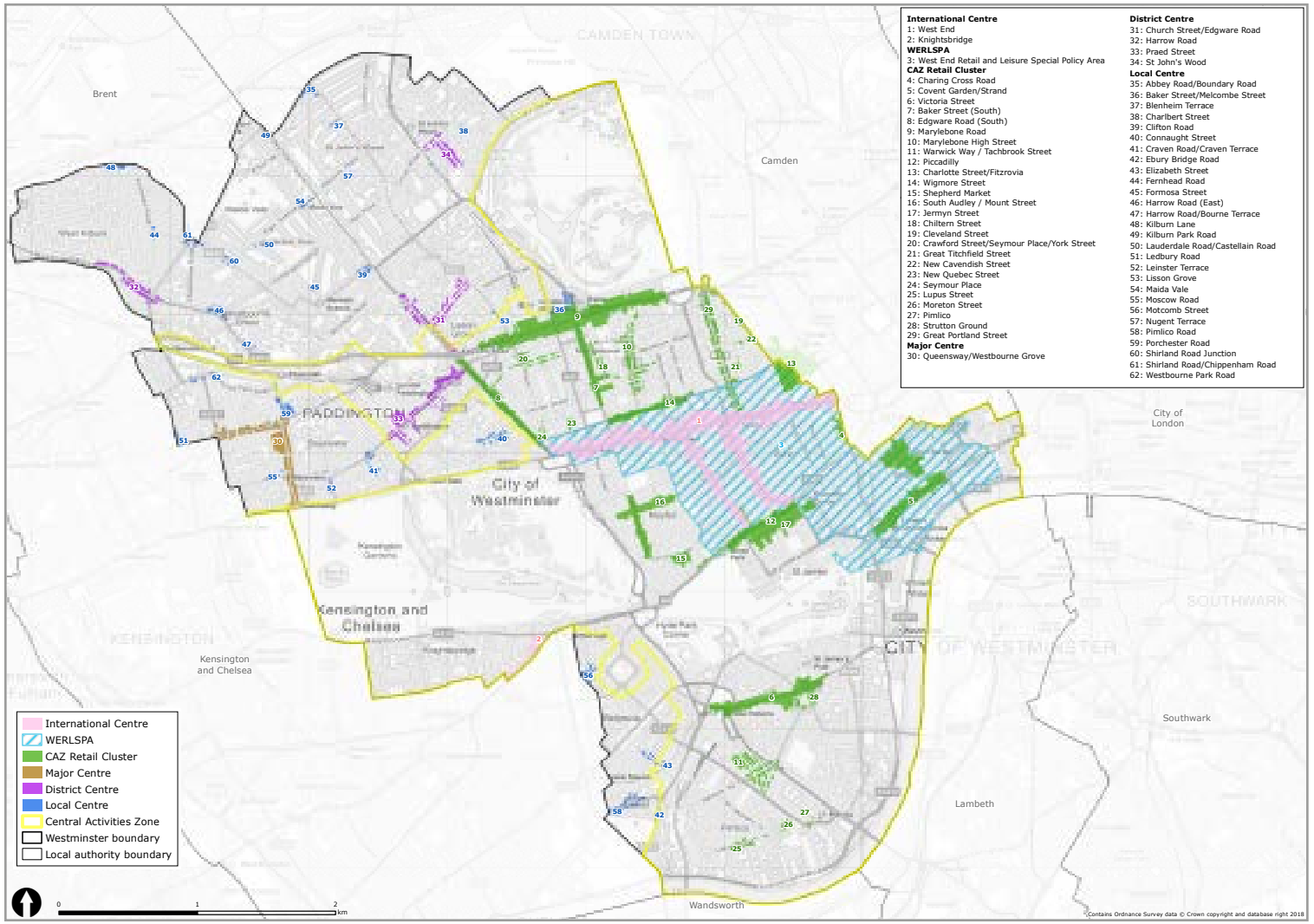
15.3 / GLA forecasts based on a range of scenarios indicate that, over the period to 2041, there will be a need for between 464,865 sq m and 579,194 sq m (gross) new comparison retail floorspace in Westminster[5], assuming base expenditure levels continue. Small scale growth in convenience shopping is also expected. Despite the growing use of online shopping and increased space efficiency within stores, demand for growth will be driven by increased spending from a growing resident population and from domestic and overseas visitors. The increased trend in retail towards larger, more successful centres reinforces the need to continue to plan for retail growth in Westminster through the intensification of existing centres and high streets. While A1 retail will remain the priority use throughout the town centre hierarchy, to ensure existing centres thrive, they must also be given scope to diversify and evolve to new trends. A range of complementary town centre uses will therefore be vital to support their roles as social spaces, increase customer dwell time, and make them more interesting places to visit. All of this will help ensure they remain at the cutting edge of the revolution in retail and offer experiences that cannot be matched by online shopping.

5 Consumer Expenditure and Comparison Goods Floorspace Need in London, Experian, 2017

15.4 / Where new A1 retail and complementary town centre uses are proposed, they should be of a scale, type, and nature that reflects the role of the centre within which it is located, to ensure the town centre hierarchy is not compromised. Proposals should demonstrate how they will enhance the existing centres and mitigate any potential negative impacts. Determining whether a non-A1 use is complementary will be based on the NPPF definition of town centre uses, and consideration of the role, function and health of the centre within which it is proposed. Typically it will include uses such as cafés, restaurants and other leisure uses, but could also include spaces that can host exhibitions and events. These could be within standalone units or as subsidiary uses in a larger host unit.

15.5 / Proposals for major new retail and complementary developments are expected to provide a range of unit sizes to encourage variety in the shopping offer and support small business growth. As a guide, small shops will generally be considered as those under 150 sq m gross retail area.

15.6 / Within the town centre hierarchy, the **West End and Knightsbridge International Centres** provide London's prime retail destinations, and offer unparalleled specialist and comparison retail of regional and national importance that draws in international visitors. The West End International Centre includes Oxford Street, Regent Street and Bond Street, while Knightsbridge International Centre includes Brompton Road and extends beyond the city boundary into the Royal Borough of Kensington and Chelsea.



Map 6: Town Centre Hierarchy

15.7 / The Mayor of London has identified these centres as being of high commercial growth potential[6] and therefore especially suitable for further large-scale retail growth. To reflect their role and function, retail provision should be predominantly for comparison shopping and maintain a strong retail core at ground and lower floors. Complementary town centre uses that enhance customer experience will be focussed on upper floors, alongside other commercial uses including office floorspace. Where provided at lower floor levels, non-A1 uses will normally be subsidiary to primary A1 uses, and will enhance and sustain, rather than dilute their comparison shopping role. Convenience shopping such as supermarkets could dilute their comparison shopping offer and present significant servicing issues, and are therefore discouraged.

15.8 / As the UK's premier shopping street, the impact of changes to the retail sector will likely be most strongly felt in Oxford Street – particularly given the existing presence of multiple stores by the same operators. Comprehensive proposals for the future of the area that respond to these challenges, including proposals for an enhanced public realm that improves the user experience, are therefore in development. Further guidance on our approach to development in the Oxford Street District may be provided through an SPD.

6 2017 London Town Centre Health Check (January 2018) GLA

15.9 / The **WERLSPA** covers the wider West End, where there is an insatiable demand for new floorspace across all land uses. Beyond the West End International Centre it captures iconic areas of retail and leisure activity such as Covent Garden, Leicester Square and Theatreland. Away from the main shopping streets, the land use is highly diverse, containing a mix of commercial activity including retail, pubs, bars, restaurants, theatres, cinemas and other entertainment venues. Together these provide a wealth of attractions that draw in visitors and make a major contribution to London's world city status. The mix of uses also provide rest and refreshment for workers and shoppers during the day.

15.10 / Alongside retail growth, a balanced mix of complementary leisure, entertainment, food and drink and cultural and employment offers are welcomed to help the West End to grow, not only as a global shopping destination, but also as an enhanced leisure and employment destination. Such growth in the West End will make an important contribution to meeting Westminster's employment growth targets.

15.11 / To realise shared objectives of improving the local environment to make visiting the area a more pleasurable experience, whilst maintaining and enhancing the West End's global reputation, we will continue to work within the West End Partnership (WEP) and with other stakeholders.

15.12 / The **CAZ Retail Clusters** provide clusters of retail and other complementary town centre uses that make a major contribution towards the strategic functions of the CAZ, as set out in the London Plan. They meet the needs of a combination of residents, workers and visitors, adding to central London's wide appeal. New development within them will respond to local character in terms of the scale and nature of the proposed uses. The nature of activity across the CAZ means that in many instances retail and other complementary town centre uses will be welcomed beyond the ground floor, though proposals will need to respect that the CAZ is also home to a large residential population.

15.13 / **Queensway / Westbourne Grove Major Centre** is the only Major Centre in Westminster. It is designated as such due to the scale and nature of its mix of convenience and comparison retail activity and complementary town centre uses. It has a traditional high street character largely surrounded by residential areas and provides an important convenience shopping function to these local residents. However, an over-concentration of entertainment uses and the loss of retail to hotels have weakened the vitality and viability of the centre, which now needs reversing. Over the plan period, new development that reinforces the centre's retail function through opportunities for ground floor retail with residential above is welcomed. This will be supported by investment in the public realm, which is likely to include increased footway widths to

enhance the pedestrian environment, and the provision of new loading bays to help meet businesses' servicing requirements.

15.14 / The **District Centres** of Praed Street, St Johns Wood High Street, Harrow Road and Church Street each have their own distinct character and challenges that new development will need to respond to. The proximity of Praed Street to Paddington Opportunity Area is likely to increase demand for retail floorspace that is more focussed on new residents needs than the current offer which is more orientated towards visitors, tourists and workers. The presence of boutique fashion and independent retailers in small format stores is fundamental to the character of St John's Wood High Street, although there is a lack of leisure and community facilities in the centre. Harrow Road currently suffers from a comparative lack of quality and diversity in its retail offer; a balance therefore needs to be found between protecting the remaining retail, and allowing for other uses that provide new employment opportunities and bring greater activity to the centre. Church Street provides a range of shops and services to local residents and has a long established antiques market and theatre that hosts community events. A growth in retail, cultural and community facilities in the area will support sustainable growth as regeneration proposals come forward.

15.15 / There are numerous **Local Centres** in Westminster. They are smaller in scale than District Centres, playing a more localised role for residents and workers. They normally contain a mix of convenience goods shops, local service uses, restaurants, cafés and pubs. These centres can provide a focal point for community activity, and the availability of a range of shops and services close to where people live can be particularly important for the less mobile. Over the plan period, these centres will maintain a healthy mix of uses that includes a range of convenience shops for local residents to carry out their day-to-day shopping needs, supplemented by complementary uses that enhance centres' vitality and viability. This includes uses such as banks, advice centres, doctor's surgeries, and cafés. Given their localised role, the use of upper floors for residential purposes is supported in principle.

15.16 / Beyond the existing town centre hierarchy, we will work with neighbourhood forums to identify additional retail frontages of importance to neighbourhood areas and policies to guide development within them, through neighbourhood plans.

15.17 / Proposals for major new retail development are expected to provide a range of unit sizes to encourage variety in the shopping offer and support small business growth.

15.18 / Whilst not forming a part of Westminster's town centre hierarchy, the wider CAZ as defined in the London Plan covers much of the city. Town centre uses provide a key element of the mix of uses within it and contribute to its character and strategic functions. However, the CAZ is also home to many local residents and some parts of it are also wholly residential in character. To respect its many functions, policy support is provided for town centre uses where they would not be detrimental to local character or residential amenity. Our approach to requirements for sequential tests and impact assessments – as set out in the NPPF – reflects that whilst commercial uses should be supported within the CAZ, the town centre hierarchy should provide the key focus of retail related growth.

Managing change of use

15.19 / Online shopping is having major impacts on the retail industry. It is well documented that many high street retailers and department stores have struggled to survive, and town centres and high streets need to adapt and offer shoppers a better experience to increase footfall, dwell time and customer spend. This includes investment in the public realm, but also the nature of land uses. Policy therefore provides support for the evolution of our town centres and high streets. Supporting subsidiary uses within host stores can help increase dwell time within department stores and flagship stores, whilst there is also a growing trend toward blurring of use classes (shops that also serve food and drink on site and provide exhibition space for example). Well managed pop-up and meanwhile uses can support small businesses to test their products, and add to the vibrancy of an area by attracting new footfall.

15.20 / Such flexibility needs to be managed to ensure retail remains an essential part of the mix of land uses, and projected levels of retail growth can be accommodated. The cumulative change of use of A1 retail units can harm the appearance, character and retail function of town centres and high streets. Furthermore, a predominance of uses such as shisha bars, betting shops and fast-food takeaways can also be detrimental to public health. Proposals resulting in the loss of an A1 retail unit will be therefore considered in terms of their impact on the health of the centre, and will require marketing evidence demonstrating that continued retail use is no longer viable.

15.21 / Marketing evidence will not be required within the Oxford Street frontage to the West End International Centre. This is in recognition of the existing presence of multiple stores by the same operators, recent growth in certain A1 uses that undermine its status as the UK's premier shopping street, and the need to be at the forefront of innovation in the sector.

15.22 / Where temporary consents are granted for non-A1 uses, this will not remove requirements for marketing evidence before any permanent change of use is considered.

15.23 / In considering change of use proposals, many town centre uses enjoy permitted development rights under national planning legislation. We will keep the balance of uses and emerging clusters across our centres under review through updates to town centre health checks, and use our powers to make directions requiring the submission of planning applications as appropriate.

16. Markets and commerce in the public realm

MARKETS

A. New and extended markets will be supported in town centres and the CAZ where they enhance the variety and vibrancy of city life, and the character of the neighbourhoods in which they are proposed and do not compromise the operational requirements of existing businesses in the vicinity, residential amenity.

EXISTING COMMERCE IN THE PUBLIC REALM

B. Additional semi-permanent kiosks or structures will be resisted. The replacement and relocation of existing structures will be designed and sited to:

1. respect local context and not detract from any heritage asset;
2. minimise obstruction to pedestrian movement and street cleansing arrangements;
3. minimise energy consumption for heating and lighting;
4. be capable of quick removal.

C. Trading from premises extending into the street (including provision of tables and chairs on the highway) will not:

1. harm local amenity;
2. compromise pedestrian movement or traffic conditions;
3. impede refuse storage and street cleansing arrangements.

Markets

16.1 / Suitably located, well designed and managed markets can play a positive role in supporting the vitality and viability of nearby town centres and contribute to a sense of community. They can be a source of fresh and locally sourced food that supports a healthy diet, complement the local retail offer, and can further local interest by adding to the character and liveliness of a street or place. They can also play an important role in supporting the development of the local economy, particularly giving opportunities for new micro-businesses and enabling these to showcase the goods and services they provide. Existing council-run markets within Westminster include:

- Strutton Ground SW1
- Tachbrook Street SW1
- Maida Hill W9 (temporary consent)
- Church Street NW8

– Berwick Street W1
– Rupert Street W1

16.2 / Westminster's existing markets will be protected and enhanced in ways that complement the surrounding retail offer. This will be achieved through partnership working with traders, residents and businesses, in accordance with our Markets Strategy. Where it has been demonstrated that existing markets are no longer viable in their existing form and location. Proposals for comparable re-provision in the vicinity will be supported subject to their impact on the surrounding area.

16.3 / Proposals for new markets will be directed to existing commercial areas in the CAZ and other town centres to support the existing retail offer and minimise disturbance to the amenity of residential neighbourhoods. Proposals for new market stalls should demonstrate that they will be functional, well designed and positioned so they do not harm local character, compromise the safe movement of people and vehicles, or existing businesses servicing requirements. Through the use of legal agreements, management plans will be sought in order to minimise any disturbance – through matters such as the arrangements for setting up and removing stalls, and collecting refuse.

Existing commerce in the public realm

16.4 / Commerce in the public realm can add to the diversity and vibrancy of city life and support economic development. However, it can also hinder pedestrian movement, cause traffic congestion, undermine the character of historic areas, and compromise city management functions such as street cleansing and refuse collection. Given the popularity and crowded nature of much of the public realm in Westminster, commercial activity here must be carefully managed to balance its benefits and adverse impacts.

16.5 / Given the intense pressures on much of the city's kerb space, and the need to prioritise safe pedestrian movement, a net growth in semi-permanent kiosks (i.e. those that can be removed without the need for dismantling) will be avoided. Where replacement facilities are proposed (including those in alternative locations to the existing), they should deliver net benefits by being designed and constructed in a manner that makes a positive contribution to their proposed setting and wider energy efficiency goals. Their location should not impede pedestrian movement through an area and between buildings, and any arrangements for street cleaning. This includes being designed to avoid stock spreading onto the pavement.

A single, well designed and located structure could have less negative impacts than clusters of smaller stalls, and as such may be preferable where it can be used to house several separate functions. Quick removal of structures may be necessary to facilitate highways works, street cleansing, or other works for special events in the public realm.

16.6 / Extending trading onto the street, including through outdoor seating, can help sustain businesses such as cafés and restaurants by adding to their offer. However, this needs to be balanced against the primary purpose of the highway, which is to facilitate movement of pedestrians and other highways users. The noise associated with such development can also cause disturbance to residential occupiers of upper floors. Where schemes are supported, they will be required to store temporary street furniture off-street outside of trading hours; so it does not impede refuse storage and street cleaning. City management powers will also be used alongside planning powers to limit the number of tables and chairs within a pitch, its hours of use, and secure suitable management arrangements. Further guidance on the effective management of these issues will be forthcoming in the form of an SPD.

17. Visitor economy

A. We will maintain and enhance the attractiveness of Westminster as a visitor destination, balancing the needs of visitors, businesses and local communities.

ARTS AND CULTURAL USES

B. All existing arts and cultural uses will be protected. New cultural uses will be encouraged in the city's growth areas and Strategic Cultural Areas. Outside of these areas, arts and cultural uses will be of a scale and nature that are appropriate to the local context and benefit of the local community.

C. Commercial developments associated with an arts or cultural use will be of clear and lasting benefit to that use which could not otherwise be achieved.

D. In the exceptional circumstances where it is necessary to redevelop a theatre or cinema, a suitable replacement will be required. Proposals to improve theatres and cinemas will be encouraged and should have particular regard to their heritage designation.

EVENTS IN THE PUBLIC REALM

E. Events in the public realm will benefit the city, its people and enterprises. They will support the character and function of the area in which they take place and will be organised in ways that minimise the impact on the amenity of residents, businesses and others, and maintain the quality of the public realm.

HOTELS AND CONFERENCE FACILITIES

F. Existing hotels and conference facilities will be protected, except where they have significant negative effects on residential amenity.

G. New hotels will be directed to the CAZ, other than in streets that have a predominantly residential character and / or where this results in the loss of B1 space. Conference facilities will be directed to and protected in the CAZ.

H. Extensions to existing hotels will be linked to the upgrading of the hotel and not include or intensify facilities that can be used by non-residents of the hotel.

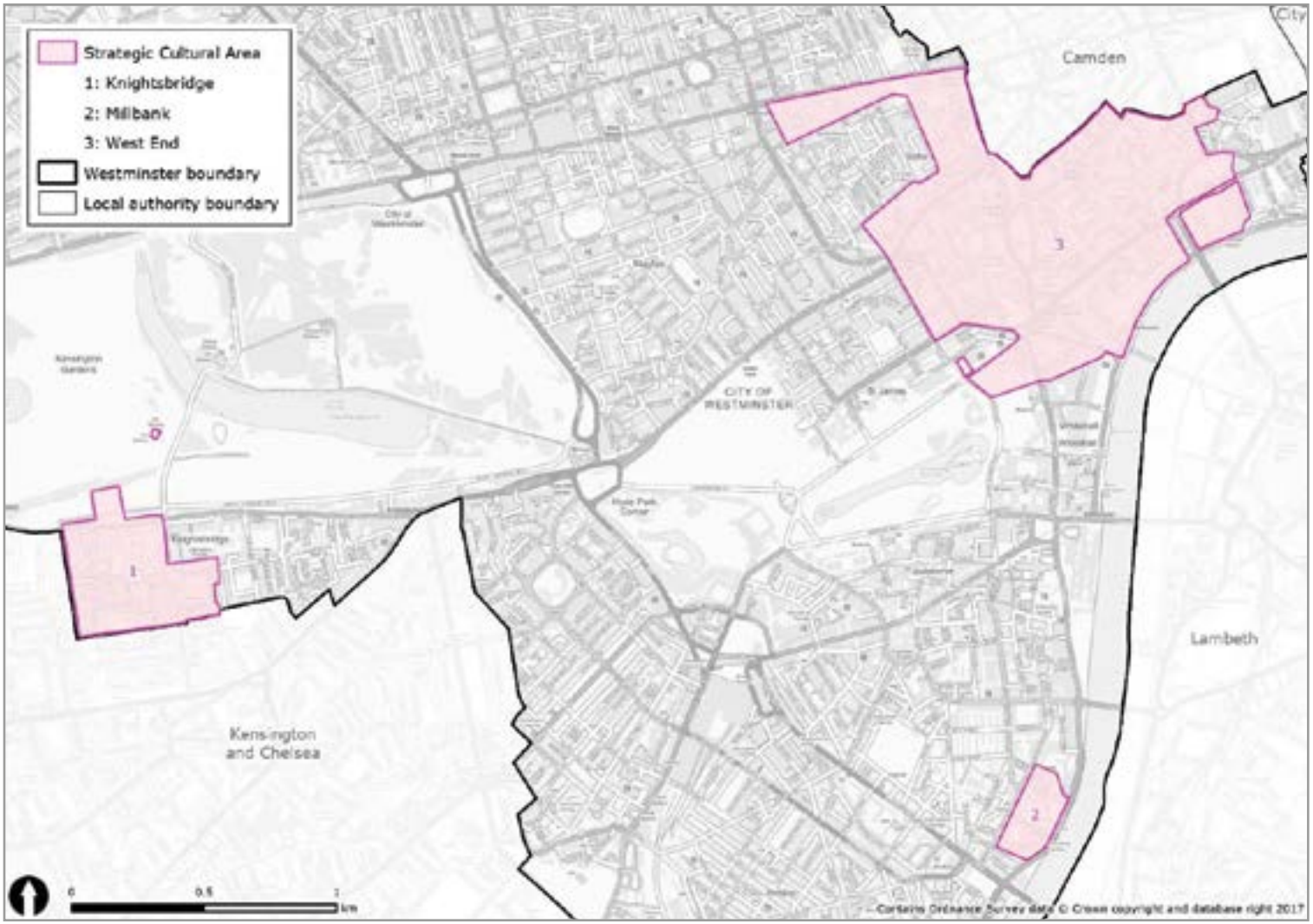
PUBLIC TOILETS

I. Safe, secure and publicly accessible toilets will be required in proposals that generate a large amount of visitors including large retail developments, large leisure and entertainment developments, tourist attractions and transport interchanges.

17.1 / Attractions, events, businesses and institutions in Westminster attract visitors from around the world and contribute to the appeal of the city. These include uses that represent a major part of the nation's cultural heritage. The visitor industry forms an important part of Westminster's economy, creating a significant number of jobs. Growth in this sector must be balanced with the need to protect the liveability of the city and enhance participation of local communities in cultural activities.

Arts and cultural uses

17.2 / The areas identified for new arts and cultural uses are those which already experience a high number of visitors because of an existing commercial or cultural focus, or because they are areas of the city that are growing economically. New uses of this sort will complement that growth and make the most effective use of existing infrastructure.



Map 7: Strategic Cultural Areas

17.3 / The designated strategic cultural areas contain a number of renowned arts and cultural uses which we seek to promote, protect and enhance. The West End Strategic Cultural Area (SCA) has one of the largest clusters of cultural and entertainment uses in the country, including Theatreland, Trafalgar Square, the National and National Portrait galleries and Somerset House. The Millbank SCA along the River Thames includes Tate Britain and the Chelsea College of Art and Design. In the Knightsbridge SCA a concentration of institutions of international importance includes the Royal Albert Hall, the Serpentine Gallery, the Royal College of Art and the Royal College of Music.

17.4 / Commercial activity associated with arts and cultural uses such as cafés and restaurants should be clearly ancillary and must not dilute the arts or cultural function, character of the use, or compromise its operation.

17.5 / Given their valuable economic and reputational contribution to Westminster as a cultural centre, replacement theatres and cinemas may be required to be provided within a stated period to ensure the continuity of the use. Any replacement theatre or cinema should seat at least the same number of people as the original and be fully equipped to cater for live theatrical productions. A reduction in seating capacity may be allowed as part of cinema or theatre refurbishments if this is necessary to improve accessibility or visibility, or other improvements relating to the operation of the theatre.

17.6 / We recognise the difficulties faced in upgrading theatre facilities to meet the needs of theatregoers and the standards they expect while minimising adverse effects on theatrical heritage. We will continue to work closely with the theatre industry and other agencies to seek to resolve these issues whilst ensuring that Westminster's unique heritage is maintained. We will continue to consult with The Theatres lTrust and the Society of London Theatres on applications relating to theatres.

Events in the public realm

17.7 / The Westminster public realm is an important arena for an increasingly diverse range of functions, experiences and cultural activities for the nation as a whole. These range from international sporting events, bespoke art installations, Armed Forces commemorative events, the Lord Mayor's annual procession, Royal celebration events, Pride London and a rich variety of other commercial, civic and cultural events.

17.8 / Although many events will not require formal planning permission, the council intends to ensure its planning functions are aligned with its other powers and responsibilities in managing events safely and effectively, with any negative impacts on the built environment minimised and mitigated.

17.9 / Management plans are required to set out how the event will be managed, the length of time required for set-up and dismantling of any structures or equipment required and how the organisers will contribute to any clean-up of public areas required after the event. They should also set out arrangements to work with the police, fire and ambulance services as part of the event where appropriate.

17.10 / Proposals for temporary events will be assessed based on the short-term impacts of the event itself, but also the cumulative impacts of all events in the local area – including road closures and residential amenity.

Hotels and conference facilities

17.11 / Any significant decline in the extent of visitor accommodation in Westminster would have significant impacts on strategically important central London activities and levels of employment. Therefore, a strong level of protection is given to existing hotels and conference facilities.

17.12 / The CAZ is the centre of commerce and activity in London served by excellent national and international public transport connections. It is therefore an appropriate location for hotels and conference facilities. To protect commercial uses, the loss of B1 uses to hotels will not be supported.

17.13 / New hotels and conference facilities are generally not appropriate elsewhere, unless strong evidence is presented to demonstrate that the hotel or conference facility is of an appropriate scale and will not have adverse impacts on the amenity of the residents in the area in which it is proposed.

17.14 / There is a need to ensure a balance between hotel and residential uses so that they can all function well while also ensuring a good quality of life for residents. Particularly large or intensively used hotels or conference facilities are often not compatible with predominantly residential streets, because the amount of activity they generate can cause amenity problems. The change of use of hotels to residential use will be encouraged where the existing hotel is not purpose built and is demonstrated to be causing adverse effects on residential amenity.

17.15 / When assessing proposals for new hotels, we will take into account the site location, relationship to neighbouring uses, scale of accommodation and facilities proposed (the number of bedrooms and nature of other services the hotel offers), highways and parking.

Public toilets

17.16 / Publicly-accessible toilets provide an important facility for residents, workers and visitors. They also contribute to keeping London's streets clean, reducing the risk of anti-social behaviour with people urinating in the street, creating a poor street environment and deterring people from using public areas. They are especially important for some groups, such as the elderly, families with children, or those with certain health conditions.

17.17 / For the purposes of this policy, large retail developments are those having 1,000 sq m of gross floorspace or more. Large entertainment uses are those having 500 sq m of gross floorspace or more. The toilets should be maintained at the applicant's expense as part of the overall maintenance of any development. Toilets accessible to the public should be clearly sign-posted within developments to ensure they are easily located and the needs of less mobile people must be taken into account in the design of new toilets.

18. Food, drink and entertainment uses

A. Proposals for food and drink and entertainment uses will be of a type and size appropriate to their location, and will be neighbourly. The over-concentration of entertainment uses will be prevented where this harms the vitality and character of the local area. Entertainment uses will demonstrate wider benefits for the local community, where appropriate.

PROTECTION OF PUBLIC HOUSES

B. Public houses will be protected throughout Westminster except where there is no reasonable prospect of its continued use as a public house, as evidenced by appropriate marketing for a period of at least 18 months.

HOT FOOD DELIVERIES

C. Provision for food deliveries from restaurants or cafés, including facilities for platform-based delivery, will only be supported where it is demonstrated that the facilities do not result in a change of use to hot food takeaway or other uses including composite / sui generis uses.

D. Purpose-built facilities for platform-based deliveries will only be supported when they are purposely designed to limit the adverse impacts of this type of delivery mechanism.

SHISHA SMOKING

E. The use of premises and outdoor areas for shisha smoking will not take place under or adjacent to windows of existing residential properties. Any negative effects must be fully mitigated by incorporating measures into the design and operation.

18.1 / Westminster has a vibrant entertainment sector, including a huge range of food and drink uses. This plays a vital role in supporting the visitor economy providing local employment opportunities and contributing to London's world-city status. Much of the entertainment sector is concentrated in the West End, but clusters also exist in other parts of the city such as Edgware Road and Queensway / Bayswater.

Food, drink and entertainment uses principles

18.2 / Proposals for food drink and entertainment uses should be accompanied by an assessment of development impacts, which should be proportionate to the likely impact of the proposal. This is based on the principle that larger scale proposals, and those with later opening hours, will be likely to have disproportionately larger impacts on surrounding areas, these impacts will be felt more strongly within smaller commercial areas, given their role and function. The type of use proposed as well as the concentration of uses in proximity will also be taken into account. Applicants will be required to produce a management plan setting out the steps identified as a result of the assessment. Production and implementation of management plans will be secured by planning condition and / or legal agreements as appropriate.

18.3 / Proposals for new entertainment uses will need to set out in their planning statements the benefits that the local community will gain from these uses. Arrangements may be formalised through a legal agreement where appropriate. Local community functions provided by new entertainment uses could include discounted access to space for community functions, or the provision of learning and training for the local community associated with the use.

Protection of public houses

18.4 / Public houses can play an important role as social hubs at the heart of communities, add to the diversity of commercial areas, and make a positive contribution towards townscape and local identity. Their protection is supported by both national policy and the London Plan.

18.5 / Latest records indicate there are 439 public houses in Westminster, of which 87% are in Conservation Areas and 28% listed. They can support the economy by providing direct employment, supporting food suppliers and the brewing industries, and helping make Westminster a desirable place in which to work and do business. Despite this, they are facing increasing threat of closure. Recent monitoring data shows that over recent years there has been an increasing loss of floorspace for drinking establishments.

Hot food deliveries

18.6 / Hot food takeaways fall under a different use class (A5) to restaurants and cafés (A3) and by their nature, can result in increased disturbance as a result of motor vehicles, mopeds and motorbikes delivering food to customers. Often restaurants and cafés also offer such services, and this is becoming increasingly commonplace with the rise of platform-based delivery options. We will therefore seek to control numbers and hours of operation of food deliveries through planning conditions to ensure any such services are ancillary to the primary use of an A3 premises, and will seek to promote use of sustainable delivery options.

18.7 / In recent years there has been significant growth in mobile technology-based platforms used to order hot food. This has often led to negative impacts on the amenity of residents and businesses arising from the noise and other disturbance from large numbers of delivery agents outside food premises or elsewhere. We recognise the convenience of delivery platforms. However, we will ensure that any negative impacts are minimised and managed. Westminster's dense pattern of development means that it is unlikely that there will be anywhere within its boundaries that are suitable for stand-alone food preparation facilities supporting these platforms given their likely amenity impacts, particularly in terms of noise and odour.

Shisha smoking

18.8 / Shisha is a flavoured tobacco smoked through a waterpipe or hookah. Its health risks, including cancer, heart disease and respiratory disease, are recognised by Public Health England. Smoke free legislation means it cannot be smoked indoors in public places, but a licence for outdoor smoking is not required.

18.9 / An increased amount of outdoor shisha premises are emerging in the city, often as ancillary uses within cafés and restaurants that then incrementally expand. Estimates indicate that from the period 2010 – 2013, the number of premises more than doubled, from 60, to more than 130[7]. Such premises are distributed across the city, with notable concentrations in Edgware Road.

7 Reducing the Harm of Shisha: towards a strategy for Westminster, Feb 2017, https://www.westminster.gov.uk/shisha

18.10 / We consider shisha bars a sui generis use, meaning that where a premises changes its use to a shisha bar planning permission will be required. Where this is sought, applicants will be required to demonstrate how any potential negative impacts of the proposal can be mitigated through the implementation of a management plan for the premises.

18.11 / Outdoor smoking at shisha bars, which often occurs late at night, can harm residential amenity through increased noise, odour and fumes, particularly in areas with large concentrations of these uses. A loss of retail units to shisha bars can result in a change of character and undermine the vitality and viability of established shopping areas. The use of outdoor tables, chairs, and charcoal burners can also block pavements making it more difficult for people to get around the city. We will therefore seek to control numbers and opening hours and use planning conditions to secure the management of waste disposal and positioning of tables and chairs. Management arrangements will be required to safeguard residential amenity and minimise disturbance.

18.12 / In addition, given the amenity and public health impacts of shisha smoking, we are lobbying for increased licensing powers to control the proliferation of shisha bars.

19. Soho Special Policy Area

A. Development in the Soho Special Policy Area (SPA) will reflect its unique character and function and demonstrate how it respects, protects and enhances the existing scale and grain of the built environment and the unique mixture of uses present there.

B. The following uses will be supported:

1. SME workspace, particularly in the creative sectors;
2. Specialist retailing;
3. Housing that meets the needs of those working in the area;
4. Food, drink and entertainment uses, subject to clause D;
5. New live music venues with low amenity impact;
6. Physical, social and green infrastructure.

