

Annual Monitoring Report 2004 - 2005



Department of Planning and City Development
Westminster City Council
December 2005

City of Westminster

PLANNING & CITY DEVELOPMENT

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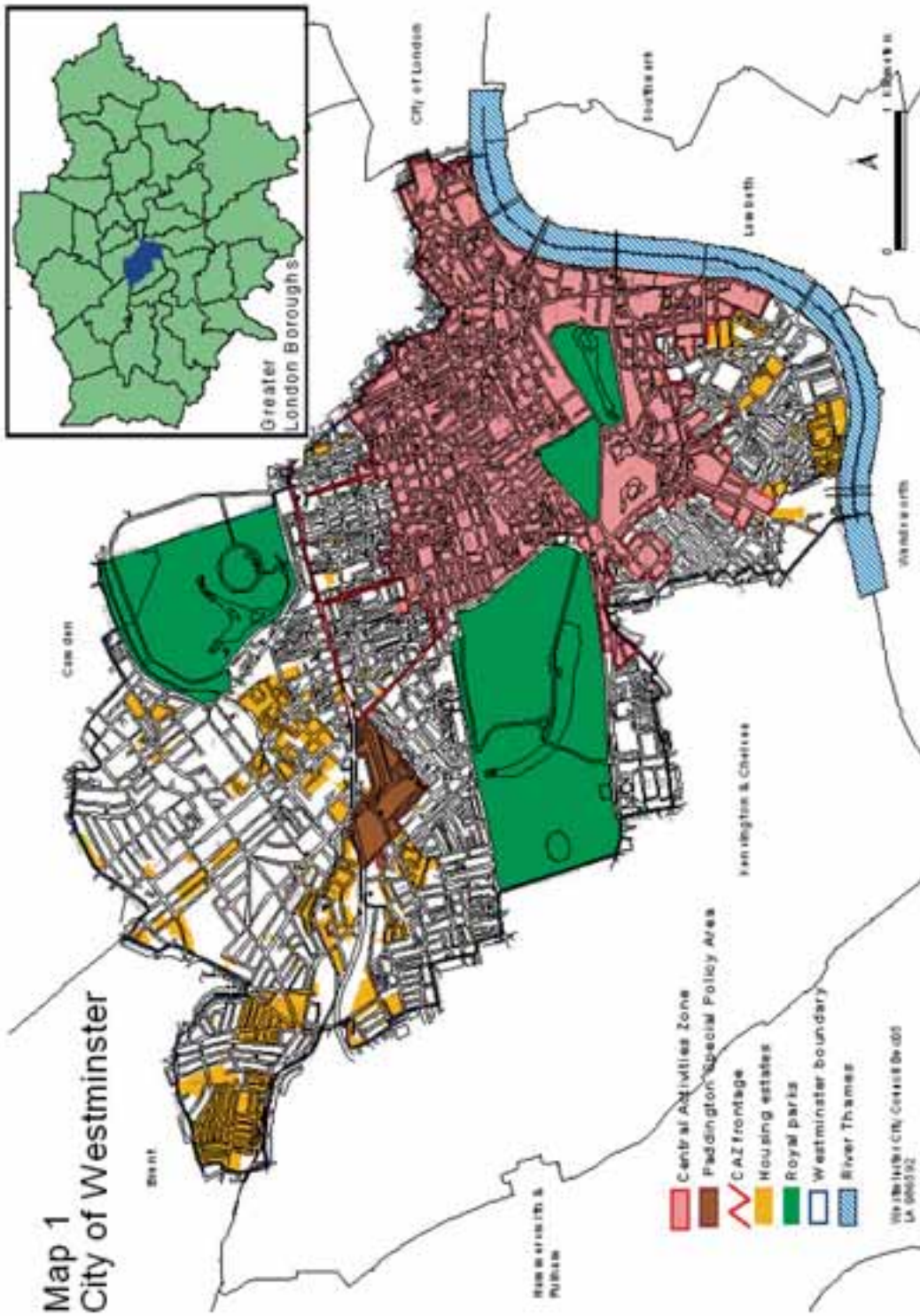
1 INTRODUCTION

- 1.1 This is the first annual monitoring report [AMR] which Westminster City Council is required to make to the First Secretary of State under section 35 of the Planning and Compulsory Purchase Act 2004, about the progress of its local development framework. The details of the report accord with regulation 48 of the Town and Country Planning [Local Development] [England] Regulations 2004. In preparing it the council has had regard to the Local Development Framework Monitoring: A Good Practice Guide, issued by the Office of the Deputy Prime Minister in March 2005, and amended in October 2005. The preparation of this report is provided for in the Local Development Scheme issued by the council in March 2005.
- 1.2 The policy background to this report is that set out in [a] the London Plan, the spatial development strategy for Greater London, published by the Greater London Authority in February 2004; and [b] the replacement Unitary Development Plan, which the city council agreed as the basis for making planning determinations on 13 December 2004. The council had expected to adopt the latter plan formally in December 2004, but was unable to do so because it received a direction from the Secretary of State on 9 December 2004 to modify two policies relating to affordable housing. These policies have been the subject of discussions between the city council and the Office of the Deputy Prime Minister. The council hopes that it will now be able to publish modified policies in early 2006 and to adopt the plan as a whole later that year. The replacement UDP, when adopted, will displace the Unitary Development Plan adopted by the city council in July 1997.
- 1.3 The monitoring period in this report generally runs from 1 April 2004 to 31 March 2005. However the city's earlier development monitoring work was mostly undertaken on a calendar year basis, as can be seen from its previous monitoring publications. This monitoring is being converted to the new arrangements and the second AMR in the series will be on a financial year basis throughout.
- 1.4 The report covers all the core output indicators for which the authority is required to provide information in government guidance. During the coming year, the council expects to start developing local indicators to reflect the particular circumstances of the city to help it in assessing whether policies are achieving the outcomes expected.
- 1.5 Comments or questions about this report should be made to the city council's Local Development Framework team, Westminster City Hall, 64 Victoria Street, London SW1E6QP, who can be contacted on telephone number 020-7641 2457, fax number 020-7641 3050 and at e-mail address ldf@westminster.gov.uk.

2 BACKGROUND TO WESTMINSTER

2.1 International, national and regional context

- 2.1.1 The City of Westminster is a central London borough covering an area of 2,204ha, about 8.5 sq miles, on the north side of the River Thames, at the heart of the national capital, the largest city in the European Union, and a 'world city'. London is set in Britain's most densely populated region, the south-east of England, with its large urban areas, large numbers of middle sized towns and cities, intensely occupied countryside, and its pattern of commuting to work in service industries has characteristics found throughout much of north-west Europe.
- 2.1.2 Westminster's area accommodates many of the functions of the monarchy and state, including Buckingham Palace, the Houses of Parliament, Whitehall and the Royal Courts of Justice. It is a centre for the headquarters of national and international organisations associated with business and trade, and a location of regional, national and international significance for retailing, higher education, religious affairs, the medical, legal and other professions, media, arts, culture, entertainment and tourism. Many of these activities are concentrated in the Central Activities Zone, shown on Map 1 below, where planning policies protect and encourage mixed uses.
- 2.1.3 The city includes all or part of six Royal Parks, nineteen historic squares and gardens, over 10,000 buildings which are listed as having special architectural or historic interest and 53 conservation areas which cover 76 per cent of the city's area. It has four of London's main line railway termini with two, Paddington and Victoria, having direct connections to Heathrow and Gatwick airports; and ten out of twelve London Underground lines, including the network's busiest station at Victoria. To the north and west of the Central Activities Zone and to its south as far as the River Thames, housing, in a wide variety of built forms, is the principal land use.
- 2.1.4 Because of the scale and quality of many of its buildings, Westminster is commonly perceived to be a wealthy city. It would be more accurate, however, to describe it as a city with considerable wealth and extensive need. For example, a review recently carried out by the Greater London Authority showed that the city has four wards, which are among the twenty most disadvantaged in Greater London.



2.2 Population

2.2.1 The resident population of the city has risen in recent years according to mid-year estimates published by the Office of National Statistics as shown below.

Table 2.1: Estimated resident population, 2001 -2004

Year	Population total	Change on previous year	
		Number	Percent
2001	203,300		
2002	214,400	+11,100	+5.5
2003	222,000	+7,600	+3.5
2004	230,000	+8,000	+3.6

Source: ONS Mid-Year Estimates of Population, 2001 to 2004

2.2.2 Population forecasts made by the Greater London Authority expect the city's population to reach 250,000 by 2021. The proportion of young people aged 19 and under is expected to rise, increasing by almost a third by 2021 over current numbers. The proportion of older people, aged 65 and over, is expected to fall and their overall numbers to decline by about a fifth from present figures.

2.3 Employment

2.3.1 The Annual Business Inquiry reported a total of almost 550,000 jobs in the city in 2003, a fall of 3.4 per cent since 2001. Table 2.2 below summarises the results of the inquiry, from which it can be seen that just over three-quarters of these jobs were full-time. The service sector is by far the largest employer with relatively few jobs, now less than 4 per cent, in manufacturing and construction. Finance, information technology, and other similar business activities [38%], followed by distribution, hotels and restaurants [26%], and public administration, education and health [17%] are the three largest employment groupings. Most of these jobs are located within the areas identified as the Central Activities Zone [shown in Map 1 above] and its frontages and in the Paddington Special Policy Area, close to Paddington Station also shown on that map.

