

# Annual Monitoring Report: 2006 - 2007



December 2007



City of Westminster

PLANNING & CITY DEVELOPMENT

**CITY OF WESTMINSTER**

**ANNUAL MONITORING REPORT: 2006-2007**

**Department of Planning and City Development**  
Westminster City Council  
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**December 2007**

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## EXECUTIVE SUMMARY

1. This is the Annual Monitoring Report [AMR] for the period 1<sup>st</sup> April 2006 to 31<sup>st</sup> March 2007 setting out the council's progress producing its Local Development Framework [LDF] and implementing policies in its Local Development Documents. This year's AMR focuses on policies in the adopted Unitary Development Plan [UDP], as the Council has yet to produce a Local Development Framework.
2. The City of Westminster is a central London Borough. It is distinguished by the presence of government functions; it is an internationally significant office and retail centre; an important transport centre; and has a rich architectural and historic heritage. Westminster will also play a key role in the delivery of the 2012 Olympic and Paralympic Games. Westminster is home to a diverse and growing residential population. Population forecasts suggest Westminster's population will exceed 300,000, with some estimates suggesting the population as could be as large as 350,000 by 2016. This will place considerable pressure on the city in terms of additional housing supply, transport infrastructure and other services.
3. Westminster's economy is strong and diverse with a reported total of 568,900 jobs in 2005. However, the city has four wards, which are among the 20 most disadvantaged in Greater London. The council's Economic Development Strategy [2007 – 2011] will underpin the council's approach to delivering improvements to the local economy. In 2006 – 07, £4.6million of the Local Authority Growth Business Incentive Scheme has been reserved for use on that projects that benefit enterprise and encourage residents to start new businesses.
4. The council receives an average of 10,000 planning applications a year. In 2006 – 2007 a total of 82% of major applications monitored by the government were determined within 13 weeks, exceeding the government target of 60%. Similarly 72% of all minor applications were determined within 8 weeks, surpassing the target of 65%. A total of 649 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 was very successful in defending appeals on design grounds (82% of cases dismissed) and residential amenity grounds (93% of cases dismissed). The value of commuted sums (section 106) received by the council was £31,377,725.00, of which £24,444,995.00 was for affordable housing.
5. The pace of change to legislation and national policy in the 2006/2007 monitoring period and up to the date of publication of this AMR has been rapid. The White Paper and subsequently a Planning Bill were published in 2007 and changes were made to national planning policy guidance. The GLA Act 2007 grants the Mayor of London increased planning powers and the London Plan, part of statutory development plan for Westminster, has also been subject to significant change. The final Further Alterations to the London Plan will be published in early 2008.

6. The UDP was adopted by the council on 24<sup>th</sup> January 2007, following the direction from the Secretary of State in relation to the council's affordable housing policies. The council published the LDF Core Strategy Issues and Options for consultation in May 2007. Supplementary planning documents were also issued in the same period along with draft or final planning briefs for 5 sites. The focus on the environment has continued and the council's Go Green Board, established in 2006, continues to work to ensure all council services and policies work together to help create a greener, more sustainable city. The council has continued to strengthen and develop its evidence base which will be used to inform the policy approach in the emerging LDF including Shopping Health Checks for the 7 District Shopping centres in the city, Creative Industries Study, and Commercial Uses and the Historic Environment Study.
  
7. In the monitoring period covered by this report, the Statement of Community Involvement and Open Space Supplementary Planning Document were adopted and the Core Strategy Issues and Options Paper published for consultation. Staff resource issues, the need to ensure thorough consideration of the outcomes of the initial sustainability appraisal of the Core Strategy Issues and Options and assessing the implications of the draft Further Alterations to the London Plan have all led to a delay in the publication of the Core Strategy Preferred Options, City Management Issues and Options and a number of supplementary planning documents. Revisions to timetable set out in the Local Development Scheme 2007 – 2010 have proven necessary.
  