C. New hotels of more than 2,500 sq m will not be permitted.

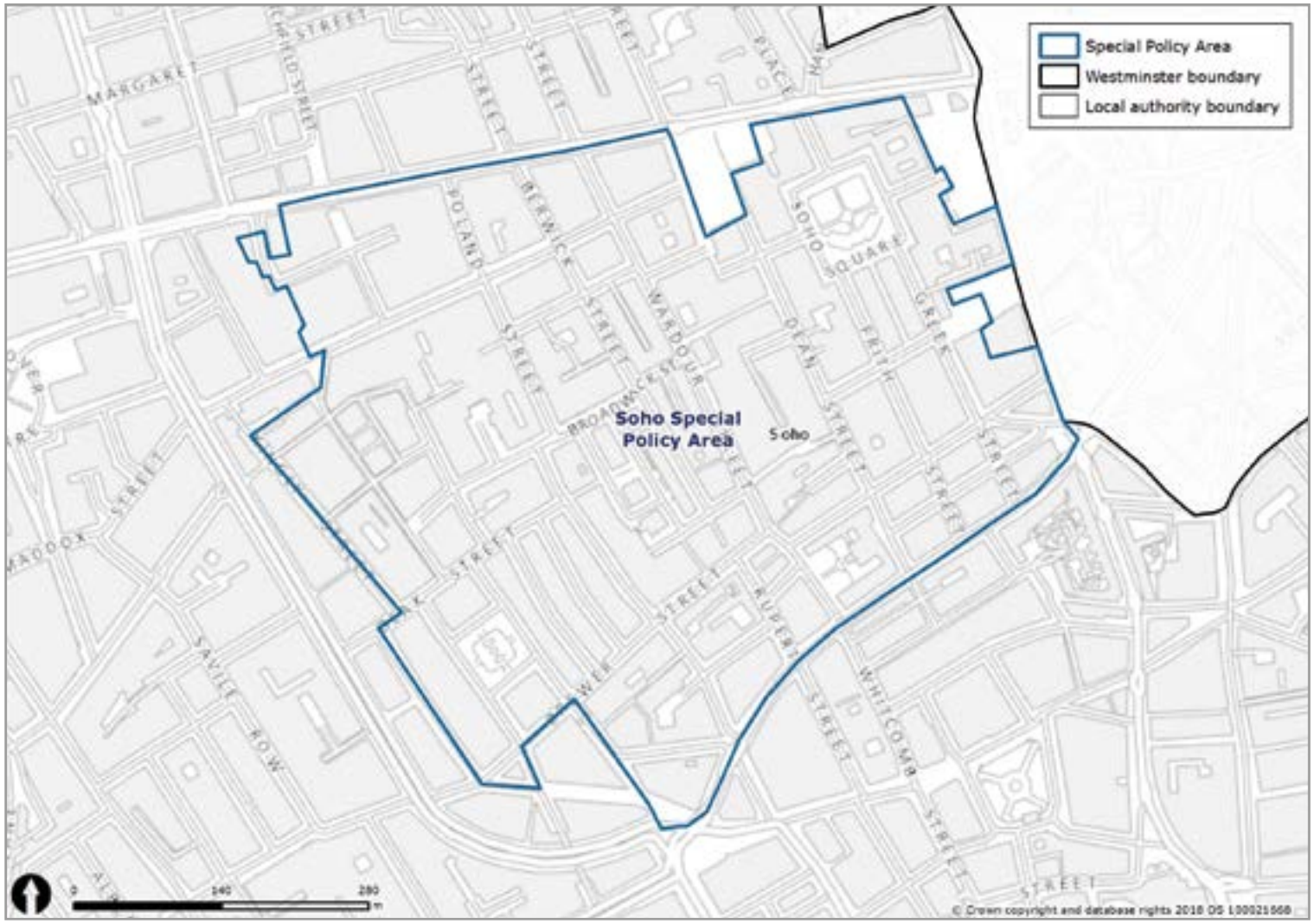
D. The cumulative impact of proposals for new A3 restaurant / café uses or A4 drinking establishments on the character of Soho's streets and their mix of uses will be given particular attention in decision-making, in order to prevent the clustering of such uses.

E. Development involving the amalgamation of units behind retained facades will not be permitted, other than on Oxford Street, Charing Cross Road and Shaftesbury Avenue.

F. The scale and setting of Soho and Golden squares will be protected. The function of these squares and of St. Anne's Churchyard as green spaces will also be protected and enhanced.

19.1 / Soho has been a mixed residential and commercial district since the mid-18th century, when it was popular with artisans, traders and immigrants, often fleeing conflict in Continental Europe [8]. In the 19th and 20th centuries, Soho further developed as a centre for the creative arts, particularly the British film industry. By the 1960s, Soho had become a focal point of London's music scene, alongside its boutique shops and other bohemian culture, and has become a home for London's LGBTQ+ community. The area was designated a conservation area in 1969. Since

8 Soho Heritage and Character Assessment, 2018



Map 8: Soho Special Policy Area

the 1960s, Soho has become a major tourist attraction and has become more commercialised. It still has a unique role to play within the wider West End and it is important that its distinctive qualities are conserved and enhanced.

19.2 / Soho has a cosmopolitan character, density and diversity of uses. It functions as a place to live, work and visit, with all of these roles taking place within its dense network of narrow streets, and often within the same buildings. Soho has a distinctive scale of uses, typically smaller than elsewhere in the West End. The dense nature of the urban fabric lends itself to smaller floorplates, which typically support tenants from specialist and smaller scale industries, particularly the cultural, creative and visitor sectors and for SMEs. Smaller units and flexible workspaces to encourage this type of use will be supported. Amalgamated units behind retained facades will therefore generally be resisted, other than on the main roads surrounding Soho where more transformative development will be acceptable.

19.3 / It is important to maintain the mix of uses present in Soho in order to protect local character. This policy aims to promote a range of uses that reflect Soho's cosmopolitan and diverse nature. To prevent the clustering of food and drink uses, changes of use to new A3 restaurant or café uses or A4 drinking establishments will be assessed in terms of their cumulative impact on Soho's streets. This will ensure that the mix and balance of uses in the area is maintained. The clustering of A3 and A4 uses can have a detrimental impact on the mix of uses in Soho, and can lead to incremental changes to its character. Applicants should address this issue in their Planning Statement, and should consider the surrounding uses at ground floor level, and the existing servicing arrangements in the vicinity of the site. Noise and amenity impacts will also be carefully considered, especially where there are residential uses on upper floors in the immediate vicinity of the site. Large-scale hotel facilities will not be considered acceptable within the SPA, as they will likely displace other commercial uses, which will erode local character, as well as having potential amenity and environmental impacts.

19.4 / Soho has a range of housing stock, meaning it is a place where people are able to both live and work. Proposals for new housing in Soho will need to demonstrate that they are able to meet the needs of those working in the area by contributing to the range of stock including through the provision of affordable housing.

19.5 / Soho's green spaces are rare and formalised green space only exists in Soho Square, Golden Square and St Anne's Churchyard. It is therefore important that their function as green spaces is protected, and enhanced where possible, with further opportunities explored for providing green infrastructure and enhanced public realm in new development. Public realm improvements should implement the findings and recommendations of the Soho Public Realm Study (2014). Furthermore, Soho Square and Golden Square are designated London Squares that perform an important heritage function. As a result, their setting and scale should be respected in development proposals.

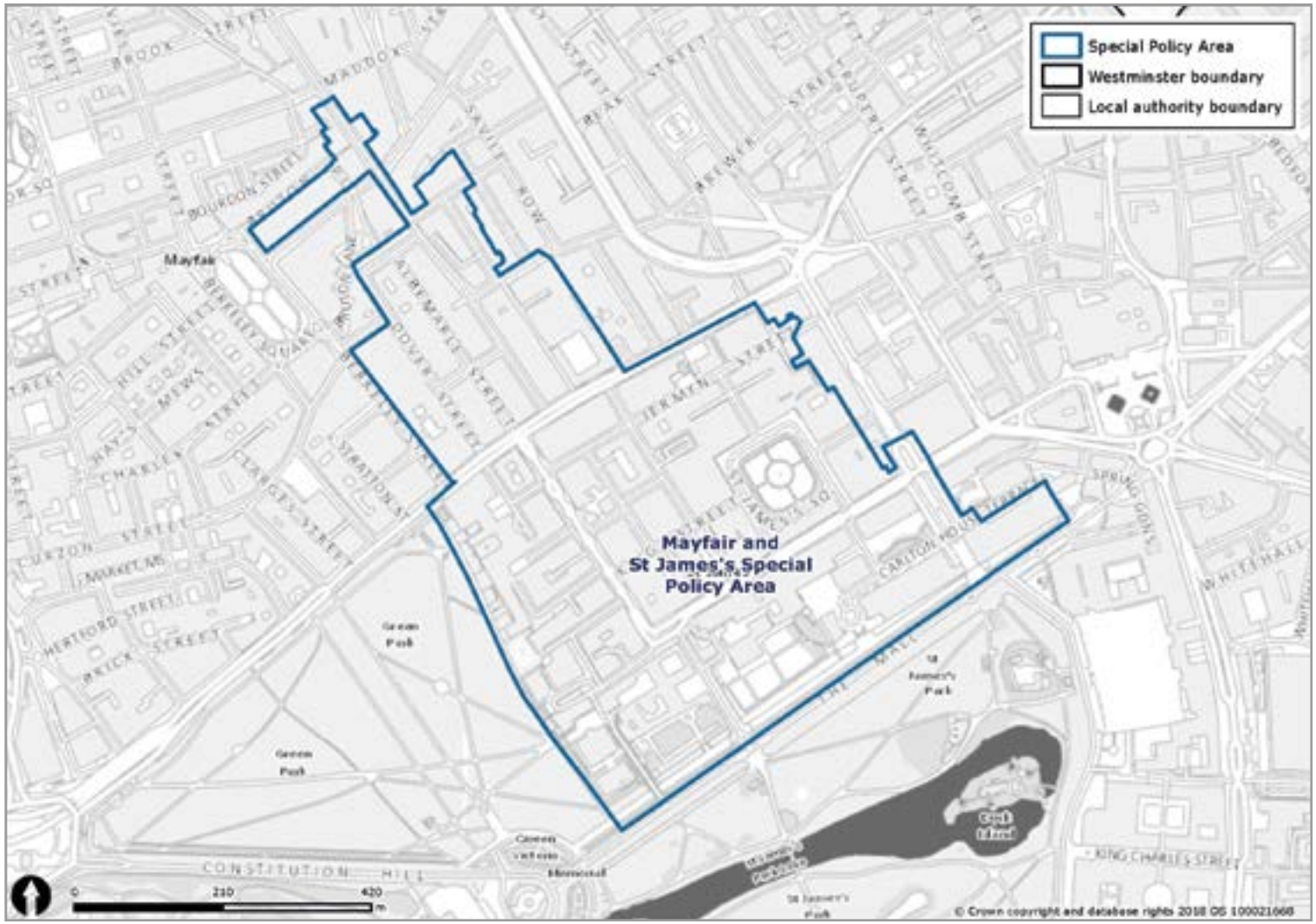
20. Mayfair and St. James's Special Policy Area

A. Development in the Mayfair and St. James's SPA will complement, support and enhance its unique character and status in accommodating prestigious and renowned buildings and functions.

B. Additional floorspace for use as art galleries is supported in principle. The net loss of gallery floorspace from the Special Policy Area will be resisted.

C. The council will work with landowners and others to protect existing niche luxury and specialist A1 retail floorspace. Additional retail of this type that complements the area's unique character is supported.

20.1 / Mayfair and St James's are prestigious locations with a unique status and character, long standing international recognition, and a distinctive pattern of specialist uses including art galleries and luxury retail. The area has a rich visual townscape with grand formal buildings including palaces,



Map 9: Mayfair and St James's Special Policy Area

formal open spaces and the West End's first square. It acts as an attraction for international visitors and investors and has a broader significance for London's economy.

20.2 / The area is home to niche and bespoke retailers, including on Jermyn Street and the arcades linking it to Piccadilly. Jermyn Street is renowned for shirt makers, grooming products and accessories including hatters and shoe makers amongst other uses, which are also found in the neighbouring streets and arcades, and also include wine merchants, tobacconists and other niche uses.

20.3 / Mayfair is the historic centre of the art market in London and the UK. It is home to many commercial art galleries, the internationally renowned Sotheby's and Bonham's auction houses on New Bond Street, and the Royal Academy of Arts on Piccadilly. Most of the retail galleries are now found in the southern part of Mayfair, with clusters on Cork Street and parts of nearby Bruton, Bond and Albermarle streets. The area's character and function are highly influenced by the art trade, with galleries being a long-standing feature and draw of the area – attracting collectors from all over the world.

20.4 / Art galleries have also been in existence in St James's for several hundred years, and today the area contains a number of small independent businesses employing specialist and skilled workers, and attracting clients from all over the world. The internationally renowned Christies Auction House is located in the centre of St James's, surrounded by commercial art galleries.

20.5 / New development in the area will need to demonstrate that it respects and complements the area's unique character and status, given its contribution to central London's global appeal. Proposals for additional gallery floorspace, and luxury, bespoke and niche retail, are therefore welcomed. In seeking to protect existing character, it is recognised that existing lawful A1 galleries may be able to change to other A1 uses without planning permission. We will however use our powers to ensure that any floorspace at risk through redevelopment or other substantial works requiring planning permission are re-provided in replacement or refurbished buildings, and that they will be subsequently protected by legal agreement.

21. Harley Street Special Policy Area

A. Development in the Harley Street SPA will support and enhance its continued role as an international centre of medical excellence, complemented primarily by residential use.

B. New medical and complementary facilities will be supported and existing floorspace protected. Its loss will only be permitted in the following exceptional circumstances:

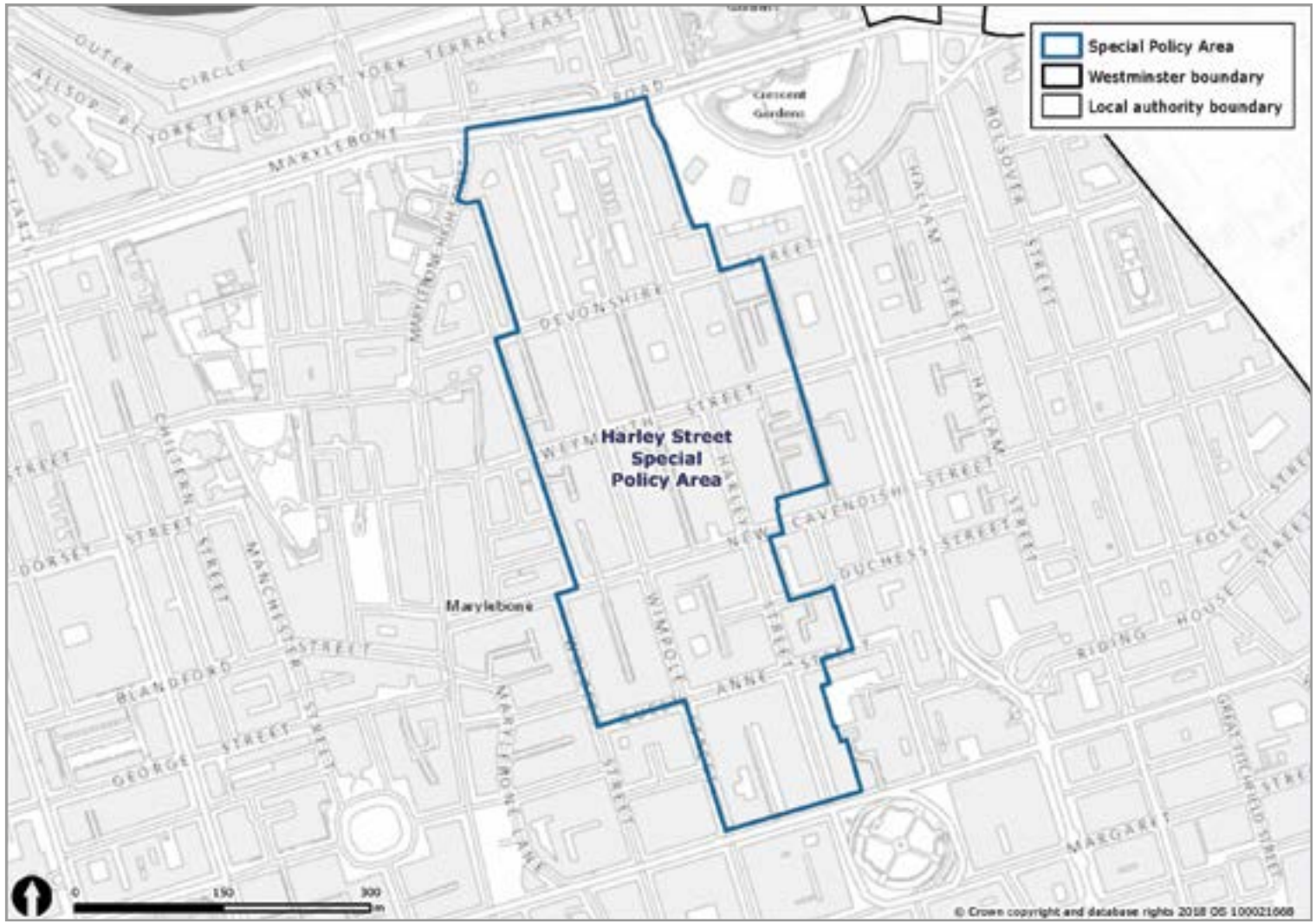
1. there is no reasonable prospect of its continued use for medical use or complementary facilities, as evidenced by vacancy and appropriate marketing for a period of at least 18 months; and
2. the proposal is for high quality residential development that does not materially affect the character and function of the area as a centre of medical excellence.

C. Land use swaps will be considered within the SPA, where it can be demonstrated that across the sites involved:

1. there will be no net loss of medical or residential floorspace; and
2. the accommodation offered provides higher quality medical and residential space.

21.1 / Harley Street is a national and international centre for medical excellence and has been the home to a wide range of medical disciplines for nearly 200 years. It has more than 5,000 medical practitioners[9], adds to the economic diversity of the city, and provides education and training services. The clustering of medical uses in the area is specifically recognised in the London Plan and its proximity to, and links with, the medical

9 www.harleystreetmedicalarea.com/aboutus



Map 10: Harley Street Special Policy Area

research cluster around Euston gives it a particular strategic significance.

21.2 / The nature of treatments provided in Harley Street means that ancillary patient and family accommodation is sometimes required within or near medical institutions. In common with many parts of the CAZ, the area is also home to some residential properties.

21.3 / We will seek to protect existing and support new medical floorspace and complementary facilities in the area to ensure continuation and extension of the benefits of the clustering of these uses. Complementary facilities include physiotherapy and health training services, and accommodation specifically for patients and their families (restricted to such occupancy through use of legal agreements).

21.4 / Where it can be demonstrated through appropriate marketing evidence (see glossary) that space is no longer needed for medical or support services, residential use may be acceptable. Legal agreements will be used to ensure any accommodation cannot be converted to general purpose short term accommodation; to ensure the area's existing function and character is not eroded.

21.5 / In terms of the design details, the impact on the Harley Street Conservation Area will be an important consideration.

21.6 / If a land swap is required to facilitate a new development, applicants should engage in pre-application discussions to determine the appropriateness of the proposal prior to submission of a planning application. Proposals for land swaps that extend beyond the SPA will need to demonstrate overriding benefits that cannot practicably be achieved within the SPA.

22. Portland Place Special Policy Area

A. Development in the Portland Place SPA will support its continued role as home to prestigious institutional uses. The extension of existing, and provision of new institutional uses, are supported in principle.

B. Proposals involving the loss of an institutional use will only be supported where there is no reasonable prospect of its continued use, as evidenced by vacancy and appropriate marketing for a period of at least 18 months. Alternative uses will need to respect and respond to the areas distinct character and function.

22.1 / Portland Place is home to a long established cluster of foundation, institutional and diplomatic uses. Many of the institutions are administrative headquarters for organisations with the Royal Charter, with charitable status and / or professional membership, and are well suited to the grandeur of the (often listed) historic buildings within which they are housed. These uses are distinct from mainstream commercial office uses as they can provide educational facilities (including libraries), conference facilities, and in some cases accommodation for members / guests. The organisations have a global presence and add to the city's economic diversity.

22.2 / We will seek to ensure the continued presence of institutional uses in Portland Place. This will include protecting existing uses, supporting their long term functionality through sensitive extensions, and supporting new such uses where appropriately designed. Given the strategic importance of the area, any proposals involving the loss of an institutional use to another land use will require appropriate marketing evidence (see glossary).

Map 11: Portland Place Special Policy Area

23 Savile Row Special Policy Area

A. Development in the Savile Row SPA will complement and enhance its continued role as an international centre of excellence for bespoke tailoring.

B. New bespoke tailoring uses will be supported, particularly at lower floor levels. Any new retail or complementary town centre uses will be of a scale that respects the unique role, character and function of the area.

C. Existing floorspace used by bespoke tailoring uses will be protected. Its loss will only be permitted where there is no reasonable prospect of its continued use, as evidenced by vacancy and appropriate marketing for a period of at least 18 months.

D. Land swaps will be considered within the SPA where it can be demonstrated that the proposal will result in at least equal quantity and greater quality provision of bespoke tailoring floorspace.

23.1 / The cluster of bespoke tailoring establishments in Savile Row has been established for centuries. It is globally synonymous with premium bespoke tailoring. Premises on the east side of Savile Row include a mix of workrooms and retail elements that are both visible from street level, and as such are categorised as sui generis. To the west of Savile Row A1 uses dominate, whilst to the north the mix of uses includes art galleries and retail uses complementary to the predominant tailoring uses in the area.

23.2 / The clustering of uses and floorspace in this area results in agglomeration benefits for established businesses that contribute to the character of the area, a diverse economy within the city, and the UK tailoring industry. Its unique status is acknowledged in the London Plan.

23.3 / Premises are not only important for the production of garments, but also in terms of supporting specialist skills and training for apprentices, helping to ensure the continued success of the specialist cluster. We will therefore seek to protect existing floorspace and any proposals involving its loss will require appropriate marketing evidence (see glossary).

23.4 / Any new commercial development in the SPA should complement the role and character of the area, which because of narrow pavements, lends itself to specific purpose visits for bespoke items, rather than high footfall retail and flagship stores associated with principal shopping streets nearby such as Regent Street and Oxford Street. Legal agreements will therefore be used to restrict the size of individual stores, in order to preserve the areas inherent character. The average size of existing retail in the SPA is 266 sq m. As such, stores of up to 300 sq m gross internal floorspace will normally be considered reasonable.

Map 12: Savile Row Special Policy Area

CONNECTIONS

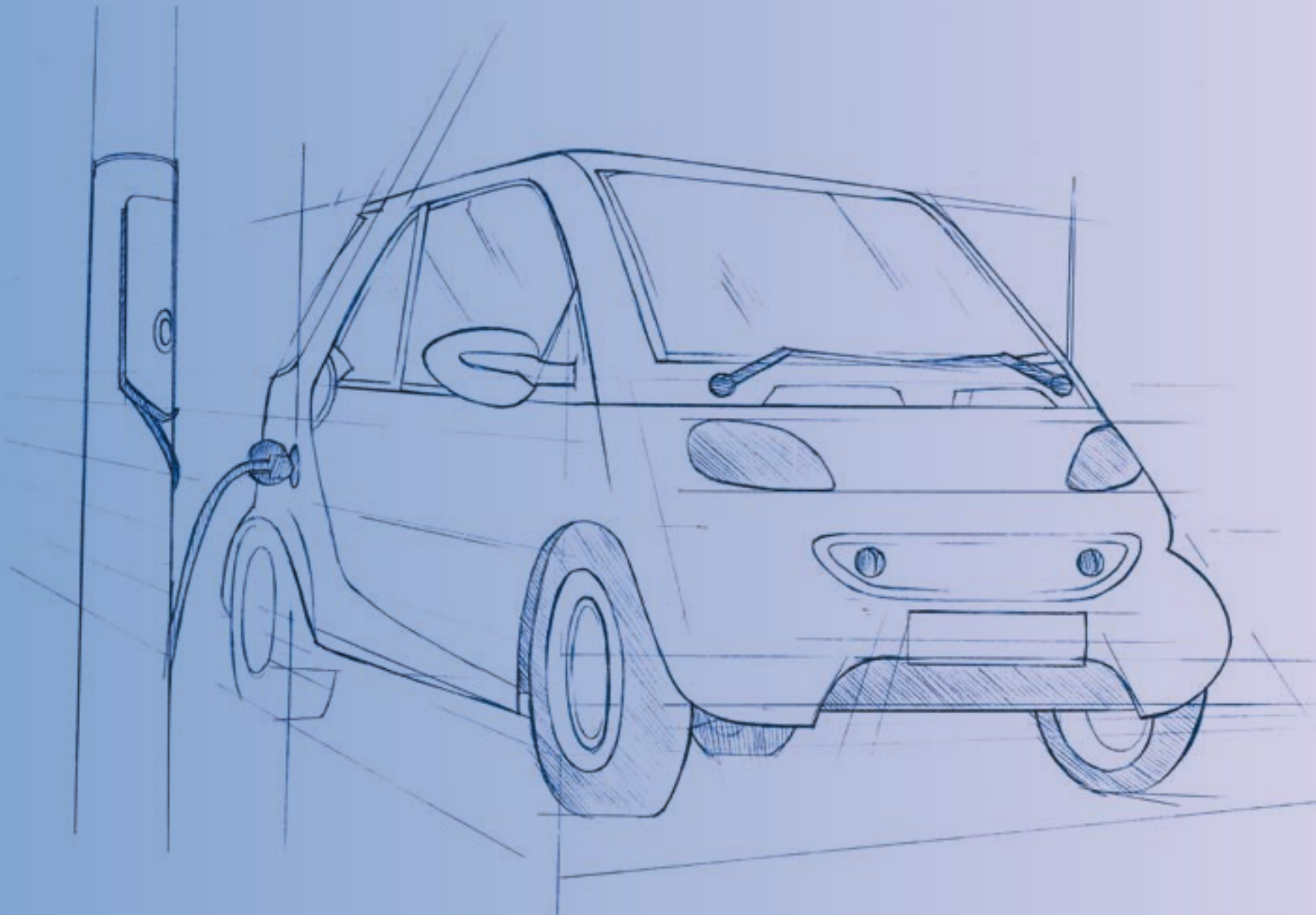
Connecting with a healthier way of life

A growing city puts growing pressure on our transport system, which in turn presents us with a greater environmental challenge. As we move towards 2040, we move towards more sustainable travel. More ‘joined-up’ public transport options and greater use of our waterways will become a more attractive choice to people than driving around Westminster. Superfast broadband will facilitate more working from home and reduce the need to travel, delivering both environmental and economic benefits to the city.

But it’s the area of ‘active travel’ where we’ll see the real difference, as a greener city with more accessible pedestrianised areas, even in the very centre of our busiest West End streets, to make Westminster a truly walkable city.

A city that connects us to healthier living.

CONTENTS



24. Enhancing mobility

A. The council will prioritise active travel opportunities and will support improved connectivity between different forms of transport.

B. Transport infrastructure will be integrated with the public realm, allowing easy interchange between transport modes.

PEDESTRIANS

C. To make Westminster a truly walkable city, new development will prioritise pedestrian movement creating a legible, attractive, accessible and safe pedestrian environment.

D. Accessibility will be improved by designing out conflicts with other transport modes through the enhancement of the public realm.

CYCLING

E. Improvements to the cycling network to meet the needs of different cyclists will be supported, where these do not conflict with the needs of pedestrians or compromise safety.

F. The council will support increased provision of cycling facilities, including parking, storage and new docking stations for Transport for London cycle hire.

New development will meet the cycle parking standards in Appendix 2.

PUBLIC TRANSPORT

G. The council will support:

1. investment in strategic transport infrastructure including the Elizabeth Line and Crossrail 2, HS2, mainline and key underground stations;
2. the streamlining of bus services and the relocation of standing facilities to less intensively used areas of the city; and
3. finding an alternative location for Victoria Coach Station that allows for multi-modal interchange.

HIGHWAYS

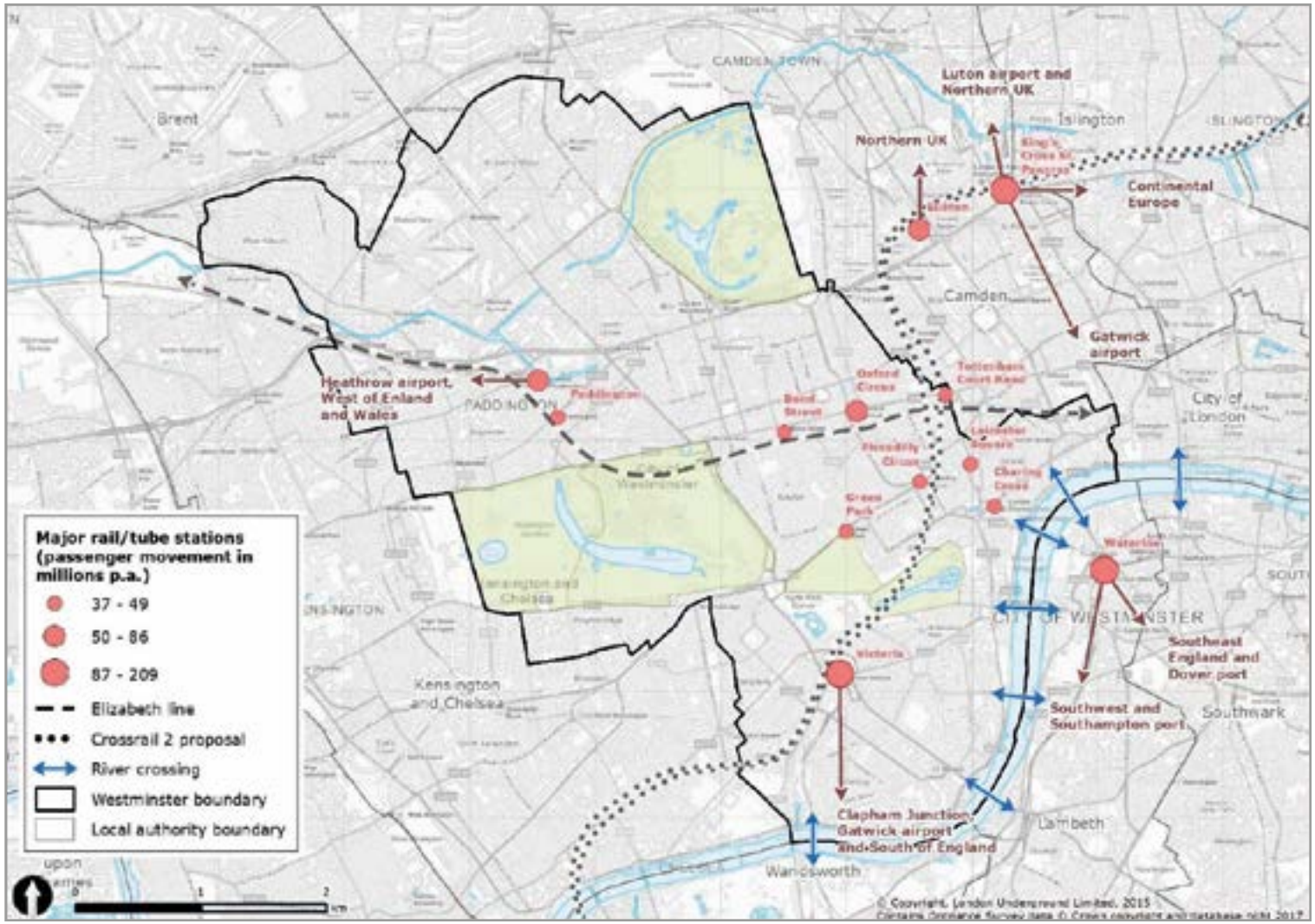
H. The council will continue to safeguard the widening of Edgware Road between Newcastle Place and Church Street.

24.1 / Projected growth in Westminster and London as a whole is set to guarantee continued pressure on the transport network. In order to ensure that active travel options such as walking and cycling are the most attractive, well designed spaces with less air pollution is needed. New development will ensure such spaces allow for easy interchange between different transport modes through the integration of transport infrastructure in the public realm. This will improve connectivity and thereby encourage people to choose walking, cycling and public transport as they move around the city. Some of the key public transport hubs both in and around Westminster are show in Map 13.

Pedestrians

24.2 / Pedestrians, particularly those with mobility difficulties, are the most vulnerable of all users of the highway; their personal safety can be compromised by poorly designed developments. National policy states that priority should be given to pedestrian movement as a sustainable mode of transport, and the London Plan emphasises the need to secure a significant increase in walking in London. 'Healthy streets' that provide attractive walking environments also provides a key pillar of the Mayor of London's Transport Strategy. Prioritising pedestrians has multiple benefits, including easing the pressure on the public transportation and road networks; encouraging healthier lifestyles; and making places feel safer through increased natural surveillance.

24.3 / Walking contributes to vibrant, sociable, healthy and economically prosperous neighbourhoods offering a high quality of life. It is also more space efficient than other forms of transport, so planning for pedestrians helps to enable development make the best use of land whilst reducing the environmental impacts of motor vehicles. Our Walking Strategy seeks to increase the percentage of trips that can be walked by



Map 13: Strategic Transport Infrastructure

residents from the current 84% to more than 92% by 2027, which means that Westminster's people would have the highest walking levels in London.

24.4 / New development can facilitate change to people's walking habits by providing permeable spaces with direct, safe and attractive walking routes. Such spaces should minimise the conflict between pedestrians and competing uses such as servicing or car parking and ensure movement is not impeded by street clutter. They should also cater for the specific needs of pedestrians with mobility issues. The Westminster Way Public Realm Strategy Supplementary Planning Document (SPD) provides further detailed guidance on design principles that can help achieve these aims, which Design and Access Statements should address. Further guidance on how the needs of pedestrians can be met is set out in Westminster's Walking Strategy.

Cycling

24.5 / Promoting cycling has multiple benefits. It can help to reduce the pressure on highway capacity and public transport, and enable greater numbers of people to use the existing road space. Encouraging a shift from private motor vehicles to cycling. It also contributes towards a reduction in harmful emissions leading to better air quality, as well as improving health by enabling an active lifestyle. Through concerted efforts to improve the environment for cyclists, cycling can become a more attractive transport option resulting in an increased modal shift.

24.6 / There are now more than 730,000 cycling trips per day in London, and cycling in central London has increased by 8.9% since 2014[1]. Within Westminster, a number of strategic cycle routes exist, including the London Cycle Network, Cycle Superhighways, Quietways, and Thames Cycle Route. These form an important element of London's cycle network, which cater to the needs of different types of cyclist. These routes will continue to be improved through further investment to ensure they are intuitive, visible and safe, and are well integrated with existing infrastructure. The network of superhighways and quietways, both existing and planned for, is shown on Map 14.

24.7 / Provision of cycle parking and storage facilities, as well as facilities for cycle hire, are essential in order to encourage cycling. The needs of cyclists should be given careful consideration during the design of new developments. This includes the provision of parking and storage facilities, in line with the parking standards set out in Appendix 2. Larger developments may also need to provide new cycle docking facilities for cycle hire, in addition to parking facilities. Further guidance is set out in the Westminster Cycling Strategy and Design and Access Statements supporting development proposals should respond to this.