Table 2.2: Jobs in Westminster, Greater London and Great Britain, 2003

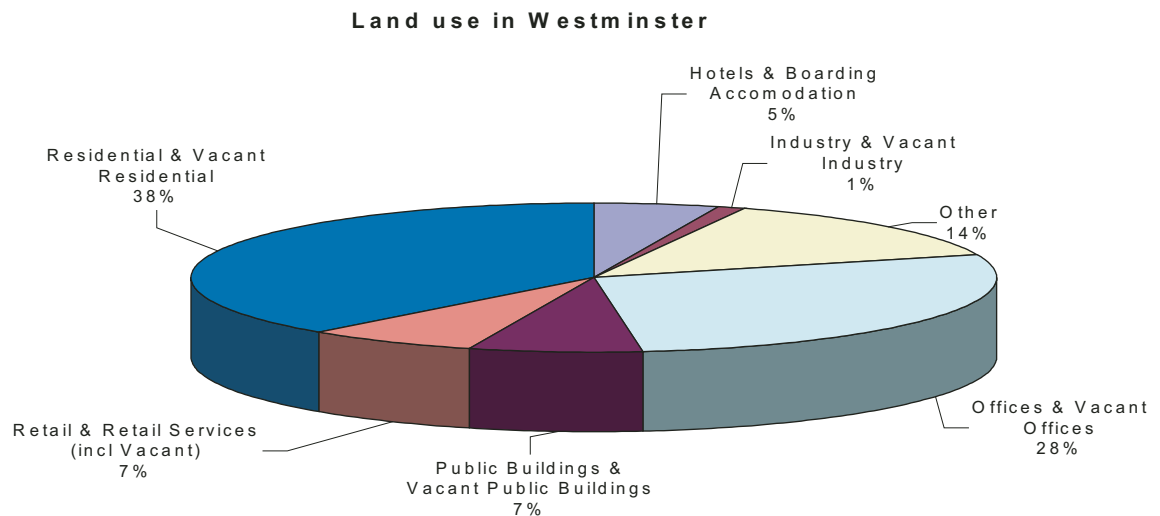
Type/sector	Area			
	Westminster		Greater London	Great Britain
	No	Percent	Percent	Percent
Full-time	422,340	77.2	74.8	68.1
Part-time	125,022	22.8	25.2	31.9
Total	547,362			
Construction	3,639	0.7	3.2	4.4
Manufacturing	16,855	3.1	5.7	12.6

Services:	524,547	95.8	90.8	81.4
<i>Of which:</i>				
<i>Distribution, hotels and restaurants</i>	142,886	26.1	22.8	24.7
<i>Finance, IT, other business activities</i>	208,556	38.1	31.8	19.8
<i>Public administration, education, health</i>	93,092	17.0	21.9	25.8
<i>Other services</i>	55,184	10.1	6.5	5.2
<i>Transport and communications</i>	24,829	4.5	7.7	6.0
Other	2,321	0.4	0.2	1.6

Source: Annual Business Inquiry 2003: Employee Analysis

2.4 Land Use

2.4.1 The city has about 27 million sq m of built floorspace, with the highest density of development in the Central Activities Zone. About 44 per cent of the buildings in the city, the great majority of them in the Central Activities Zone, contain more than one use. This complex juxtaposition of land uses in Westminster, particularly in the Central Activities Zone, raises issues for development and design. The figure below shows how this floorspace is distributed between uses.



Source: Land Use Survev 1990. See Appendix 2 for details.

2.5 Planning applications

2.5.1 Westminster is one of the busiest planning authorities in the country. In the last three years the city council has handled an average of 6,800 planning applications a year in the categories of application monitored by the Office of

the Deputy Prime Minister, and almost 10,000 applications a year if all categories are taken into account.

Table 2.3: Planning applications determined by city council, April 2002 to March 2005

<i>Type of application</i>	<i>2002/2003</i>	<i>2003/2004</i>	<i>2004/2005</i>
Major	67	75	84
Minor	1,941	2,180	2,250
Change of use	306	341	309
Householder proposal	702	592	496
Advertisements	1,777	1,646	1,578
Listed buildings, etc	1,473	1,568	1,576
Other	496	444	467
Total	6,762	6,846	6,760

Source: PS2 Quarterly Returns to Office of the Deputy Prime Minister. Note: Table covers only applications monitored by ODPM.

2.5.2 In spite of its large caseload, the city council met the targets set by the government for processing planning applications in the twelve months to March 2005. Just over 71 per cent of major decisions were dealt with within 13 weeks, exceeding the ODPM target of 60 per cent. Likewise, 72 per cent of all minor decisions [minor, change of use, householder, adverts and listed buildings, etc] were dealt with within eight weeks, surpassing the target of 65 per cent.

Table 2.4: Planning applications determined by time taken, April 2004 to March 2005

<i>Type of application</i>	<i>Total No</i>	<i>Less than 8 weeks</i>		<i>8-13 weeks</i>		<i>More than 13 weeks</i>	
		<i>No</i>	<i>Percent</i>	<i>No</i>	<i>Percent</i>	<i>No</i>	<i>Percent</i>
Major	84	24	29	36	42	24	29
Minor	2,250	1,629	72	271	12	350	16
Change of use	309	153	50	66	21	90	29
Householder	496	380	77	54	11	62	12
Advertisement	1,578	1,550	98	16	1	12	1
Listed buildings	1,576	1,144	73	206	13	226	14
Other	467	374	80	39	8	54	12
Total	6,760	5,254	78	688	10	818	12

Source: PS2 Quarterly Returns to Office of Deputy Prime Minister. Note: Table covers only applications monitored by ODPM.

2.5.3 The city council also deals with various types of planning applications which are not monitored by the government: these include approvals of detailed proposals, tree works, demolitions and other small scale matters. The table below shows the authority's performance on all types of planning applications handled.

Table 2.5: All planning applications received and determined, April 2002 to March 2005

Year	Received	Determined	Less than eight weeks	More than eight weeks
2002/2003	9,719	8,098	60%	40%
2003/2004	9,505	8,609	76%	24%
2004/2005	9,985	8,357	78%	22%

Source: City Council applications database

2.6 Appeals

2.6.1 In the three years from April 2002 to March 2005, a total of 729 appeals were determined by the Secretary of State or the Planning Inspectorate in respect of planning applications made to the council. Just over two-thirds of these appeals were dismissed: the council believes its success in securing these dismissals reflects the robustness of its policies. A high proportion of appeals related to applications refused on the grounds of design. In the twelve months to March 2005, the council was successful in 92 [71%] of the 129 appeals made on these grounds.

Table 2.6: Appeals determined, by outcome, 2002-2005

Year	Allowed		Part allowed, part dismissed		Dismissed		Total
	No	Percent	No	Percent	No	Percent	
2002/2003	69	29	4	2	162	69	235
2003/2004	84	30	5	2	189	68	278
2004/2005	70	32	5	2	141	65	216
Totals	223	31	14	2	492	67	729

Source: City Council appeals database

2.7 Section 106 agreements

2.7.1 Table 2.7 below gives details of moneys payable to the city council in agreements under s106 of the Town and Country Planning Act 1990 in respect of developments approved by the authority during the three years from April 2002 to March 2005. The table also shows the works or other activities to which those funds are allocated. The table does not include developments where the developer will make a contribution 'in kind' to the public benefit or will carry out works itself, where no payments to the city council arise. It should be noted that in some instances the developer may decide not to carry out the developments concerned and that in such cases the council will receive no payments.

Table 2.7: Value of Section 106 agreements, April 2002 to March 2005

<i>Works/activities</i>	£ thousands		
	<i>2002/2003</i>	<i>Year 2003/2004</i>	<i>2004/2005</i>
Affordable housing	1,447	8,590	11,380
<i>Paddington Special Policy Area:</i>			
Highways and Environment	1,145	0	100
Public transport improvement	1,620	0	0
Social and Community Fund	1,815	0	0
<i>Highways and environmental works outside Paddington:</i>			
Public transport infrastructure	55	0	250
Cycle paths and works	5	15	0
Environment and open spaces	783	1,690	489
Highway works	820	1,200	377
Pedestrian works	130	405	0
Paving and lighting	75	220	290
<i>Other works and activities:</i>			
Parking space shortfall mitigation	0	0	72
CCTV and other security measures	1,250	1,199	680
Community benefits	0	15	945
Environmental inspections, etc	0	0	40
Public art	1,023	900	565
Totals	10,168	14,234	15,188

Source: City Council Section 106 monitoring system. Note: Community benefits refer mainly to children's play spaces.

3 CONTEXTUAL CHANGES

- 3.1 During the twelve months covered by this report, there were significant changes to the context in which the council carried out its functions as a local planning authority.
- 3.2 The Planning and Compulsory Purchase Act 2004 received the Royal Assent in May 2004. Among other things, it required that authorities should now exercise their functions with the 'objective of contributing to the achievement of sustainable development'. It provided for new arrangements for plan making, and for better involvement of interested parties in policies and proposals. [The progress made by the council in implementing these new arrangements is set out in Section 4 of this report.] The Act required that the strategy and policies in the new Local Development Documents should be the subject of sustainability appraisals. In the case of London, the Act provided for the incorporation into the development plan of the London Plan, published by the Greater London Authority, although it had not been originally prepared for that purpose.
- 3.3 The Office of the Deputy Prime Minister started to issue a new series of planning policy statements, setting out the government's national policies on different aspects of planning, to replace an older series of guidance notes. The statements issued during the year dealt with the broad policies on sustainable development [PPS1], town centres [PPS6], the procedures for and content of local development frameworks [PPS12], renewable energy [PPS22], and the relationship between planning and pollution control legislation [PPS23]. The ODPM also issued a new statement of the general principles by which the planning system should be operated. In addition the ODPM continued to issue good practice guides and circulars on a variety of topics.
- 3.4 The Mayor of London published the final version of supplementary guidance on improving the accessibility of development to disabled people, and issued drafts of guidance on affordable housing, on housing capacity and on sustainable design and development. He also issued best practice guidance on preparing open space strategies and a draft 'toolkit' on making London's suburbs more sustainable.
- 3.5 During the year, the city council itself published supplementary planning guidance dealing with tables and chairs outside entertainments premises. It also issued, as draft guidance, a public realm manual for the city, called 'The Westminster Way': it expects to issue a final version next year. It issued draft or final planning briefs for some fourteen development sites in the city during the year. These included a draft brief for a substantial area around Victoria Station. In addition, the council consulted upon and adopted five Conservation Area 'audits' as guidance. It also prepared and consulted on the draft of a sixth audit, on Soho; a final version of this will be published in 2006.