8. The monitoring results presented in this AMR are based on a framework broadly defined by:
  - Core Output Indicators, which the government requires to be monitored and reported in the AMR and as set out in Local Development Framework Core Output Indicators Update 1/2005
  - National Performance Framework indicators, relevant to spatial planning policies and as set out in New Performance Framework for Local Authorities and Local Authority Partnerships: single set of national indicators, October 2007
  - Local indicators determined by the council that reflect the particular circumstances in Westminster
  
9. The monitoring results show implementation of UDP policies has been highly effective; this is evidenced by the way in which development patterns associated with the land uses monitored conform to the policies and objectives in the UDP:
  - 96% of all office development was in the Central Activities Zones and its frontages and the Paddington SPA
  - Over 2,700sq m light industrial (Use Class B1) floorspace was completed of which 95% was in the Creative Industries Special Policy Area.
  - 967 residential units were completed and 110 new affordable units were completed, representing 11% of all dwellings completed. This figure was lower than last year but significant variations in affordable housing completions are not uncommon, and the impacts of policies will continue to be monitored.
  - Over 3,000 sq m of new shopping floorspace was completed, mainly concentrated in the Central Activities Zone

- In the period 2004 to 2006/07 there was a net increase of over 15,800 sq m entertainment floorspace inside the CAZ but only 1600 sq m of entertainment floorspace in stress areas showing the City council's restraint policies taking effect.
  - A household recycling level of 20.4% was achieved
  - 33 permissions were granted for renewable installations (mainly solar heating and power through photovoltaic panels)
  - 274 applications were negotiated or had attached a condition regarding sustainability matters.
10. Despite the effective application of policies, the monitoring results point to the need to consider how some policies could be made more effective in achieving the underlying objectives, particularly in relation to:
- encouraging business development in north west Westminster
  - facilitating the development of an environment that will support creative industries, which has an important role in Westminster's economy; and
  - encouraging a vibrant and diverse retail offer in local and district town centres

These will be addressed through the LDF process.

11. As work on the LDF progresses, future annual monitoring report will assess the implementation of policies in the LDF and the emphasis may shift to monitoring new local indicators. One element of this may arise from the sustainability appraisal process as the later stages of the sustainability appraisal process relate to establishing a monitoring framework for assessing the significant effects of implementing development plan documents. More broadly, the council wishes to develop the AMR further to make it the main vehicle for the analysis and reporting of wider spatial planning related data.

# 1 INTRODUCTION

- 1.1 This is the Annual Monitoring Report [AMR] for the period 1<sup>st</sup> April 2006 to 31<sup>st</sup> March 2007 on the council's progress producing its Local Development Framework and implementing policies in its Local Development Documents.
- 1.2 This is the third Annual Monitoring Report Westminster City Council is required to make to the Department of Communities and Local Government Secretary of State under section 35 of the Planning and Compulsory Purchase Act 2004. The details of the report accord with regulation 48 of the Town and Country Planning [Local Development] [England] Regulations 2004.

## **Purpose of the AMR**

- 1.3 This AMR provides an assessment of the effectiveness of policies in Westminster's Unitary Development Plan [UDP], adopted in 2007 and applicable until 2010. In future, as work on the council's LDF progresses, the AMR will shift to an assessment of LDF policies as contained in the Core Strategy and City Management development plan documents.
- 1.4 The monitoring framework against which data is collected and analysed in this AMR is broadly defined by:

[a] Core Output Indicators, which the government requires to be monitored and reported in the AMR and as set out in Local Development Framework Core Output Indicators Update 1/2005

[b] National Performance Framework indicators, relevant to spatial planning policies and as set out in New Performance Framework for Local Authorities and Local Authority Partnerships: single set of national indicators, October 2007.

[c] Local indicators determined by the council that reflect the particular circumstances in Westminster.

- 1.5 From April 2008, the Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators will replace the Best Value Performance Indicators [BVPI] and Performance Assessment Framework Indicators. The Framework identifies 8 'outcomes' against which some 198 indicators are grouped. The outcomes in the National Performance Framework most relevant to spatial planning are 'local economy' and 'environmental sustainability'. Reference to these headline indicators is included in this AMR.
- 1.6 The AMR also provides an update and where appropriate revisions against the timetable and milestones for preparing the documents in the Local Development Framework which are set out in the council's Local Development Scheme 2007 – 2010. Timetables for new LDF documents that are to be prepared by the council are also included.

## **Contents and Structure of the AMR**

- 1.7 The AMR covers the period 1<sup>st</sup> April 2006 to 31<sup>st</sup> March 2007 but, where necessary, reference is also made to information and data from outside this

period for comparison or to demonstrate patterns or changes in policies over a longer time period.