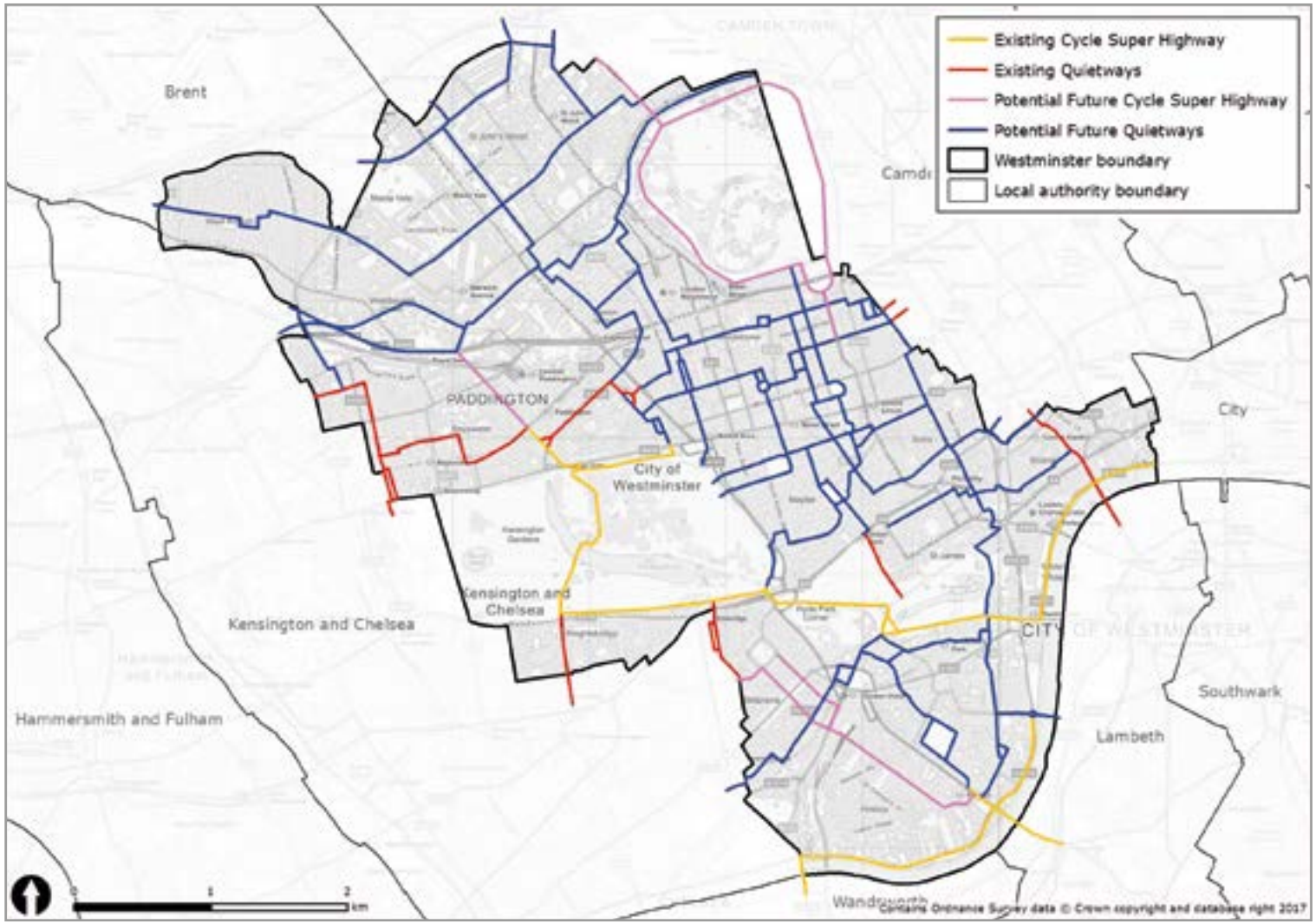
1 Travel in London 10, 2017 http://content.tfl.gov.uk/travel-in-london-report-10.pdf

Public Transport

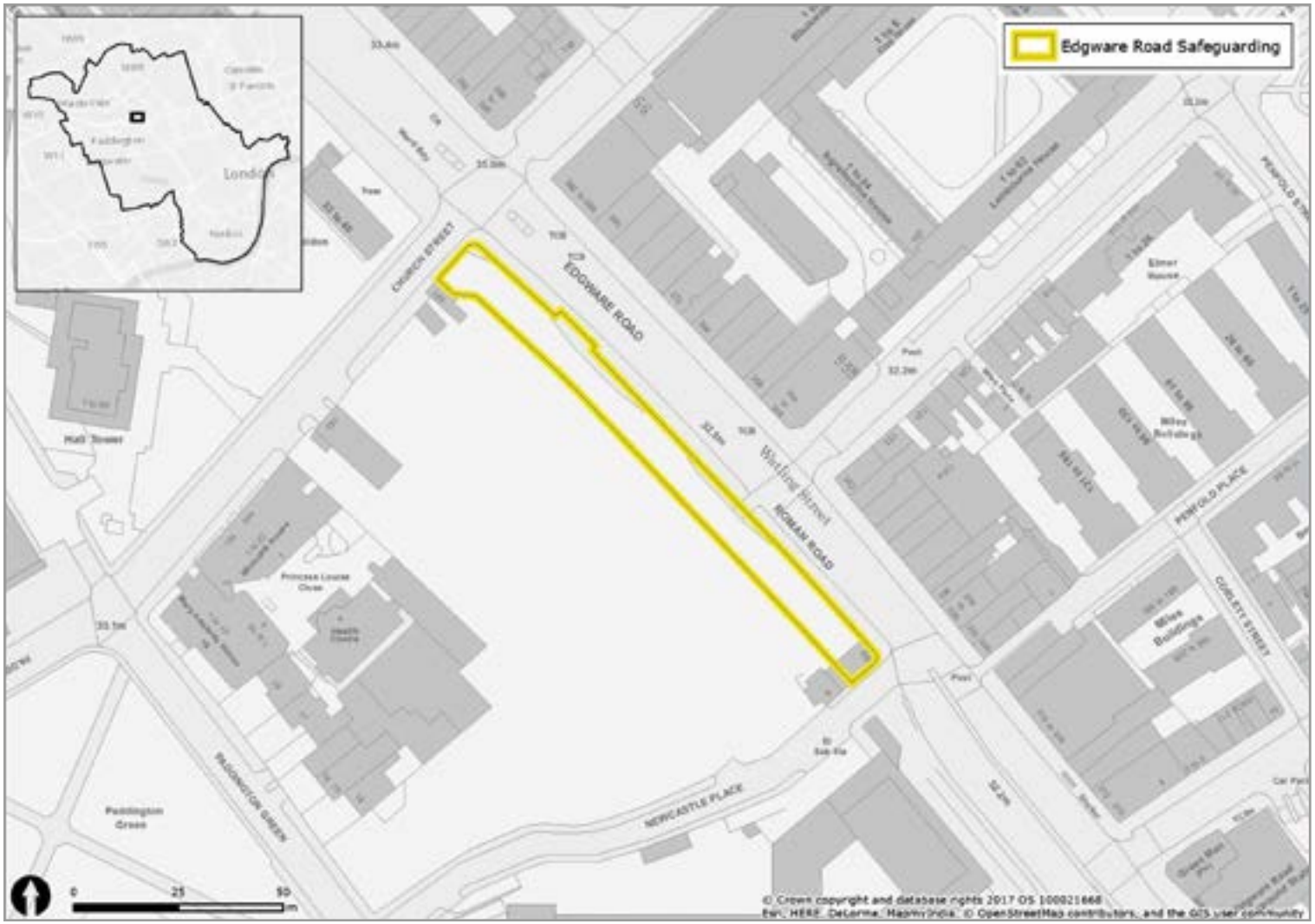
24.8 / Major investment will be necessary during the lifetime of the plan to improve the efficiency and effectiveness of the transport infrastructure serving Westminster, and to ensure it remains fit for purpose. This includes a package of measures to increase the capacity and reliability of public transport.

24.9 / As resident, worker and visitor numbers continue to rise, improvements to rail infrastructure are needed to increase capacity and connectivity, reduce overcrowding, and improve rail's attractiveness as a sustainable mode of transport. The Mayor of London's Transport Strategy seeks to transform London's rail services to enable safer, modern, reliable, integrated, accessible and user-friendly services, with improved journey times and increased capacity. It is essential to ensure that consideration is given to how rail passengers continue their onward journeys and the impacts they might have on other parts of the transport network and public realm. We will work with Network Rail, TfL and other agencies involved in planning rail services to ensure these are taken into account at the earliest stages.

24.10 / Increased bus use in the capital is a priority shared by the Mayor of London and the council so measures that will help deliver an improved journey for bus passengers are therefore supported. In some parts of the city, such as Oxford Street, the number of existing bus routes has significant



Map 14: Cycle Routes



Map 15: Edgware Road Safeguarding Area

negative impacts on congestion, noise and air pollution, and safety. We will therefore work with the Mayor and TfL to ensure that these impacts are reduced. We will support the Mayor in seeking to transform the quality of bus services to provide faster, more accessible, reliable and comfortable travel, well integrated with the tube and rail network.

24.11 / Victoria Coach Station (VCS) is the country's largest and is considerably exceeding its originally built capacity, resulting in significant congestion and environmental concerns. We are working with TfL to find alternative locations for coach facilities to relieve these impacts, but in the long term we support closure of VCS and relocation of new coach terminal provision. A suitable location (or locations) must support multi-modal interchange while minimising amenity, traffic and environmental impacts, recognising that the best location(s) may be beyond Westminster's boundary. This approach is consistent with the commitment in the London Plan and Mayor's Transport Strategy that the Mayor will identify and deliver replacement coach station facilities to provide easier access to the coach network, while retaining good access to central London for coach operators.

Highways

24.12 / The London Plan recognises that local road improvements may sometimes be necessary, particularly in areas of substantial regeneration or development activity. Edgware Road is expected to experience development activity along the road frontage over the plan period, but narrow sections of it currently cause congestion. As a result, we will continue to safeguard this scheme in conjunction with any redevelopment proposals that may allow or require the acquisition of land affected by the safeguarding line.

25. Highway access and management

A. Given the increasing demands on existing highway space, the council will resist the loss of highway land. In cases involving the setting back of buildings, the council will seek to ensure the resulting frontage land is designated as highway.

HIGHWAYS ACCESS

B. New highway accesses should minimise the amount of kerb space lost for parking and / or servicing and should ensure no loss of street furniture.

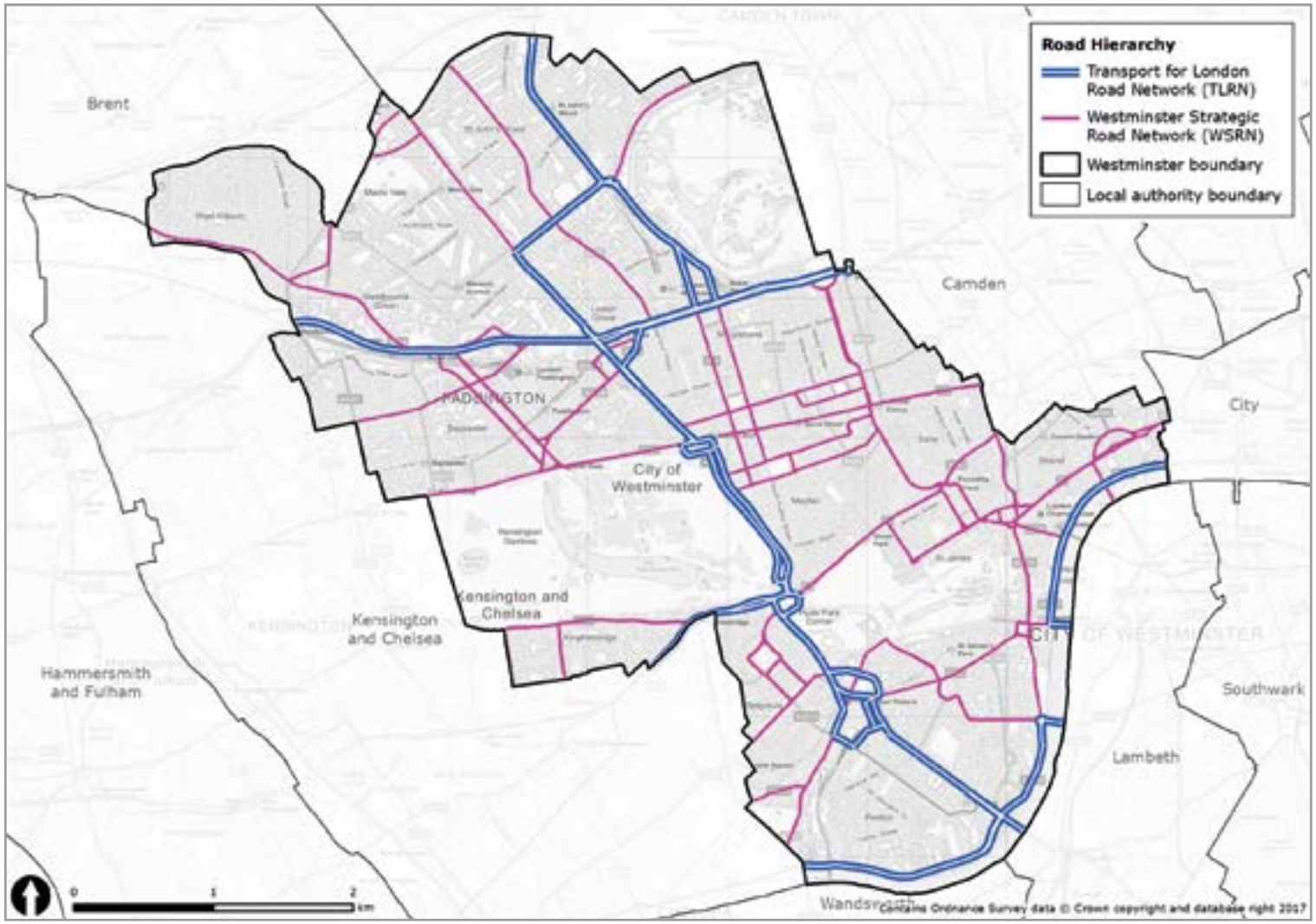
C. Development will only be allowed access onto the strategic road network where it can be demonstrated that:

1. there is no reasonable alternative to direct access;
2. the number of individual new access points will be minimised;
3. the proposed access is not in close proximity to road junctions;
4. the provision of an access does not adversely affect the safety and free flow of traffic and pedestrians, including through provision of adequate visibility splays.

PROVISION FOR TAXIS, COACHES AND OTHER TOURIST VEHICLES

D. New development should ensure that adequate provision is made for taxis, coaches and other tourist vehicles, where necessary, particularly where it is in close proximity to major tourist destinations and transport hubs.

25.1 / The road network plays a vital role in the life and work of Westminster, enabling trips by residents, businesses and visitors. It also enables public transport to deliver staff and customers to businesses and provides for their servicing needs. All these demands mean that highway space in Westminster is under particular stress and there is a pressing need for a strategic approach to its management.



Map 16: Westminster's Road Hierarchy

Loss of highway land

25.2 / The loss of highway land will not generally be acceptable, as reducing space on the highway for pedestrians and vehicles impedes movement and traffic flow, worsening congestion. By designating frontage as highway land where buildings are set back from the highway, we will be able to carry out improvements such as footway widening to encourage active travel opportunities and smooth pedestrian flows.

New highway access

25.3 / Where developments require vehicular access to the highway, they should minimise the loss of kerb space used for parking and / or servicing arrangements. Highway space is at a premium in Westminster and a loss of on-street parking or kerbside servicing areas will lead increased congestion.

The Strategic Road Network and Westminster's road hierarchy

25.4 / The council defines a road hierarchy (shown on Map 16) setting out the different types of roads and their distinctive roles. When considering development proposals, it will be used to discourage traffic from using unsuitable streets in order to minimise the negative impacts of traffic on local residents and local amenity and to improve road safety.

25.5 / Within the hierarchy, the Transport for London Road Network (TLRN) is considered most suitable for through traffic, the Westminster Strategic Road Network (WSRN) distributes traffic within Westminster and to neighbouring boroughs, and Local Roads give priority to pedestrians and cyclists over motor traffic, providing access to residential areas and local centres. Direct vehicular access onto the strategic parts of the network (TLRN and WSRN) from new development is likely to lead to increased congestion that would compromise this function, and should therefore be avoided wherever possible. The council will consult with TfL on any proposals seeking direct access onto the TLRN.

Provision for taxis, coaches and tourist vehicles

25.6 / Developments that are likely to generate large visitor numbers or those in close proximity to major tourist attractions or transport hubs should ensure that adequate space is made available for taxis, coaches and other tourist vehicles, such as sightseeing buses. This could include dedicated parking, layovers, pick up and set down points, minicab offices, and taxi ranks. The benefits of provision should, however, be balanced against the need to protect residential amenity (given potential noise disturbance and impacts on air quality), and allow sufficient parking and circulation space for other vehicles.

26. Freight, servicing and deliveries

A. The council will strongly support the provision of consolidated facilities for freight, servicing and deliveries in new development. The net loss of existing off-street facilities will be resisted.

B. Servicing, collection and delivery needs should be fully met within a development site. Where this is not possible, they must be met in such a way that minimises adverse effects on other highway and public realm users, and other residential or commercial activity.

C. Provision for servicing, collection and deliveries within developments will be:

1. located behind new or converted buildings, or below street level;
2. appropriate in size, type and anticipated frequency of arrival of vehicles; and
3. capable of being shared with other businesses so as to ensure the most efficient use is made of scarce space, where this does not compromise businesses' operational needs.

26.1 / More than 90% of London's freight traffic is transported by road during the morning peak (7am-10am), accounting for a third of all traffic, causing congestion, reduced safety and increased pollution. Projected growth in Westminster, and London as a whole, together with changes to the way people access goods and services means that the volume of freight, servicing and delivery traffic is likely to increase unless action is taken. The Mayor of London's Transport Strategy aims for a 10% reduction in the volume of freight traffic in central London during the morning peak by 2026.

26.2 / Westminster has a high level of demand for freight, servicing, delivery and collection services (including personal delivery and 'click and collect'), that must be managed to allow residents to access the goods and services they need and to enable businesses to continue to grow. The high concentration of commercial activity interspersed with residential development is a particular characteristic of Westminster's dense, historic urban fabric. This is especially the case in the Central Activities Zone (CAZ) and the West End and creates particular challenges for the movement, re-moding and re-timing of freight, servicing and deliveries[2].

2 The West End Partnership (WEP)'s Freight & Servicing Strategy seeks to go beyond the Mayor's target by reducing overall numbers of delivery and servicing vehicles in the West End by 10%, rising to 80% at peak visitor times where key public realm and highway interventions are planned.

26.3 / Re-timing deliveries, collections and servicing to avoid the busiest times of the day will bring significant safety, environmental and social benefits to residents, businesses and visitors. Spreading movements evenly throughout the day, alongside reducing their noise impact, can have many benefits, including: safety, through reducing collisions; reduced congestion and more efficient use of on-street loading areas; air quality improvements, as smoother traffic flow is enabled; and freeing capacity on the road network to absorb growth.

26.4 / New development can contribute to the management of freight traffic through the provision of sufficient, dedicated off-street space for servicing, deliveries and collections. This includes the provision of appropriately sized ground floor holding areas for deliveries and refuse bins. Such provision of off-street space takes delivery activity off the highway, avoiding obstructing other road users including pedestrians. It can also help minimise residents' exposure to noise if such areas are underground or sited away from residential properties. This is more likely to enable the re-timing of deliveries to 'shoulder hours', or other times when residents' amenity will be less affected.

26.5 / The use of freight and micro-consolidation facilities can also help to reduce the number of vehicle movements and enable the use of lighter vehicles or more sustainable options that cause less disturbance and environmental impact. The council is keen to promote facilities of this kind and will work with developers, businesses and Business Improvement Districts (BIDs) and other organisations to promote them within the city.

26.6 / To help ensure the most efficient use is made of scarce space, use of shared servicing / loading bays will be encouraged where this does not compromise businesses' operational needs. We will also use planning conditions to specify delivery hours, stipulate the use of quieter and greener vehicles and goods handling equipment (as set out in guidance and accreditation schemes), so that freight, servicing and deliveries all help to reduce disturbance and congestion. Applicants should demonstrate how freight needs will be minimised in an efficient, safe, and sustainable way through the use of Delivery and Servicing Plans (DSPs) and Construction Logistics Plans for the construction phase.

27. Technological innovation in transport

A. Technological innovation in transport designed to improve mobility, reduce congestion and improve air quality will be supported where it does not compromise highway safety and other amenity and environmental concerns. The council will work with developers, infrastructure

providers and other stakeholders to minimise any negative impacts of these new technologies.

REFUELLING

B. Existing refuelling stations will be protected, unless demonstrated to be operationally unviable. Opportunities for new refuelling technologies to be incorporated at such sites, such as hydrogen refuelling and electric vehicle charging facilities, should be fully explored before a change of use is considered. New or replacement refuelling facilities will be directed to accessible locations on the strategic road network.

ELECTRIC VEHICLE CHARGING FACILITIES

C. The council will support the continued roll out of on street electric charging points for use by the general public across Westminster. New development will incorporate vehicle charging facilities in line with the council's parking standards, with a high level of active provision encouraged.

27.1 / Technological advances and innovations will change the way people travel and the operation of the transport network over the period of this plan. We will embrace the opportunities such changes offer, whilst ensuring that the introduction of new technologies does not compromise the safety of people living in, working in, or visiting Westminster.

27.2 / New modes of travel will help to improve mobility by offering a wider choice of travel options, including dockless cycle hire, electric scooter hire and autonomous vehicles. Other technological changes will help to reduce congestion by removing vehicles from the road, particularly in terms of deliveries and collections. This includes the use of unmanned aircraft or 'drones', and other self-driving delivery vehicles that operate on the highway. Nonetheless, the opportunities represented by technological change may sometimes have unintended negative impacts in terms of amenity and the local environment, such as noise, street clutter and local character, as well as potential safety and security concerns. We will therefore work with a range of stakeholders to avoid or mitigate any negative impacts, including with developers to 'design in' facilities in new development where required.

Refuelling

27.3 / New fuel types will help reduce air pollution; however, during the transition from fossil fuels traditional refuelling stations will remain essential, particularly in the first half of the plan period. There are limited such facilities within Westminster and a lack of coverage could lead to unnecessary detours for refuelling purposes, cause additional traffic and congestion, and undermine economic competitiveness. We will therefore protect existing refuelling facilities in Westminster unless it is robustly demonstrated that the station is unused or operationally unviable.

27.4 / For sites identified as suitable for hydrogen refuelling, protection is justified by their scope to facilitate the more widespread use of innovative energy technologies, in accordance with the London Plan. Where provided, alternative lower emission fuel and recharging points should be in addition to, rather than instead of, traditional refuelling facilities. Options for incorporating these facilities alongside traditional refuelling should be considered prior to any proposed change of use.

27.5 / Where redevelopment is proposed, refuelling stations should be re-provided, preferably on-site, or in an appropriate location nearby where this is not possible, unless it can be clearly demonstrated that there are viable alternatives for refuelling already in the vicinity. New or replacement facilities will be directed to accessible locations on the strategic road network (TLRN or WSRN). As these routes still include sensitive land uses, impact on local amenity will need to be considered through appraisals such as noise and air quality assessments.

27.6 / For sites identified as suitable for hydrogen refuelling, protection is justified by their scope to facilitate the more widespread use of innovative energy technologies, in accordance with the London Plan. Where provided, alternative lower emission fuel and recharging points should be in addition to, rather than instead of, traditional refuelling facilities.

Electric Vehicle Charging

27.7 / Fully electric and hybrid vehicles are becoming more prevalent on London's roads, and Westminster has the highest number of new plug-in vehicles being registered in London, with new registrations currently exceeding 1,000 per quarter. Westminster currently has 153 off-street electric vehicle charging bays, comprising 109 spaces and 44 car club bays. Many developments also provide off-street electric vehicle charging, although usually for private use only.

27.8 / In addition to the wider roll out of on-street charging facilities accessible to the general public, where developments propose new car parking, charging provision should be made in accordance with the standards set out in Appendix 2. Where proposed, a higher level of active provision of charging points than required by the parking standards will be supported. This will enable people to continue to take up electric vehicles, thereby helping improve air quality. It is also important to ensure suitable fast-charge points in off-street delivery / servicing bays for goods vehicles are also placed in appropriate locations, given the high volumes of freight, servicing and delivery traffic in Westminster.

28. Parking

PARKING STANDARDS

A. New development must meet the parking standards set out in Appendix 2. Additional parking in front gardens will not be permitted.

RESIDENTIAL DEVELOPMENT WITHOUT CAR PARKING

B. Where residential development is proposed without car parking, it must:

1. not create or exacerbate an area of parking stress[3]; and
2. demonstrably support implementation of other policies in this plan, in particular the delivery of affordable housing.

C. Where major development is proposed without car parking, appropriate mitigation of the potential impact of additional vehicles being parked on-street will be required, including full provision of sustainable transport infrastructure in accordance with other policies in this plan, and / or the provision of long-term alternative parking provision in the vicinity of the development.

3 Parking stress areas are places where 80% or more of on street parking spaces are occupied during the day or at night, in compliance with any restrictions that exist

CAR CLUBS AND CAR SHARING

D. The implementation of car club and sharing schemes throughout Westminster will be supported where this will result in a reduction in parking stress, car ownership levels and trips by private motor vehicles.

ON-STREET PARKING

E. The loss of on-street parking will not be permitted, unless demonstrated to be surplus to requirements, and that the proposal facilitates other sustainable transport measures.

OFF-STREET PARKING

F. Development of new off-street car parking for use by the public (temporary or permanent) will only be acceptable where this would wholly or partly replace an existing facility. When assessing proposals involving the loss of public off-street parking, the council will give particular consideration to:

1. the need to reduce traffic levels and encourage more sustainable modes of transport and deliveries / servicing; and
2. the average and peak usage of the car park.

G. Additional off-street non-residential parking will only be acceptable where there is an essential demonstrated operational need. The council will encourage the use of any surplus parking areas in non-residential sites to support other sustainable transport modes, freight consolidation or for other uses that do not result in an increase in congestion.

Parking Standards

28.1 / Our approach to residential car parking conforms to the London Plan principle of balancing new development with the prevention of excessive car parking that undermines cycling, walking, and public transport use. Appendix 2 sets out maximum parking standards, which take into account existing levels of car ownership, existing on-street parking stress levels, and the high level of public transport provision in Westminster, in accordance with the NPPF. The standards also set out the requirements for electric vehicles to encourage use of new technologies, minimum requirements for cycle parking provision, and requirements for disabled and car club spaces.

28.2 / The conversion of front gardens for use as parking areas will be resisted as it is detrimental to local character and reduces biodiversity by removing green spaces for nature. Parked vehicles at the front of properties can clutter the street scene and potentially pose a hazard to pedestrians where parked vehicles overhang the footway.

Residential development without car parking

28.3 / Given the high levels of public transport provision and access to jobs, leisure and shopping facilities in Westminster, there may be instances where it is not necessary to provide on-site parking. Nevertheless, there will always be a need to ensure that a lack of provision does not result in significant increases in demand for on-street parking in the vicinity of the development, leading to increased congestion, disruption to traffic flow, air and noise pollution, poor parking practices, and adverse impacts on the amenity of residents. To ensure this is the case, developments without parking provision should not create or exacerbate areas of parking stress. The parking stress level in the local area should remain below the defined threshold of 80% of on-street parking spaces being occupied during the day or at night, in compliance with existing parking restrictions.

28.4 / Transport assessments / statements for proposed developments without parking provision should explore the issue of parking stress, and include an analysis of existing levels of parking stress in the vicinity and of anticipated levels of car ownership. They must also take account of location, housing type and tenure mix, and proposed sustainable transport measures such as provision for cycling and car clubs.

28.5 / Where a development proposal would demonstrably support implementation of other policy objectives in the plan, particularly delivering fully policy compliant levels of affordable housing, the provision of no on-site car parking may be preferable in order to make the most efficient use of the site and to ensure the delivery of affordable housing. Individual site constraints may mean that the provision of car parking may result in a less efficient use of land and / or be so costly to provide that it could prejudice the provision of affordable housing at the required level.

28.6 / It is expected that major schemes (i.e. ten or more dwellings) will normally require some form of dedicated parking provision. Where this is not proposed, appropriate mitigation measures will be required, such as the fully policy compliant delivery of sustainable transport infrastructure to encourage modal shift, including cycle parking, cycle hire facilities and electric vehicle charging provision, and / or the provision of long-term alternative parking in the vicinity, dependent on the location of the development.

Car clubs and car sharing

28.7 / The use of car clubs can contribute to a reduced need for car ownership and hence reduce parking stress, and as such they are encouraged. Care is needed to ensure that car club usage replaces trips by private motor vehicle, rather than walking, cycling or public transport. Where provision is made for car clubs, they should

provide a range of vehicle types and sizes, including low emission and family-sized vehicles. This can help broaden the appeal of membership to a range of households. Doing so can improve take-up thus reducing demand for car ownership and reducing parking stress.

On-street parking

28.8 / On-street parking is a limited resource and demand often exceeds supply in many parts of the city, meaning that the loss of such space will not normally be supported. On-street parking spaces can cater for a wide range of users including residents, short stay (visitor) parking, and to facilitate loading and servicing requirements at various times of the day. Balancing these needs requires careful management, and we will therefore work with the full range of user groups to ensure their needs are met as far as possible. This could include reviewing existing parking zones and controls as circumstances change over the plan period.

28.9 / Given the increasing demand on kerbside space in the city, proposals seeking exclusive access to the kerbside through measures such as dedicated parking bays, permits or Parking Identifier Boards for exclusive parking will be resisted. This will ensure the free-flow of vehicular traffic, and allow all users of the highway to access the kerbside in compliance with existing restrictions. Exceptional circumstances such as an overriding national security, NHS or other emergency services need, or where it can be demonstrated that any restrictions will not adversely impact on traffic flow, highway safety or parking conditions, will be considered on a case-by-case basis. If granted, such concessions will be regularly reviewed.

Off-street parking

28.10 / The creation of additional off-street public parking can undermine efforts to encourage use of more sustainable modes of transport, which is necessary to reduce congestion, and improve air quality and road safety. New parking provision for the public should therefore only be made where it is replacing existing off-street public parking, and should include provision for disabled person's parking, as well as car club spaces and cycle parking to encourage more sustainable travel choices.

28.11 / Westminster is well served by public transport, with all commercial areas and visitor attractions accessible by tube, rail, or bus. The provision of additional off-street non-residential parking can encourage unnecessary car trips, counter to the aims of promoting a modal shift. It can also cause pedestrian safety concerns, as footway space is lost to form access to off-street parking. New off-street, non-residential parking is therefore strongly discouraged.

28.12 / There are some exceptions where the essential operational needs of the proposed use may require dedicated off-street parking. Such uses include hospitals, medical centres, and the key emergency services. In addition, hotels, leisure, entertainment, and education uses can increase demand for coaches, minibuses or taxis, and parking facilities. Meeting the needs of these vehicles should be considered although parking should only be provided where it is needed for the essential operation of the use.

29. Waterways and waterbodies

A. The use of Westminster's waterways and waterbodies for sport, leisure, recreational and educational uses as well as for water-based transportation is strongly encouraged. Access for pedestrians and cyclists will be improved through enhancements to waterside towpaths and footpaths.

B. Development along waterways or adjacent to waterbodies and within the Thames Policy Area[4] must address their waterfront location in terms of access and design. Water-related and waterfront enhancing uses will be encouraged and the loss of such existing uses resisted.

DEVELOPMENT AFFECTING WATERWAYS AND WATERBODIES

C. Development that builds into or over waterways will only be acceptable in exceptional circumstances. Transport

4 As designated in the London Plan

related structures, projects of strategic importance to London, or major water related infrastructure will be supported only where an overriding strategic case for such development can be demonstrated.

D. In assessing development proposals affecting Westminster's waterways and waterbodies, the council will have regard to the Thames River Basin Management Plan, the Marine Policy Statement and the emerging South East Marine Plan.

PIER FACILITIES

E. Improvements to pier facilities will be encouraged as part of new development along the River Thames. Proposals for new or enlarged piers should improve accessibility for passengers, and not impact adversely on other land-side functions.

MOORINGS

F. Moorings and facilities for boaters on Westminster's canals will be encouraged in locations that will not hinder navigation and can be satisfactorily serviced. Proposals for permanent moorings on the River Thames will:

1. enhance the character and appearance of the riverside and be open to the public;
2. not compromise views of the river, the World Heritage Site and other heritage assets and their settings; and
3. not hinder navigation or jeopardise the long term use of pier recesses.

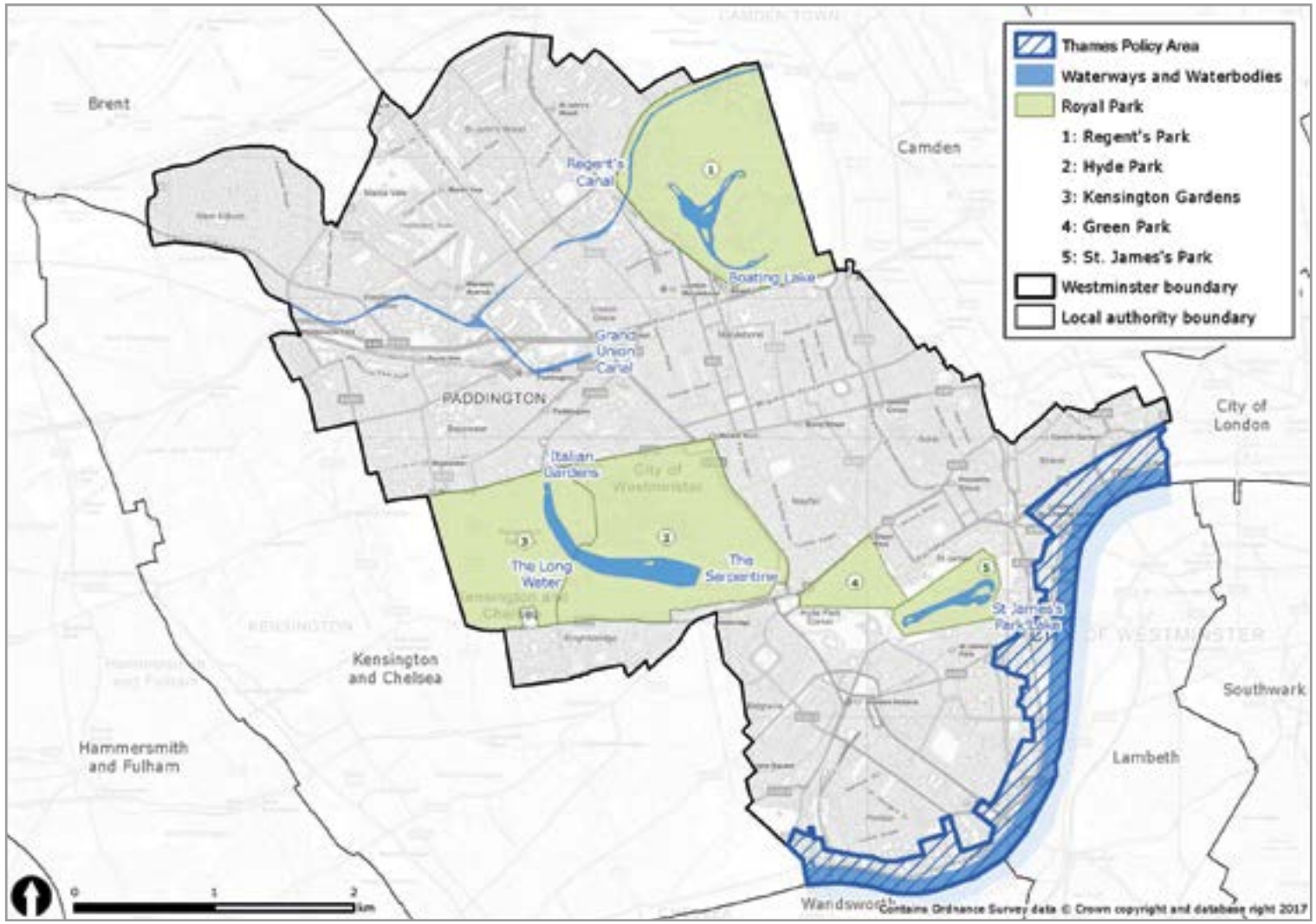
29.1 / Westminster's blue infrastructure of waterways and waterbodies is of strategic importance to London and forms part of the open space network that is essential to quality of life in such a dense city. Waterways include the River Thames, the Grand Union and Regent's canals, and waterbodies include the Serpentine and Long Water in Hyde Park and Kensington Gardens, and lakes in the other Royal Parks. Map 17 shows the full extent of Westminster's blue infrastructure network.

29.2 / The open aspect of waterways within Westminster is important for several reasons. They offer respite from the built-up nature of the city, supply important habitats for wildlife, and provide the setting for significant heritage assets. The River Thames provides the setting for the Palace of Westminster and other historic buildings, and many of London's most iconic views include the Thames and the lakes in the Royal Parks. Waterways and waterbodies are also important for providing habitat and wildlife corridors, providing for recreational activity and public enjoyment, fulfilling environmental functions such as drainage, and in some cases supporting sustainable transport. They therefore merit strong protection, and opportunities to enhance their use are encouraged.

Development affecting waterways and waterbodies

29.3 / Where development proposals are adjacent to rivers or canals, buildings should orientate towards the water, and allow for continuous public access along the waterside. Water-related and waterfront enhancing uses are encouraged at waterside locations in order to enrich the waterfront. Water-related uses are those that need a waterside location to work – such as boat moorings, piers and water sports facilities. Meanwhile, waterfront enhancing uses are those that attract people to the waterside, such as restaurants, cafés, museums, galleries and parks. These will also be encouraged at sites within the Thames Policy Area.