4 LOCAL DEVELOPMENT SCHEME

- 4.1 Within the context of creating the Local Development Framework [LDF] for Westminster, a key responsibility of the local planning authority is to produce a Local Development Scheme [LDS]. The city council adopted its scheme for the city in March 2005: its purpose is to show which documents the authority will produce as part of its LDF during a three-year period. The LDS will be reviewed and updated annually.
- 4.2 The Local Development Scheme identifies the replacement UDP and related supplementary planning guidance as providing comprehensive policy coverage for a full three years from the adoption of the replacement UDP. It has not been possible to adhere to the provisional timetable for adopting the replacement UDP, as set out in the LDS published earlier in 2005. This has occurred because of extended discussions with the Government Office for London, the Greater London Authority and Ministers over revised affordable housing policies. As a result, it is unlikely that the replacement UDP will be adopted before the end of summer 2006. This change to the timetable will be shown in the revised LDS when it is published in March 2006.
- 4.3 The draft Statement of Community Involvement was published for consultation in mid-November 2005: because of other work, including that on the replacement UDP, this was a few weeks later than originally intended. The council is confident the revised document will be submitted to the Secretary of State by the end of March 2006, thereby meeting the milestone date set out in the LDS.
- 4.4 Having reviewed the work programmes for the Core Strategy Development Plan Document [DPD] and the Open Space and Public Realm DPD, it is considered that the timetables for their production, as described in the LDS, and as shown in the diagram at Appendix 1 to this report, remain realistic.
- 4.5 Policy areas which have been identified as requiring supplementary guidance include rear and front gardens and their protection, and sustainable residential space and design standards. These will be included in the next LDS in 2006.

Table 4.1: Timetable for progressing Local Development Scheme items

[a] Adoption of replacement UDP

Key milestones

Publication of modifications	December 2005
Representations on modifications	February 2006
Consideration of representations	March/April 2006
Adoption of plan, if no inquiry needed	September 2006

[b] Adoption of Statement of Community Involvement

Key milestones

Submission of Statement to Secretary of State	March 2006
Pre-examination meeting, if required	July 2006
Public examination, if required	October 2006

Adoption and publication of document January 2007

[c] Adoption of Core Strategy DPD

Key Milestones

Start of document preparation	March 2006
Publication of preferred options for public comment	March 2007
Submission to Secretary of State	September 2007
Pre-examination meeting	July/August 2008
Public examination	September/October 2008
Adoption and publication of document	February 2009

[d] Adoption of Open Space and Public Realm Strategy DPD

Key Milestones

Start of document preparation	July 2005
Publication of preferred options for public comment	March 2006
Submission to Secretary of State	September 2006
Pre-examination meeting	December 2006
Public examination	March 2007
Adoption and publication of document	July 2007

5 MONITORING FRAMEWORK

- 5.1 The city council has undertaken the systematic monitoring of development activity since 1990 and has reported the main points in monitoring reports which it has published from time to time. The most recent of these, covering the years 1997 to 2001 was issued in 2003. Details of the land uses covered by monitoring and the extent of survey coverage are set out in Table 5.1 below. Originally the surveys covered housing, office and hotel developments, but they were later extended to cover entertainment uses [restaurants and cafés, pubs and bars, and night clubs], retail uses, and hostels. Because the surveys involve following the progress of proposals from the application stage, through permissions and construction to completion, the databases are known as ‘pipelines’.
- 5.2 In previous years the surveys were carried out between February and April so that they covered development undertaken in the preceding calendar year. In 2006 the surveys will be started in April so that they match the financial year required in the regulations relating to monitoring reports, and will be extended to cover industrial uses, including industry, research and development uses and storage. The council also intends to monitor sustainability issues relating to planning permissions based upon energy, water, pollution, materials, transport, ecology and health and well-being.

Table 5.1: Development monitoring activity, 1990 to 2005, and proposals

<i>Land Use monitored</i>	<i>Details of monitoring activity</i>
Residential units [‘Respipe’]	From 1990 to 1999, all planning permissions over five units. From 2000, all proposed losses and gains of residential units. No further changes proposed.
Office floorspace [‘Offpipe’]	Started 1990. Office permissions over 1,000 sq m. Threshold to be lowered to 200 sq m.
Hotel rooms [‘Hotpipe’]	Started 1990. All proposed gains and losses of hotel rooms. No changes proposed.
Public houses and bars, cafés and restaurants and nightclubs [‘Entspipe’]	Started 2001. All proposed gains and losses of entertainments floorspace. No changes proposed.
Retail [‘Shopipe’]	Started 2003. All shop floorspace gains and losses. No changes proposed.
Hostel uses [‘Hostpipe’]	Started 2003. All hostel space gains and losses. No changes proposed.
Industrial, research and research and development and storage uses [‘Indpipe’]	To be started in 2006. All ‘business development floorspace gains and losses.

- 5.3 The city council has an internal research network to exchange and collate information held by various departments within the organisation. This network has helped in the preparation of this report. The council also shares cross boundary information and research methods with other boroughs in the Central London sub-region in the London Plan. It is hoped to develop closer links with the local Primary Care Trust, the Metropolitan Police service and government agencies. The city council has continued to contribute to the London Development Database administered by the Greater London Authority. Pages from this database became available online [www.ldd.london.gov.uk] towards the end of 2005.
- 5.4 The government's good practice guidance to local planning authorities lists the matters which they should cover as 'core' indicators in annual monitoring reports. These issues are dealt with in Section 6 of this report, with the exception of minerals, where the council has no duties as a minerals planning authority.

6 MONITORING RESULTS

6.1 Business Development

6.1.1 Government guidance requires authorities to monitor:

- [a] the amount of floorspace developed for employment by type;
- [b] the amount of floorspace developed for employment by type, in employment or regeneration areas;
- [c] the amount of floorspace by employment type, which is on previously developed land;
- [d] employment land available by type;
- [e] losses of employment land in [i] employment/regeneration areas and [ii] local authority area as a whole;
- [f] the amount of employment land lost to residential development.

6.1.2 **Offices** Within Westminster most business development is in the form of offices, mainly Use Classes B1 [a] and [b], apart from some old-established areas of industrial floorspace. This part of the report therefore deals mainly with office development. All business development in Westminster takes place on previously developed land.

6.1.3 Offices are the principal form of commercial activity in Westminster with a stock of 9 million sq m of floorspace and indeed the office stock is larger than that in the City of London [7.7 million sq m] and Docklands [2.3 million sq m]¹. Whilst the city council aims to encourage commercial activity, it also seeks to protect the many other activities which operate in the city and which are important to its life and character.

6.1.4 The strategy in the Unitary Development Plan for economic activities is to maintain the economic vitality and diversity of Westminster's economy. The main elements of this approach are [a] protecting housing from the pressures of commercial activity; [b] encouraging economic activity in appropriate places; [c] protecting and encouraging Central London activities within the Central Activities Zone [CAZ]; [d] sustaining and enhancing the variety and mix of uses in the Central Activities Zone and its frontages; [e] protecting the character and function of defined specialist areas.

6.1.5 The development plan policies encourage economic activity and direct larger scale business development to the CAZ, the CAZ frontages and the Paddington Special Policy Area [PSPA] where it is most appropriately located. The PSPA is an important regeneration area where the city council wishes to bring back into use a large area of underused land for mixed business development and housing. Table 6.1 below summarises the office floorspace completed in Westminster in the three years to December 2004. The total net addition to the office floorspace was 64,100 sq m, with the largest increase occurring in 2003.

¹ City of London office stock as at 31.12.04 from 'Development Info July- Dec 2004' by Corporation of London. Docklands office stock as at quarter 3 from 'Central London Office Commentary'.

Table 6.1: Office floorspace completed, 2002 to 2004, and in the pipeline

<i>Year</i>	<i>Losses</i>	<i>Gains</i>	<i>Net change</i>	sq m
2002	142,257	129,666	-12,591	
2003	43,202	106,337	63,135	
2004	81,536	95,101	13,565	
Total	266,995	331,104	64,109	
Under construction in 2004	408,933	570,318	161,385	
Unimplemented at 2004	193,771	320,163	126,392	

Source: Offpipe

6.1.6 The table indicates that in addition to the increase in completed floorspace during the period, over 570,000 sq m of office floorspace was under construction at its end. When completed this would contribute 161,400 sq m net additional office floorspace in the city. In addition to this there was further 320,000 sq m of office floorspace in the pipeline, permitted but yet to be implemented.

6.1.7 Table 6.2 below shows the distribution of new office floorspace completed in the city, by policy area. Between 2002 and 2004 the policies continued to be successful in directing 96 per cent of all office development to the CAZ and its frontages and the PSPA, and restricting office growth outside these areas. This table also shows that about 85 per cent of the additional floorspace completed in the city between 2002 and 2004 was built in the Paddington SPA. Outside the CAZ, its frontages and the PSPA, there was an overall net loss of office floorspace of about 8,500 sq m in these three years, reflecting the restraint policies and the priority given to housing in these areas.

Table 6.2: Office floorspace completed, 2002 to 2004, by Policy Area

<i>Year</i>	<i>Losses</i>	<i>Gains</i>	<i>Net change</i>	sq m
Central Activities Zone	209,855	221,046	11,191	
Paddington SPA	35,387	96,822	61,453	
North-West Westminster SPA	0	0	0	
Rest of Westminster	21,753	13,236	-8,517	
Total	266,995	331,104	64,109	

Source: Offpipe

6.1.8 Despite the policy in the replacement UDP to encourage new business development in the North-West Westminster Special Policy Area, there were no office completions in that area during the three years in question. However, this may be because the present monitoring scheme covers only properties above 1,000 sq m. Next year's AMR will be extended to cover smaller scale business developments within the North-West Westminster area.