- 1.8 Information about the demography and land-use characteristics of Westminster as well as details around the volumes of planning applications and appeals statistics are outlined in section 2. Monitoring in relation to national performance indicators are highlighted. Significant changes to the legislative as well as national, regional and local policy context are presented in section 3.
- 1.9 Section 4 sets out the council's progress in preparing documents in the LDF and revisions to the timetable and identifies new documents that will be prepared.
- 1.10 Section 5 provides more information about the monitoring framework and developments in monitoring activities. Section 6 presents and analyses data for this period in relation to the implementation of the UDP. This section is structured around the Core Output Indicators the council is required to report in its AMR, but local indicators are also included. Data related to National Performance Framework indicators is also highlighted.
- 1.11 Section 7 contains an overall policy assessment made on the basis of the monitoring results. Finally, Section 8 sets out conclusions including key implications for progressing the council's LDF and future monitoring activity.
- 1.12 This Annual Monitoring Report is consistent with the requirements set out in Planning Policy Statement 12 Local Development Frameworks and Local Development Framework Monitoring: A Good Practice Guide, 2005, and amended in October 2005. This report also adopts the good practice and advice discussed at the Annual Monitoring Report seminars run for the London boroughs by London councils.

### **Further Information**

Comments or questions about the AMR should be made to the council's City Planning Group:  
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E-mail address [ldf@westminster.gov.uk](mailto:ldf@westminster.gov.uk)  
Telephone number: 020 7641 2513  
Fax number 020 7641 3050