29.4 / Where there is an existing riverside path or canal towpath, development will extend, widen or otherwise improve paths where necessary, including the provision of appropriate safety features. Existing paths must not be removed, narrowed or otherwise adversely affected. Where no such paths exist, provision of these will be required, but they should not narrow the waterway by creating boardwalks or other solid overhanging projections. Public access to existing riverside steps will be maintained and improved where necessary.



Map 17: Waterways and Waterbodies

29.5 / Development that encroaches over or into waterways will normally be resisted due to impacts on openness, unless it demonstrates overriding strategic benefits such as water quality improvements (such as the Thames Tideway), enhanced flood defences, or increased river transportation. Development proposals that will enhance the North Bank of the Thames whilst delivering the council's strategic priorities for the (which will be set out in a SPD) will be considered positively.

29.6 / This approach means that as a matter of principle the council does not favour proposals for new river crossings in Westminster. Any proposals for new or replacement crossings that do come forward will be required to demonstrate that they meet a robustly evidenced strategic transport need on a scale sufficient to outweigh the importance of protecting waterways' open character. Where this need is evidenced, proposals should be designed for pedestrians and cyclists only, and link to the public transport network to incentivise sustainable travel. Proposals should be designed to respect the strategic importance of the setting and ecological value of the Thames, the important character and amenity of surrounding residential areas, and reflect aspirations to increase the use of the river by passengers and freight.

Pier facilities

29.7 / Enhanced pier provision in the right locations can help broaden the choice of transport modes and reduce congestion elsewhere, particularly where it is well linked to public transport, pedestrian and cycle routes. Enhancements should be focussed on improving access to the water. Proposals located downstream of Westminster Bridge should make use of the existing purpose-built pier recesses along the Embankment Wall, where these are compatible with heritage and environmental concerns.

Moorings

29.8 / A range of moored vessels and other floating structures along the city's waterways can add to Westminster's diversity and vibrancy; however, the riverfront is a finite resource, and the River Thames is a strategically important and iconic feature of London, as set out in the London Plan. Permanent moorings on the River Thames therefore need careful management to protect the character of the river, including its views and as part of the setting to important heritage assets, to protect its role as a continuous wildlife corridor, and to avoid impeding river navigation.

29.9 / To manage these impacts, moorings along the Thames should be restricted to uses that encourage public use of the river, rather than private uses such as residential or offices. Uses such as galleries, exhibition areas, or recreation and education will be supported in principle, although impact on the character of the river and the listed Embankment Wall may limit opportunities for ancillary structures such as ticket kiosks.

29.10 / To support the use of the city's other waterways in line with the London Plan, moorings and facilities for boaters are supported in principle where they do not disrupt main navigation routes. Likely suitable locations include Paddington Basin, Little Venice, and Lisson Grove.

30. Community infrastructure, education and skills

NEW INFRASTRUCTURE

A. New community infrastructure will be supported where there is an identified present or future need. New facilities will be of a nature and scale to meet identified demands and be sufficiently flexible to meet the needs of the providers as they may change over time.

B. Where new facilities are provided they should be designed to accommodate a range of community uses. The council will strongly encourage the co-location of facilities and access for appropriate organisations and the local community.

EXISTING INFRASTRUCTURE

C. Existing community facilities and floorspace will be protected other than where it can be demonstrated that either:

1. its loss or relocation is necessary to enable service provision to be

reconfigured, consolidated, upgraded, or delivered more effectively as part of a published strategy to improve services and meet identified needs; or

2. there is no demand for an alternative social and community use for that floorspace, evidenced by vacancy and appropriate marketing for at least 18 months.

D. Where a reduction in community floorspace is deemed acceptable, other ancillary uses will be permitted where they support the continued function of the main community use.

E. Where the loss of community facilities is deemed acceptable, replacement uses with an active frontage will be prioritised within designated retail centres. In all other cases, residential use will be preferred.

EDUCATION AND SKILLS

F. The council will support provision of new or expanded primary and secondary schools and further and higher education facilities, to meet the needs of a changing population and enhance education provision. Proposals for extended or multiple use of educational facilities for community or recreational use will be supported.

G. Major development will contribute to employment, education and skills initiatives. Development of more than 00 residential units or 10,000 sq m of commercial floorspace will be required to submit an Employment and Skills Plan. Further detail will be set out in the council's Affordable Housing and Planning Obligations SPD.

30.1 / Community infrastructure and facilities are integral to supporting people's everyday lives, being used by residents, workers and visitors, and are a vital resource to support successful places and communities. Westminster's social and community infrastructure needs will be kept under review to ensure they continue to be met. We will work with providers of local services to review existing provision, to identify future needs, and ensure the most efficient use of land and other assets across the public estate in delivering services, with particular use made of the Infrastructure Delivery Plan.

New community infrastructure

30.2 / New development will place pressure on existing community infrastructure and facilities and these must continue to be provided to meet the changing needs of the city, and to mitigate impacts on existing services, as Westminster grows and changes. We also want to be sure that new facilities are only provided where they are really needed to avoid facilities being developed where there is not an identified need, resulting in development sites being under-optimised. We will take into account the role of the proposed facility beyond just local need – some facilities have a wide range of functions including at a regional, national or even international level, for example, certain educational or medical institutions.

Existing community infrastructure

30.3 / Existing community infrastructure will be protected unless specific circumstances dictate otherwise.

30.4 / We accept that demands change over time and this may result in changes to the pattern of service delivery. Community facilities need to operate in buildings that meet the modern needs of the service and those who use them. This may mean that co-location of a number of different community facilities within a single site or building is appropriate, alongside rationalisation of floorspace to facilitate this.

30.5 / We will only accept a rationalisation of community floorspace if it is part of a published strategy and brings overall benefits to the local community, or is necessary to deliver a new or improved facility. We will encourage (and where appropriate, lead) coordinated joint work by public service providers to ensure the most effective use

of landholdings, identifying shared opportunities to improve the range and efficiency of services through a "One Public Estate" approach.

30.6 / There may be some cases where commercial uses operating alongside community infrastructure will help the function and viability of the facility, such as an on-site café. Such uses will be supported where they are ancillary to the main community use and the requirements of clause C are met.

30.7 / There may be cases where there is no continued need or demand for the provision of community facilities. Where this may be the case, the early marketing of vacant community floorspace to assist in identifying any alternative occupiers who could make a good public service use of the site is strongly encouraged. A comparable market value when undertaking a marketing exercise will be based on the facility being public, regardless of whether or not it has most recently been occupied by a private social / community occupier.

Education and skills

30.8 / There is an identified demand for secondary school places in the city – there is currently zero space capacity and projections indicate further pressure by 2020 / 21. We will continue to monitor changing trends in demands for schools and take these, along with other local factors, into account when considering proposals to expand existing schools[5].

30.9 / Whilst Westminster has the highest number of jobs of any London borough[6], it relies heavily on in-commuting of skilled workers. Removing barriers to employment for local residents improves their life chances, helps support continued business growth, and can reduce traffic movements. We will therefore use the opportunities offered by new development, in both the construction and operational phases, to improve residents' access to skills, training and employment. The Westminster Employment Service will provide a key point of contact to assist developments delivering benefits to local residents.

37.10 / The contribution of new development to employment, training and skills opportunities will be commensurate with the scale of development proposed, informed by our Affordable Housing and Planning Obligations SPD and Code of Construction Practice, and secured via legal agreement. The threshold for requirements for an Employment and Skills Plan corresponds with Level 1 schemes as defined in our Code of Construction Practice.

5 See Westminster Infrastructure Plan (Technical Assessment 2006 – 2026, URS), School Organisation and Investment Strategy and emerging Infrastructure Delivery Plan

6 Local Economic Assessment, 2014: http://transact.westminster.gov.uk/docstores/publications_store/LEA_V.II_November2014_FINAL.pdf

31. Digital infrastructure and information and communications technology

A. Investment in digital and telecommunications infrastructure will be supported where it is not detrimental to local character, heritage assets, or the quality of the public realm.

B. Major new developments and infrastructure projects will be designed to enable the installation of the most up-to-date standards of digital connectivity and ensure easy maintenance and future upgrading as technologies and standards improve.

C. Major commercial developments will provide a communal chamber on-site for telecommunications equipment, or make an appropriate contribution to the cost of providing one nearby.

D. Proposals for new telecommunications apparatus should demonstrate that opportunities to share existing facilities have been exhausted. Proposals on the highway should also demonstrate that it is not feasible to locate on existing buildings or other structures.

31.1 / The last twenty years have seen huge technological advances resulting in a shift in ways of working, and significant growth in technology based sectors of employment. Access to high quality digital infrastructure and information and communications technology (ICT) are increasingly viewed as a vital component of modern life – by residents, visitors, and a wide range of businesses. The continued growth and success of Westminster's economy is dependent on securing access to digital infrastructure and ICT services of the highest specification available, that is future-proofed to enable upgrades as technologies and standards improve. To ensure end users can exercise choice regarding technologies and suppliers, applicants are encouraged to engage with a range of providers in the design of major developments.

31.2 / Though future investment in digital infrastructure and ICT is vital, it will need to be provided and coordinated in a manner that respects Westminster's rich heritage. New apparatus such as boxes that enable the roll out of 5G should be sited away from listed buildings wherever possible, but also seek to minimise unnecessary and visually obtrusive clutter of the public realm. To minimise disruptive street works, major commercial development will provide or contribute towards communal entry chambers that enable the quick and easy installation of new ICT services to meet occupier's needs. Proposals for new telecommunications apparatus meanwhile, will only be supported where all reasonable options for sharing existing facilities, or the use of less obtrusive locations, have been ruled out as impracticable.

31.3 / Equipment that is no longer required should also be removed in accordance with Ofcom's Electronic Code of Practice, in order to reduce clutter and improve the experience of pedestrians and other highway uses and the quality of the urban realm.

CONTENTS

ENVIRONMENT

A healthy environment created by everyone, for everyone

Our environment is crucial to how we perform as a city. Tackling climate change head on is the only way we can continue to grow and prosper as a healthy and resilient city.

For the past two decades Westminster has been designated an Air Quality Management Area, and reducing our CO_2 emissions remains a top priority. A bold approach to traffic management and greener travel options is already helping us ease congestion and reduce pollution.

The urban island heat effect has called for even greater consideration in everything we build. Energy efficiency isn't just desirable, but fundamental.

By taking measures to lower our environmental footprint, we give people in our city the highest quality of life.

CONTENTS

32. Managing air quality

AIR QUALITY NEUTRAL AND POSITIVE

A. Major developments in Westminster will be air quality neutral. Developments schemes located in Opportunity Areas, Regeneration Areas and housing renewal areas will be required to achieve Air Quality Positive status. Where this is not technically feasible, a financial contribution to offset the impact of the development on air quality will be secured through legal agreements.

AIR QUALITY ASSESSMENTS

B. To ensure that air quality neutral status is achieved an Air Quality Assessment (AQA) is required for:

1. all major development;
2. social infrastructure schemes; and
3. developments which incorporate combustion based technologies.

AIR POLLUTION ABATEMENT

C. An air pollution abatement and mitigation plan is required if the AQA shows that there is likely to be an adverse impact on air quality or sensitive receptors.

32.1 / We are committed to improving air quality in the city. Air pollution levels exceed current EU and World Health Organisation (WHO) Standards. The impact on our residents can lead to premature death and the most vulnerable (older people and children) are disproportionately affected. It is not surprising, that air quality is the primary environmental concern for our residents[1] and a particular priority for action by the council. The whole of the city has been declared an Air Quality Management Area (AQMA) for nearly two decades. The levels of nitrogen dioxide (NO_2) and particulate matter, specifically PM_{10} are consistently high in the city as shown in Maps 18 and 19. These pollutants cause significant detrimental environmental and impacts in Westminster.

32.2 / Through this plan we commit to reducing air pollution from both the built environment (through both the design and construction phases) and the transport network. The application of this policy in conjunction with the Air Quality Strategy and Action Plan will support the achievement of the targets for pollutants set out in the National Air Quality Strategy (March 2011).

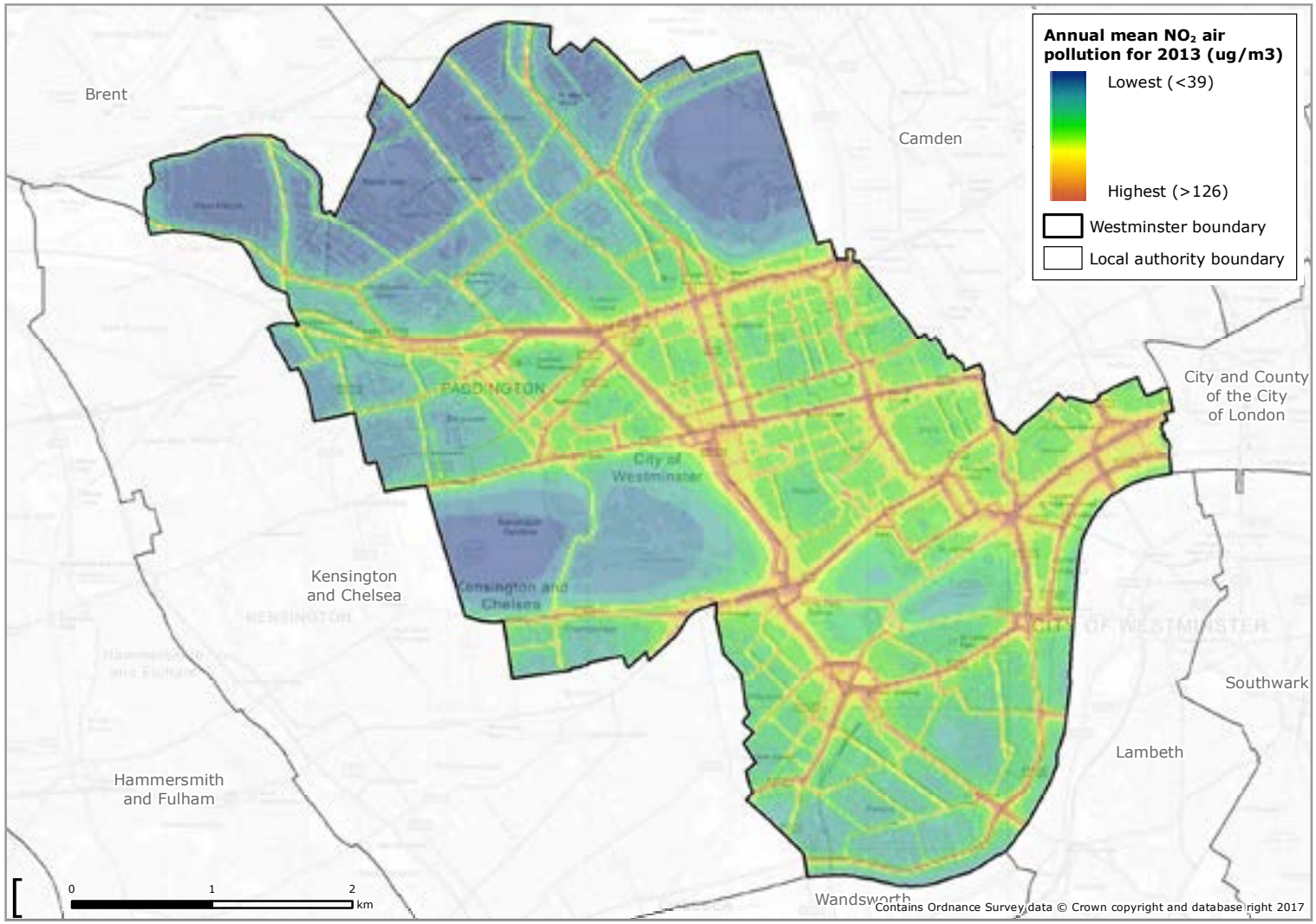
Air quality neutral and positive

32.3 / For developments to be classified as air quality neutral, the level of particulate matter that is calculated as being emitted the during and occupation phase be equal to the Building Emission Benchmark for the building in accordance with the GLA's Sustainable Design and Construction Supplementary Planning Guidance (SPG) 2014. Air pollution from demolition and construction activities are required to comply with the requirements set out in the Mayor of London's The Control of Dust and Emissions During Construction and Demolition SPG (2014). All major development in the city should achieve this standard. Further, our Code of Construction Practice details our requirements for minimising detrimental traffic and dust impacts and requires contractors and developers to engage with the local community and affected residents prior to starting on site. An Air Quality Positive development positively contributes to the reduction of air pollutants. The city's eight Air Quality Focus Areas will be prioritised for air quality offset projects.

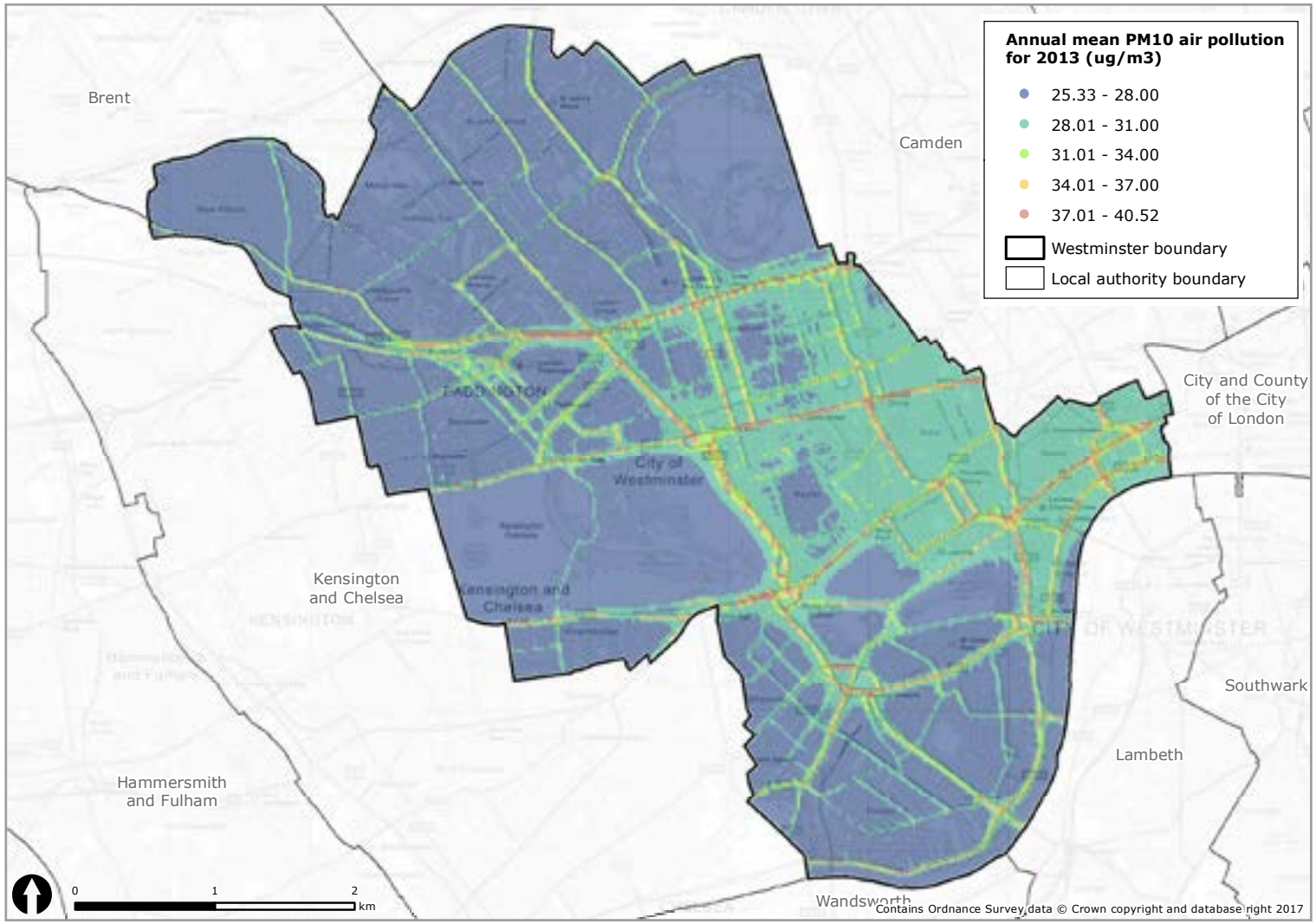
Air Quality Assessments

32.4 / All development proposals that will have an adverse impact on air quality, or will bring new sensitive receptors into an area of poor air quality should submit an AQA with the planning applications. Applicants are strongly encouraged to review our Planning Validation Checklist and utilise our pre-application advice service prior to submission. Developments which incorporate solid fuel combustion (including wood burning stoves and pizza ovens) should comply with the requirements of The Clean Air Act (1993).

1 Air Quality Manifesto, March 2018: https://www.westminster.gov.uk/air-pollution



Map 18: NO_2 Pollution



Map 19: PM_{10} Pollution

32.5 / Mitigation of air quality though financial contribution is considered to be a final intervention following full investigation of how developments can mitigate for air quality impacts on site. The process and calculation for this process will be set out in forthcoming supplementary guidance.

32.6 / The Mayor of London has designated more than 180 Air Quality Focus Areas (AQFAs) across London. AQFAs have large populations and air quality that exceeds the EU's annual mean limit value for nitrogen dioxide (NO_2). There are eight AQFAs in Westminster:

- A5 Edgware Road from Avenue Hall / Marylebone / Seymour Street
- Oxford Street from Marble Arch to Bloomsbury
- Charing Cross / Haymarket / Piccadilly / Regent Street to Oxford Circus
- The Strand from Charing Cross to Fleet Street including Aldwych
- Embankment to Tower Hill
- Victoria at Victoria Street / Bressenden Place / Grosvenor Place / Buckingham Palace Road
- Whitehall and Parliament Square
- Marble Arch to Hyde Park Corner

32.7 / These areas and their environs will be prioritised for air quality offset projects, including those funded through contributions made in accordance with this policy. We will publish details of these projects and the air quality improvements they secure regularly.

32.8 / The city's network of social infrastructure includes many air quality sensitive receptors. These include, but are not limited to schools, hospitals, and specialist housing– uses where the majority of people who occupy them are more susceptible to the detrimental impact of air pollution. Given this sensitivity to air quality, developments of this type are required to provide an AQA.

Air pollution abatement

32.9 / Air pollutants not only have a detrimental impact on the health and wellbeing of people that live, work and reside in the city. Particulate matter can also be detrimental to building fabric, specially iron metal work and calcareous or limestone building. As the city has a significant number of heritage buildings the impact of air pollutants on the character and value of the city is also significant. Air pollution can cause the fabric of limestone buildings to be discoloured, more porous and brittle.

33. Managing flood risk

SITE SPECIFIC FLOOD RISK ASSESSMENTS REQUIREMENTS

A. All site-specific Flood Risk Assessments (FRA) should comply with the council's Strategic Flood Risk Assessment (SFRA), Surface Water Management Plan (SWMP) and the Mayor of London's Regional Flood Risk Appraisal. A site specific FRA must be submitted for developments in Flood Zone 1 which are:

1. 1 hectare or greater
2. Less than 1 hectare but in or adjacent to a Surface Water Flood Risk Hotspots

Developments in Flood Zones 2 and 3 are required to submit a site specific SFRA.

SEQUENTIAL AND EXCEPTIONS TESTS

B. The National Planning Policy Framework (NPPF) requirements for Sequential and Exceptions tests must be met and included in the site specific FRA.

INFRASTRUCTURE

C. All existing flood risk infrastructure (including access for maintenance) is protected. New developments must not prevent access for maintenance.

Improvements to flood defences will be secured through planning conditions and / or legal agreements where the proximity and / or size of the development impacts on flood risk.

SUSTAINABLE DRAINAGE SYSTEMS (SUDS)

D. New development must incorporate Sustainable Drainage Systems (SuDS) to alleviate and manage surface water flood risk.

E. A Sustainable Drainable Strategy should be submitted with major developments, setting out how SuDS will be incorporated into the development and how peak flow volumes will be reduced.

F. Attenuation levels must be optimised to achieve greenfield run off rates on site.

33.1 / As our climate changes the risk of flooding in the city increases. We will continue to work with partners to ensure that the River Thames defences remain strong. The risk of flash floods and surface water flooding is directly affected by increased development levels. An overflowing combined sewer system provides the greatest risk of surface water flooding in the city.

Flood Risk

33.2 / It is important to manage flood risk in the city. The draft SFRA 2018 shows that there is insufficient land outside the flood risk areas to accommodate all the development necessary to meet the councils proposed growth targets. Since the vast majority of developments in the city will be land that has a flood risk associated with it, it is essential to appropriately manage flood risk through a variety of mitigation and adaption measures.

33.3 / Developments should take appropriate account of the flood risk associated with their location and demonstrate how they will incorporate measures to adapt to future incidences and mitigate for the impact that the development will cause. In Westminster basement development dwellings are classified as Highly Vulnerable Uses and will not be permitted within Rapid Inundation Zones.

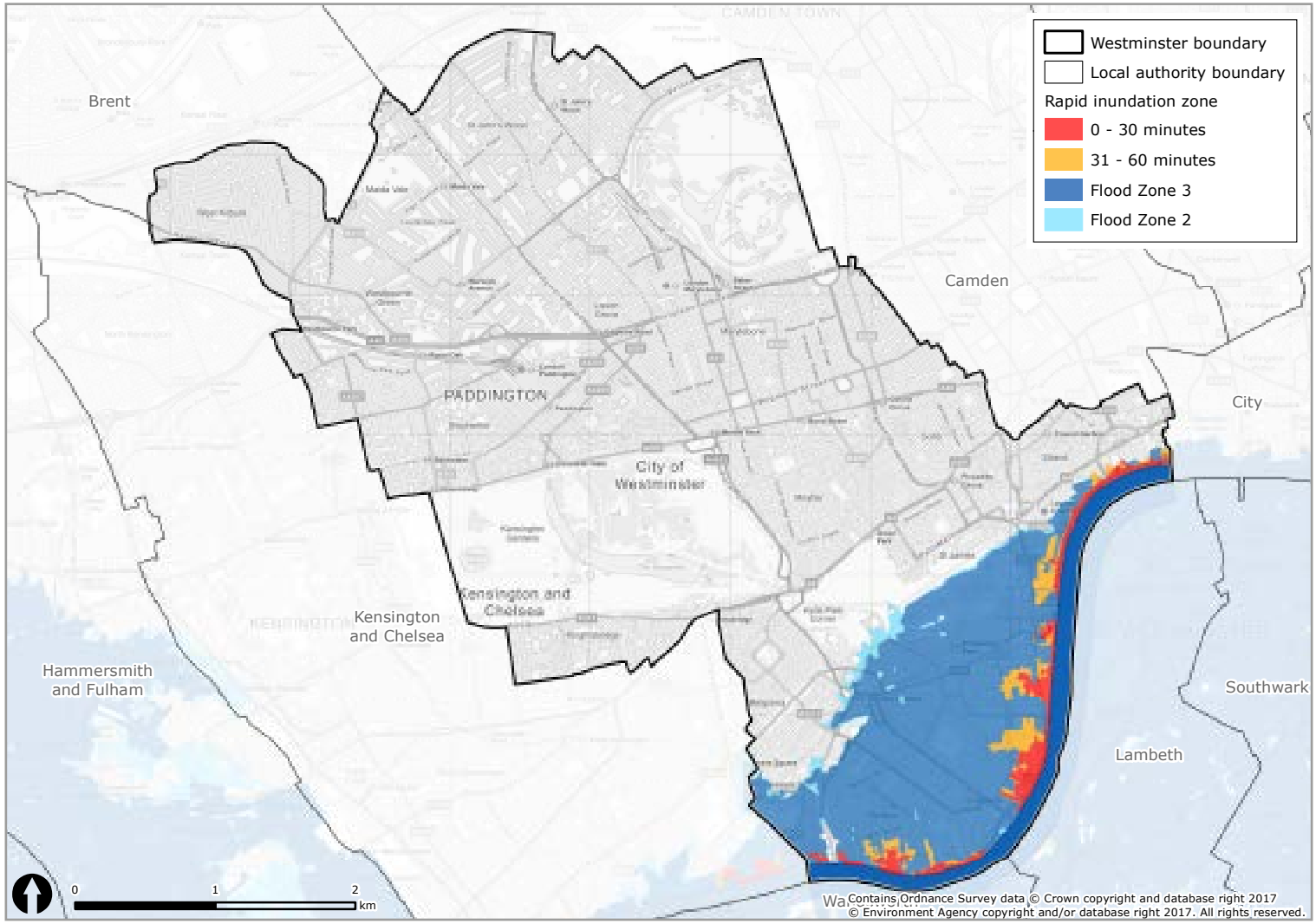
33.4 / We will work with developers and applicants to ensure that proposed developments are flood resilient, resistant and safe for occupants for the lifetime of the building. Developments should not increase flood risk within or beyond the site boundary. Design features to adapt and mitigate for flood risk will be set out in forthcoming supplementary guidance.

Site Specific Flood Risk Assessments

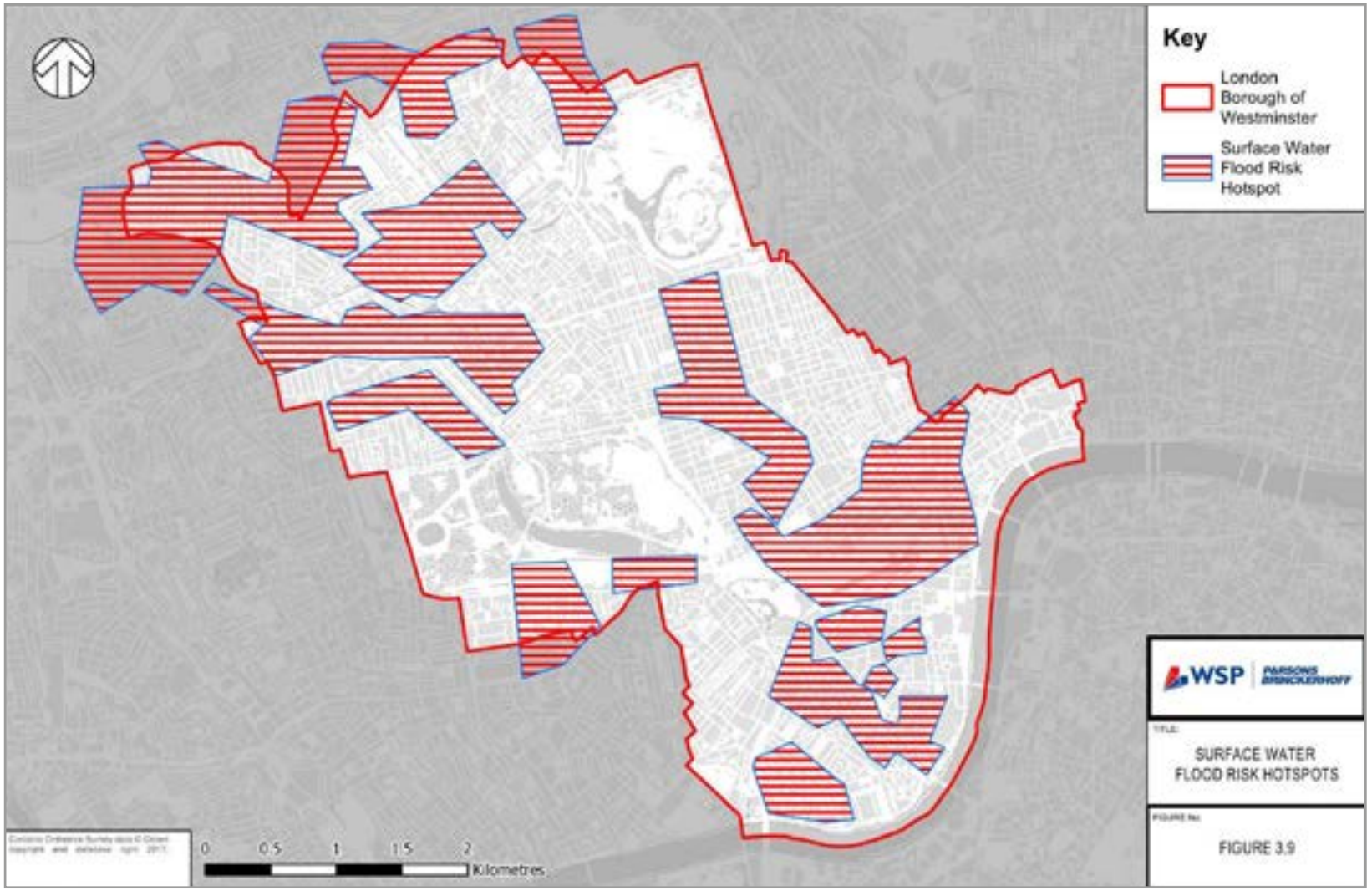
33.5 / Site Specific Flood Risk Assessments must demonstrate that where possible the development will reduce flood risk for the site and beyond through appropriate layout and design. The site specific FRA should show the use of flood resistance and resilience measures to reduce the impact of any flood, and ensure safe access to and egress from the site. They must be proportionate to the type and scale of the development and the degree of risk and take account of impacts of climate change over the life of the development.

33.6 / Where developments are located within flood risk areas, they must demonstrate how the occupants / users of the building will be protected during a flood event, and must consider the long term impacts of climate change. This will include the preparation of Flood Emergency Response Plans, within the FRA.

33.7 / The probability of tidal flooding (from the Thames) and or sewer flooding (foul water from the sewer system) in the city is far less than from surface water flooding. The high density of development and the associated quantum of impermeable surfaces reduces the volume and speed at which water is absorbed into the ground. After periods of intense rainfall, the water is not able to soak into the ground or the drainage system. The Surface Water Management Plan identified areas in the city that are most likely to experience surface water flooding. These areas are show on Map 20.



Map 20: Flood Zones



Map 21: Surface Water Flooding Hotspots

Sequential and exceptions tests

33.8 / We will apply the Sequential and Exceptions tests to proposed developments as directed by the NPPF 2018 and current Planning Practice Guidance. Applicants should also complete the Flood Risk and Sustainable Drainage pro forma our website to confirm which tests will be required. Reference should be made to our SFRA for details of appropriate adaptation and mitigation measures for developments in the Surface Water Flood Risk Hotspots and Rapid Inundation Zones.

Infrastructure

33.9 / We will continue to work with the relevant authorities and agencies to support the timely implementation of the Thames Tunnel project, including the connection of the combined sewer outflows in the city.

33.10 / The Thames Estuary 2100 Plan is the strategic flood management plan for London and the Thames Estuary. It focuses on tidal flooding and Westminster is located in the London City Zone. During the local plan period, we will work with Thames Water to identify and implement measures that will enhance and where necessary replace defence walls and active structure on the Thames during the life of the Plan.

Sustainable drainage

33.11 / Sustainable Drainage Systems (SuDS) are an important management practise in new developments. SuDS can be a multifunctional asset to the city, not only helping to reduce the risk of surface water flooding but also contributing to the city's natural capital and ecological value. Due to their multi-functional benefits, they are particularly important for the extension of infrastructure schemes. Soft landscaping and tree planting in the city's public realm and / or major development schemes are required to minimise the quantity of impermeable surfaces in the design.

33.12 / The SuDS incorporate a range of measures which help to drain surface water, reduce pollution of water entering the watercourse, reduce surface water flooding and attenuate surface water run off. They can be easily retrofitted into existing schemes.

33.13 / We require all development to aim to achieve greenfield run off rates. Sustainable Drainage Strategies submitted with major schemes must demonstrate how the design of the development aligns with the drainage hierarchy set out in the London Plan. The strategy should also set out the proposed SuDS maintenance schedule for the site.