6.1.9 **Industrial uses** Although industrial uses occupy less than 1 per cent of the total floorspace in Westminster, the city accommodates a number of such activities that form an important part of London's creative industries business sector. These are mainly located in and around Soho, East Marylebone and Covent Garden. There are also small-scale industrial premises in other parts of Westminster, particularly in mews properties. Policies in the UDP aim to protect existing, and encourage new light industrial floorspace within the Creative Industries Special Policy Area, and aim to protect existing small-scale industrial uses elsewhere in Westminster.

Table 6.3: Proposed changes in Light Industrial floorspace, 2002 to 2004

<i>Year of permission</i>	<i>Losses</i>	<i>Gains</i>	<i>Net change</i>	sq m
2002	64,233	82,743	18,510	
2003	2,724	10,143	7,419	
2004	2,462	3,624	1,162	
Total	69,419	96,510	27,091	

Source: Indpipe. Note: Table covers all uses falling within Use Class B1[c].

6.1.10 Table 6.3 indicates that over 96,000 sq m of light industrial floorspace was permitted in Westminster between 2002 and 2004, which would have resulted in a potential additional 27,000 sq m of light industrial floorspace. This contrasts with the last UDP monitoring report which indicated that if all planning permissions granted between 1997 and 2001 involving light industrial uses had been implemented this would have resulted in an overall loss of nearly 7,000 sq m of light industrial floorspace. In the years 2002 to 2004 over 90 per cent of the permitted increases in light industrial floorspace involved sites within the Creative Industries Special Policy Area. This accords with UDP policies that protect and encourage the growth of such floorspace in that area. The largest proposal was at Broadcasting House, off Langham Place, where the BBC's broadcasting studios and production facilities are being extended.

Table 6.4: Proposed changes in General Industrial and Warehousing floorspace, 2002 to 2004

<i>Year of permission</i>	<i>Losses</i>	<i>Gains</i>	<i>Net change</i>	sq m
2002	3,721	462	-3,529	
2003	4,877	17	-4,860	
2004	5,646	0	-5,646	
Total	14,244	479	-13,765	

Source: Indpipe

6.1.11 Table 6.4 shows that there has been a continuing decline in the extent of general industrial and warehousing floorspace in the city, particularly the latter, with a net loss over the three years of almost 13,800 sq m. About 15 per cent of this loss occurred in the Creative Industries SPA, with the

remainder outside central Westminster and the PSPA where housing is the highest priority use. In many cases the loss of these industrial uses resulted in new or converted housing and often in improved local amenity.

6.1.12 **Hotel development** There are 430 hotels, guesthouses and bed and breakfast premises in Westminster comprising over 40 per cent of London's bedspaces in such facilities. About half of the city's hotel stock, in terms of bedspaces, is located in the Central Activities Zone. The London Plan, under policy 3D.6, aims to achieve an additional 36,000 hotel bedrooms in London by the year 2016.

Table 6.5: Hotel development completed, 2002 to 2004 and in the pipeline

<i>Year</i>	<i>Proposals</i>	<i>Losses</i>	<i>Gains</i>	<i>Net change</i>	bedrooms
2002	16	613	925	312	
2003	7	370	920	550	
2004	6	495	619	124	
Total	29	1,478	2,464	986	
Under construction in 2004		551	881	330	
Unimplemented at 2004		1,207	1,689	482	

Source: Hotpipe

Table 6.6: Hotel development completed, 2002 to 2004, by Policy Area

<i>Policy Area</i>	<i>Proposals</i>	<i>Losses</i>	<i>Gains</i>	<i>Net change</i>	bedrooms
Central Activities Zone	18	740	1,892	1,152	
Outside CAZ	11	738	572	-166	
Total	29	1,478	2,464	986	

Source: Hotpipe. Note: Central Activities Zone includes CAZ frontages

6.1.13 Table 6.5 shows that between 2002 and 2004, 29 schemes involving hotel development were completed in Westminster with almost 2,500 bedrooms constructed, representing an addition of 986 bedrooms to Westminster's total stock. A further 881 bedrooms were under construction in 2004 that will lead to an additional 330 bedrooms to the city's hotel stock when completed.

6.1.14 Table 6.6 shows that, between 2002 and 2004, 18 new or extended hotels were opened in central Westminster providing an additional 1,152 bedrooms to the hotel stock in the CAZ or on CAZ frontages. Since 2002 major new hotels opened in central Westminster include the City Inn in John Islip Street, the Marriott Hotel in Park Lane, and the Soho Hotel in Richmond Mews. Although 572 new or refurbished hotel bedrooms were completed outside

central Westminster between 2002 and 2004, this represented a net loss of 166 bedrooms in that area.

6.1.15 The pattern of hotel development reflects the UDP policy approach, which guides new hotels to central Westminster and the PSPA, allows for some small scale additions to existing hotels elsewhere but also provides scope for the conversion of some hotels to housing use outside central Westminster where they give rise to amenity problems. Indeed some 70 per cent of all new or refurbished hotel bedrooms were completed in central Westminster between 2002 and 2004.

6.1.16 **Loss of employment land to housing** Development plan policies do not allocate land in the city solely for employment purposes. However, the city council has monitored the conversion of offices to housing since 1992, when a surplus of office space and market activity led to the increasing use of former offices as a new form of housing supply. Table 6.7 shows that 173 residential units were provided in the city in the three years 2002 to 2004 from the conversion of offices to housing. In the period between 1997 and 2001 planning permission was given to a total of 263 conversion proposals involving 1,213 units, so that conversion activity has recently been on a lesser scale than before. In addition to the conversion of offices, the small-scale conversion of other commercial buildings to housing has resulted in an addition to the housing stock of about thirty units a year from 2002 to 2004.

Table 6.7: Housing converted from offices, 2002 to 2004

<i>Year</i>	<i>Floorspace sq m</i>	<i>Housing units completed</i>
2002	2,797	24
2003	10,958	70
2004	14,345	79
Total	28,100	173

Source: Respipe

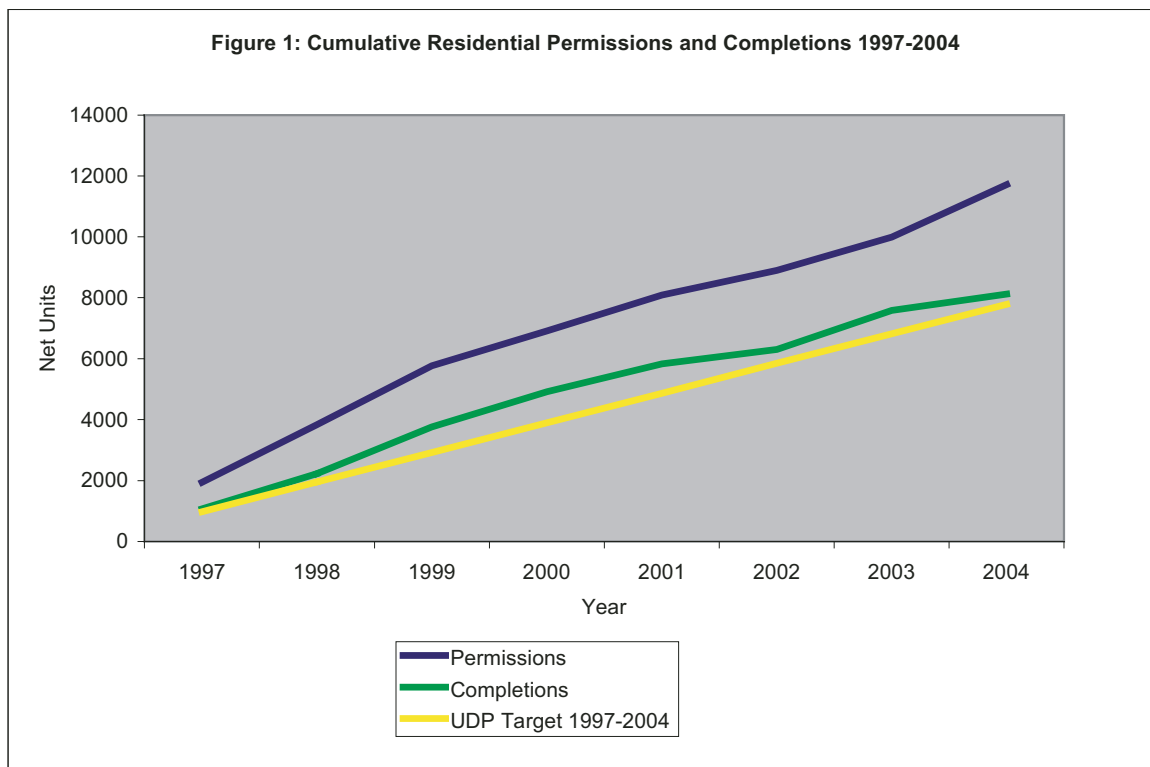
6.2 Housing

6.2.1 The government's guidance requires authorities to

[a] prepare a 'housing trajectory' showing: [i] the net additional dwellings completed since the start of the relevant development plan document period; [ii] the net additional dwellings 'for the current year'; [iii] the projected net additional dwellings up to the end of the relevant development plan period; [iv] the annual net additional dwelling requirement; and [v] the annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance.

6.2.2 It also requires authorities to monitor:

[b] the percentage of new and converted dwellings built on previously developed land;



[c] the percentage of new dwellings completed at various density 'bands'; and [d] the number of affordable housing completions.

6.2.3 Housing trajectory The development plan adopted by the city council in July, 1997 and the replacement UDP attach the highest priority to housing. In general terms, policies make housing the preferred use on many sites and restrict the development options of others so that only housing development can take place. In the replacement UDP, Policy STRA 14 seeks to prevent the loss of housing to other uses, and to secure the maximum amount of housing. STRA 14 also sets out the strategic target for affordable housing. Policy STRA 15 seeks to require a variety of housing types to meet current and future demand for housing, including a variety of sizes and tenures. Policy STRA 16 seeks to protect and improve the residential environment and residents' amenities and make best use of the city's housing stock. These strategic policies are carried through into more detailed policies within the housing chapter of the replacement UDP.