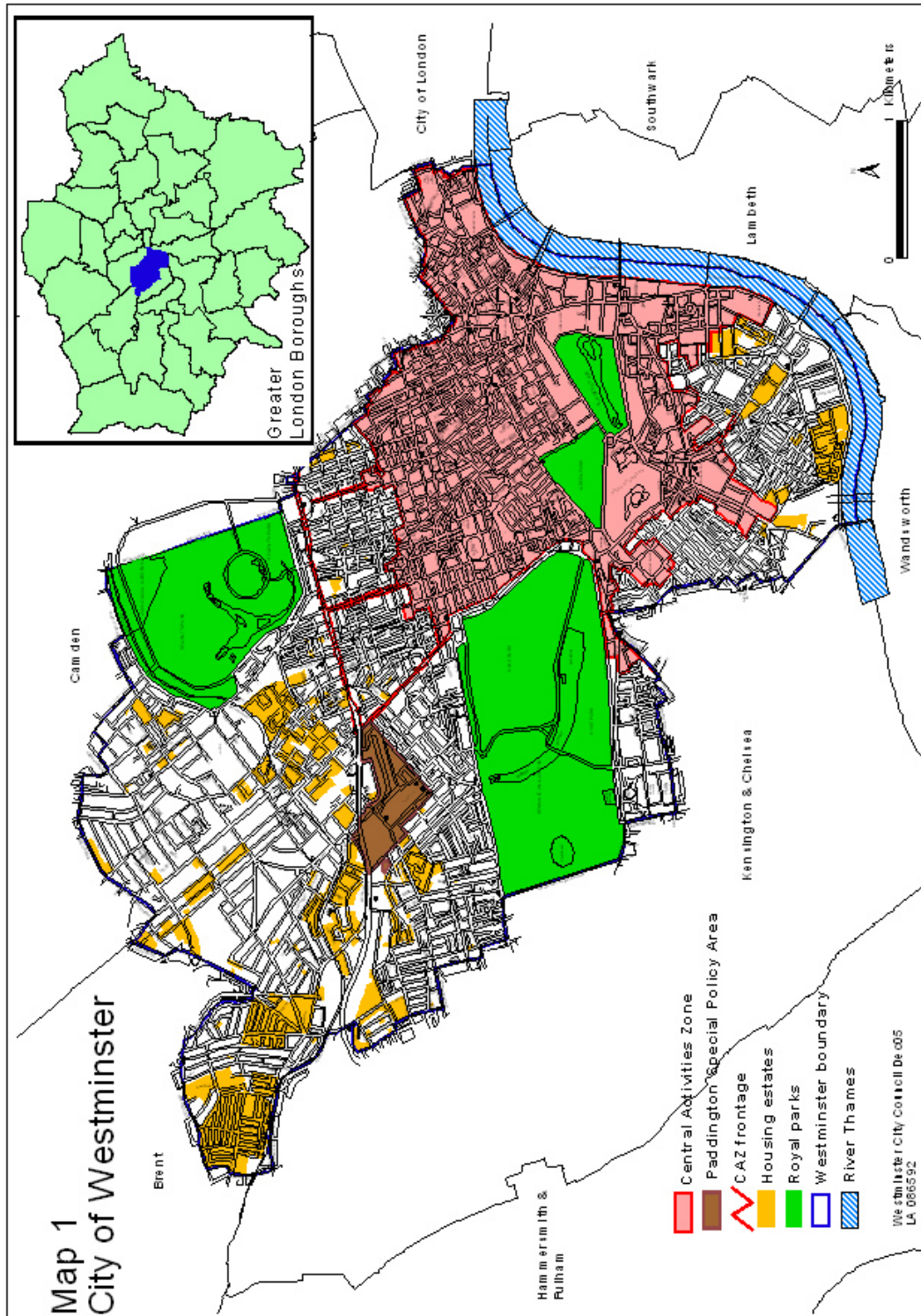
## **2 CONTEXTUAL INFORMATION ABOUT WESTMINSTER**

### **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. It is located at the heart of London, 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 The City of Westminster 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 five Royal Parks, twenty one historic squares and gardens, over 11,000 buildings which are listed as having special architectural or historic interest and 54 conservation areas which cover 78% 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 underground 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, figures provided by Communities and Local Government show that the city has four wards which are among the 20 most disadvantaged in Greater London.<sup>1</sup>
- 2.1.3 Westminster will play a key role in the delivery of the 2012 Olympic and Paralympic Games, in that the city will host five events: archery, beach volleyball, cycling, the marathon and the triathlon. The advent of the Olympics will add pressure upon the hotel, leisure and tourist industries to meet the demands of visitors. Westminster's Olympic and Paralympics Strategy and Action Plan is planned for publication in 2008. The strategy will focus on Westminster's role in 2012 as host to five sporting events, the world's media and the IOC as well as our position as a key place to visit in terms of tourism. It will look at the challenges of the impact of running a world class city as well as the opportunities and legacy that 2012 will bring.

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<sup>1</sup> Source: Figures from the CLG Index of Multiple Deprivation 2004.



## 2.2 Population

2.2.1 The resident population of the city has risen in recent years according to mid-year estimates [MYE's] published by the Office of National Statistics [ONS] as shown below, but not at the rate first estimated by ONS. ONS has revised the methodology for counting internal migrants and their subsequent redistribution

away from central urban areas. All MYE's from 2002-2005 have been revised by the ONS. Indicative figures were published in April and finalised in August 2007. The finalised MYE figure for 2005 of 228,600 is 15,800 lower than original MYE 2005 estimates published in September 2006. The change in 2005 estimates is caused by approximately 14,800 fewer inward migrants attributed to Westminster from 2001-05 and 1,000 more out-migrants identified. The bulk of the reduced 2005 figures are in the 20-64's age group – 11,800 people, but there are also 3,700 fewer residents aged 0-20.

**Table 2.1: Estimated resident population, 2001 - 2006**

<i>Year</i>	<i>Population total</i>	<i>ONS Revised Population total</i>
2001	203,300	203,300
2002	214,400	211,600
2003	222,000	216,800
2004	230,000	220,500
2005	244,400	228,600
2006		231,900

Source: ONS Mid-Year Estimates of Population, 2001 to 2007

- 2.2.2 Latest figures show that London's population grew by almost 56,000 people between 2005 and 2006. Westminster's population grew by 1.4% on the revised 2005 total. The revisions in counting methodology now suggest that over half of Westminster's population growth is due to natural change, with only 1,000 people being added through migration [national and international]. The latest ONS figures actually show London as a net loser of migrants.
- 2.2.3 Westminster's population profile continues to be dominated by young adults with 20-64 year olds comprising 72% of the population. The population of older people [65+] remains in virtual stagnation at 11%.
- 2.2.4 Looking to the future some predictions suggest Westminster's population could be as large as 350,000 by 2016. However, a more conservative estimate suggests 301,000. Either growth scenario will place considerable pressure on the city in terms of additional housing supply, transport infrastructure and other services. At present, Westminster is on target to supply enough housing to meet regional targets. However, the unreliability and of population forecasts and variance in estimates make long term planning problematic.