33.14 / SuDS can be a multifunctional asset to the city, not only helping to reduce the risk of surface water flooding but also contributing the city's natural capital and ecological value. Surface water discharge rates should be reduced to the Greenfield QBar rate, with surface water attenuation provided for the peak 1% annual exceedance plus 'upper end' climate change allowances. This rate should be assessed against the guidance contained within "Sewers for Adoption" by the Water Research Centre, and assessed against specific site constraints to enable delivery of the most sustainable system.

33.15 / The Mayor of London's drainage hierarchy sets out sequentially the measures, which should be incorporated into schemes. Further detailed guidance will be given in supplementary guidance, including further information on SuDS measures appropriate within Westminster.

34. Managing local environmental effects

A. The council will minimise the exposure of those that live and work in the city and out natural environment to harmful pollutants through the following requirements:

CONTAMINATED LAND

B. Applicants are required to carry out assessments and surveys as part of proposals for land which is potentially contaminate due to a previous land use which identifies both the contaminant and the appropriate remediation measure for the site.

CONSTRUCTION IMPACTS

C. All major and basement developments are to comply with the Westminster Code of Construction Practice (CoCP) 2017.

LIGHT POLLUTION

D. All developments which incorporate external lighting schemes must be designed to minimise the impact of detrimental glare and light spill on biodiversity, road users and road infrastructure.

NOISE POLLUTION

E. In accordance with the council's Noise Thresholds all developments must demonstrate how they will:

1. prevent noise intrusion to residential development from external sources;
2. minimise noise from plant machinery and internal activities;
3. minimise noise from servicing and delivery operations particularly if these occur out of hours or during 'shoulder' hours';
4. minimise noise from activities affecting proposed and existing residential uses; and
5. protect tranquillity in and around open spaces.

WASTE MANAGEMENT

F. Major developments must provide on-site recycling and composting waste management facilities appropriate to quantum of buildings, occupants and activities on site.

G. Developments that produce hazardous, medical and or commercial catering waste are required to integrate appropriate waste disposal facilities into the design of the scheme.

H. All new developments (including extensions and change of use) must provide appropriate facilities for the storage of separate waste streams which are safe and convenient to access for deposit and collection with sufficient capacity for projected current and future use.

34.1 / The council will work with partners to ensure that the requirements of the various legislative regimes associated with the different pollution types listed in the policy and their impact on planning and development are complied with. We will utilise opportunities that the management of pollution in the city provide to progress towards a circular economy which promotes our aims of minimising pollution and maximising resource efficiency. Further details of the thresholds and standards that developments are required to achieve can be found on the council's website and in forthcoming supplementary guidance.

Contaminated land

34.2 / To facilitate the rate of growth projected during the life of the plan, developments will take place on sites that have been used previously. Where sites were used for example, as gasworks, for industrial process or petrol stations there is a possibility that the soil is contaminated. In order to ensure that the environmental and public health risks associated with previous uses are minimised, the history of the land must be identified and used as a basis for any required remediation measures.

Construction Impacts

34.3 / Our CoCP 2017, sets out the standards and measures that developers and construction firms will adhere to during the construction of a buildings and street works. These measures and standards relate to a wide range of social and economic impacts from archaeology to air quality. The aim of the CoCP is to protect the environment and the community whilst the building works take place. The length of time taken during the construction process varies not only with the scale of the development but also the other agencies and organisations involved in the build. Construction in the city often results in additional traffic, and related detrimental vibration, noise and dust impacts. Through the CoCP contractors and developers are required to engage with the local community and affected residents to give advanced notice of, for example road closures and communicate how the scheme is progressing.

34.4 / The council will ensure that its planning, licencing, environmental health and highways functions work together to ensure that construction of development schemes minimises avoidable and detrimental impacts on adjacent buildings especially residential developments.

Light pollution

34.5 / Light pollution occurs when the outdoor lighting disrupts nocturnal cycles and the night sky by causing glare and sky glow. The impact of light pollution is wide reaching. From retinal damage to the human iris, to disrupting the circadian cycle of animals. We are committed to ensuring the appropriate level of light emanates from developments to ensure the maximum enjoyment of facilities and safety to the wider public. This must be balanced against the detrimental impact of light during the evening and night on biodiversity and residential amenity.

34.6 / We are committed to incorporating reduced energy demand in every aspect of new developments. Lighting equipment must be visually unobtrusive, use discrete fittings and cabling. The materials and format should be appropriate to the character of the area in design and intensity of illumination agreed.

Noise pollution

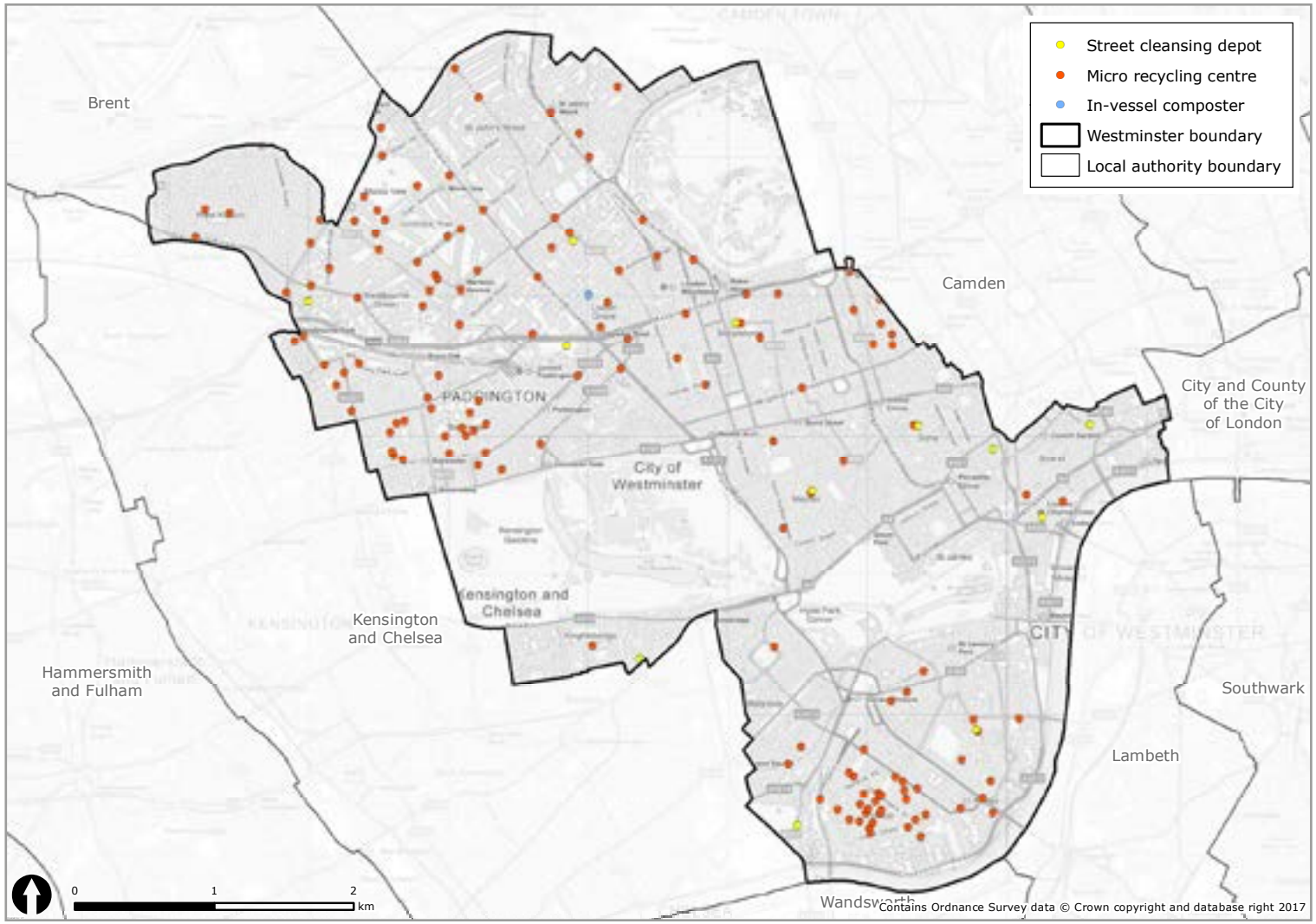
34.7 / Many parts of Westminster experience day long activity and have a thriving night time and evening economy. People come to the city for work, culture, education and entertainment. Noise is an inevitable by-product of these activities, but if uncontrolled can have a significant impact. Ensuring that new developments are constructed and operated to ensure that noise levels are appropriate within buildings is part of our multi-disciplinary approach to noise pollution. This approach has been successful in providing a year on year decrease in noise complaints in the city and we will continue to monitor our progress as part of our Greener City Action Plan updates.

34.8 / Through our local planning, public health and environmental health functions, and collaboration with agencies (including the Police) we work together to reduce noise pollution and its impacts and protect noise sensitive receptors. The Westminster Noise Strategy (2010 – 2015) sets out the overarching framework for mitigating noise in the city. Utilising a comprehensive evidence base we have an accurate picture of the city's soundscape. The council will produce detailed supplementary guidance, which, in conjunction with our CoCP (2017), will ensure applicants, and developers have a complete set of guidance on the appropriate ways to minimise noise impacts in the city.

Managing waste

34.9 / Waste management is one of the greatest challenges for a growing city. Westminster produces more than 180,000 tonnes of waste per year. Commercial and household waste collections add up to more than one million per week. As a result of being the commercial centre of London we produce the highest level of commercial waste in the capital thanks to being at the commercial centre of London. Our Special Policy Areas (SPAs) like Harley Street combined with the large number of food, drink and related uses in the CAZ means that we need some specialist waste disposals facilities in the city. Standards for specialist waste facilities are provided in our Technical Waste Guidance. The dense pattern of development in Westminster means that there are no sites within the city boundaries suitable for use for handling waste (there are, for example, no strategic industrial locations in the city). The Municipal Waste Management Strategy (2016 – 2031) which sets out how waste is managed in the city provides further guidance for applicants.

34.10 / Our strategic focus is on waste reduction and recycling in the city. The provision of an easy to use waste streaming facility makes a significant difference to the amount of recycling that is carried out by those who live and work in the city. We are committed to ensuring that waste is managed appropriately and efficiently in the city and will continue to monitor and research opportunities for new sites in Westminster. We will work with local partners and London authorities to make arrangements to pool the waste apportionments set by the London Plan to secure the best outcome for residents.



Map 22: Waste Management Sites

35. Green infrastructure

A. The council will protect and enhance Westminster's green infrastructure (including Metropolitan Open Land) to secure and maximise their environmental social economic and amenity value.

CITY GREENING

B. The council will prioritise city greening through the creation of new green infrastructure that connects existing open spaces along walking and cycling routes, especially in areas of nature, open space and play space deficiency.

C. Inclusive and accessible public open space provision will be required in the identified Opportunity and housing renewal areas, and the key development sites identified in Appendix 1.

D. Developments will be required to mitigate any detrimental impact on existing green infrastructure through ecological, heritage, tranquil space and amenity quality enhancements or were appropriate the re-provision of open space.

BIODIVERSITY, NATURE CONSERVATION AND TREES

E. The council will protect Sites of Importance for Natural Conservation (SINCs) (Map 26) from development which will have a detrimental impact on their ecological value. Development proposals must identify and minimise potential adverse effects on species and habitats identified in the forthcoming Green Infrastructure Strategy.

F. Development proposals adjacent to existing trees, SINCs and biodiversity assets must safeguard the appearance, setting and ecological, cultural and amenity value of those assets.

G. Developments should incorporate new tree planting proposals to provide optimum canopy cover. The loss of trees will only be considered in exceptional circumstances[2] in accordance with the British Standard 5837 2012 or equivalent.

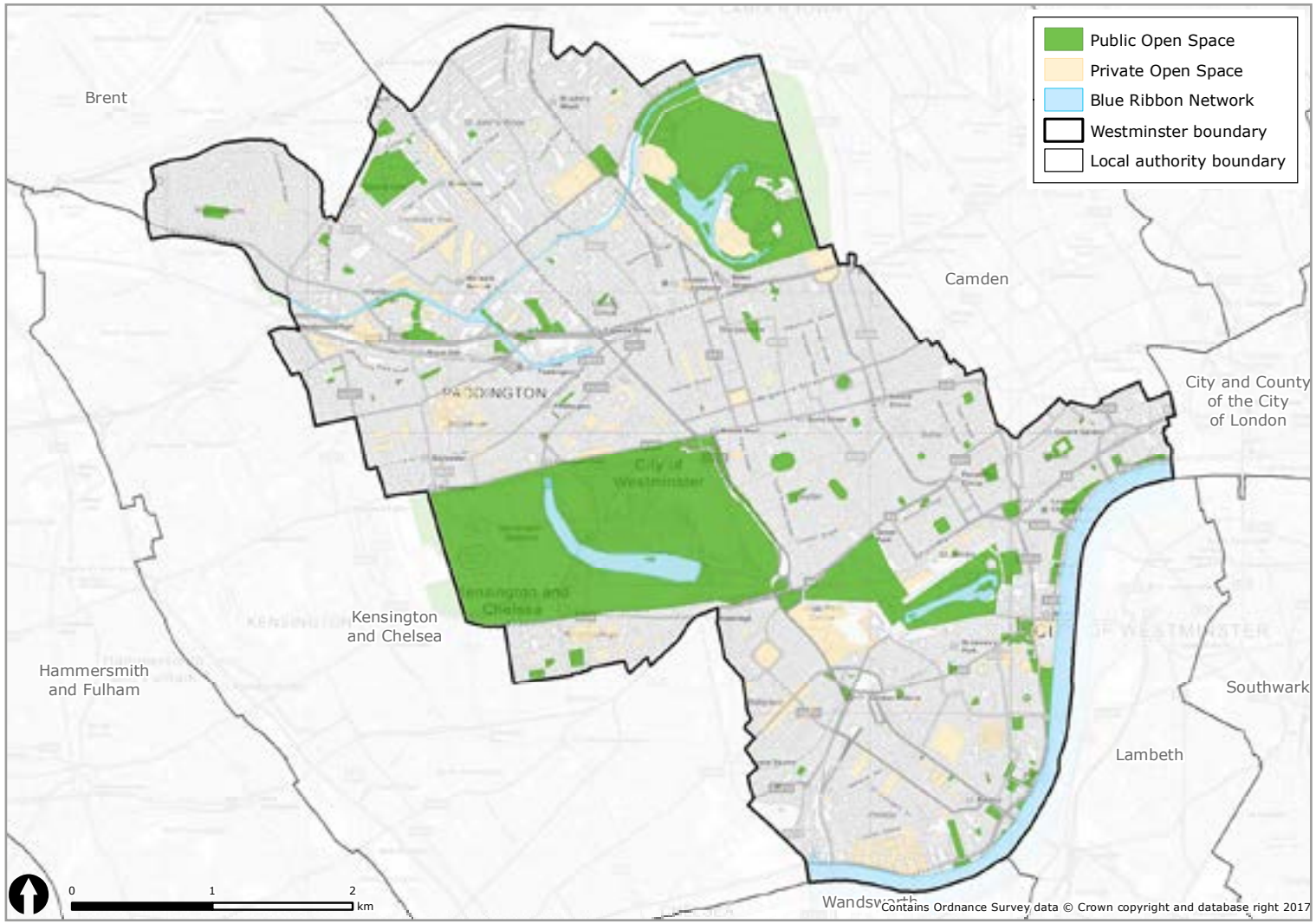
OPEN SPACE, NATURE AND PLAYSPACE DEFICIENCY

1. Developments in areas of open space, nature and play space deficiency will be required to demonstrate how they will create, restore and enhance green infrastructure, biodiversity (habitats and species) and informal recreation and play spaces in the city.

2 Trees in relation to design, demolition and construction

35.1 / We are proud of our green infrastructure. We appreciate its environmental, economic and social value, and are committed to protecting it. The variety and quantum of spaces (Map 23) including Royal Parks, London Squares, parks with historic significance and smaller amenity spaces and pocket parks contributes to the uniqueness of Westminster. The five Royal Parks in the city (Regent's Park, Kensington Gardens, Green Park, Hyde Park, St James' Park) are designated Metropolitan Open Land (MOL). They are protected through both the NPPF and the London Plan. The Royal Parks constitute close to 90% of the open space in the city. As well as the River Thames there are canals and rivers which form part of London's network of waterways and waterbodies (see Map 17).

35.2 / Links between existing open spaces and waterbodies will be safeguarded. Natural Capital in the city has an important function in protecting and enhancing our heritage and townscape assets. The city boasts 21 historic parks and gardens including Buckingham Palace Gardens and Parliament Square which are Grade II* and Grade I listed, respectively. We will continue to work with the Mayor of London, The Royal Parks



Map 23: Open Space

and neighbouring boroughs to ensure the continued strategic benefits of these important assets. We are not responsible for the management and or maintenance of the Royal Parks, however we are a statutory stakeholder for planning applications within the vicinity of the Royal Parks.

35.3 / New development must not have a detrimental impact on the biodiversity, trees, amenity noise flood risk management and wider climate resilience benefits that the city's existing high quality green infrastructure provides. We have defined the city's tranquil spaces (Map 29) and will ensure that this important element of our social infrastructure retains its inherent public health benefits It should also protect the setting of open spaces to enable realisation of these benefits for the wider city.

35.4 / There are many opportunities for new developments to improve the quality of our open spaces for example through SuDS and biodiversity measures. Currently not all of our open spaces are publicly accessible or inclusive for wheelchair users and people with physical disabilities. We encourage applicants to work with us and our partners to improve the landscaping and ecological value of our spaces. The opportunity to design out anti-social behaviour and the perception of crime has real potential to enhance the amenity and recreational value of open spaces and adjacent developments.

35.5 / Approximately 65% of open spaces in the city are publicly accessible[3]. Increasing public access to private spaces and the ecological connectivity of green infrastructure across the open space network will support our commitment to maximising high quality open space in the city, for all. Private spaces help to create a sense of place. The cumulative benefits of tranquillity, sustainable drainage and biodiversity should not be underestimated especially in a city as densely populated and developed as Westminster.
To ensure that appropriate balance between development and green infrastructure is retained, we will seek to ensure that an appropriate amount of open space is retained in proximity to existing and proposed new developments. If a development within a private residential garden falls outside of permitted development rights and requires planning permission, the city's policy requirements relating to SuDS and green infrastructure will be applied.

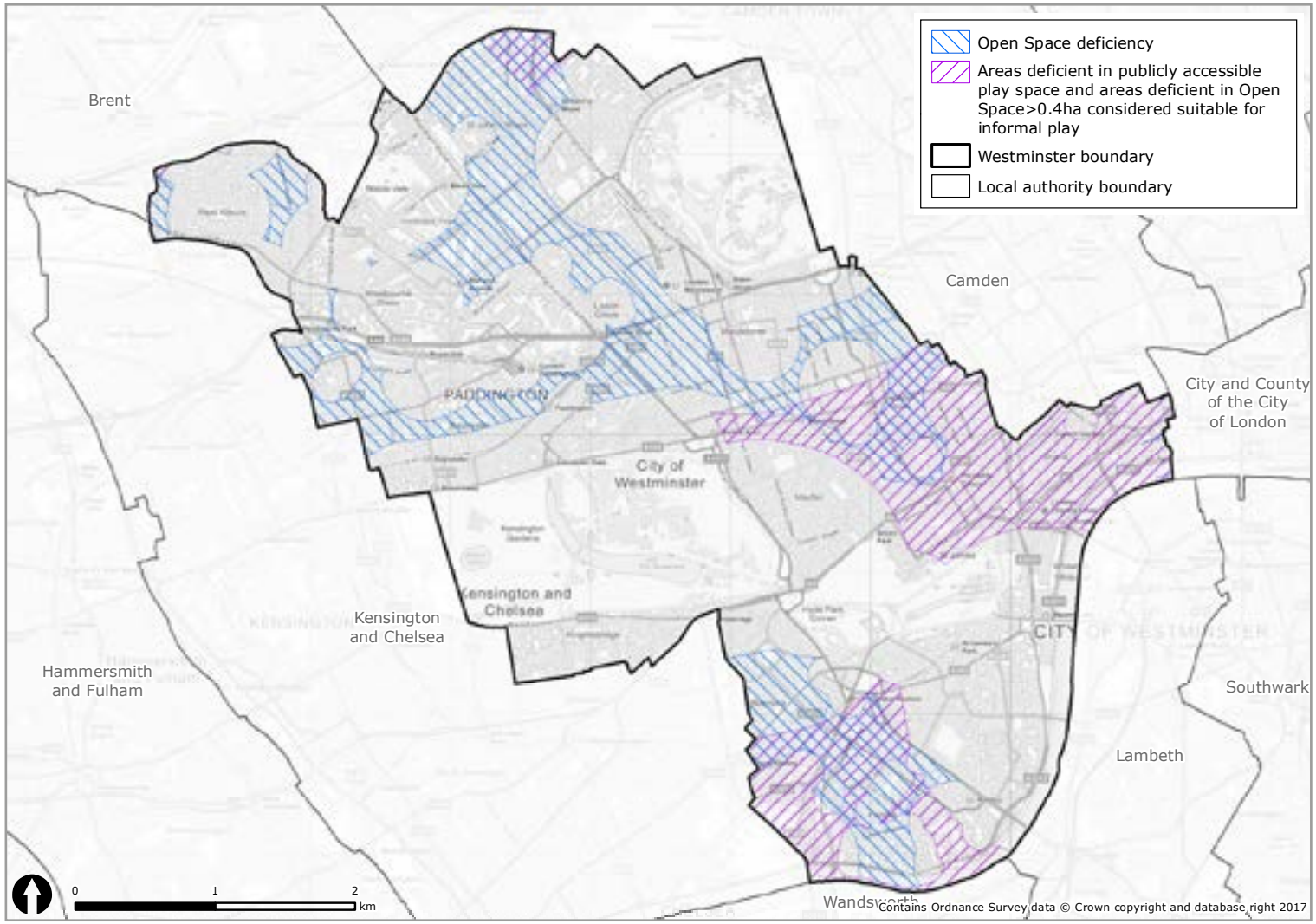
35.6 / Buildings and structures within open spaces form an important part of the aesthetic of the space and can amplify the recreational and amenity value of the space. Occasionally it will be necessary to redevelop the structures in the open space. Redevelopment is not an opportunity to increase or extend buildings. It is solely to ensure that the design and functionality of the building is appropriate to the function of the open space and meeting the needs of users. Redevelopment of buildings in open spaces will be required to achieve the same standard of sustainable design and construction as other developments across the city.

35.7 / The compactness of the city means that developments are in close proximity to sites of heritage, amenity, and environmental importance. In accordance with the Agent of Change principle, it is important for applicants to ensure that proposed developments do not create any undesirable impacts on the city's existing tranquil spaces, which are important for both the health and wellbeing of residents, workers and visitors to the city.

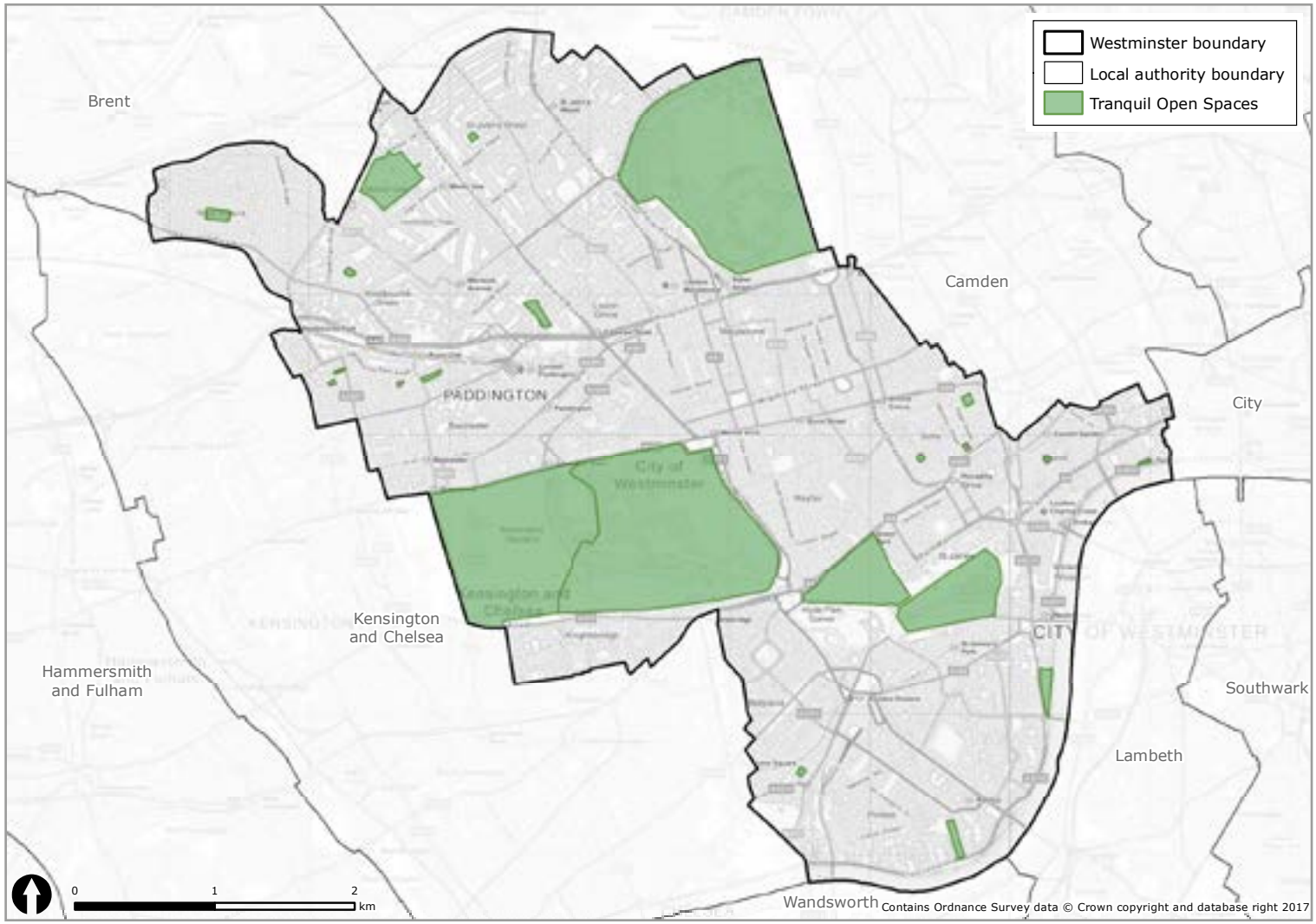
Biodiversity, nature conservation and trees

35.8 / The city has a diverse range of flora and fauna, much of which is found in the city's flourishing green infrastructure. The priority species for the city are bats, Buttoned Snout Moths, hedgehogs, House Sparrows and Tawny Owls. They have been prioritised as they are important in the region and require conservation action. We will ensure that their habitats are protected to minimise the detrimental impact of developments. Developments can often have a detrimental impact on biodiversity, however, the built environment is also an important habitat for species in the city. Native species included in hedgerows will be protected where possible. Developments (temporary or permanent) that will have or are likely to have a detrimental impact on any biodiversity asset in the city will not be permitted.

3 Open Space Strategy Update 2016



Map 24: Open Space Deficiency



Map 25: Tranquil Spaces

35.9 / There are 33 Sites of Importance for Natural Conservation (SINCs) in the city, which account for more than 3,000 hectares. Eighteen Metropolitan SINCs, which have regional importance and national significance (more than 35% of visitors to Hyde Parks are from outside the city, for example). The remainder are borough and local SINCs. This designation is significant for our residential communities to access nature outside the centre of the city. Like much of our natural capital, SINCs are an important asset of multi-functional value, providing air quality, amenity and carbon reduction benefits.

35.10 / Westminster's trees, whether on the streets, in parks public open spaces or in private gardens make a significant contribution to London's reputation as one of the world's greatest cities. They are an integral and historic component of Westminster's townscape. The amenity values of trees are enormous. They bring visual beauty to the city, thereby enhancing quality of life. They provide a natural scale to buildings and streets, they can frame important views or screen less attractive ones and can soften the glare from highly reflective building surfaces and minimise detrimental noise impacts. For all these reasons we are committed to protecting our trees[4].

35.11 / Beyond aesthetics, trees also make environmental contributions to our city. They sequester carbon dioxide and release oxygen. Additionally, trees shade buildings and streets, contribute to sustainable drainage systems and form green corridors and make a contribution to helping tackle poor air quality. We are committed to ensuring that the Mayor of London's target for increased tree cover in London by 10% by 2050 is met. All tree planting strategies should be submitted as part of a landscaping, tree or biodiversity strategy.

35.12 / New trees play an important role in the city, not only as a habitat for wildlife but also for their contribution to air quality by helping to trap pollutants. As the city moves towards air quality neutrality the role of new tree planning is going to be increasingly important and we are committed to ensuring that all opportunities to plant trees that will play an important part in this process are taken.

35.13 / There is a high level of tree protection in the city, however as part the projected economic and demographic growth in the city there may be occasions where new developments result in the felling of some trees. The Westminster Tree Strategy (2011) provides further guidance on the appropriate tree planning strategy for the city.

Open space, nature and play space deficiency

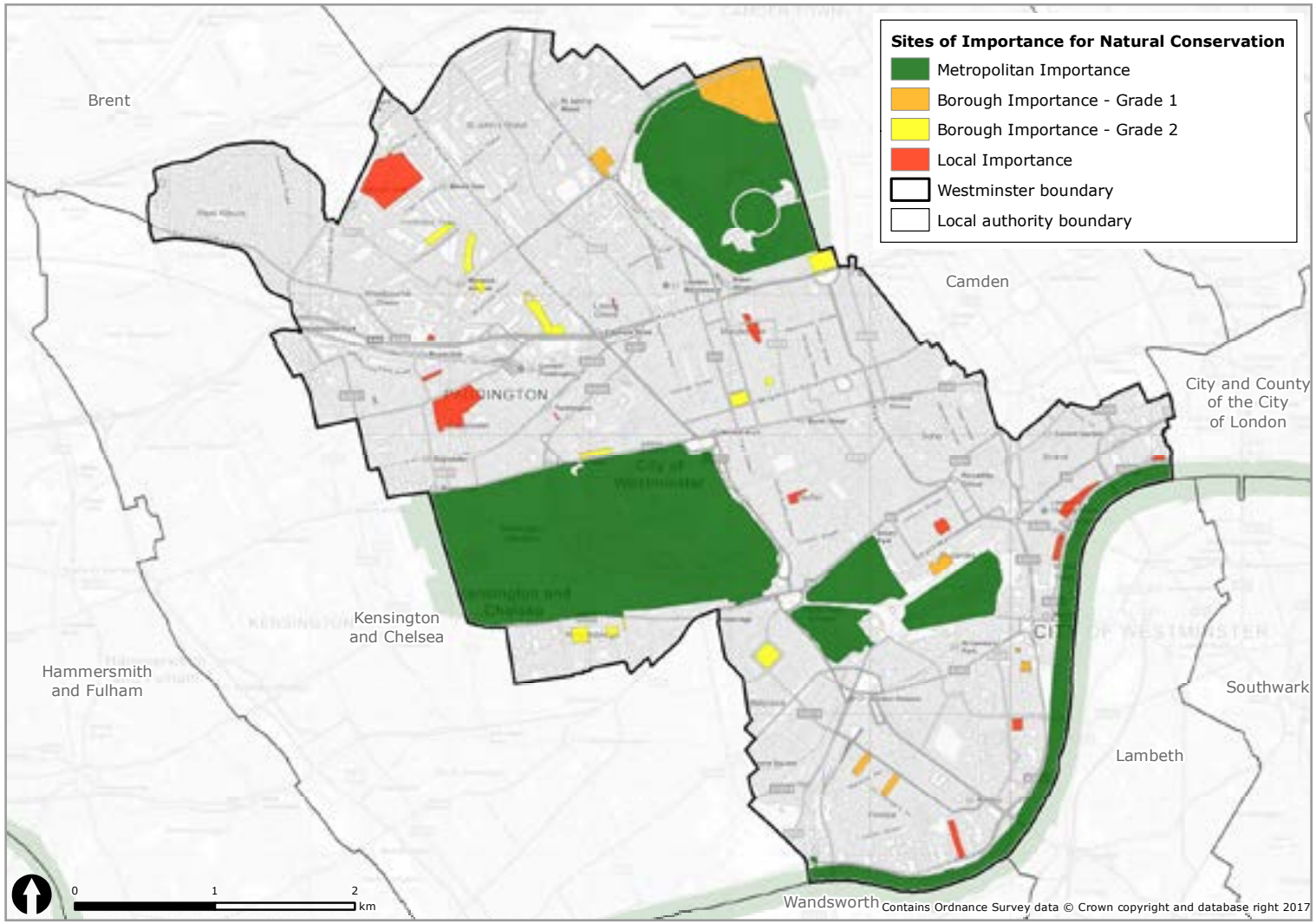
35.14 / The city is deficient in public open space (Map 28). Due to development pressure the only opportunities to address the identified deficiency in district and local parks will be through the larger regeneration, renewal and opportunity sites set out in this plan. For other developments, applicants should consider how their developments will contribute to the supply of small open spaces by securing new and or improved public open space and green infrastructure in new developments.

35.15 / Despite the number of high quality amenity, recreational and tranquil spaces there is an overall deficiency of open spaces in the city[5]. Continued development pressures mean that opportunities to increase the number of district and local parks in the city are limited. Opportunities for increasing the supply of open spaces are focussed Small Open Spaces and Pocket Parks. These spaces are an important element of our green infrastructure and when developed and managed appropriately can make a positive contribution to nature conservation, amenity and recreation. We will prioritise the location of new open spaces and green areas in areas of deficiency as indicated on map 28.