6.2.4 The London Plan requires that at least 19,480 additional 'homes' should be provided in Westminster over the twenty-year period from 1997 to 2016. A similar target is included in Westminster's replacement UDP, and equates to 974 additional units a year.

6.2.5 Figure 1 illustrates the net number of residential units permitted in Westminster since 1997, in relation to the target in the replacement UDP and London Plan. Between 1997 and 2004, planning permission was given for developments in the city providing for an additional 11,715 residential units, an average of 1,464 residential units a year.

- 6.2.6 A net total of 8,125 residential units were completed in the eight calendar years from 1997 to 2004, an average rate of 1,015 additional units per year. This exceeds the development plan target by 4.3 per cent. In the calendar year 2004, a net addition of 539 residential units was completed in Westminster.
- 6.2.7 If the city is to meet the London Plan target, 11,355 additional dwellings are required in its area over the remaining 12 years of the development plan period, a rate of just under 950 units per year.
- 6.2.8 **Use of previously developed land** All residential developments in the city over the period 1997 to 2004 took place on previously developed land.
- 6.2.9 **Residential density** The nature of much of Westminster's built fabric and the high land values [some of the highest in the country] which prevail, do not allow for low density residential development. These factors, combined with planning policies seeking high-density residential schemes, encourage developers to provide well designed, high-density housing. As can be seen from the Table 6.8 below, only 13 per cent of new housing completed in 2004 was built at a density below 50 units per hectare. Densities of lower than 30 dwellings per hectare mostly occur in the more spacious parts of the city, such as St John's Wood, where conservation policies preserving character and appearance are an important consideration.

Table 6.8: Density of new residential development, 2004

<i>Density</i>	<i>Dwellings completed Percent</i>
Lower than 30 dwellings/hectare	4
30 to 50 dwellings/hectare	9
Over 50 dwellings/hectare	87

Source: Respipe

- 6.2.10 **Affordable housing** A total of 1,966 affordable units were completed between the beginning of 1997 and the end of 2004. This represents 24 per cent of all completed residential units, although the figure varies considerably from year to year. Affordable housing includes completions secured on sites by means of Section 106 agreements, completions by or for Registered Social Landlords, plus individual properties that have been secured for social housing where planning permission was not required. It includes 94 shared ownership units for key workers, which were provided in the years 2001 to 2003. In the calendar year 2004, 153 affordable units were completed, representing 28 per cent of the dwellings completed in that year.

Table 6.9: Affordable housing completed in Westminster, 1997 to 2004

Year	Affordable Housing			All Housing Total	dwelling completed Affordable percentage
	Sec 106	Non-s.106	Total		
1997	0	181	181	1,075	30.5
1998	0	247	247	1,145	21.6
1999	21	177	198	1,539	12.9
2000	30	355	385	1,156	33.3
2001	97	204	301	912	33.0
2002	141	206	347	474	73.2
2003	62	92	154	1,286	12.0
2004	88	65	153	539	28.4
Total	439	152	1,966	8,126	24.2

Sources: Respite, City Council s106 monitoring database, and Housing Department reports

6.2.11 Table 6.9 shows that the overall proportion of housing provided in the city which meets the definition of 'affordable' thus falls short of the 50 per cent strategic target for Greater London as a whole, set out in the London Plan published in February 2004. However it should be borne in mind that for the years 1997 to 2000 [shaded lightly in the table] the city council's policy and practice was that 25 per cent of housing on sites of 15 units or more should meet the affordability requirement, and from 2001 onwards [shaded more heavily] the requirement was increased to 30 per cent. Completions of housing developments often follow a year or more behind planning permission.

6.3 Transport

6.3.1 The government's guidance requires authorities to monitor:

[a] the amount of completed non-residential development within Use Class A [services], B [employment], and D [places of assembly] complying with car-parking standards set out in the local development framework; and
[b] the amount of new residential development within thirty minutes public transport time of local service, including a general practitioner's surgery, a hospital, a primary school, a secondary school, areas of employment and a major retail centre.

6.3.2 **Car parking** The standard for office, industry and retail uses is to provide a maximum of one parking space per 1,500 sq m of gross floorspace. During the monitoring period thirteen commercial developments of more than 1,500 sq m were completed in the city: all these conformed to the development plan standard. In six of these schemes, all in the centre of the city close to tube stations and bus routes, no parking was provided.

6.3.3 **Accessibility of local services** The whole of the city has a Public Transport Accessibility Level [PTAL] score of 6. This is the highest level because the city has four main line railway stations, 32 tube stations, 79 bus routes,

Victoria Coach Station and two river bus terminals. Accordingly, all residential development completed in the city during the year 2004 was located within thirty minutes' public transport time of a general practitioner's surgery, a hospital, primary and secondary schools, areas of employment; and a major retail centre.

6.4 Local Services

6.4.1 The government's guidance requires authorities to monitor:

[a] the total amount of completed retail, office and leisure development in their areas;

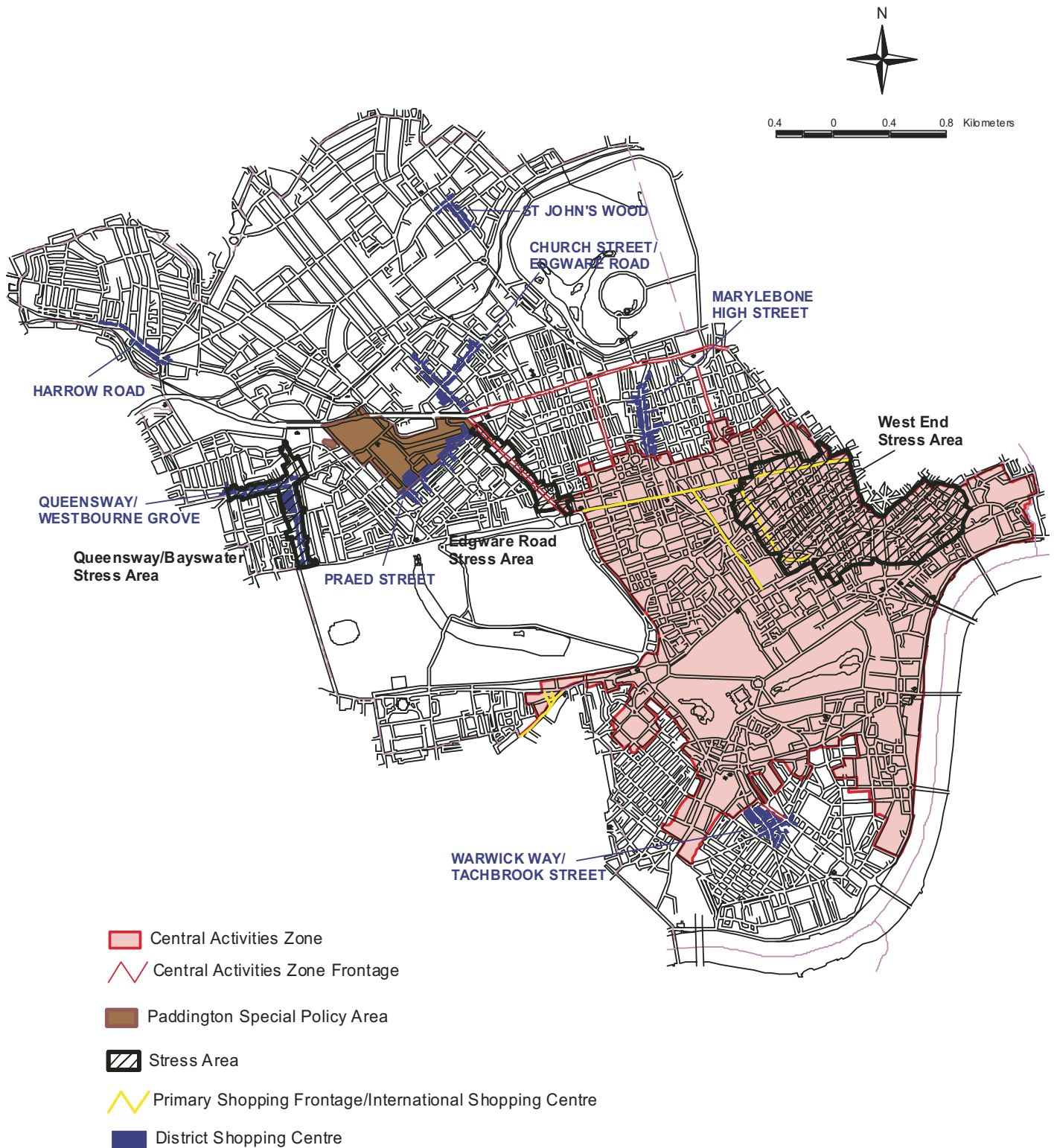
[b] the amount of completed retail, office and leisure development in town centres; and

[c] amount of eligible open space managed to Green Flag Award standard.

6.4.2 In this report offices are covered in the section above dealing with business development.

6.4.3 **Retail development** The UDP designates a hierarchy of shopping areas in Westminster. This hierarchy comprises [a] the Knightsbridge and the West End international centres; [b] seven District Centres; and [c] thirty-nine Local Centres. Map 2 below shows the distribution of the larger centres in the city.

MAP 2 MAIN POLICY AREAS IN WESTMINSTER



Re produced by City Planning Group Dec 05 P Hollis q'gis'amr policy areas map.apr

- 6.4.4 The Central Activities Zone has a wide range of shopping facilities. These include the primary frontages of Oxford, Regent and Bond Streets in the West End and part of the Knightsbridge centre extending into Kensington and Chelsea, as well as smaller shopping frontages which have specialist functions or which provide local facilities for people living or working nearby. The replacement UDP sets out policies to protect the vitality and viability of these shopping areas, by ensuring that retail development is concentrated within them.
- 6.4.5 *Shop floorspace in Westminster* The replacement UDP seeks to ensure that existing shopping facilities are protected and, where appropriate, new shops are provided. Policy STRA 10 aims to maintain and increase the number and range of shops in the city, while policy SS1 is a general policy establishing the principle of protection for uses in Use Class A1.
- 6.4.6 Table 6.10 below shows that there was a net gain in the total amount of A1 shop floorspace in Westminster in both 2003 and 2004, with 9,600 sq m in the latter year. Schemes under construction at the end of 2004 will provide a further net increase of 10,400 sq m and there is a net gain of 6,400 sq m in schemes with planning permission.