## **2.3 Employment**

- 2.3.1 At the heart of central London, Westminster plays a definitive part in London's status as a global city. Employing over half a million people, Westminster's economy is both strong and diverse. The Annual Business Inquiry reported a total of 568,900 jobs in the city in 2005, an increase of nearly 14% on the previous year. 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 [less than 3%] in manufacturing and construction. Finance, information technology, and other similar business activities [38%] [up 2% compared to 2005], followed by distribution, hotels and restaurants [25%], and public

administration, education and health [19%] are the three largest employment groupings. Most of these jobs are located within the Central Activities Zone and its Frontages and in the Paddington Special Policy Area, close to Paddington Station [see Map 1 above].

**Table 2.2: Jobs in Westminster, Greater London and Great Britain, 2005**

<i>Type/sector</i>	<b>Westminster</b>		<i>Area</i>	
	<i>No</i>	<i>Percent</i>	<b>Greater London</b>	<b>Great Britain</b>
			<i>Percent</i>	<i>Percent</i>
Full-time	433,300	76.2	74.0	67.9
Part-time	135,600	23.8	26.0	32.1
Total	568,900			

<i>Type/sector</i>	<b>Westminster</b>		<i>Area</i>	
	<i>No</i>	<i>Percent</i>	<b>Greater London</b>	<b>Great Britain</b>
			<i>Percent</i>	<i>Percent</i>
Construction	4,500	0.8	3.0	4.6
Manufacturing	16,010	2.8	5.0	11.1
Services:	546,500	96.0	91.7	82.9
<i>Of which:</i>				
<i>Distribution, hotels and restaurants</i>	139,800	24.6	21.7	24.1
<i>Finance, IT, other business activities</i>	214,200	37.6	32.7	20.7
<i>Public administration, education, health</i>	110,400	19.4	23.0	26.9
<i>Other services</i>	56,900	10.0	6.6	5.2
<i>Transport and communications</i>	25,200	4.4	7.7	6.0
Other	1,800	0.4	0.3	1.4

Source: Annual Business Inquiry 2005 Employee Analysis

## **Economic Development Strategy**

2.3.2 The council adopted its first Economic Development Strategy [EDS] in March 2005. This included a two year action plan, setting out 25 key actions that the council and its partners would carry out to improve the local economy of the city. A range of Westminster City Partnership partners have been instrumental in the delivery of the EDS and the implementation of the action plan has resulted in a number of successes:

- Paddington First has placed 5,000 people into work,
- Heart of London BID has won a second term; and
- In 2006-07 the council was awarded £12.2 million as a result of local economic growth through the Local Authority Growth Business Incentive Scheme [LAGBI] – see below.

2.3.3 A new longer term Economic Development strategy [2007 – 2011] has been drafted. It is based on similar themes and a range of research recently commissioned. The draft Economic Development Strategy [EDS] provides a framework for the council and its partners to deliver a range of initiatives to

support businesses and unemployed residents The council is currently consulting with a range of partners who have been instrumental in the delivery of the first EDS.

- 2.3.4 The revised Economic Development Strategy [2007 – 2011] will underpin the council's approach to delivering improvements for a number of the 'local economy indicators' identified in the New Performance Framework for Local Authorities and Local Authority Partnerships: single set of national indicators, October 2007.

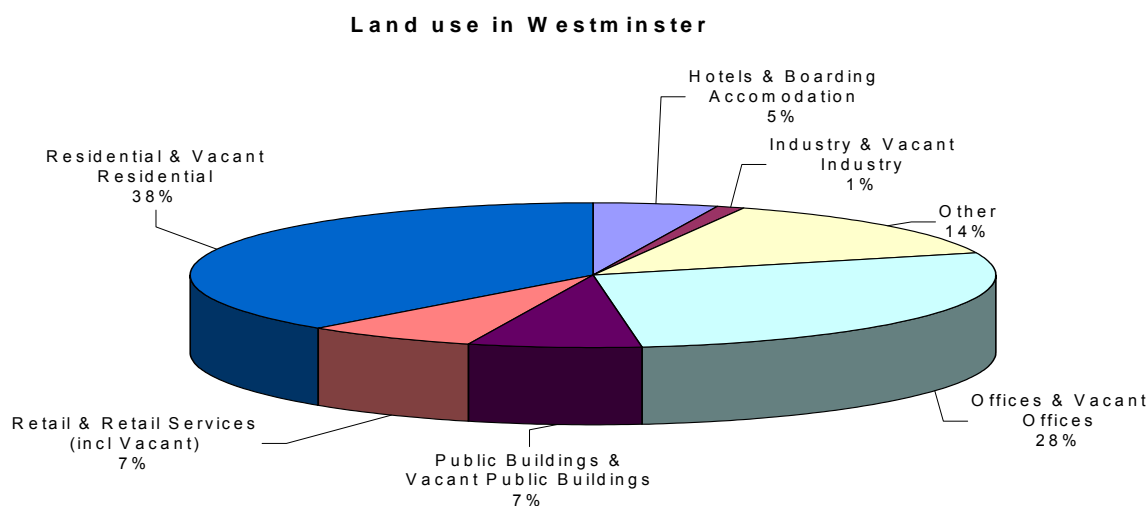
### **Local Authority Business Growth Incentive / Economic Development Strategy and Enterprise Reserve [Civic Enterprise Fund]**