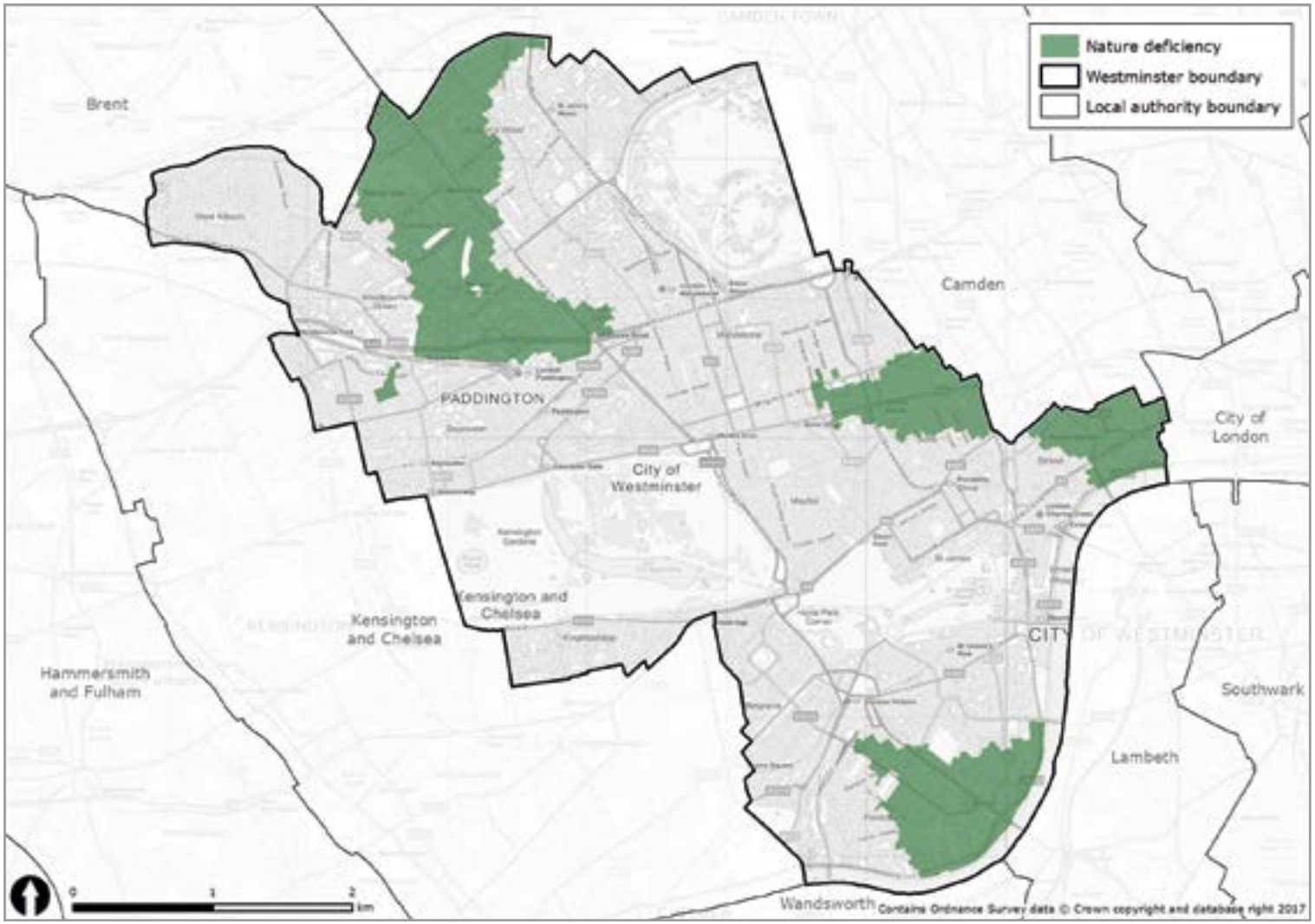
35.16 / It is important to utilise all opportunities to enhance biodiversity in the city. Despite the large number of SINCs, there are still significant areas of nature deficiency in the city. Having a diverse range of biodiversity is important not only for the heritage and character of the townscape but also to support a range of climate change adaptation measures including stabilising micro-climate, drainage, air quality and noise attenuation. The built environment itself is recognised as an important habitat for biodiversity. The loss of front

4 In accordance with the British Standard 5837 2012 or equivalent.

5 Open Space Strategy Update 2016


Sites of Importance for Natural Conservation
Metropolitan Importance
Borough Importance - Grade 1
Borough Importance - Grade 2
Local Importance
Westminster boundary
Local authority boundary
Brent
Camden
City and County of the City of London
Kensington and Chelsea
Hammersmith and Fulham
Southwark
Lambeth
Wandsworth
0
1
2
km
Contains Ordnance Survey data © Crown copyright and database right 2017

Map 26: SINCs



Map 27: Nature Deficiency

gardens to car parking will not be supported. New developments should not increase the level of deficit by ensuring appropriate provision and / or enhancement of priority species and habitats within or near the development. The London Plan identifies species and habitats, which require strong nature conservation management to prevent them from declining. The forthcoming Green Infrastructure Strategy will provide additional information for applicants, to ensure that their developments incorporate appropriate priority habitats and species as part of their green infrastructure or biodiversity strategies.

35.17 / There is a deficiency of play space in the city[6] which will increase if we do not ensure that future developments provide sufficient opportunities for children and young people. Developments should not result in an increased deficiency across the city. We are committed to providing accessible and active play space that caters for the needs of all children and young people in the city as well as their parents and carers. Major residential development should provide the quantum of play space in accordance with the Mayor of London's Shaping Neighbourhoods Plan and Informal Recreation SPG (2012) or any subsequent replacement document.

6 Open Space Strategy Update 2016

36. Energy

A. All developments in the city will be adaptable to the risks and consequences associated with future changes in climate.

B. Major developments (including public realm and infrastructure projects) will:

1. meet the carbon reduction targets set out in the London Plan policies and demonstrate in an Energy Assessment how energy demand and carbon emissions will be reduced using renewable and low carbon technologies in accordance with each stage of the Mayor of London's energy and cooling hierarchies;
2. incorporate passive design measures where feasible and utilise environmental performance standards (BREEAM[7] or equivalent) in conjunction with London Plan requirements;
3. be designed and operated to minimise the risk of internal overheating and include internal temperature modelling as part of the overall cooling strategy;
4. provide a carbon offset payment, secured by legal agreement where an Energy Assessment shows that it is not financial or technically viable to achieve zero-carbon onsite;
5. be designed to link to and extend existing heat networks in the city (subject to the thermal load of the development); and
6. prioritise sustainably sourced construction materials and modern methods of construction.

C. Minor development will:

1. where feasible incorporate infrastructure to allow immediate or future connection to a local Decentralised Heat Network; and
2. maximise energy efficiency and renewable energy generation where practicable.

7 Building Research Establishment Environmental Assessment Method

Climate change

36.1 / The impact of likely future climate change over the period of this plan will be significant for the city and those living, working and visiting here. Some of this impact is already locked in and will have to be addressed through adaptation measures. It is possible, however, to take action to reduce the extent of further change. Our priority is to minimise future impacts by reducing carbon emissions now, with the aim of achieving zero carbon development. Technologies and best practice within the

construction industry is moving at a fast pace. It is anticipated that during the life of the plan there will be changes to how optimal building performance is achieved. The council will publish supplementary guidance to support the implementation of the policies in this chapter. This will be updated regularly to reflect these improvements. It will provide the latest technical guidance to support the national and regional direction towards a low carbon and climate resilient Westminster.

36.2 / We recognise that the level of growth the city is going to have a cumulative impact on energy demand and carbon levels. It is essential that minor sites utilise every opportunity to reduce emissions. Applicants and developers are strongly encouraged to investigate how their proposals can be designed and implemented to reduce their carbon impacts as part of the design rationale for their proposals.

Adaptation

36.3 / As the climate changes, so will the ways in which people experience and use the urban realm and built environment. To help ensure the city remains safe and comfortable, developments must incorporate a range of energy, water, resource and waste adaptation measures which that address the impact of climate change during the construction and occupation of the development.

Mitigation

36.4 / Major development schemes are required to submit an Energy Assessment as part of the planning application process. The Mayor of London's energy hierarchy sets out the criteria to maximise the sustainability and efficiency of energy systems in developments. Where developments and retrofitting projects do not utilise standard construction methods and / or incorporate new and emerging technologies, developers are required to discuss their proposal in our pre-application process prior to the submission of the planning application.

Zero carbon

36.5 / The challenge of zero carbon development will be achieved through a range of measures and taking advantage of technical innovation. We will work with developers, industry and local and regional partners to share best practise and knowledge in achieving this target. We will use supplementary guidance to share best practice and draw attention to successful approaches to dealing with these issues in Westminster's unique circumstances.

Carbon offset

36.6 / The London Plan (adopted and draft) and the Mayor of London's Sustainable Design and Construction SPG (2014) encourage authorities to set up a Carbon Dioxide Offset Fund (COF). The Westminster Emissions Fund is the mechanism that enables developers who are unable to achieve the carbon targets sets set out in policies to meet the shortfall through a cash in lieu contribution which can then be spent on projects to reduce emissions elsewhere. Developers are strongly encouraged to engage with us through the pre-application advice process to discuss how they are going achieve the carbon reduction figure when it is a combination of physical and financial measures. Details of how the Westminster Emissions Fund contribution will be calculated and administered will be set out in supplementary guidance.

Decentralised energy

36.7 / The Decentralised Energy Masterplan for Westminster (DEM) details appropriate locations for the proposed Westminster Energy Network and the cost benefits associated with the proposed Network. It provides information relating to the proposed sites, network and capacity of the Decentralised Energy Network (DEN). We will update this document regularly to reflect the changes to existing and planned network. In addition, we will publish supplementary guidance to assist applicants and developers through the application process.

Renewable energy

36.8 / The decarbonisation of the National Grid will have a significant impact on the way that developments in the city are built. Moving towards generating electricity through natural gas and renewables is going to significantly reduce the amount of carbon that is emitted from this source. There are several technologies available for the generation of energy through renewable sources. The density of development in the city means that some technologies are not appropriate

for developments and / or building types because of their location and / or proximity to heritage and environmental assets in the city. Further advice and information on appropriate technologies for different development types will be provided in forthcoming supplementary guidance.

Urban heat island effect

36.9 / As a central London city, the urban heat island effect plays a significant role in the level of wasted energy emitted in Westminster. Managing the heat island effect through building design will play a central in adapting to future changes in climate. The combined impact of increasing temperatures and future growth has seen health impacts from the urban heat island effect grow year on year. We are aware of the conflict that arises during the year for occupants who keep windows closed to gain noise and air quality benefits but at the risk of overheating in buildings. This is especially true of buildings with a high level of glazing. As summers get warmer this conflict will be even greater and it is therefore essential that the design rationale maximises cooling to minimise the impact on building occupants.

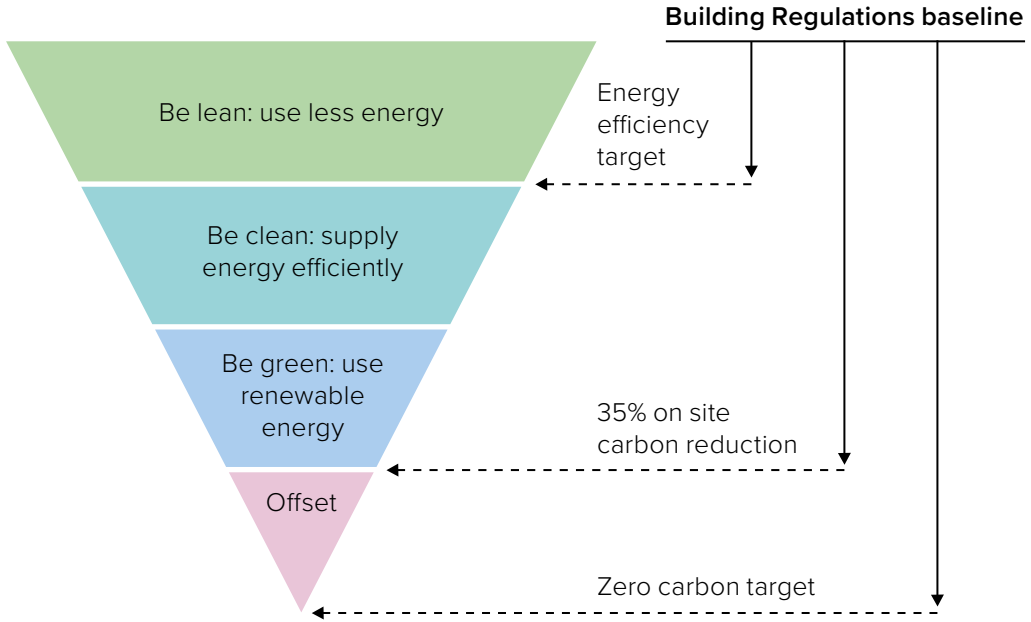


Figure 6. Energy hierarchy

Air conditioning

36.10 / Air conditioning systems provide an immediate solution to cooling a building but increase the energy demand of the development and exacerbate the urban heat island effect by producing hot air which further warms the building. Incorporating low energy and passive design measures that manage the risk of a building overheating is central to adapting to future climate changes. We want to ensure that all who live, work and reside in the city, especially the elderly and children occupy buildings which are not overheated as this can lead to detrimental health effects. Forthcoming supplementary guidance will set out our requirements for internal temperature modelling.

DESIGN

A design for life

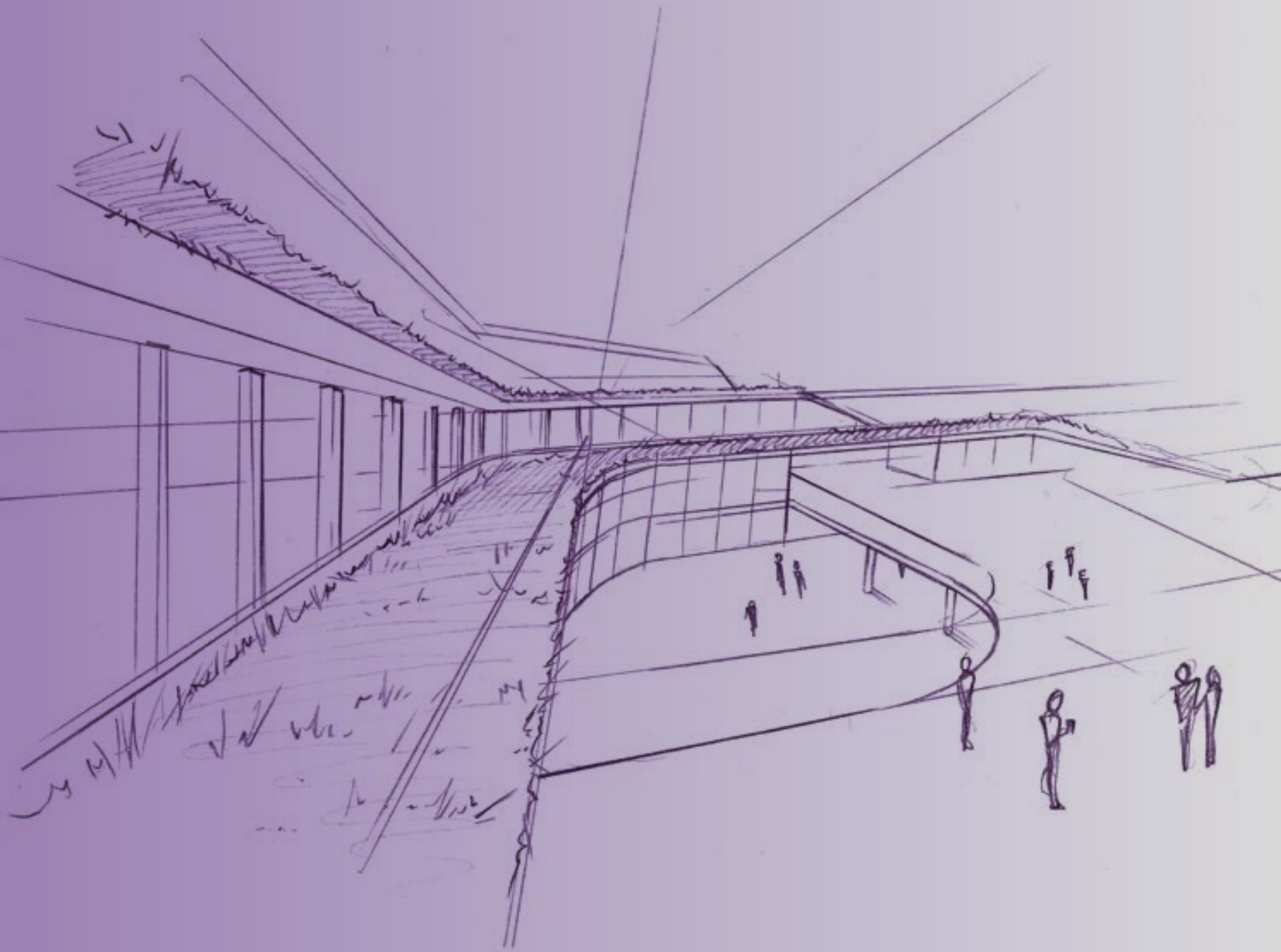
Westminster is a city of contrasts. A place where the historic heart of London stands shoulder to shoulder with the contemporary heart of business.

It's a city that means different things to different people, but has to work for everyone.

For us, the only design that works is design that's people-centred. Design that strives to enhance not just our environment, but the health and well-being of those in it. Design that adds to our heritage and character for generations to come. Design that brilliantly exemplifies the very best in sustainable, urban living.

By placing the people at the heart of the design process, we improve the quality of life for everyone.

CONTENTS



37. Design principles

A. New development will incorporate exemplary standards of high quality, sustainable and inclusive urban design and architecture befitting Westminster's world-class status, environment and heritage and its diverse range of locally distinctive neighbourhoods.

RESPONDING TO WESTMINSTER'S CONTEXT

B. All development will positively contribute to Westminster's townscape and streetscape, having regard to:

1. the character and appearance of the existing area, adjacent buildings, the spaces around and between them and the pattern and grain of existing streets;
2. materials, building lines, scale, orientation, access, definition, surface treatment, height and massing;
3. the form, character and ecological value of parks, gardens and other open spaces;
4. Westminster's waterways and waterbodies; and
5. the preservation and enhancement of the surrounding tree population.

PEOPLE-CENTRED DESIGN

C. All development will place people at the heart of the design process, including by incorporating inclusive and accessible design principles, measures that reduce the opportunity for crime and anti-social behaviour, and ensuring the amenity of new and existing users.

SUSTAINABLE DESIGN

D. Development will enable the extended lifetime of buildings and spaces and respond to the likely risks and consequences of climate change by incorporating principles of sustainable design, including:

1. use of high quality durable materials and detail;
2. providing flexible, high quality floorspace;
3. high standards of resource efficiency;
4. enabling the incorporation of, or connection to, future services or facilities;
5. minimising the need for plant and machinery; and
6. design and construction to enable effective management.

PROMOTING CONTEMPORARY DESIGN

E. Imaginative contemporary architecture and use of modern building techniques and materials will be encouraged where they result in buildings and public realm embodying the highest standards of environmental sustainability that respect and enhance their surroundings and Westminster's heritage.

37.1 / Central to delivering the right kind of growth that underpins this plan is ensuring that new development embodies the kind of high quality design that is indispensable to sustainable development and a successful future for the city. Securing high quality design is a core planning principle.

37.2 / Given the exceptional high quality of Westminster's built environment and heritage, it is essential to ensure equally high-quality architecture and appropriate urban design in all new developments. Westminster's attractive built environment, streetscape, and spacious parks are iconic and well-known symbols for central London and the UK, but are also characterised by a coherent human scale. These qualities underpin the city's attractiveness as a place to live, work and visit and a high quality of life for everyone.

37.3 / We will prepare supplementary guidance on the application of this and other design policies.

Responding to Westminster's context

37.4 / Design should always be site-specific and respond well to local context and distinctiveness, including Westminster's differing roles as a place to live, the heart of national life and government, and as a business and commercial centre. It should show how it will improve the quality of existing residential neighbourhoods and, where appropriate, provide a successful foundation for new communities.

37.5 / Applicants should demonstrate that design proposals are based on a thorough analysis and a good understanding of the development site, its setting and context, character and sense of place, taking account of the built environment, streetscape, open spaces, trees, other vegetation and water elements. This analysis should include the area's physical form, its morphological and historical development, its uses, the nature and quality of the public realm, the relationship between different parts of the city and the patterns of movement and activities.

People-centred design

37.6 / We promote a city that works for everyone, a city for all. Placing people at the heart of the design process means that the users of the buildings and space are considered throughout all design stages. We require developers to engage with local communities through collaborative and participatory design approaches.

37.7 / Buildings and places should be fully accessible and inclusive for all, including people of all ages and those with mobility impairment or other health concerns. This is not only about physical access to buildings and places, but also different ways of improving wayfinding, to make the use the public realm easier, more pleasant and safe. Applicants will be required to demonstrate that access provision has been considered effectively. Listed buildings and townscape considerations may provide additional challenges, and expert advice should be sought.

37.8 / Well-designed environments can help to minimise the opportunities for crime, anti-social behaviour and reduce the fear of crime. All new developments should make every effort to contribute to increasing the safety and security in the built environment through proactive design solutions to reduce crime and anti-social behaviour at the initial stage of the design process. Architects are encouraged to seek expert advice from the Metropolitan Police's Security By Design advisors and to consider the Metropolitan Police's "Secured by Design" guidance.

Sustainable design

37.9 / We want to encourage durable buildings to leave our generations' mark for generations to come. Applicants should demonstrate that they have taken into account principles of sustainable design. This includes strategic design considerations, such as the orientation of buildings and spaces and steps to adapt to likely climate change and mitigate its likely future extent. Excellence in design quality and floorspace adaptability should support the lifespan of buildings. Connectivity to future services can include digital networks and sustainable energy or district energy networks. Shared provision for plant and machinery should be explored to minimise their need. Finally, consideration should be given to how buildings and spaces will be managed by either private or public owners and managers, to assure they remain of high quality over the lifetime of the development.

Promoting contemporary design

37.10 / We welcome contemporary, high quality architecture and state of the art building technology in appropriate locations, making the most of opportunities they present to celebrate, enhance and reveal the existing built and historic environment.

38. Westminster's heritage

A. Westminster's heritage assets and their settings will be sustained and their significance enhanced. Harm to heritage assets will be avoided or minimised.

B. Wherever practicable and appropriate, development will optimise the positive role of the historic environment, including in particular promoting public enjoyment and awareness of the city's heritage.

C. Historic and other important buildings will be upgraded sensitively, to improve their environmental performance and make them easily accessible by all users, whilst retaining their heritage value.

WESTMINSTER WORLD HERITAGE SITE

D. The authenticity and integrity, Outstanding Universal Value and immediate and wider setting of Westminster World Heritage site comprising of the Palace of Westminster and Westminster Abbey, and including St. Margaret's Church will be conserved and enhanced. The wider setting includes the protected silhouette as identified in the Mayor's London View Management Framework and important views across, out of, and towards the World Heritage Site.

LISTED BUILDINGS

E. Listed buildings and their settings will be conserved. Proposals for their viable use that helps restore, retain and maintain these important heritage assets will be welcomed.

F. Demolition of listed buildings will only be considered in exceptional circumstances. The demolition of curtilage buildings will be considered where they restore or improve the historic character of the main building.

CONSERVATION AREAS

G. Development will conserve or enhance the character, distinctiveness and appearance of conservation areas and their settings and will conserve and retain features that contribute positively to the significance of the conservation area.

H. Unlisted buildings that make a positive contribution to a conservation area will be conserved. Buildings that detract from the significance of a conservation area may be replaced where this improves appearance and environmental performance.

ARCHAEOLOGY

I. Scheduled Ancient Monuments and their settings will be conserved.

J. Applicants for development which involves excavation or ground works in Westminster's archaeological priority areas or other areas suspected of having archaeological potential will demonstrate that they have properly evaluated the archaeological potential and significance of the site and assessed and planned for any archaeological implications of proposals.

HISTORIC PARKS AND GARDENS

K. Proposals affecting historic parks and gardens will safeguard their conservation values, appearance and wider setting and preserve their historic integrity.

NON-DESIGNATED HERITAGE ASSETS

L. The effect of development on the significance of non-designated heritage assets will be taken into account. A balanced judgement will be made regarding the scale of any harm or loss of the heritage asset and the benefit of the proposed development.

38.1 / Given the immense value of Westminster's high quality and significant historic environment and its importance to the city's character and future success, it is vital that the historic environment is respected, maintained and refurbished in ways

appropriate to its significance. This policy will be applied in conjunction with policy 39, Townscape and architecture, that sets out the detailed policy approach to architectural and townscape elements, which are often important parts of heritage assets and their settings.

38.2 / In order to ensure sound decision-making on development proposals, the significance of the asset must be fully understood as well as the impact of the proposal. Any harm will require clear and convincing justification, including identification of any public benefits (which may include heritage benefits). The level of information submitted with the planning application should be proportionate to the asset's significance and the potential impact of the proposal. A heritage statement is usually required for a development proposal that impacts upon a heritage asset.

38.3 / Proposals for the sensitive upgrade of environmental performance will be supported where a careful approach to design and specification ensures that the significance of the asset is not compromised by inappropriate interventions. We encourage creative design approaches to the upgrading of historic buildings when they enhance their significance.

Westminster World Heritage Site

38.4 / We will work with partner organisations to conserve the character, appearance and ecological value of Westminster's World Heritage Site (WHS) and its setting, and promoting its use and interpretation in ways that preserve and enhance its (OUV). We are working with partner organisations to update the management plan for the site, which is a key tool for the long-term sustainable management of the site and its setting.

38.5 / Inscription as a World Heritage Site is based on the outstanding global importance of the site. This is therefore a key material consideration to take into account when determining planning applications affecting the WHS and its setting. Any application affecting the WHS will be assessed to ensure its OUV is preserved or its significance enhanced or better revealed, in line with the World Heritage Convention. The Statement of Outstanding Universal Value for the site sets out what makes it significant and the key attributes of OUV will be identified in the management plan.

Listed buildings

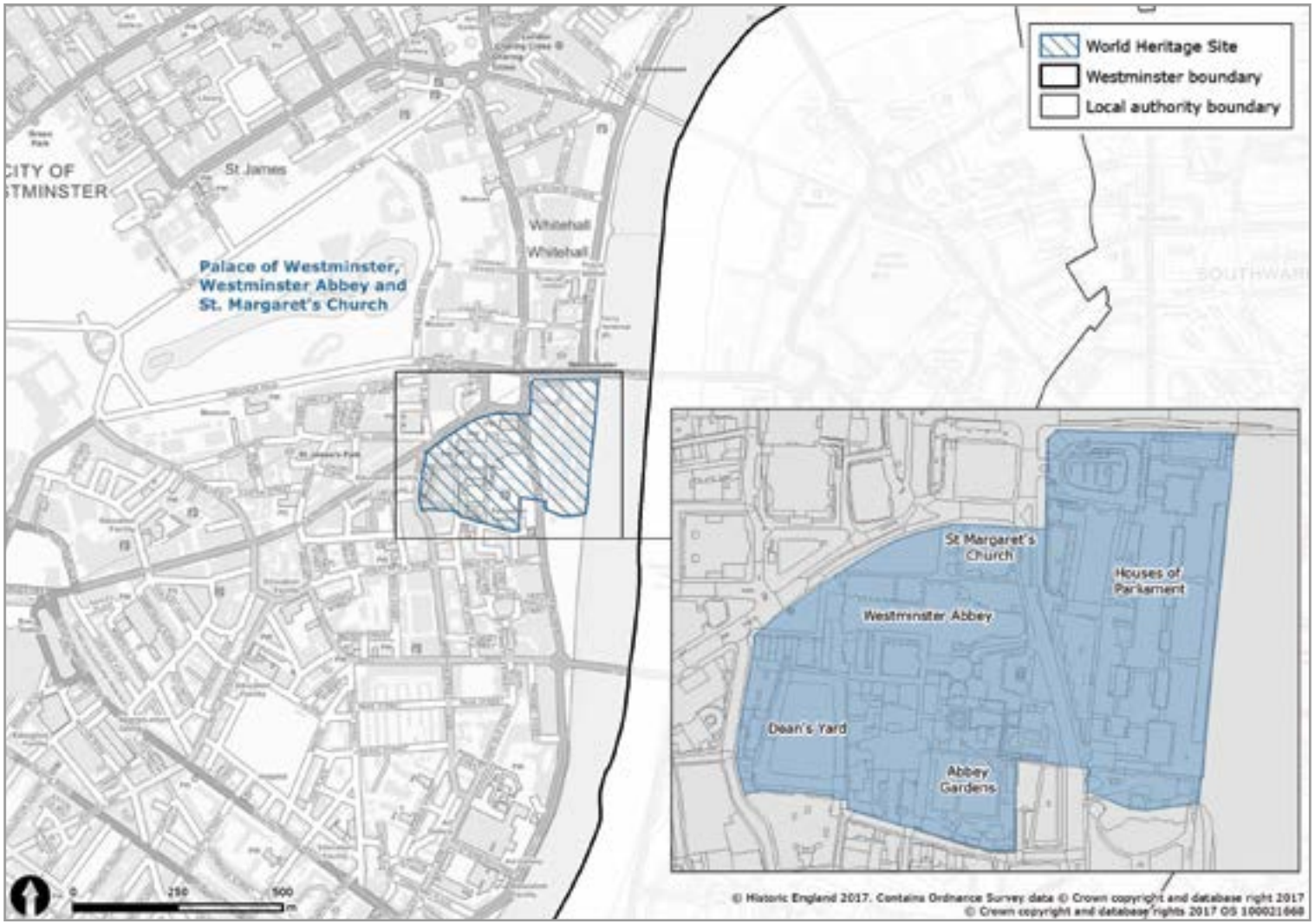
38.6 / Even development which is at some distance and may not physically affect a listed building directly may harm its setting. Applicants should therefore assess impacts upon setting as part of their application. Where it can be sustainably achieved, development within the setting of a listed building should take opportunities to enhance or better reveal its significance.

38.7 / In general the best use for a building will be that for which it was built, as this will very often be part of its significance. However, most listed buildings need to remain economically viable if they are to be conserved in the long-term and suitable and sensitive changes of use can help secure this. It is a particular priority for us where listed buildings are placed on Historic England's "Heritage at Risk" register, to support necessary repair works and bring them back into active use consistent with their heritage value. In finding the optimum viable use for a listed building other development plan policies may be applied flexibly to achieve long-term conservation of the building. Where a change of use is proposed, the building should, so far as possible, be capable of being converted into the new use without harmful extensions or modifications.

38.8 / The total demolition of any listed building constitutes substantial harm, as defined in national policy. Total or substantial demolition which will result in substantial harm will only be considered where exceptional circumstances have been demonstrated.

Conservation areas

38.9 / Westminster has an exceptional range of conservation areas conserved for their special historic or architectural interest. It is particularly important that their character is retained and enhanced, and that any new design is of high architectural quality and appropriate to its context. We will keep conservation area appraisals up-to-date, which provide additional guidance for applicants.



Map 28: Westminster World Heritage Site

38.10 / We expect all planning applications in, or affecting the setting of, conservation areas to be full applications, rather than outline applications. Applications should be based on a full understanding of the significance of the conservation area, how key characteristics will be affected by the proposal, including identifying any opportunities for enhancement.

38.11 / We will apply the tests of harm set out in national policy to unlisted buildings that make a positive contribution to a conservation area as set out in a conservation area audit. Any replacement buildings in a conservation area must respect its character and appearance.

Archaeology

38.12 / The archaeology of Westminster is both a national and local asset and its preservation is a legitimate objective, against which the needs of development must be carefully balanced and assessed. The destruction of such remains should be avoided wherever possible and should never take place without prior archaeological excavation and record.

38.13 / Areas and sites of archaeological priority or potential (known as archaeological priority areas, or APAs) are defined areas based on evidence held in the Greater London Historic Environmental Record (GLHER). Applications for developments in APAs in tiers 1–3 must be accompanied by an archaeological desk based assessment and, where appropriate, field evaluations, to demonstrate that the requirement to understand the potential impact of proposed development on archaeological significance has been met. All land outside APAs is treated as being in tier 4. Large developments in these areas sometimes require the same archaeological evidence as higher tiers.

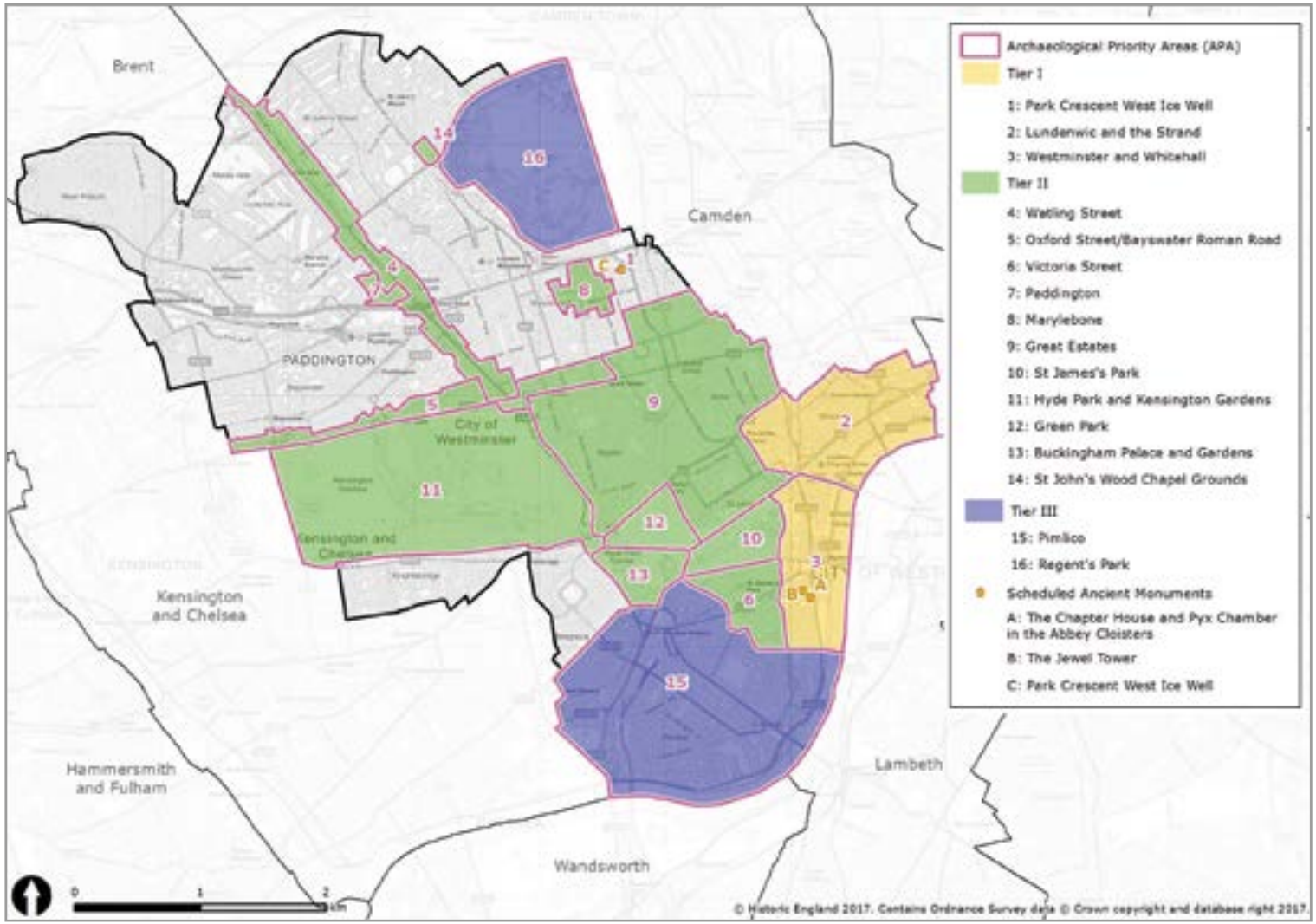
Historic parks and gardens

38.14 / The Royal Parks and many other squares are included on Historic England's Register of Parks and Gardens of Special Historic Interest. The Gardens Trust is a statutory consultee on planning applications for proposals affecting these assets.

38.15 / Changes to the layout, design, use and function of designed historic parks and gardens must ensure the retention and enhancement of the significance of the asset(s) concerned. Underground structures, for example car parks, or substantial infrastructure, can cause negative effects which has implications for the long term function of such historic open spaces and their retention. Furthermore, excavation and development under parks and gardens can also have significant archaeological implications.

Non-designated heritage assets

38.16 / Although the greatest level of conservation will be afforded to designated heritage assets and those which are considered to be of the highest significance, non-designated heritage assets, are also distinctive elements of the local historic environment recognised as having heritage significance which merits consideration in planning matters. Non-designated heritage assets may be identified in Conservation Area Audits, supplementary planning documents, specific studies or in neighbourhood plans. A balanced judgement will be required in each case having regard to the impact of proposed development in terms of the scale of any harm or loss and the significance of the heritage asset involved.



Map 29: Areas and sites of Archaeological Priority or Potential and Scheduled Monuments in Westminster

39. Townscape and architecture

A. Development will be sensitively designed, having regard to the prevailing scale, character, external materials, architectural quality and degree of uniformity in the surrounding townscape.

B. Spaces and features that form an important element in local townscapes will be conserved, including façades, boundary walls and railings, historic roof forms or structures, lightwells, traditional shopfronts, historic street furniture, squares, parks and gardens. Where possible, lost or damaged features will be reinstated or restored.

EXTENSIVE DEVELOPMENTS

C. Development of a sufficient scale to differentiate it from the surrounding townscape will maximise opportunities to enhance the character, quality and functionality of the site and its surroundings, including through creating new compositions and points of interest.