Table 6.10: Change in shop floorspace, 2003 and 2004, and in the pipeline

				sq m
<i>Year completed</i>	<i>No of schemes</i>	<i>Losses</i>	<i>Gains</i>	<i>Net Change</i>
2003	6	6,832	12,773	5,941
2004	40	4,578	14,162	9,584
Total	46	11,410	26,935	15,525
Under construction	21	14,334	24,769	10,435
Unimplemented	56	13,699	20,145	6,446

Source: Shopipe. Note: Detailed monitoring of shop floorspace was not undertaken until 2003. Note: Under construction and unimplemented refer to the position of developments at the early months of 2005.

- 6.4.7 *Shop floorspace in the Central Activities Zone* Almost all the net increase in A1 floorspace occurred in the Central Activities Zone. Achieving increases in shop floorspace within the CAZ fulfils the aim of policy STRA 11, which is to maintain and enhance the West End and Knightsbridge as shopping centres of international importance. It also demonstrates the effectiveness of policies SS3, SS4 and SS5, which protect existing shop floorspace and encourage the provision of new shop facilities in the CAZ. The policies are ensuring that shopping facilities are being renewed and more shop floorspace is being provided.
- 6.4.8 In both 2003 and 2004, the net increase in A1 floorspace in the CAZ was more than the total net increase for the whole of the city, 'compensating' for a loss of A1 floorspace outside the designated centres.

Table 6.11: Change in shop floorspace in the Central Activities Zone, 2003 and 2004, and in the pipeline

sq m				
<i>Year completed</i>	<i>No of schemes</i>	<i>Losses</i>	<i>Gains</i>	<i>Net Change</i>
2003	5	4,348	10,637	6,289
2004	22	2,292	12,542	10,250
Total	27	6,640	23,179	16,539
Under construction	18	12,354	22,556	10,202
Unimplemented	29	11,377	16,105	4,728

Source: Shopipe. Note: Detailed monitoring of shop floorspace was not undertaken until 2003. Note: Under construction and unimplemented refer to the position of developments in the early months of 2005.

- 6.4.9 *Shop floorspace outside the Central Activities Zone* There was very little development of new retail facilities in the District and Local Centres in 2003 and 2004. There was a small net loss in A1 shop floorspace, mainly accounted for by a single change of use at Praed Street, Paddington.
- 6.4.10 There was no significant development of shop facilities outside the shopping areas designated in the UDP. This accords with Policy SS 11 of the UDP, which aims to guide appropriate major new shopping development to existing shopping centres, in line with government guidance in PPS 6.
- 6.4.11 *Financial and professional services floorspace* Monitoring of Use Class A2 floorspace was started at the beginning of 2004. The total of Class A2 floorspace in Westminster increased by 1,321 sq m in during the year, with almost all of this increase in the Central Activities Zone. However, there is a small net loss of A2 floorspace in schemes currently under construction within the Central Activities Zone. In the District and Local Centres, floorspace in Class A2 use has either remained constant or there have been small net gains during the year.
- 6.4.12 **Leisure development** Westminster has almost 3,000 entertainment uses, providing for a wide range of activities which include restaurants and cafes, takeaways, public houses and bars, night clubs, music and dancing premises [including live music venues], cinemas and casinos. During the monitoring period most of these uses fell within Use Classes A3 or D2. Since the end of the monitoring period, Use Class A3 has, in effect, been divided into three, so that planning permission is now required for many types of change of use which were previously permitted development. In this report Use Class A3 is that in the Use Classes Order 1987 before its amendment in 2005.
- 6.4.13 Because of the cumulative adverse effects of large numbers of entertainment uses, some areas of the city have reached a point where material harm is being caused including the loss of residential amenity, impacts on other commercial uses, adverse effects on the public realm and inappropriate change to their character and function. Three areas where this has occurred have been designated as Stress Areas in the replacement UDP. These areas, shown on Map 2, are in Soho and Covent Garden, part of the Edgware Road and part of Queensway and Bayswater. Outside these Stress Areas, the great majority of entertainment uses are located within the Central Activities Zone.

- 6.4.14 The general aim of the City Council's entertainment policies is to control the location, size and activities of entertainment uses in order to safeguard residential amenity, local environmental quality and the established character and function of various parts of the city.
- 6.4.15 The replacement Unitary Development Plan contains criteria based policies for the control of entertainment uses. These policies take into account three sets of factors: [a] the location of premises; whether they are outside the CAZ, inside it, or inside a Stress Area; [b] the type of entertainment use; whether it is a restaurant or café, pub or bar, takeaway or other entertainment use such as night-club, live music and dance venue, discotheque, entertainment centre, casino or bingo hall; and [c] the size of the use, usually measured by its gross floorspace.
- 6.4.16 In broad terms the policy seeks to restrain the scale of entertainment uses in the Stress Areas because of their cumulatively adverse effects. This particular policy approach, which arises from the recommendations of the Inspector holding the replacement UDP public inquiry, has been in operation since the early part of 2004. The data in the tables below will not therefore show the full effects of its current approach. However the city council did operate policies to restrain entertainment uses in designated Stress Areas and elsewhere in the city from 2001.
- 6.4.17 *Entertainment floorspace in Westminster* Table 6.12 below gives details of changes in floorspace in Use Class A3 and D2 uses in the city as a whole.

Table 6.12: Change in Use Class A3 and D2 floorspace, 2002 to 2004

Year completed	Use Class A3			Use Class D2		
	Losses	Gains	Net Change	Losses	Gains	Net Change
2002	4,571	5,195	624	316	1,880	1,564
2003	2,014	2,936	922	664	6,685	6,021
2004	1,688	1,612	-76	2,772	2,173	-599
Total	8,273	9,743	1,470	1,304	6,310	5,006

sq m

Source: Entspipe

- 6.4.18 This shows that, over the three years 2002 to 2004, there was a combined net gain in Class A3 and Class D2 floorspace throughout the city, of about 6,500 sq m, comprising almost 1,500 sq.m in Class A3 and just over 5,000 sq.m in Class D2. Both use classes, however, show a net loss in 2004, of 76 sq m in the case of Class A3 and 599 sq m in the case of Class D2.
- 6.4.19 *Entertainment floorspace in Westminster* Table 6.13 below gives details of changes in floorspace in Use Class A3 and D2 uses in the Central Activities Zone.

Table 6.13: Change in Use Class A3 and D2 floorspace in the Central Activities Zone, 2002 to 2004

sq m

Year completed	Use Class A3			Use Class D2		
	Losses	Gains	Net Change	Losses	Gains	Net Change
2002	2,199	4,208	2,009	316	1,880	1,564
2003	1,605	2,188	583	0	0	0
2004	1,310	844	-466	2,772	2,173	-599
Total	5,114	7,240	2,126	3,088	4,053	965

Source: Entspipe

6.4.20 This table shows that, over the three years, about two-thirds of the total increase in Class A3 and D2 floorspace, just over 3,000 sq m, occurred in developments in the Central Activities Zone. However the table also shows that there was an overall loss in 2004 of more than 1,000 sq m of floorspace in Class A3 and D2 uses.

6.4.21 *Entertainment floorspace in the Stress Areas* Table 6.14 below gives details of changes in floorspace in Use Class A3 and D2 uses in the three Stress Areas shown in Map 2.

Table 6.14: Change in Use Class A3 and D2 floorspace in the Stress Areas, 2002 to 2004

sq m

Year completed	Use Class A3			Use Class D2		
	Losses	Gains	Net Change	Losses	Gains	Net Change
2002	704	1,727	1,023	316	0	-316
2003	1,549	2,014	465	0	0	0
2004	0	72	72	366	77	-289
Total	2,253	3,813	1,560	682	77	-605

Source: Entspipe

6.4.22 This table shows that in the three Stress Areas, there was net increase in the amount of Class A3 floorspace over the three year period, although the scale of the increase fell year by year. Over the three years there was a net loss of Class D2 floorspace, totalling just over 600 sq m, showing the city council's restraint policies taking effect.

6.4.23 *Theatres* There are 38 theatres in Westminster, almost all of them in the Central Activities Zone. In the three years 2002 to 2004 the city council gave planning permission for three extensions to these totalling just under 2,700 sq m, including one given in 2004, involving an extension of 825 sq m.

6.4.24 **Open spaces and the Green Flag award** The Green Flag award is the national standard for parks and green spaces in England and Wales. There are 104 open spaces in Westminster eligible for the award. The largest of these are the six Royal Parks, covering a total of 394 ha and accounting for

84 per cent of the total eligible area in the city. The Royal Parks Agency, which manages these open spaces, is expected to achieve Green Flag standard for Regent's Park [132 ha] by the next Annual Monitoring Report.

- 6.4.25 The city council achieved three Green Flag awards during the 12 months to March 2005 on its own sites. These were for Paddington Recreation Ground [10.6 ha], St John's Wood Church grounds [1.9 ha] and Victoria Embankment Gardens [4 ha]. These had also reached the standard in the preceding year.

6.5 Waste

- 6.5.1 The government's guidance requires authorities to monitor:

[a] the capacity of new waste management facilities by type; and
[b] the amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed.

- 6.5.2 **New waste management facilities** There are no sites in the city which are used for landfill and incineration purposes, or to provide other facilities for processing and disposal of waste. No waste management sites were opened or closed in the city during the year. The Civic Amenity sites serving Westminster are those operated by Western Riverside Waste Authority at Smugglers Way, Wandsworth and at Cringle Dock, Battersea and that operated by Camden Borough Council at Regis Road, Kentish Town.
- 6.5.3 **Amount of waste managed** In the 12 months to March 2005 Westminster collected 208,315 tonnes of municipal waste. Of this 62.5 per cent came from commercial sources, with household waste accounting for 27.5 per cent, street cleansing 9.5 per cent, commercial and parks waste 0.5%. Westminster is unique in that a high proportion of waste collected comes from commercial sources: in many authorities, 80 per cent of local waste comes from private households. The type of waste collected reflects, of course, Westminster's position as an important commercial, entertainment and tourist centre.