- 2.3.5 The council earmarked £4.6million of its 2006-07 LAGBI grant for the purposes of promoting economic growth in Westminster in line with the council's Economic Development Strategy and the Enterprise theme of One City. Over the past two years the council has earmarked £8.4m in a specific reserve for a range of projects across the City to benefit enterprise and encourage residents to start new businesses.
- 2.3.6 Projects supported to date have delivered their agreed outputs. Key deliverables of the Civic Enterprise Fund programme to date include:
- Over 600 disadvantaged local residents supported into employment and an additional 108 gaining work experience, exceeding the 2006/2007 One City target.
  - 150 unemployed people accessing work via the SW1st service [launched in February 2006] and the council's Westminster Employment service receiving a Department for Work & Pensions Matrix Award for excellence.
  - A new Victoria Regeneration Partnership established between the council, Land Securities, Network Rail and others to help achieve the long-term aims for the area.
  - The restructuring of the Licensing service licence database which will improve the effectiveness and efficiency of the licensing service to business.
  - An ongoing programme of events in the West End to encourage visitors and a joined-up approach to tourism in the area.
- 2.3.7 A further portfolio of projects was agreed in December 2006. Major capital expenditure and schemes include a new civic space at Prince of Wales Junction and a new construction training centre.
- 2.3.8 A recent survey undertaken by London councils also revealed that Westminster is one of only three London boroughs using their full 2005/06 LABGI allocation to support Economic Development. This can be used to positively demonstrate the council's commitment to supporting local business growth and enterprise which are the aims of LABGI.

## 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% 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 raises issues for spatial planning, development management and design. The figure 2.1 below shows how this floorspace is distributed between uses.

**Figure 2.1**



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

## 2.4 Planning applications

### National Indicator 157 Processing of planning applications

2.5.1 Westminster is one of the busiest planning authorities in the country. In the last three years the council has handled an average of 6,800 planning applications a year in the categories of application monitored by Communities and Local Government, and almost 10,000 applications a year if all categories are taken into account. 754 applications were received online during the year, representing 14% of the total.

**Table 2.3: Planning applications determined by Westminster City Council, April 2004 to March 2007**

Type of application	2004/2005	2005/2006	2006/2007
Major	84	76	67
Minor	2,250	2,269	2,554
Change of use	309	297	301
Householder proposal	496	476	294
Advertisements	1,578	1,732	1,328
Listed buildings, etc	1,576	1,531	1,713
Other	467	609	429
<b>Total</b>	<b>6,760</b>	<b>6,990</b>	<b>6,686</b>

Source: PS2 Quarterly Returns to Department of Communities and Local Government. Note: Table covers only applications monitored by CLG. Definitions of applications are contained in Appendix 3.

2.5.2 As with last year, the council met the targets set by the government for processing planning applications in the twelve months to March 2007. 82% of major decisions were dealt with within 13 weeks, exceeding the CLG target of 60%. Likewise, 72% of all minor decisions [for example minor applications change of use, householder applications and adverts] were dealt with within 8 weeks, surpassing the target of 65%.