ALTERATIONS AND EXTENSIONS

D. Alterations and extensions will be clearly subordinate to the existing building, respect the character of adjoining properties, avoid adverse visual impacts and prevent the loss of important architectural features.

STRATEGIC VIEWS

E. New development within designated strategic views and protected vistas will demonstrably enhance their characteristics, composition and significance, and will remedy past damage to views wherever possible.

39.1 / The densely developed townscape character and the concentration of heritage assets in Westminster mean that most development opportunities are within existing areas of established townscape. We seek to conserve the character of existing streets and neighbourhoods, and celebrate the high quality architecture in the city.

39.2 / We recognise that there is greater potential for modern interpretation and regeneration in certain areas of Westminster, whilst in other areas, the quality and / or uniformity of the existing townscape demands a more conservative approach in strict compliance with the existing context. The general principle is that the more unified the townscape, the greater coherence with the original scale, form and materials. Greater coherence will particularly be required in historic areas such as conservation areas.

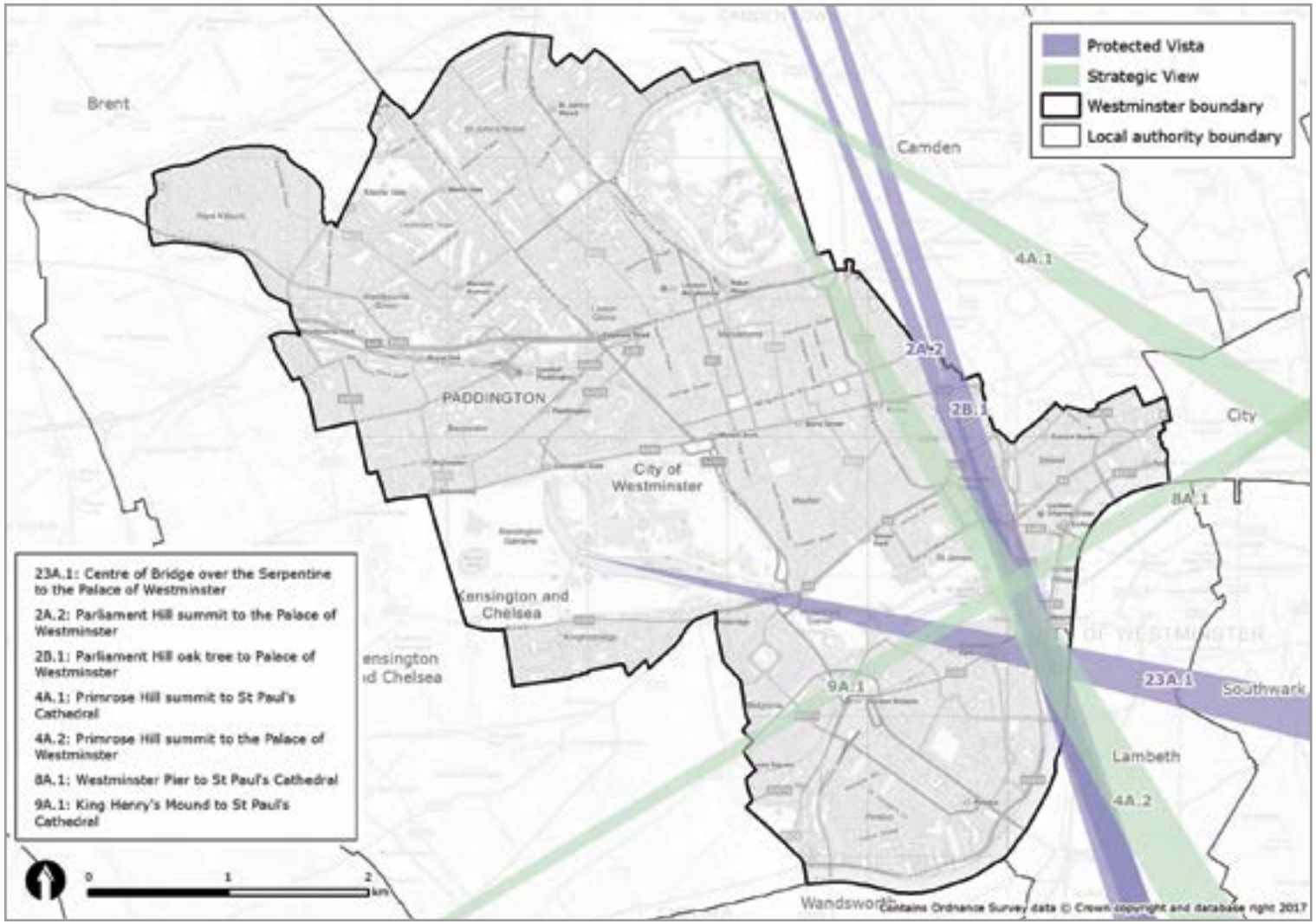
39.3 / A variety of spaces and features make a major contribution to the character and appearance of townscapes across the city. They include many of Westminster's squares that are protected under the terms of the London Squares Preservation Act 1931. The preservation and / or restoration of these features and spaces is particularly important when heritage assets or their settings are affected. Conservation area audits are a source of information on features that have been identified for their special architectural and / or historic interest.

Extensive developments

39.4 / Extensive developments are relatively infrequent in Westminster. Most are likely to be covered by site briefs or design guides. Where they do exist or become available, their potential to improve the quality and functionality of the area must be realised. A comprehensive, integrated design approach including buildings, public realm, streets, infrastructure is required to maximise the opportunities for positive change, taking into account the wider setting.

Alterations and extensions

39.5 / Even small-scale alterations can have a significant impact on townscape character if they are poorly designed or of inappropriate design, detailing or material. Extensions should be subordinate, respecting the scale of the existing buildings and normally at the rear of properties. Care should be taken not to disfigure buildings or upset their proportions with oversized extensions.



Map 30: Strategic views in Westminster

Strategic views

39.6 / The London skyline and long distance views are important to London's townscape and historic character. Strategic views and protected vistas are identified in the London Plan. This includes the iconic view of the Palace of Westminster from the River Thames, the protected vista of the Palace of Westminster from the Summit of Parliament Hill as well as the vista of St Paul's Cathedral from Primrose Hill.

39.7 / New development should make a positive contribution to the characteristics and compositions of the protected vista. A proactive approach to view enhancement by repairing past damaging development by the improvement to significant views will be encouraged. In particular, the opportunity should be taken to reduce the scale and impact of existing buildings in the foreground or middle ground of the strategic views. Careful consideration of building materials, finishes and tone can make a proposal more sympathetic to long distance views.

40. Density and building height

A. Development will optimise the density of the site, making the most efficient use of land. Proposals will have regard to other development proposals in the vicinity of the development, and maximise opportunities to align proposals. Density including building height will be design-led.

B. Developments higher than their surroundings will only be supported when it is demonstrated that building higher is the only way to make the most efficient use of the site, and design, heritage and neighbourly development policies are met.

MANSARD EXTENSIONS FOR RESIDENTIAL PROPERTIES

C. To allow households to add an extra bedroom for growing families, we will positively consider applications for a mansard extension up to one additional storey on any residential property as long as it is of exemplary design and does not adversely impact on residential amenity or heritage and does not disrupt the uniformity of the roofline from street level.

MANSARD EXTENSIONS ON COMMERCIAL UNITS

D. To allow for new homes and new commercial space, we will positively consider applications in predominately commercial areas for mansard extensions up to two storeys provided it is of exemplary design and does not adversely impact on residential amenity or heritage and does not disrupt the uniformity of the roofline from street level.

MAXIMUM BUILDING HEIGHTS IN COUNCIL RENEWAL AREAS

E. The maximum building height will be around 12 storeys in the Church Street and Edgware Road Housing Renewal Area and around 16 storeys in the Ebury Bridge Estate Housing Renewal Area. Flexibility will be applied to building height on infill sites on other council estates.

MAXIMUM BUILDING HEIGHTS IN THE OPPORTUNITY AREAS

F. In the Victoria and Paddington Opportunity Areas, higher buildings will not add more than twice the prevailing height of the surrounding area up to a maximum of 20 storeys in Paddington Opportunity Area and 12 storeys in Victoria Opportunity Area.

G. Proposals in Tottenham Court Road Opportunity Area will respect the prevailing building height of the surrounding area.

H. In exceptional circumstances, proposals exceeding the building heights in this policy may be considered when they:

1. are less than 30 storeys in Paddington Opportunity Area and 18 storeys in Victoria Opportunity Area;
2. demonstrate support from the local and neighbouring communities;
3. make a significant contribution to the housing and economic objectives of this plan; and
4. are of exemplary design.

DESIGN CRITERIA

I. To optimise the siting and design within the Westminster context, any proposal for a higher building will demonstrate that it:

1. is of excellent design and execution, including materials, representing the best of contemporary architecture and embodying the highest standards of sustainable design and construction, safety and security;
2. will make a positive contribution to the vitality, appearance, character and form of the surrounding area and the wider London townscape;
3. contributes to significant improvement of the local public realm;
4. will not have an adverse impact on the Westminster World Heritage Site and its setting, or on other heritage assets or their settings; and
5. will not impact adversely on strategic views, or upon the views obtained from the River Thames, the Grand Union Canal, Regent's Canal, the Thames Policy Area, and the Royal Parks.

J. Negative local impacts must be avoided, or robustly mitigated, including on daylight, outlook, air quality, wind turbulence and other micro-climatic effects, reflected glare, aviation, navigation, telecommunications interference and character and amenity of surrounding buildings.

40.1 / Development will need to optimise densities to deliver the growth objectives of this plan. It is often not necessary to go up to build densely, as most of Westminster's existing built environment showcases. Density should be design-led having regard to the other policies in this plan, with particular regard to design, heritage, and neighbourly development policies.

40.2 / Proposals for developments higher than their surroundings should provide evidence that other options have been explored to make efficient use of the site without adding additional height.

Mansard extensions

40.3 / Upwards extensions can help meet the growth ambitions of this plan. They can provide room for expanding families, provide additional housing units, and allow businesses to grow, as part of single or mixed use developments. Upwards extensions will need to respect the wider townscape setting and enforce the architecture of the building and will normally not be allowed where a mansard roof already exists. Regard must also be given to heritage assets and their settings. However, this does not mean that these developments are never possible when heritage assets are affected; the highest standards of design can contribute to the enhancement of Westminster's historic environment. Extensions to commercial buildings of up to two storeys will only apply in the predominantly commercial areas of the West End Retail and Leisure Special Policy Area, the Opportunity Areas or in designated town centres.

Maximum building heights

40.4 / Most of Westminster is not suitable for higher buildings as they would adversely impact on local character, the historic environment, open spaces and the amenity of residents.

40.5 / In the key growth and renewal areas of the city, there is some scope for some higher buildings to make a more significant contribution to housing and economic objectives. However, building heights should be appropriate to the context of the surrounding area.

40.6 / The maximum heights help protect the character of Westminster's diverse neighbourhoods and provide clarity to local communities and developers. The policy approach makes clear that we support higher buildings in appropriate locations and when they are well designed, but that tall buildings are not appropriate in Westminster.

40.7 / The policy sets out maximum heights for different growth areas in Westminster. In the Victoria and Paddington Opportunity Areas, buildings will not exceed twice the prevailing height of surrounding area (known as context height), excluding clusters of existing tall buildings. In Victoria the context height is around six storeys, allowing a maximum of 12 storeys. In Paddington the context height is around ten storeys, allowing a maximum of 20 storeys. The approach for these areas takes account of existing building heights for these areas including consented schemes. However, the majority of development in the respective areas is not expected to reach or come close to the maximum heights as the other requirements of this policy also apply to these areas. The prevailing context height of the site must be taken into account in determining the appropriate height.

40.8 / Our renewal areas will be intensified by building denser including higher buildings of a local scale in appropriate locations. The maximum heights stated in the policy align with our regeneration plans and will be applied flexibly for these areas to enable the delivery of these strategically important housing delivery sites.

40.9 / Tottenham Court Road has very little capacity for higher buildings due to existing higher and tall buildings, constrains from strategic views and limited site availability, justifying the policy approach.

40.10 / Although Westminster is generally not suitable for tall buildings, we recognise that developments exceeding the maximum heights can in some instances provide a significant contribution to the housing and economic objectives of this plan. Proposals of up to three times the context height may be considered in the Victoria and Paddington Opportunity Areas where exceptional circumstances have been demonstrated, including support from communities living in the areas impacted by the proposal in compliance with the council's Statement of Community Involvement to demonstrate.

40.11 / We will prepare supplementary guidance on the application of this policy.

Design criteria

40.12 / Proposals for higher buildings are expected to provide a detailed analysis setting out how all requirements in this and other relevant policies in this plan are met.

40.13 / When suitable, proposals should improve the wider townscape, enhance the skyline and improve the legibility of the area, ensuring tall buildings are attractive city elements that contribute positively to the image and built environment of London. Because of their potential impact, they will only be supported where it is demonstrated that they will enhance the qualities of their immediate and wider settings without detriment to local distinctiveness or heritage values, including through views.

40.14 / We will expect that any proposals will be of demonstrably excellent architectural quality, proportion and relationship to adjacent buildings and the surrounding urban grain, ensuring that the skyline of Westminster is enhanced. External building materials and detailing must be high quality and contribute positively to the character of the neighbourhood. Proposals must also demonstrate that opportunities to improve the functionality, permeability, accessibility and character of the surrounding public realm have been identified and taken. In applying this policy, the cumulative impact of high-rise buildings in an area over time will be taken into consideration.

41. Public realm

A. Development will contribute to a well-designed public realm with use of high quality and durable materials capable of easy maintenance and cleaning, and the integration of high quality soft landscaping as part of the streetscape design.

AN INCLUSIVE AND ACCESSIBLE PUBLIC REALM

B. The public realm will be safe, attractive and accessible to all. Development will, as far as practicable:

1. maximise pedestrian convenience in through-routes, access and entrance points, along desire lines and at crossings;
2. provide step-free legible access;
3. design out conflicts between transport modes;
4. enhance space through decluttering, resurfacing and improving accessibility;
5. improve wayfinding and signage;
6. improve lighting and follow the principles of designing out crime;
7. create new quiet routes; and
8. provide facilities for pedestrians to rest and relax, including seating.

PUBLIC ART, STATUES AND MONUMENTS

C. Applicants will be encouraged to provide high quality public art as an integral part of the design of new major developments.

D. New statues, monuments or memorials in the public realm will be directed outside of the Monument Saturation Zone.

SIGNS AND ADVERTISEMENTS

E. Signs and advertisements will not cause unacceptable harm to amenity or public safety by being sensitively designed and located in the street-scene and wider townscape.

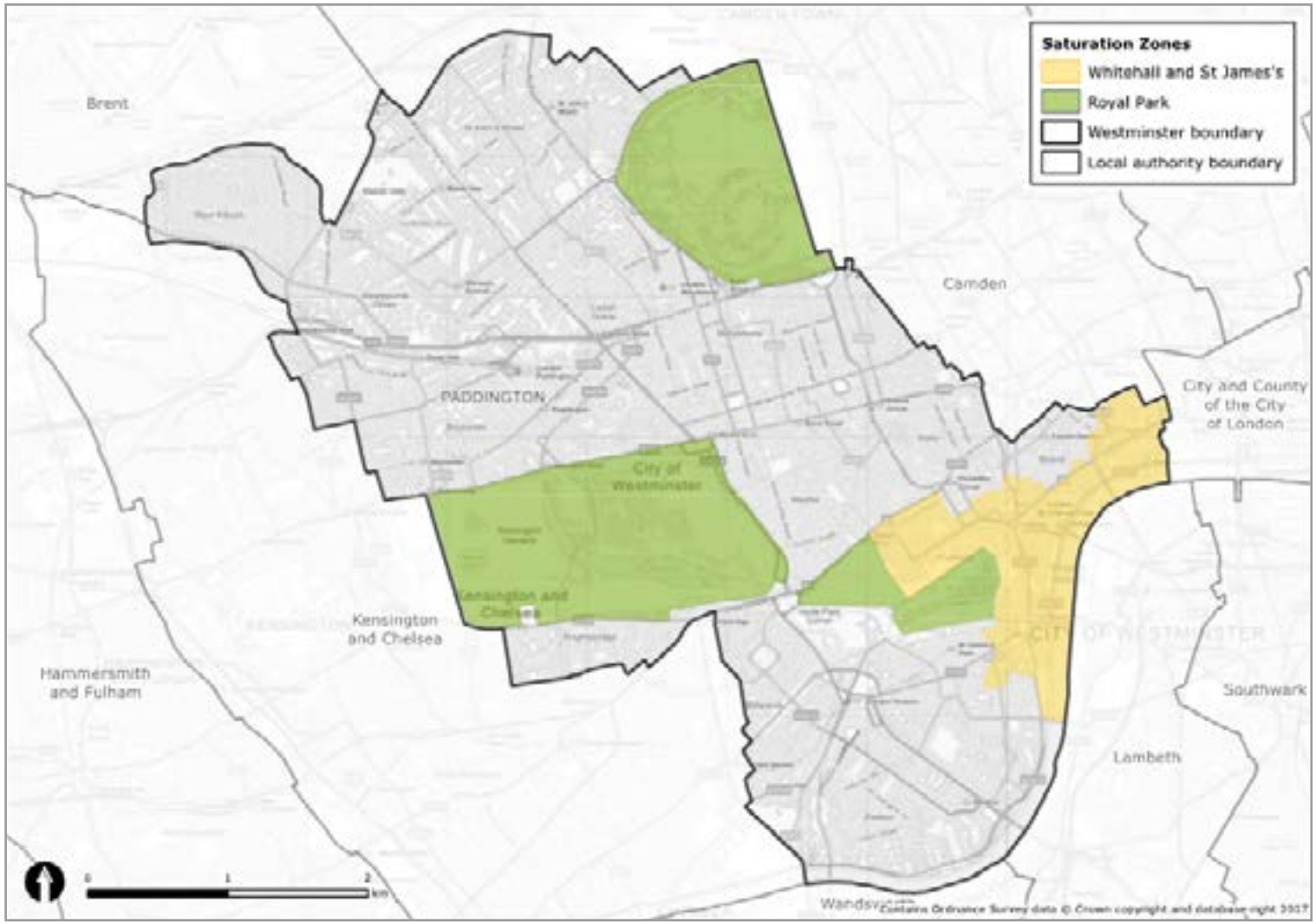
F. Pedestrian signage will be consistent with Legible London or any subsequent successor standard.

41.1 / The public realm refers to all the physically and visually public, accessible space which form the setting for human interaction, such as streets, pavements, forecourts, squares, parks, open spaces and building facades. All such spaces must be carefully designed, using high quality materials and detailing which respect and enhance the existing character of areas within the city. The public realm will be carefully managed and maintained, so far as possible limiting visual clutter and litter, discouraging graffiti and deterring anti-social behaviour and crime to ensure the amenity, wellbeing and health for residents and visitors.

41.2 / Places should be distinctive, attractive and of the highest quality, allowing people to meet, congregate and socialise, as well as providing opportunity for quiet enjoyment. They should also, wherever possible, make the most of opportunities to green the urban realm where suitable through new planting in an appropriate format. Ongoing maintenance of the public realm is a key consideration and will be secured through planning conditions and / or legal agreements where appropriate.

An inclusive and accessible public realm

41.3 / Given the pressures on space in central London, ensuring an inclusive public environment means that particular priority must be given to the needs of pedestrians, with a special focus on disabled people, children and others with



Map 31: Monument Saturation Zones

particular mobility requirements. The public realm must be a safe and accessible environment for people with a range of needs, including those suffering from dementia. The provision of drinking water fountains will be encouraged in appropriate locations, subject to long term management plans.

Public art, statues and monuments

41.4 / Public art demonstrates a shared commitment by the council and developers to high quality public places and a public affirmation of pride in new development projects. It contributes to creating a sense of place and a visually stimulating environment, which adds to public enjoyment of the public realm.

41.5 / Westminster has an outstanding heritage of more than 300 statues and memorials. Many of these were by the leading artists of their day and are major works of art in their own right. Of almost half of all memorials, 47% are situated in the royal and governmental heart of Westminster – a relatively small area centred on Whitehall and in the Royal Parks. It is not possible to continue to accommodate new statues and monuments in Westminster on the same scale as in the past, and the most central areas are already saturated. However, new statues and monuments are strongly encouraged in other areas of Westminster, where public art is under-represented.

Signs and advertisements

41.6 / Signs and advertisements are common features in many parts of Westminster, in particular in the more commercial areas of the West End. Although they play a role in providing information, control of signs and advertisements is important as they can have significant impacts on the quality and appearance of the street scene. They may also affect amenity and public safety, including highway safety, and can damage the appearance of the streetscape and the architectural integrity of our built environment. On the other hand, properly planned, executed and managed, advertising can enhance peoples' experience of the public realm. We will work with the industry to find ways of ensuring the most is made of the positive aspects.

41.7 / Legible London provides a pedestrian signage system that has been installed at more than 1,700 locations across the capital, and 450 within Westminster, to aid effective wayfinding. The uniform nature of these signs is critical to their successful interpretation (particularly across borough boundaries), and as such all future pedestrian signs should be consistent in design and quality.

42. Basement development

A. All applications for basement development will be accompanied by:

1. a signed pro forma Appendix A of the council's Code of Construction Practice; and
2. a structural methodology statement and appropriate self-certification from a suitably qualified engineer.

B. New basements and extensions to existing basements will:

1. not extend beneath more than 50% of the depth of the garden, or a maximum of four metres where the longest distance between the existing building and any site boundary is eight metres or less;
2. leave a margin of undeveloped garden land[1] proportionate to the scale of the development and the size of the garden around the entire site boundary;
3. provide a minimum of one metre of soil depth (plus minimum 200mm drainage layer) and adequate overall soil volume above the top cover of the basement;
4. not encroach more than 1.8m under any

1 See glossary for definition

part of the adjacent highway and retain a minimum vertical depth below the footway or carriageway of 900mm between the highway surface and vault structure;

5. not compromise more than one storey – exceptions may be made on large sites with high levels of accessibility for construction;
6. incorporate sustainable drainage systems and / or any other mitigation measures recommended in the structural statement or flood risk assessment to address surface water and sewerage flooding; and
7. conserve the character and appearance of the existing building, garden setting or the surrounding area, ensuring lightwells, plant, vents, skylights and means of escape will be sensitively designed and discreetly located.

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

42.2 / While the Building Regulations determine whether the detailed design of buildings and their foundations will allow the buildings to be constructed and used safely, national policy states that the planning system should ensure development is suitable for its site, taking into account issues such as ground conditions and land instability. To this end we require that adequate site investigation information, prepared by a competent person, is presented to demonstrate the impacts of the proposed development have been understood.

42.3 / The construction works associated with basement excavation can often have a serious impact on quality of life and often last longer than other residential extensions with the potential to cause significant disruption to neighbours during the course of works. Applicants for basement development must therefore demonstrate that reasonable consideration has been given to potential impact of construction on amenity in line with the council's adopted Code of Construction Practice which seeks to create a clear link between planning and other relevant legislation and processes, ensuring these work together and issues are followed through and enforced where necessary.

42.4 / Limiting the extent and depth of basement development can help reduce both the risks associated with basement development and mitigate negative environmental and amenity impacts. The policy also provides for better accommodation with natural ventilation, and for reduction in the amount of excavation and waste material generated and in the impact on drainage, biodiversity and local amenity. Standards for extent of the garden are intended to strike a balance between allowing development, while ensuring a substantial area remains undeveloped to ensure adequate drainage. The policy limits basement development to one storey below the lowest original floor unless exceptional circumstances are demonstrated.

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

42.6 / Applications adjacent to or affecting the Transport for London Road Network (TLRN) or public transport infrastructure should seek advice from Transport for London. Development on land within the land identified for Crossrail 2 Safeguarding shall be subject to consultation with Transport for London as defined in the Safeguarding Directions (2015).

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

43. Security measures in high-risk development and the public realm

A. Development will provide an integrated approach to security of the site including buildings and any associated public or private spaces.

B. Development and / or public realm improvement proposals will be required to incorporate appropriate counter-terrorism measures advised by the Metropolitan Police and / or the council. Where appropriate, the retrofitting of existing buildings and spaces may be required.

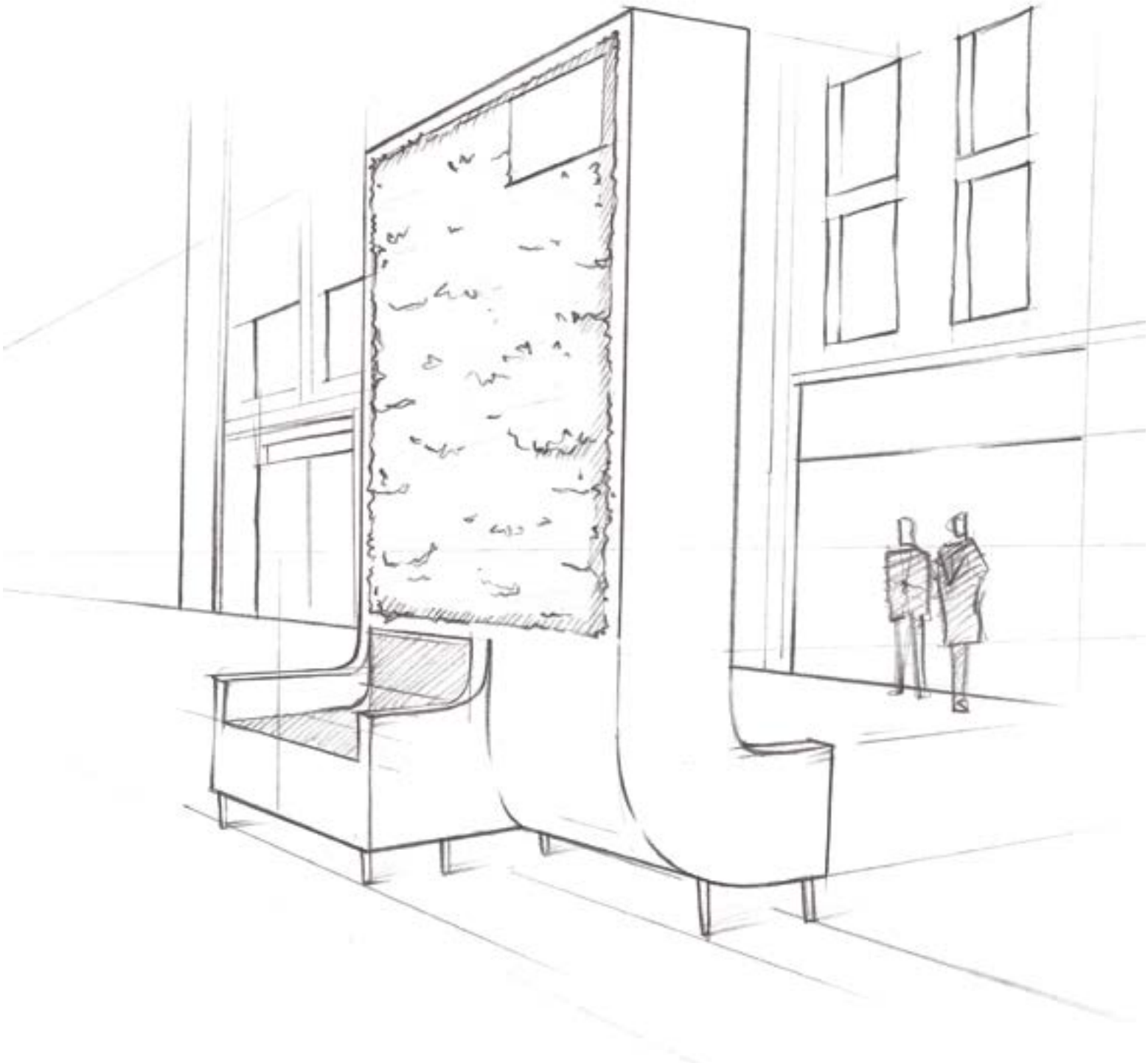
C. All security measures will be designed and implemented to take account of the functionality of the area and the needs of its users, and will be sensitively designed to respect the surrounding context and public realm.

43.1 / Westminster attracts millions of visitors as an international tourist destination, the centre for government and the location for many other institutions, businesses as well as educational, medical and cultural venues. For these reasons it has places and uses that are terrorist targets – as shown by recent attacks. It is a priority to ensure and maintain a safe and secure environment for people visiting, residing and working in Westminster.

43.2 / Building and public realm schemes will be assessed as part of the planning application process to ensure their resilience against emergencies including terrorism and related hazards. This assessment will be based on advice from the relevant authorities, in particular the Metropolitan Police. Applicants are encouraged to contact the Metropolitan Police's Crime Prevention Officers for initial advice.

43.3 / Secured By Design aspects, including counter-terrorism, should be considered at the outset of the design process to minimise potential physical risks, deter terrorism, detect terrorist activity and help mitigate its effects. Security measures and surveillance equipment must, wherever possible, be sensitively designed and positioned to avoid detrimental visual effects, as Westminster's historic townscapes are sensitive to visual intrusion. Measures should provide effective protection, not compromise good design, and not defer vulnerabilities elsewhere in the area.

43.4 / In light of a significant vulnerability to terrorism, we will use planning conditions where appropriate and request legal agreements to ensure design and other measures required under this policy are incorporated and maintained, including effective management of access to both private space and that accessible to the public. Legal agreements may make provision for long-term management and maintenance of security measures at the expense of the applicant.



IMPLEMENTATION AND MONITORING

Encouraging Development

We will prepare additional information including technical notes and supplementary planning Documents (SPDs) to implement these policies effectively, support the efficient use of land and the delivery of the right kind of growth in the city.

Viability

Developers should factor in the costs of delivering the City Plan objectives when considering potential development proposals or site purchases. Where proposals meet the policies in this plan, it will be assumed that they are viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at application stage. Such circumstances could include:

- where development is proposed on an unallocated site of a different type to those used in the viability assessment that informed this plan;
- where further information on infrastructure or site costs is required;
- where the type of development proposed is significantly different from standard models of development e.g. build to rent; and
- where economic circumstances have significantly changed since the plan was adopted.

Development Management

City Plan, Neighbourhood Plan, London Plan and national planning policies will be implemented through Westminster's Development Management process. We will continue to utilise our Open Forum network to liaise with resident groups and the designated Neighbourhood Forums. Legal agreements including Section 106, Community Infrastructure Levy (CIL), Carbon and Air Quality Offset funds will also be used to help deliver the City Plan. We will allocate council resources (including capital funding) to support the City Plan and funding from other sources e.g. Greater London Authority (GLA), Department for Environment Food and Rural Affairs Defra and lottery will be used to implement the City Plan. We will only use compulsory purchase powers where it is demonstrated that there is a compelling case that it will enable the acquisition of land to help deliver our planning and regeneration objectives.

Infrastructure delivery

The Infrastructure Delivery Plan (IDP) will set out the key locations, sites and infrastructure, which are essential for the successful implementation of the City Plan's strategic policies. It will also detail the timescales for delivery and funding mechanisms. The Infrastructure Delivery Statement (IDS) will monitor delivery of the IDP and will be updated regularly.

Working with partners and stakeholders

We will work with neighbouring authorities, agencies and partner organisations including the GLA and community groups to deliver a range of services and realise the benefits of an integrated approach to development and to ensure the realisation of shared objectives.

Monitoring

The council will monitor the implementation of City Plan policies to ensure that the objectives and targets within the plan, as well as the programme for infrastructure set out in the IDP, are met. Through the Integrated Impact Assessment (IIA), the annual Authority Monitoring Report and Westminster's Monitoring Framework we will keep economic, social and environmental trends and risks under review.

The table on pages 151 to 154 sets out Westminster's key monitoring indicators which will be used to monitor success towards meeting the objectives in this plan. Where no trigger is listed, Key Performance Indicators will be reviewed annually against the Authority Monitoring Report.

Monitoring Framework

Key Performance Indicators		City Plan objectives	Data source	Trigger for review / review mechanism
1	Delivery of new homes (floorspace, units by size and tenure) against target of 1,495 new homes per year between 2018 / 2019 and 2039 / 2040	1, 9	Westminster City Council	Delivery is 10% below target for three consecutive years
2	Delivery of affordable homes (floorspace, units and location of delivery) against target of at least 35% of all new homes delivered	1, 9	Westminster City Council	Total number of new affordable homes does not meet target after five years
3	Delivery of homes through the Affordable Housing Fund (floorspace and units)	1, 9	Westminster City Council	
4	Delivery of accommodation for elderly people and students (floorspace and units)	1, 9	Westminster City Council	Review the SHMA for all accommodation types within five years.
5	Delivery of office floor space across the CAZ and opportunity areas	2, 9		Net reduction in floor space
6	Delivery of retail floor space by type within the town centre hierarchy and CAZ	2, 3, 9	Westminster City Council	Net reduction in floor space
7	Delivery of visitor accommodation floor space	2, 3, 9	Westminster City Council	Net reduction in floor space
8	Loss of public houses through change of use or demolition.	3, 4	Westminster City Council	Losses reach 15% of current number

9	Change in land uses in the Special Policy Areas (SPAs)	3, 4, 6, 9	Westminster City Council	
10	Delivery of community floor space	4, 6, 9	Westminster City Council	Annual review against IDP
11	Delivery of play space in areas of play space deficiency	6, 8, 9	Westminster City Council	
12	Change in number of jobs by sectors and levels of worklessness	2, 3, 4	Westminster City Council	Net loss in total jobs and or increase in levels of worklessness
13	Employment, skills and training opportunities secured through Section 106 contributions	2, 3, 4	Westminster City Council	Regular review with Westminster City Council employment service
14	Noise complaints received	7, 8	Westminster City Council	
15	Delivery of public realm schemes	5, 8, 9	Westminster City Council	Review against IDP
16	Utility infrastructure improvements and development	8, 9	Westminster City Council	Review against IDP
17	Number of designated heritage assets	10	Westminster City Council and Historic England	No loss
18	Number of heritage assets at risk and removed from the register	10	Historic England	Less than 1% of stock

19	Delivery of walking and cycling infrastructure schemes	5, 9	Westminster City Council	Review against IDP
20	Installation of electric vehicle charging points by type	5, 9	Westminster City Council	
21	Number of applications approved for residential development without car parking	5, 9	Westminster City Council	
22	Delivery of car and cycle parking spaces	5	Westminster City Council	
23	Applications that include renewable technologies	7, 8	Westminster City Council	
24	Capacity of new waste and recycling facilities	7, 8	Westminster City Council	
25	Applications granted planning permission against Environment Agency advice on flood risk	7, 8	Environment Agency	No more than 1% of applications permitted
26	Reduction of NOx and carbon dioxide emissions, and particulate matter (PM2.5 and PM_{10}) concentration against national and regional Air Quality targets	7	DEFRA	N/A
27	Net change Sites of Importance for Nature Conservation (SINCs) and designated open space	8	Westminster City Council and GLA	Deterioration in quality or net loss

28	Improvements to parks, play areas and other open spaces	6, 8, 9	Westminster City Council	Review against IDP
29	Number of open spaces awarded the Green Flag Award	8	Green Flag Awards Website	
30	Applications incorporating living walls and roofs	8, 9	Westminster City Council	

APPENDICES

Appendix 1: Key Development Sites

The sites set out below are of strategic importance to the delivery of Westminster's City Plan. It includes sites necessary for the delivery of major infrastructure projects, or for the regeneration of an area. It also includes residential sites which propose more than 50 units and housing renewal sites. Sites which are under construction and expected to be completed by 2018 / 19 have been excluded.