Table 6.15: Disposal of municipal waste, by method

<i>Method</i>	<i>Tonnes</i>	<i>Percent</i>
Composted	357	0.2
Energy Recovery	146,821	70.5
Landfill	47,131	22.6
Recycled	14,005	6.7
Total	208,315	

Source: City Council Waste Strategy

- 6.5.4 Waste collected by the city council and not recycled is taken either to the South East London Combined Heat and Power (SELCHP) waste-to-energy plant at Deptford or to one of three transfer stations from where it is transported for disposal. Most of the waste is taken by road to the transfer station at Alperton (Brent) and onwards to landfill sites in Buckinghamshire. The council's contractors guarantee a maximum annual capacity of landfill for

300,000 tonnes and energy recovery of 150,000 tonnes. The SELCHP plant has a total annual capacity of 420,000 tonnes. The proportion of waste sent to landfill [22.6 per cent] is exceptionally low when compared with other London boroughs and most other local authorities.

- 6.5.5 The city council faces a difficult challenge in meeting Government and the Mayor's targets for reducing waste. In particular it faces a tough task in meeting statutory composting and recycling targets as street litter makes up 25 per cent of the household waste stream, security issues limit service delivery, 89 per cent of householders live in flats and annual population turnover is 22 per cent. To overcome these challenges the city council has established services for recycling from doorsteps, gardens, estates and mansion blocks that will continue to develop. In addition a dense network of on-street facilities are provided for residents, visitors and commuters which will develop as appropriate over the lifetime of the waste plan. The council will also take other significant measures to reduce the amount of waste sent to landfill by a further 75 per cent between 2004 and 2016; developing waste minimisation and re-use strategies; reducing the amount of litter generated by commuters/tourists and recycling more of what is generated; and introducing recycling services at major special events.
- 6.5.6 A household recycling level of 13 per cent was achieved against the 2003/2004 target of 12 per cent and Westminster is on line to meet the government target of 18 per cent for 2005-2006. There is no government target for recycling of commercial waste, whether as part of municipal waste or otherwise.

6.6 Flood Protection and Water Quality

- 6.6.1 The government's guidance requires authorities to provide information about the number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.
- 6.6.2 The council consults the Environment Agency on issues relating to Thames- and canal-side developments, water quality and conservation. No planning permissions were granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality during the three-year period from April 2002 to March 2005. No objections were raised by the agency to any of the applications referred to it during that time.

6.7 Biodiversity

- 6.7.1 The government's guidance requires authorities to monitor:
- [a] changes in areas and populations of biodiversity importance, including change in priority habitats and species, by type; and
- [b] changes in areas designated for their intrinsic environmental value, including sites of international, national, regional, sub-regional or local significance.
- 6.7.2 **Changes in habitats and species** Despite its intensely urban aspect, Westminster has a diverse ecology. In order to protect and encourage biodiversity, the city council has formed the Westminster Biodiversity

Partnership which prepared a local Biodiversity Action Plan in November 2000. The plan identifies four habitats and eight species which are especially important in Westminster: these are dealt with in Tables 6.16 and 6.17 below. They are either of particular value, are in danger or are flagship species whose protection will result in benefit to many other sorts of wildlife.

Table 6.16: Permitted changes to priority habitat, 2004 and 2005

<i>Habitat</i>	<i>Existing Area ha</i>	<i>Permitted change</i>	
		<i>ha</i>	<i>Percent</i>
Parkland	438	0	0
Small parks and garden squares	90	0	0
Vertical habitats	1,543	+0.32	+0.21
Water's edge	3	0	0

Sources: Westminster Biodiversity Action Plan, Decisions Analysis System

Notes: For commentary on vertical habitats, see below. Water's edge habitat comprises a length of 11.35km along the banks of the River Thames and the Grand Union Canal.

- 6.7.3 In Westminster, the Royal Parks are by far the predominant parkland, making an important contribution to the character of London. They act not only as important areas for wildlife in an otherwise very built up part of the city, but also provide valuable environmental functions in terms of ameliorating pollution and noise. Small parks and garden squares are also characteristic of Westminster: some of them are open to the public and some available only to specific key holders. Public open spaces, intensively used by members of the public in certain areas, are used for a whole variety of leisure and recreational pursuits. Action plans for these areas seek to protect the special landscape character of these parks and squares and the use for which they are intended, whilst at the same time enhancing their value for wildlife. There was no change to the extent of parkland and squares habitat in the monitoring period.
- 6.7.4 The term 'vertical habitat' is used to describe a range of mostly man-made structures, which support, or have the potential to support biodiversity. This includes the exterior surfaces of buildings, walls and other built structures, and also includes roof gardens, terraces and balconies, fences and window boxes. It is not possible to provide an accurate 'baseline' measure for this broad definition of vertical habitat: the city council estimates that 70 per cent of Westminster's area is covered by built structures. This figure is given in the table as the 'baseline'. During the year the council gave planning permission to four proposals involving green roofs totalling 0.32ha, the largest being associated with a commercial development in Victoria Street.
- 6.7.5 Water's edge habitat includes the tidal Thames and the Grand Union Canal towpath. There was no change to the extent of these habitats in the monitoring period. A wide variety of small ponds and water features can be found in private gardens and the grounds of institutional buildings throughout the city, collectively contributing to local biodiversity, but it has not been possible to assess changes to these.
- 6.7.6 Collating data on species can be difficult, time consuming and resource intensive. Table 6.18 below gives the position in 2004 in relation to the species identified in the local biodiversity plan [in part using data from the

London Biodiversity Partnership web site] and lists actions, which were taken during the monitoring period. It is anticipated that this list will be extended, as better data becomes available at the London-wide and national levels.

Table 6.17: Species of biodiversity importance in Westminster, 2004-2005

<i>Species</i>	<i>Status</i>	<i>Action taken</i>
Bats	Present	Planning officers made aware of the English Nature bat mitigation guidelines. Bat walks conducted in City.
Common Darter dragonfly	No data	Information provided to schools and students as part of Summer Action Programme 2004
Hawthorn	Present	Hawthorn has been included in planting schemes at St John's Wood Local Nature Reserve, Bessborough Gardens and Paddington Recreation Ground.
Holly Blue butterfly	Present	Holly planted to attract butterflies at Paddington Recreation Ground. Butterfly walks and moth trapping conducted as part of Summer Action Programme 2004
House Sparrow	Breeding	Sympathetic planting regimes established in Victoria Embankment Gardens, Bessborough Gardens and Paddington Recreation Ground. Information leaflet distributed to all managers of private squares to encourage suitable habitats
Small Skipper butterfly	No data	Butterfly walks and moth trapping conducted as part of Summer Action Programme 2004
Tawny Owl	Breeding	Tawny Owl nest boxes erected at Paddington Recreation Ground and Westbourne Green. Information leaflet distributed to all managers of private squares to encourage suitable habitats. Implementation of City council pesticide policy to minimise poisons entering food chain
Thyme-leaved Speedwell	No data	None.

Source: Westminster Local Biodiversity Action Plan and www.lbp.org.uk

6.7.7 *Sites of Environmental Value* The Royal Parks including Regent's Park, Hyde Park and Kensington Gardens, St James's Park, Green Park and Buckingham Palace garden, are all designated as Metropolitan Open Land in the adopted and replacement Unitary Development Plans and are classified as sites of Metropolitan Importance for nature conservation. They are of significance to London as a whole and a great attraction to international and national visitors to the city.

6.7.8 Westminster has two further 'layers' of designated sites of importance for nature conservation. These are sites of Borough Importance, totalling 23ha and divided into two grades with Grade 1, comprising five sites and Grade 2 comprising seven sites; and fourteen sites of Local Importance, which total 26ha. St John's Wood Church grounds are also designated as a Local Nature Reserve.

- 6.7.9 All these sites are valuable open spaces, which bring biodiversity to local residents and to Londoners generally, and they are protected in Policy ENV17 in the replacement UDP. Development is permitted at these sites only where it will enhance the open space and protect its biodiversity. There were no losses of any of these sites during the monitoring period.

6.8 Renewable Energy

- 6.8.1 The government's guidance requires authorities to monitor renewable energy capacity installed by type.
- 6.8.2 Although Westminster has a dense urban fabric, with significant coverage of Conservation Areas and over 10,000 listed buildings, the replacement UDP, at Policy ENV1 encourages developers to develop sustainable designs including the provision of renewable energy where appropriate. It is hoped that better data relating to renewable energy will be provided in later reports as the database recording sustainable issues associated with planning permissions is developed. The city council published supplementary planning guidance on 'Sustainable Buildings' in March 2003 encouraging the use of renewable energy in the city.
- 6.8.3 The city council gave planning permission for seven proposals for renewable energy installations between April 2004 and March 2005, six for solar panels, and one for a wind turbine. The latter involves the installation of a turbine on Glastonbury House, a tower block in Pimlico, in order to supply the energy needs of its communal areas. This scheme will allow City West Homes, the council's housing management body, to conduct research on renewable energy and incorporate its findings to the rest of the council's stock.