**Table 2.4: Planning applications determined by time taken, April 2006 to March 2007**

<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	67	12	18	43	64	12	18
Minor	2,554	1,849	72	330	13	375	15
Change of use	301	169	56	59	20	73	24
Householder	294	202	69	40	14	52	17
Advertisement	1,328	1,279	96	34	3	15	1
Listed buildings	1,713	1,241	72	252	15	220	13
Other	429	367	86	32	7	30	7
<b>Total</b>	<b>6,686</b>	<b>5,119</b>	<b>77</b>	<b>790</b>	<b>12</b>	<b>777</b>	<b>13</b>

Source: PS2 Quarterly Returns to Department of Communities and Local Government. Note: Table covers only applications monitored by CLG.

2.5.2 The 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 2004 to March 2007**

<i>Year</i>	<i>Received</i>	<i>Determined</i>	<i>Less than eight weeks</i>	<i>More than eight weeks</i>
2004/2005	9,985	8,357	78%	22%
2005/2006	10,239	8,652	81%	19%
2006/2007	10,638	8,299	78%	22%

Source: Westminster City council applications database

## 2.6 Appeals

2.6.1 In the three years from April 2004 to March 2007, a total of 649 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. A high proportion of appeals related to applications refused on the grounds of design. In the twelve months to March 2007, the council was successful in 68 [82%] of the 83 appeals made on these grounds. Likewise the council was successful in defending appeals on residential amenity grounds. Of these forty cases 37 [93%] cases were dismissed and 3 allowed.

- 2.6.2 The council believes its success in securing these dismissals reflects the appropriateness, validity and robustness of its UDP policies. These factors will be taken into account in preparing the spatial planning policies for inclusion within the Local Development Framework.

**Table 2.6: Appeals determined, by outcome, 2004-2007**

Year	Allowed		Part allowed, part dismissed		Dismissed		Total
	No	Percent	No	Percent	No	Percent	
2004/2005	70	32	5	2	141	65	216
2005/2006	76	32	5	2	159	66	240
2006/2007	37	19	2	1	154	80	193
<b>Totals</b>	<b>183</b>	<b>28</b>	<b>12</b>	<b>2</b>	<b>454</b>	<b>70</b>	<b>649</b>

Source: Westminster City Council appeals database

## 2.7 Section 106 agreements

- 2.7.1 Table 2.7 below gives details of money payable to the council in agreements under section 106 of the Town and Country Planning Act 1990 during the three years from April 2004 to March 2007. The contributions detailed below relate to financial contributions from section 106 legal agreements *signed* each financial year, but excludes details of developments where the developer/applicant will make a contribution 'in kind' to benefit the wider community or where they have agreed funding and carry out works to enhance or improve a development.
- 2.7.2 It should be noted that in some instances the developer might decide not implement the planning permission. In these instances the council will not receive any payments from the developer.



**Table 2.7: Value of Section 106 Agreements, April 2004 to March 2006**

<b>Type of Contribution</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>
<i>Affordable Housing</i>	£8,821,135	£9,137,365	£24,444,995
<i>Public Realm:</i>			
CCTV / Security	£1,104,000	£928,220	£1,553,450
Public Art	£1,380,000	£1,120,000	£747,500
Streetscene Works	£164,310	£180,000	£30,000
Pedestrian Works	£0	£260,000	£0
Environmental Improvements / Open Space	£581,472	£1,284,000	£1,209,000
Code of Construction Practice	£80,000	£125,000	£160,000
<i>Social &amp; Community</i>			
Community Benefits	£446,740	£619,000	£400,225
Education, Training, Employment	£0	£545,303	£1,275,055
Social and Community Fund Account – Paddington	£1,620,000	£215,000	£50,000
<i>Transport:</i>			
Highway Works	£1,584,032	£1,435,300	£950,000
Cycle Paths / Works	£0	£6,000	£0
Parking Space Shortfall Mitigation	£97,000	£164,000	£117,500
Public Transport Infrastructure	£0	£0	£33,000
Highways and Environment Works – Paddington	£1,130,000	£0	£0
Public Transport Improvements – Paddington	£1,250,000	£0	£109,000
Public Transport Improvements - Victoria	£60,000	£13,000	£250,000
Car Club			£48,000
<b>TOTAL</b>	<b>£18,318,689</b>	<b>£16,032,188</b>	<b>£31,377,725</b>

Source: Westminster City Council Section 106 monitoring system

- 2.7.3 Over £24m was allocated to the affordable housing fund following section 106 agreements signed during 2006/2007. Compared to previous years, this large increase is mainly attributable to payments received from two schemes at Regent Street, and Park Street, that contributed over £14m.
- 2.7.4 Money paid into the affordable housing fund is managed by the Housing Department for the provision of affordable housing across Westminster. Due to the high costs of development within Westminster, the fund is needed in order to ‘top up’ the falling levels of Social Housing Grant made available to Westminster by the Housing Corporation.
- 2.7.5 During 2006/2007, almost £2m was paid from the affordable housing fund to Registered Social Landlords towards the delivery of 44 affordable housing units. In addition to the release of £3.56m, a further £23.5m has been contractually committed against 254 more affordable units.
- 2.7.6 Section 6.2 of this AMR provides further information on the delivery of affordable housing schemes in Westminster.