Map reference number	Site area (ha)	Address	Preferred / expected uses	Notes	Expected number of residential units	In the CAZ
Sites within West End Retail and Leisure Special Policy Area						
1	0.13	First Chicago House, 90 Long Acre, London, WC2E 9RA	Residential, office, retail.		108	Yes
2	0.47	Shaftesbury Avenue (Cinema)	Commercial, social, residential and public spaces.	Over-site development expected once Crossrail 2 complete.	At least 50	Yes
3	0.36	Soho Square (highway only)	Commercial, social, residential and public spaces.	Over-site development expected once Crossrail 2 complete.	n/a	Yes

4	0.17	Tottenham Court Road Station (Eastern Ticket Hall) 135–155 Charing Cross Road and 12 Sutton Row – the Goslett Yard site, WC2	Theatre / performance venue. Retail, offices and residential.	Crossrail site, works underway. Expected completion 2023 / 24. Also within Tottenham Court Road Opportunity Area.	30	Yes
5	0.24	Tottenham Court Road Station (Western Ticket Hall) Site bounded by 91–101 Oxford Street, 93–102 Dean Street, 1–12 Great Chapel Street and Diadem Court, W1	Crossrail infrastructure, retail, office and residential.	Crossrail site, works underway. Expected completion of over-site development 2022 / 23. Also within Tottenham Court Road Opportunity Area.	92	Yes
6	0.32	Tottenham Court Road Station (Eastern Ticket Hall) Site bounded by 1–23 Oxford Street, 1–6 Falconberg Court, 157–165 Charing Cross Road including the Astoria Theatre – the Astoria site, WC2	Transport use, retail, offices, residential.	Crossrail site, works underway. Expected completion 2023 / 24. Also within Tottenham Court Road Opportunity Area.	30	Yes
Sites within Paddington Opportunity Area and NWEDA						
7	6.99	Paddington New Yard, W9	Transport infrastructure, mixed use (office, residential, retail, restaurant, café, hotel).	Crossrail elements of the scheme due to be completed December 2018, releasing the site for development. Owned by Tower Transit. Also within NWEDA.	At least 200	Yes

8	0.29	Capital House	Mixed use including retail, new entrance to Edgware Road station.	Owned by TfL	At least 50	Yes
9	1.02	Edgware Road Station, Chapel Street, NW1	Transport, infrastructure and station improvements, housing, retail.	Principal existing use: London Underground station.	10	Yes
10	4.44	St Mary's Hospital, Praed Street, W2	Teaching hospital. Also residential, leisure, offices and retail use.	Contains two listed buildings. Principal existing uses are St Mary's Hospital, Imperial Medical College of Science, Technology and Medicine. Pre-application discussions have taken place.	58	Yes
11	1.10	North Westminster Community School site, North Wharf Road, W2	Priority to social and community. Residential also likely.	Under construction. Estimated completion 2020 / 21.	335	Yes
12	1.01	The Travis Perkins Building, 149–157 Harrow Road	Residential, commercial and community uses, open space.	Pre-application discussions have taken place (2016). Also within NWEDA.	150	Yes
13	0.25	1 Merchant Square, W2	Residential, hotel.	Permission granted and building work has started.	222	Yes
14	6.52	Paddington Station and Environs (including Paddington Mail, W2)	Transport infrastructure and mixed commercial uses.	Grade I listed station. Crossrail site. Coordinated with Transport for London. Permission granted.	n/a	Yes

Sites within Victoria Opportunity Area						
15	0.03	Stockley House, 130 Wilton Road, London	Residential, retail (A1 / A3 / A4).		110	Yes
16	0.37	New Scotland Yard, 8–10 Broadway, London, SW1H 0BG	Office, retail (A1 / A3), residential.	Under construction. Estimated completion 2021.	246	Yes
17	0.55	Terminus Place, Wilton Road / Victoria Street, SW1	Space for transport and public space. Building for mixed use.		n/a	Yes
18	4.73	Victoria Railway Station, SW1	Transport and commercial uses.		n/a	Yes
19	0.16	Portland House, Bressenden Place, SW1	Residential, retail.	Permission granted, work not started.	206	Yes
20	1.44	Victoria Coach Station – Departures Terminal	Commercial, social, residential and public spaces.	Over-site development expected once Crossrail 2 complete.	At least 100	Yes
21	0.15	Terminal House, Buckingham Palace Road	Commercial, social, residential and public spaces.	Over-site development expected once Crossrail 2 complete.	At least 40	Yes
22	1.22	Ebury Gate and Belgrave House	Commercial, social, residential and public spaces.	Over-site development expected once Crossrail 2 complete.	At least 100	Yes

Sites within North West Economic Development Area (NWEDA)						
23	0.56	Westbourne Park Bus Garage	Mixed use, employment and residential.		At least 50	No
Sites within Church Street / Edgware Road Housing Regeneration Area						
24	0.36	Development Site at 14–17 Paddington Green London	Residential.	Permission granted.	178	Yes
25	57.51	Church Street Masterplan (September 2017)	Residential.	Includes the Edgware Road Housing Zone and the following sites: Parsons North, Luton Street, Ashbridge / Cosway, Lisson Arches, West End Gate and Lyons Place.	1006	Yes
Other sites						
26	0.62	103–131 Queensway, 8–16 Moscow Road, 1,3,4a, 6 Salem Road and 24–32 Queens Mews W2	Mixed use.	Pending decision.	21	No
27	1.19	Whiteleys Centre Queensway London W2 4YH	Residential, retail, hotel, cinema, gym, crèche.		129	No
28	1.86	St John's Wood Barracks, NW8	Residential with community uses.	Work has started but no major demolition work yet.	171	No

29	0.11	11 Belgrave Road, London, SW1V 1TS	Residential.		85	Yes
30	0.99	Old War Office Whitehall London SW1A 2EU	Residential.		88	Yes
31	0.27	Broadway Complex, 55 Broadway, London, SW1H 0AZ	Residential, office, retail.	Currently Transport for London HQ.	112	Yes
32	0.46	New Court 48 Carey Street London WC2A 2JE	Residential, gym / fitness centre.		221	Yes
33	0.18	Development Site at Millbank Complex, 25 Millbank, London, SW1P 4QP	Residential, bar, arts / culture facility, hotel, café.		207	Yes
34	0.62	Ergon House corner of Horseferry Road and Dean Bradley Street 9 Millbank, SW1	Residential, retail.	Permission granted.	108	Yes
35	1.46	Knightsbridge / Hyde Park Barracks	Residential including on-site affordable.	Reliant upon primary legislation and the MoD finding alternative stables.	128	Yes

36	1.00	Queen Alexandra Military Hospital, John Islip Street, SW1	Residential, cultural and office use, green open play space.	Pre-application discussions have taken place.	150	Yes
37	1.88	Ebury Bridge Estate	Residential, new retail and community facilities.	Permission granted for 435 units Now unviable. Seeking new permission.	414	Yes

Appendix 2: Parking Standards

Where parking is provided in accordance with the standards below, spaces will be reserved for the sole permanent use of residents of the development, with spaces allocated to individual addresses or property numbers.

Housing type / size	Maximum spaces per unit (average)
2 bedrooms or less	0.5 spaces
3 bedrooms or more	1 space

Type of parking	Provision required
Electric Charging Facilities	A least 50% active provision, with passive provision for remaining spaces

Disabled parking and motorcycle / moped parking should be provided in accordance with the London Plan standard.

Car clubs

Where parking is provided, free membership to a Carplus accredited car club will be secured for the occupiers of all residential units who qualify for 25 years. The demand for car club bays arising from this requirement should be assessed as part of the Transport Assessment or Statement. If necessary, off-street parking will be provided by the developer in a publicly accessible location.

Non-residential parking for disabled persons

Disabled parking for non-residential uses should be provided in accordance with the London Plan standard.

Cycle parking

Minimum cycle parking should be provided in accordance with the London Plan.

Cycle facilities

Showers, changing facilities and lockers should be provided for cyclists at all new workplaces, hospitals and health facilities, and places of further and higher education. At least one shower will be installed for every 20 cycle parking spaces provided (with a minimum of one shower), and one locker will be provided per cycle space. These facilities will be conveniently located in relation to the cycle parking spaces and accessible to all staff (and students where applicable).

Appendix 3: Schedule of Strategic Policies

Strategic policies		Non-strategic policies	
Policy number	Policy clause	Policy number	Policy clause
1	Whole policy	8	C
2	Whole policy	11	Whole policy
3	Whole policy	12	Whole policy
4	Whole policy	13	C
5	Whole policy	15	E, G, H
6	Whole policy	16	B, C
7	Whole policy	17	C, D, E, H, I
8	A, B, D	18	C, D, E
9	Whole policy	21	C
10	Whole policy	22	C
13	A, B	23	D
14	Whole policy	25	Whole policy
15	A, B, C, D, F, I	26	B, C

16	A	29	E, F
17	A, B, F, G	30	C, E
18	A, B	31	C, D
19	Whole policy	33	E, F
20	Whole policy	34	B, C, D, E
21	A, B	42	Whole policy
22	A, B	43	Whole policy
23	A, B, C		
24	Whole policy		
26	A		
27	Whole policy		
28	Whole policy		
29	A, B, C, D		
30	A, B, F, G		
31	A, B		
32	Whole policy		
33	A, B, C, D		

34	A, F, G, H
35	Whole policy
36	Whole policy
37	Whole policy
38	Whole policy
39	Whole policy
40	Whole policy
41	Whole policy

GLOSSARY

Unless provided in the table below, definitions detailed in the National Planning Policy Framework and the London Plan apply.

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.

Ambient noise
Ongoing sound in the environment such as from transport and industry, as distinct from individual events, such as a noisy all-night party. Unless stated otherwise, noise includes vibration.

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.

Appropriate marketing
Has been prominently marketed for the existing use, with reasonable terms and conditions, as certified by an appropriately qualified professional, independently verified by the council at the applicant's expense.

Central Activities Zone (CAZ)
A diverse area covering Central London and extending across ten London boroughs, as designated by an indicative boundary in the London Plan.

CAZ retail clusters
Clusters of retail activity within the CAZ that have been designated through the London Plan or the City Plan.

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.

Combined heat and power
The combined production of electricity and usable heat is known as Combined Heat and Power (CHP). Steam or hot water, which would otherwise be rejected when electricity alone is produced, is used for space or process heating.

Commercial use / development / floorspace
Comprises all A uses, all 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 and its subsequent amendments.

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 and its subsequent amendments.

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 and its subsequent amendments.

Creative industries
Generic term for the following sub-groups:

- Creative Content: includes enterprises that produce intellectual property, usually copyright protected, distributed to customers and audiences through sales, advertising or subscription to earn revenue (e.g. broadcasters, record companies, and all kinds of publishers including software, computer games and electronic publishing).
- Creative Experience: includes enterprises which core business model is based around selling the right for consumers to witness or experience specific activities, performances or locations (e.g. live theatre, music, opera and dance).
- Creative Originals: includes enterprises based on the manufacture, production or sale of physical artefacts, the value of which derive from their perceived creative or cultural value and exclusivity (e.g. designer fashion, bespoke tailoring, craft-based activities such as jewellery and arts and antiques).
- Creative Services: includes enterprises based around providing Creative Services for clients earning revenues in exchange for giving up their time and intellectual property (e.g. architects, advertising agencies, graphic design, new media design and post production.

Designing out crime
Using the design of the built environment to minimise opportunities for criminal and anti-social behaviour, through matters such as provision of appropriate layout, active frontages, suitable lighting etc.

District Heating Network (DHN)
A network of pipes carrying that connects energy production equipment with energy customers. They can range from several metres to several kilometres in length.

District centre
Service centre, usually with up to one hundred commercial premises of various kinds, with a predominantly retail function.

Entertainment uses
Uses predominantly or partly used for entertainment purposes: it includes D2 uses including live music venues and sui generis uses including nightclubs, casinos, amusement arcades and shisha premises. 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.

Essential infrastructure
Essential transport and utility infrastructure (including mass evacuation routes, electricity generating power stations and water treatment works) and wind turbines. As set out in the Technical Guidance to the National Planning Policy Framework.

Evening economy
Economic activity where main business hours are between 6pm and midnight (e.g. restaurants, theatres, public houses).

Family housing
A housing unit with between three and five bedrooms. For affordable housing, units with two bedrooms may be considered suitable for families, but this will be at the discretion of the council based on need on the council's waiting lists and the size of the unit.

Flood-related infrastructure
Includes infrastructure to defend against and manage flooding from a number of sources including tidal, fluvial and surface water flooding, such as the Embankment Wall and Thames Tunnel.

Freight consolidation centre
A facility for the collection of goods from a number of recipients, that are then sorted into fewer vehicles for the final leg of the journey, in order to reduce the overall number of freight movements.

Garden land
The site area excluding the footprint of the original building.

Greenfield run off rates
The runoff (due to rainfall) that would occur from a site in its undeveloped and undisturbed state.

Gross floorspace
Method of assessing the extent of building (or land) occupied by a use. This should be measured as Gross Internal Area in accordance with the RICS Code of Measuring Practice, or subsequent replacement professional guidance, but excluding the following areas:

- voids in atria;
- internal lightwells;
- double or triple height areas should be measured only once;
- screened or unroofed plant areas, plant rooms, substation rooms, and other operational voids not reasonably capable of commercial or residential use;
- internal and external car parking areas;
- internal and external cycle parking areas and associated facilities; and
- servicing bays, vehicle circulation and areas exclusively reserved for refuse and recycling storage and handling.

Highly vulnerable uses
Relating to flood risk. Uses include:

- police stations, ambulance stations and fire stations and command centres and telecommunications;
- installations required to be operational during flooding;
- emergency dispersal points;
- basement dwellings;
- basement dwellings;
- caravans, mobile homes and park homes intended for permanent residential use; and
- installations requiring hazardous substances consent as set out in the Technical Guidance to the National Planning Policy Framework.

Highway
An area of land to allow the public to move along a route. Includes the carriageway (for vehicles) and the footway (for pedestrians). The council (and in places the Royal Parks and Transport for London) are the highway authority, responsible for maintaining the highway.

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

Host scheme
The development is the one which forms the original application which triggers a requirement for affordable housing and which is first assessed for whether it can provide on-site affordable housing in whole or part.

Human scale development
Development of a scale and form suitable for people to interact with and where pedestrians feel comfortable by the scale and massing of buildings and open spaces making up the public realm.

Idling
Unnecessarily running a motor vehicles engine when the vehicle is not in motion.

Infill development
The insertion of one or more new buildings within a continuous street façade or frontage.

Intermediate housing
Homes for rent provided at a cost at least 20% below market rents (including service charges where applicable) or low cost homes for sale as defined in the NPPF (2018).

International centre
Town centre at the top of London's town centre hierarchy of international reputation and attracting global visitors.

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.

Land use swaps and packages
Where two (land use swap) or more (land use package) sites are considered as a single application for the purposes of determining a planning application. These are used to meet the policy objectives required over more than one site.

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.

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

Local service provider
Westminster City Council, the National Health Service or related organisations such as a Primary Care Trust, the Metropolitan Police, Registered Provider and other public sector services such as job centres and courts, and voluntary sector organisations operating within the city. These are public social and community uses.

Local centre
Small centre, usually containing convenience goods shops, local service uses, restaurants, cafés and pubs, mainly providing facilities for people living or working nearby.

Major development (large scale)
Development where the proposed number of new residential units to be attained from the proposal is 200 or more. Or a site area of more than 4 hectares; or the proposed gross floorspace to be built created is 10,000 sq m or more, or a site area of 2 hectares or more.

Major development (small scale)
Development where: the proposed number of new residential units to be attained from the proposal is between 10 and 199 or a site area of between 0.5 hectares and less than 4 hectares; or the proposed gross floorspace to be built created is between 1,000 sq m and 9,999 sq m or a site area of between 1 hectares and less than 2 hectares.

Major centre
Predominantly retail centre providing a range of services to a wide catchment area.

Meanwhile use
Short-term use of temporarily empty buildings such as shops until they can be brought back into commercial use.

Metropolitan open land
Strategically important open space defined in the London Plan. In Westminster, this comprises the Royal Parks – St James's Park, Hyde Park, Kensington Gardens, Green Park and Regents Park. Metropolitan Open Land is afforded the same protection as green belt land.

Modular homes
Pre-engineered building units that are delivered and assembles as large or volumetric components or as substantial parts of a building. These can include whole rooms, parts of rooms, or separate highly serviced units such as toilets or lifts. In relation to module homes off-site construction refers to buildings, structures or parts manufactured (and wholly or partially assembled) away from the site before installation in their final position.

Natural capital
Natural assets (including goods (food and timber) and services (clean air and water)) that directly and indirectly benefits the human population. In Westminster Natural Capital includes green infrastructure (open spaces, green roofs, SINCs) blue infrastructure (the River Thames, lakes) as well the land, air and biodiversity in the city.

Neighbourhood forum
A community group of residents or businesses that has been established to prepare a neighbourhood plan for their area.

Night-time economy
Economic activity that occurs between midnight and 7am, e.g. late night bars, casinos, night-clubs.

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

Non self-contained homes
A home with some shared space or facilities e.g. with a private bedroom but shared bathroom, kitchen and / or living room.

Off-street parking
Dedicated parking that is provided away from the street, which can include garages, driveways, surface level and multi-storey car parks.

On-street parking
Parking that is permitted on the street as opposed to within a designated car park.

Open space
All land in Westminster that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. It includes a broad range of types of open space within the city, in public or private ownership and whether public access is unrestricted, limited or restricted. 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.

Opportunity areas
Areas defined in the London Plan with good public transport accessibility that provide London's principle opportunities for accommodating large-scale development. The Areas will provide substantial numbers of new employment and housing opportunities.

Original building
In relation to a building existing on 1 July 1948, as existing on that date and, in relation to a building built on or after 1st July 1948, as so built.

Parking stress area
Area where annual parking surveys indicate 80% and higher usage throughout the day / night, in compliance with any restrictions that exist. Parking surveys address daytime and weekday overnight parking, and include bays that residents' permits can be used during the day (i.e. residents' and shared use bays only) and all other spaces that can be parked in without paying overnight (i.e. all visitor bays and single yellow lines that are not otherwise restricted).

Pedestrian clear zone
The area available for the pedestrian (including wheelchair user, pram, buggy) to walk without obstruction. Also known as the 'clear footway width'. The useable zone to accommodate the flow of pedestrians between the street furniture zones (and space to use the street furniture) at the back of footway (if any) and that placed adjacent to the kerb (if any). The minimum width for any new design should be two metres but may need to be greater when foot traffic is more intense. In intensely used locations it may have to be the full width available, even if this is less than the desirable width for the peak time foot traffic if it were being designed today.

Platform based delivery
Delivery of goods ordered via the internet or mobile applications; e.g. Just Eat, Deliveroo etc.

Pocket parks
Small areas of open space that provide natural surfaces and shaded areas for informal play and passive recreation that sometimes have seating and play equipment, with a size guide of under 0.4 hectares.

Predominantly commercial neighbourhoods
Areas of the Central Activity Zone where the majority of ground floor uses comprise of a range of commercial activity.

Protected species
Certain plant and animal species protected to various degrees in law, particularly the Wildlife and Countryside Act, 1981 (as amended).

Private members' clubs
Clubs which are only open to members who pay a subscription and may also have to meet other criteria. These are considered to be a private leisure use, and are sui generis uses in accordance with the Town and Country Planning (Use Classes) and its subsequent amendments.

Public realm
The parts of the city in either public or private ownerships which are available free for everyone to use or see, including streets, squares and parks.

Rapid inundation zone
Low-lying areas close to the River Thames which would rapidly inundate (flood) to significant levels if the Embankment Wall was breached.

Registered providers
Registered Providers are owners and managers of affordable housing who are regulated by Government. Most operate on a not-for-profit basis and use any trading surplus to maintain existing homes and to help finance new ones. Registered Providers can include the Council, housing associations, housing trusts and cooperatives, registered charities, or non-profit making provident societies or companies.

Retail frontage
A street level frontage characterised by a predominance of shop-type premises.

Sense of place
The unique perception of a place created by its local buildings, streets, open spaces and activities. The more distinctive the place the greater the sense of it being special. A character which is greater than the sum of the constituent parts.

Shoulder hours
Those hours that book-end peak times e.g. 6am–7am or 10am–11am for the morning peak.

Sites of Importance for Nature Conservation (SINCs)
The Greater London Authority designated SINCs to highlight areas of ecological value that are rich in wildlife within the city. The sites are graded as being of Metropolitan, Borough or Local Importance. Sites of Metropolitan Importance are those which contain the best examples of London's habitats and rare species that are of significance to London. Sites of Borough Importance are those identified to have an importance to Westminster and any damage would mean a significant loss to the city. A site of Local Importance is identified because of its value to the nearby community, especially in areas that are deficient in wildlife sites.

Small open spaces
Gardens, sitting-out areas, children's play spaces or other areas of a specialist nature, including nature conservation areas, with a size guide of under 2 hectares.

Community facilities / infrastructure
Facilities / infrastructure available to the local community. These can be publicly or privately run, and consist of buildings and external spaces. They include health facilities; education facilities; social services uses; sports and recreation facilities; community meeting halls; youth centres; local arts facilities, and public toilets. The majority of community facilities / infrastructure fall within C2 (Residential Institutions), D1 (Non-residential Institutions) and D2 (Assembly and Leisure) use classes.

Social and affordable rented housing
Housing owned by local authorities and private registered providers for which the rent is set in accordance with the Government's rent policy for social rent or affordable rent. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with Homes England.

Soundscape
The overall quality of an acoustic environment as a place for human experience. Soundscape design might include preserving, reducing or eliminating certain sounds or combining and balancing sounds to create or enhance an attractive and stimulating acoustic environment.

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.

Specialist housing for older people
Housing that is intended specifically for occupation by older people. It may not necessarily fall into the C3 Use Class and can include sheltered accommodation where the occupants have no or a low level of support; extra-care catering for old or vulnerable people who have an existing or foreseeable physical, sensory, cognitive or mental health impairment – a range of facilities (e.g. 24

hour access to emergency support, resident's lounge, a guest room, laundry room, day centre activities, a restaurant or some kind of meal provision, fitness facilities and classes and a base for health care workers, domiciliary care) may be provided; residential / nursing care providing non-self-contained residential accommodation for people who by reason of age or illness have physical, sensory or mental impairment, including high levels of dementia. A scheme manager and in house care team provide a consistent presence, meals and personal services are routinely provided to all residents and personal or nursing care is a critical part of the accommodation package.

Sustainable drainage systems
Sustainable drainage techniques and measures that manage surface water run-off from buildings and hardstandings in a way that reduces the total volume, flow and rate of surface water that runs directly into drains and sewers.

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 substantially taller than its surroundings, causing a significant change to the skyline.

Tidal breach flood level
Predicted depth to which flooding will occur for a breach in the tidal flood defence walk. These have been modelled in Westminster's Strategic Flood Risk Assessment.

Undeveloped garden land
Land which does not have any impermeable surfacing installed.

Waterfront enhancing uses
Uses that do not necessarily require a waterfront location, but that can enhance public use of the waterside, e.g. restaurants, cafés, museums, galleries and parks.

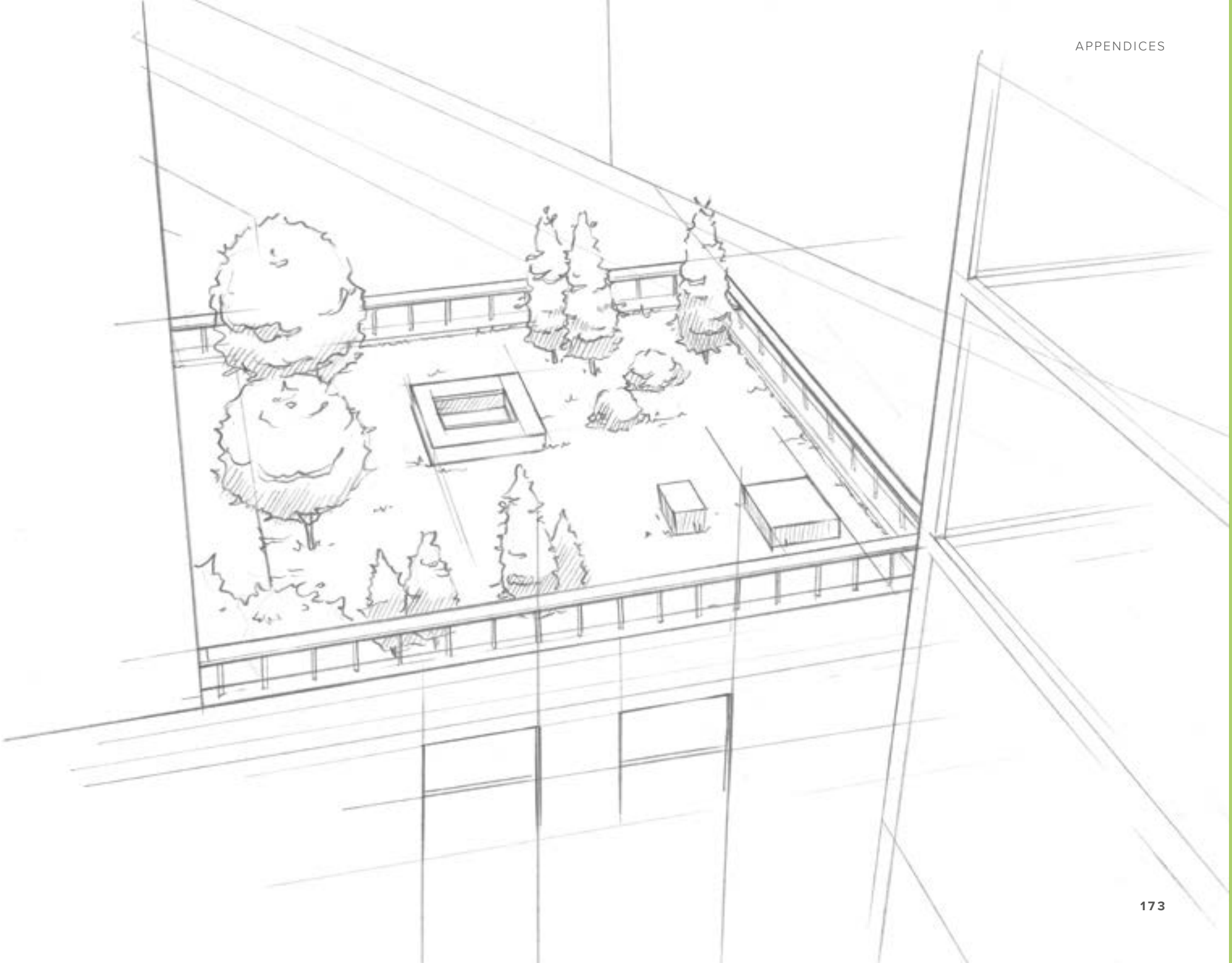
Water related uses
Uses that require a waterside location to function, e.g. boat moorings, piers and watersports facilities.

West End Partnership (WEP)
A partnership between the public and private sector, and resident communities, that seeks to secure further investment in the West End so it continues to attract businesses, talent and visitors.

Windfall development
Development that has not planned for and is not included in the identified Key Development Sites or the five year housing land supply.

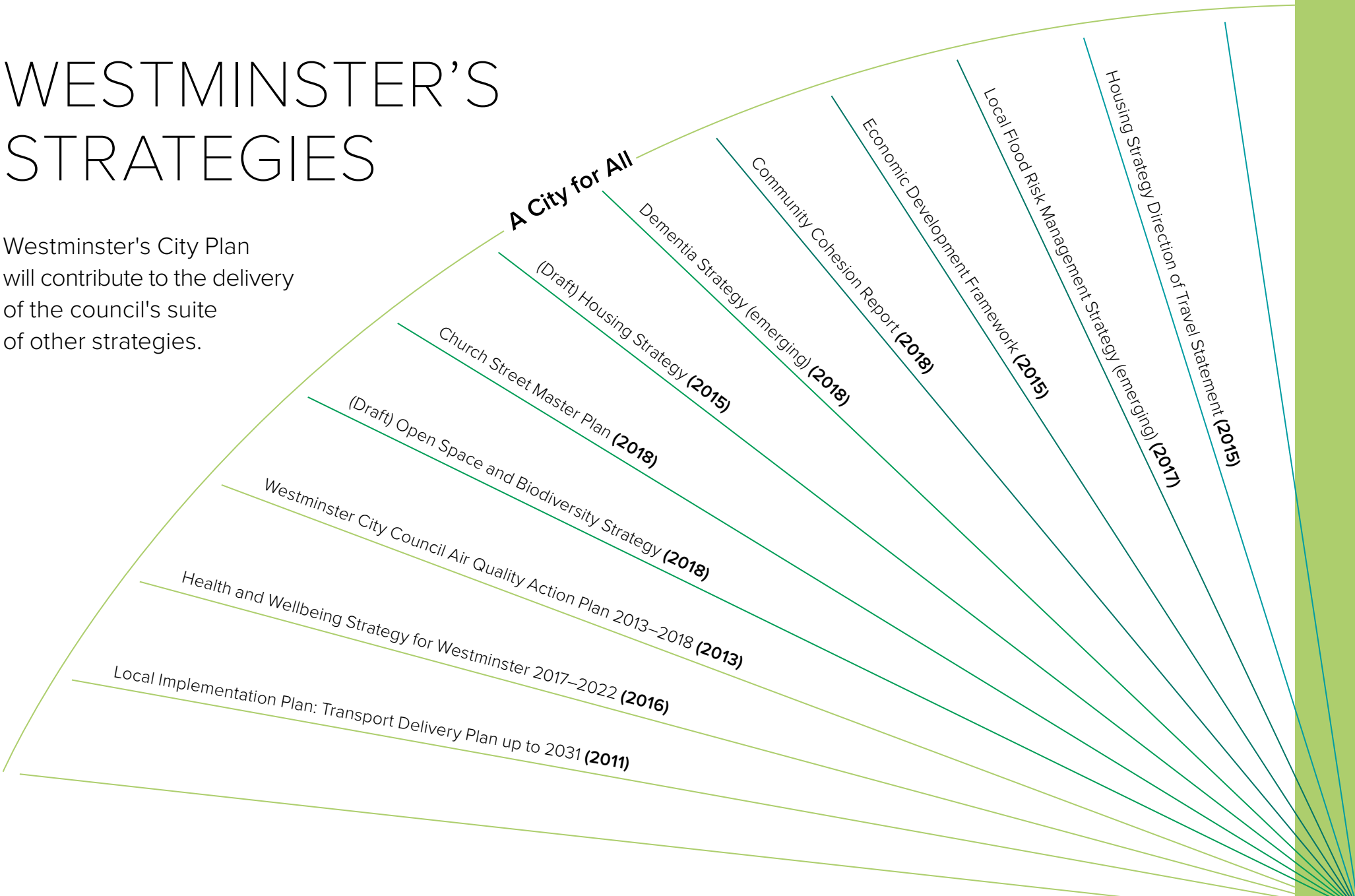
Visibility splays
Feature of an access or junction that allows traffic on the minor road to see cyclists, vehicles and pedestrians on the main road.

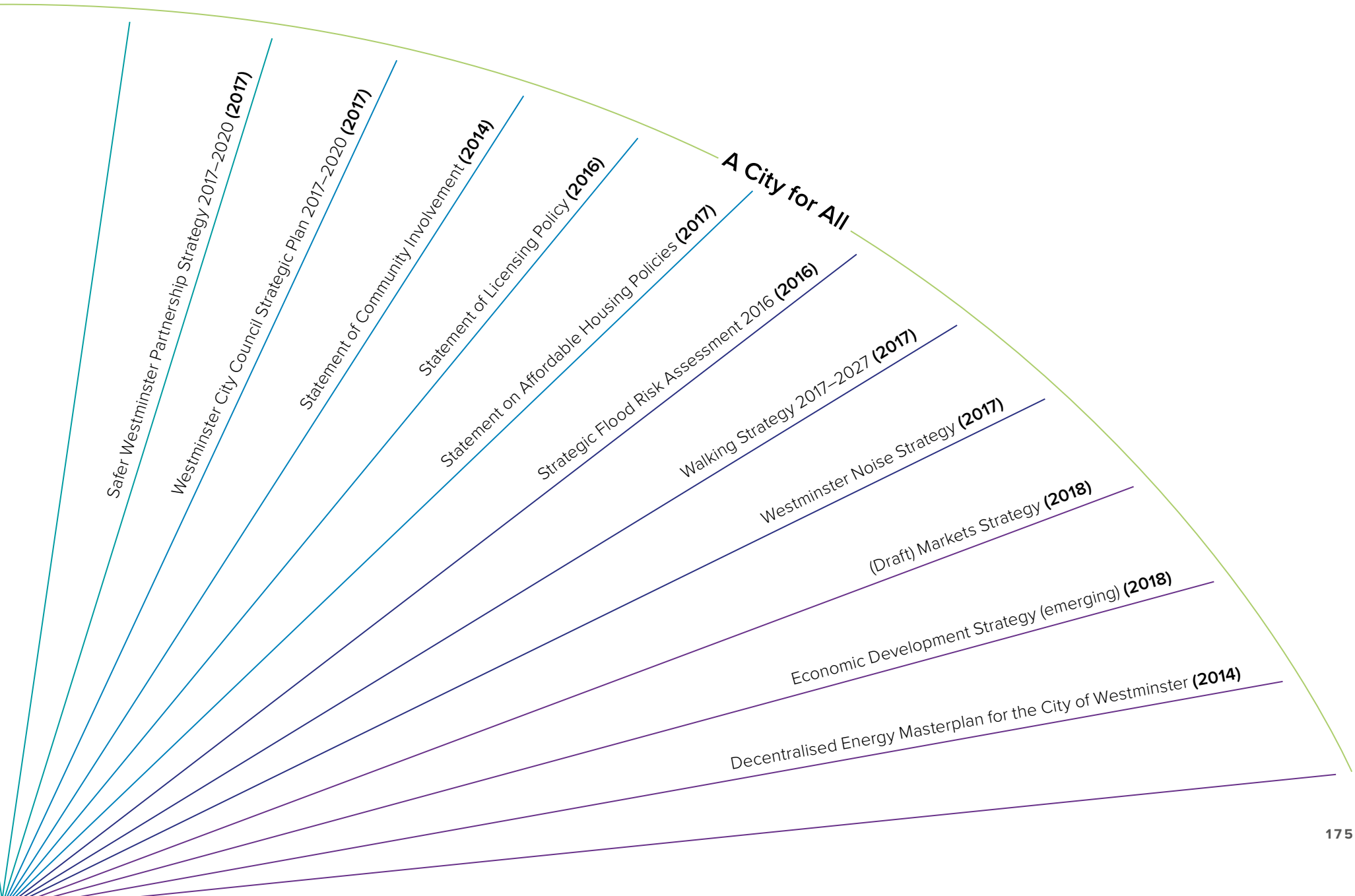
Vulnerable people
Someone who is or may be in need of care and / or support by reason of disability, age or illness; and is or may be unable to look after themselves against significant harm or exploitation.



WESTMINSTER'S STRATEGIES

Westminster's City Plan will contribute to the delivery of the council's suite of other strategies.




A City for All
Safer Westminster Partnership Strategy 2017–2020 (2017)
Westminster City Council Strategic Plan 2017–2020 (2017)
Statement of Community Involvement (2014)
Statement of Licensing Policy (2016)
Statement on Affordable Housing Policies (2017)
Strategic Flood Risk Assessment 2016 (2016)
Walking Strategy 2017–2027 (2017)
Westminster Noise Strategy (2017)
(Draft) Markets Strategy (2018)
Economic Development Strategy (emerging) (2018)
Decentralised Energy Masterplan for the City of Westminster (2014)

CITY PLAN 2019 – 2040

City of Westminster

To find out more about the City Plan please visit

westminster.gov.uk/cityplan2040