7 POLICY ASSESSMENT

- 7.1 The monitoring activities reported in Section 6 above point to one area, affordable housing, where some adjustment of the city council's policies may be needed if externally set targets are to be met.
- 7.2 Although it does not set targets for individual boroughs, the London Plan published in February 2004, requires boroughs to take account of the strategic target for Greater London that half of additional housing provided should be in the form of affordable housing. In 2004, 28 per cent of the completed additions to the city's housing stock were affordable, and over the eight year period 1997 to 2004 referred to in the London Plan, just over 24 per cent of additional housing met that definition. Arising from the direction issued by the First Secretary of State in December 2004 in respect of its affordable housing policies, the council has prepared revised policies, which will be placed on Deposit in January 2006. It believes these will help the city to make a greater contribution in due course to the strategic affordable target.
- 7.3 The housing developments currently being built in the city are of course carrying out permissions given under earlier policies. Many schemes starting construction in 2006 and 2007 will similarly be implementing older planning consents. In all probability therefore it will be two years or more before it will be possible to assess the effects of any new policies on the provision of affordable housing and on all forms of house building in the city.
- 7.4 The city council has established an independent Housing Commission to address the issue of affordable housing in Westminster, and ensure that resources from a new £100 million housing charitable trust are used effectively. Chaired by Lord Best, the Director of the Joseph Rowntree Foundation, the members have been drawn from a range of sectors including industry, higher education and government. The Commission will assist the council in providing new ways to ensure that a variety of good quality homes are available to Westminster residents with a range of housing needs; deliver 'intermediate' market solutions; and address more effectively problems of homelessness, overcrowding and other forms of housing need.

8 SUMMARY AND CONCLUSIONS

- 8.1 Through both its adopted and replacement Unitary Development Plans and the emerging Local Development Framework the Council seeks to maintain, enhance and manage the living and working environments of this internationally renowned city. To do this, the council has a planning strategy with six main aims. In their turn these aims accord with the London Plan and with the community strategy, called the 'Westminster City Plan', now under review, which the city council has prepared with the City Partnership under the Local Government Act 2000. This is the first Annual Monitoring Report setting out the base position of the city and analysing its main planning policies set against these aims.

1 Enhancing the attraction of central London

- 8.2 Most new shopping floorspace was built inside the Central Activities Zone between 2004/2005. The city council's shopping policies have ensured that existing retail floorspace is protected and new shop floorspace is being provided. The West End and Knightsbridge remain as shopping centres of international importance.
- 8.3 To maintain the West End, Edgware Road and Bayswater/Queensway as entertainment and leisure areas, which are attractive to a wide range of users, the council has adopted policies to limit some new entertainment uses. In many respects these areas have reached capacity. The success of the policies is linked to a decrease of new pubs, clubs, restaurants and cafés being built in these Stress Areas.
- 8.4 To help meet demands of its nationally important tourist industry the city council has continued to approve most new hotels and bedrooms within its Central Activities Zone. This is to lessen the detrimental effects on the residential communities located in the north and south of the city.

2 Fostering economic vitality and diversity

- 8.5 Over 500,000 people work in Westminster. Most are employed in the service sectors including finance, information technology, public administration and other business activities. Mixed land use schemes are encouraged to maintain economic vitality and diversity. Office and commercial activity has been encouraged within the Central Activities Zone and Paddington Special Policy Area. Over the last two years more than 60,000 sq m of new office floorspace has been built in the Paddington Special Policy Area. This area offered some of the largest development opportunities in central London and close to some of the poorest areas in London.

3 Building sustainable communities

- 8.6 Sustainable residential communities are being achieved in Westminster by safeguarding existing housing and encouraging the construction of new homes. The London Plan and the city council's replacement UDP set a minimum target of constructing 19,480 new homes in Westminster in the 20 years from 1997 and 2016. By December 2004, 8,123 residential units had been built. The council had surpassed its target at this point by 331 units. Since 1997, 1,800 affordable units have been provided.

4 Integrating land use and transport policies and reducing the environmental impact of transport

- 8.8 Westminster is probably the best-served city by public transport in the United Kingdom. The siting of all new development within 30 minutes' travel time of public transport is thus readily achieved. The public transport network is being further enhanced with the planned construction of the east-to-west Crossrail proposal running east-to-west through central London from Liverpool Street to Paddington, and by the Cross River tram from Peckham and Brixton to Camden passing through the east of the city.

5 Ensuring a high quality environment

- 8.9 Conservation areas cover over three-quarters of Westminster in order to protect historic areas of the city. New buildings are well designed to fit sympathetically with the existing urban fabric. Fortunately, Westminster has many green spaces such as the six Royal Parks and small parks and garden squares accounting for over 500 ha. This type of land use is given the highest protection. Development has been permitted on green spaces only where it enhances existing buildings that serve the open space or improve its use.

6 Working towards a more sustainable City

- 8.10 Less than a quarter of the city's municipal waste now goes to landfill and household recycling has reached 13 per cent. The use of renewable energy sources is encouraged in Westminster. One proposal, for a wind turbine on a tower block in Pimlico, is the first of its kind and is being monitored with a view to expanding the scheme to other council-run buildings. The city is also keen to protect and encourage its biodiversity. As mentioned above, green spaces are protected from development. Specific species habitats are protected and encouraged such as encouraging new bat boxes to be erected and the planting of hawthorn.

LOCAL DEVELOPMENT DOCUMENTS PRODUCTION FLOWCHART 2005-2008

Document:	Activity:	Year and Month:																								
		2004			2005			2006			2007			2008												
		N	D	F	M	A	M	J	J	A	S	O	N	D	F	M	A	M	J	J	A	S	O	N	D	
ADOPTED UNITARY DEVELOPMENT PLAN- 1997	Activity: Saved Policies																									
	Deposit of policy modifications Representations																									
	Local Inquiry																									
	Adoption																									
REPLACEMENT UNITARY DEVELOPMENT PLAN 2006	Start of document preparation																									
	Publication of draft statement																									
	Submission of statement to Secretary of State																									
	Pre-examination meeting, if required																									
	Public Examination, if required																									
	Adoption and publication of document																									
Core Strategy	Start of document preparation																									
	Publication of preferred options																									
	Submission to Secretary of State																									
	Pre-examination meeting																									
	Public Examination																									
	Adoption and publication of document																									
Open Space Strategy and Public Realm Strategy & Policies DPD	Start of document preparation																									
	Publication of preferred options																									
	Submission to Secretary of State																									
	Pre-examination meeting																									
	Public Examination																									
	Adoption and publication of document																									

APPENDIX 2: INFORMATION SOURCES

In monitoring and reviewing the development plan, and in order to produce the LDF, the city council regularly updates its information on the use of land and buildings within Westminster. The city council has a range of information and data sources that fulfil this function. Details of the main sources are given below.

Land Use Survey

The city council's Land Use Survey [LUS] dates back to 1956, and has generally been conducted about every five years. The last full survey was, however, carried out between 1987 and 1996 and is known as the 1990 Land Use Survey. The Land Use Survey forms the basis for most land use mapping projects and is used for planning appeals and the determination of planning applications as well as policy monitoring. The LUS involves each building or piece of land in Westminster being visited by a survey team. The main business activity, floors occupied, location, number and type of residential units, off-street parking and building capacity are all recorded. This data was collected on a confidential basis and aggregate data is only available to the public.

Largely because of the cost, a full survey has not been undertaken since the work between 1987 and 1996. However, partial surveys have been carried out, including the area between Oxford Street and Marylebone Road and the Knightsbridge and Millbank areas, which were re-surveyed and updated between November 2001 and June 2002.

Decisions Analysis System

The Decisions Analysis System [DAS] contains details of planning applications received by the council, relating to land use change. It includes the location of the proposed development, the type and description of the scheme, floorspace figures if the scheme involves a redevelopment, change of use or extension, hotel bed-spaces, residential units, and parking spaces where applicable, and the council's decision on whether to approve or refuse the proposed development. Between 1980 and 1999, records were stored on a system built in-house and have been subsequently converted into an ACCESS database. Since October 1999 DAS records have been recorded in 'UNIFORM', the city council's integrated planning/licensing/building control and environmental health application system. To ensure land use information is as current as possible, LUS data is often supplemented by decisions analysis data.

'Pipelines'

To determine whether specific schemes have been implemented, the city council also makes use of its own bespoke 'pipeline' databases for certain land use proposals. Based on DAS information, 'pipelines' are updated by site visits to determine the status of current developments. Details of these are given in Section 5 above.

To update each pipeline, surveyors visit the application sites and determine whether approved schemes are unimplemented, under construction or complete at the time of the survey. Each pipeline is updated annually so completed schemes can be added to the LUS records for future use.

London Development Database (LDD)

In addition to the pipeline databases, the council also contributes to and uses the GLA's London Development Database, formerly known as London Development Monitoring System (LDMS). This is a London-wide monitoring scheme, set up in

1989, which monitors all 'major development' schemes, to assist with the preparation and monitoring of the London Plan. The LDD defines 'major' developments as those involving over 1,000 sq m of office floorspace, hotel or hostel developments involving ten or more rooms, and residential developments involving ten or more self contained units. Since 2000 all residential schemes have been monitored. In conjunction with the 'pipeline' surveys, site visits are carried out annually to determine whether proposals have been implemented or completed since the last survey.

APPENDIX 3: CLASSIFICATION OF PLANNING APPLICATIONS

The city council uses the following classification of proposals. It is based upon that used by the Office of the Deputy Prime Minister for the national monitoring of planning applications.

Major Developments

For dwellings: where ten or more are to be constructed, or the site area is 0.5 ha or more.

For all other uses: where the floorspace will be 1,000 sq m or more, or the site area is 1 ha or more. Area of site is that directly involved in some aspect of the development. Floorspace is defined as the sum of floor areas within the proposal. This classification also includes change of use proposals above the same thresholds.

Minor developments

Minor developments are development proposals which do not meet the definitions for major development, nor the definitions for change of use or householder development.

Changes of Use

This includes applications that do not concern a major development (*i.e.* less than 1,000 sq m of floorspace) and where no building or engineering work is involved.

Householder

Development applications within the curtilage of residential property, but excluding residential conversions where the number of units in a residential building is altered, or extensions where new residential units are created.

Advertisements

Applications for consent to display advertisements under the Town and Country Planning (Control of Advertisements) Regulations 1992.

Listed Building Consents and Conservation Area Consents

Applications for work under Sections 8 and 74 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990.



City of Westminster

PLANNING & CITY DEVELOPMENT