- 2.7.7 In 2006/7 31 highways projects were being worked on and a further 13 were completed. £3.4m was raised to cover the council's costs handling this work with a further £1m of benefits implemented directly by developers. Examples include works adjacent to St. Martins in the Fields and Caxton Hall.
- 2.7.8 A range of public art has been provided in the year varying from a gallery space at Grosvenor Waterside at Victoria to sculpture and decorative work on individual buildings

### **3 CHANGES TO LEGISLATION AND POLICY**

- 3.1 During the period from April 2006 – March 2007 and subsequently there has been significant changes and proposals for change to legislation and national and regional policy. The key changes with implications for spatial planning policy and consequently monitoring activity are outlined below. The council actively responds to consultation documents published by the government and Greater London Authority [GLA] that are relevant to Westminster.
- 3.2 Key planning policy documents and associated impact assessments, action plans and planning related research published or commissioned by the council are also highlighted.

#### **National**

- 3.1 The Barker Review of Land Use Planning was published in December 2006; it considered how the planning system can better deliver economic growth in a way that is integrated with sustainable development. The Eddington Study, published December 2006 analysed the delivery system for transport infrastructure. The Planning White Paper: Planning for a Sustainable Future, was published by the Government in May 2007 and sets out proposals for reform in response to the recommendations made in these reports.
- 3.3 The proposals set out in the Planning White Paper form the basis of the Planning Bill 2007, announced in November 2007. The Planning Bill is aimed at improving the effectiveness of the planning system in contributing to economic growth, tackling climate change and local place shaping. Measures proposed include simplifying the plan making process and development management. Increasing promoter certainty in relation to the major infrastructure projects is also a key area of change, including decisions on such applications being undertaken by an independent infrastructure commission. The council will respond to the Bill in due course.
- 3.4 Changes to Planning Obligations: a Planning Gain Supplement Consultation was published on 6 December 2006 and addressed how planning obligations would operate if a Planning Gain Supplement [PGS] was introduced. The council lobbied strongly for the retention of section 106 or a modified version of it. In the Comprehensive Spending Review 2007, the government decided to defer legislation to introduce a PGS and instead, through the Planning Bill 2007, are seeking to allow planning authorities to apply planning charges to new development for infrastructure unrelated to the specific schemes. The proposed Community Infrastructure Levy will be based on requirements outlined in the local development plans. The council produced its own supplementary planning guidance on section 106 obligations for public consultation in March, adopted December 2007.
- 3.5 There were significant changes to national planning policy. Planning Policy Statement 3: Housing was published in November, 2006. The government also published Planning Policy Statement 25: Development and Flood Risk and Circular 04/06: The Town and Country Planning [Flooding] [England] Direction 2007 both in December 2006. The latter requires local planning authorities to notify the Secretary of State of any application for major development in a flood risk area, where it is minded to grant permission against advice on flood risk grounds from the Environment Agency. A

Consultation Paper on Planning and Climate Change Supplement to Planning Policy Statement 1 was published on 13 December 2006.

- 3.6 Draft guidance on Planning for the Protection of European Sites: Appropriate Assessment - For Regional Spatial Strategies and Local Development Documents, was published in August 2007. This guidance updates Planning Policy Statement 9, Biodiversity and Geological Conservation, 2005 and Circular 06/2005/DEFRA Circular 01/2005, paragraph 4 and addresses the provisions set out in Article 6 [3] and [4] of the European Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora [92/43/EEC].
- 3.7 Planning Policy Guidance 21: Tourism [November 1992], was cancelled with effect from 1 September 2006 and is has been replaced by the 'Good Practice Guide on Planning for Tourism', published in May 2006. The guide seeks to ensure planners and the tourism industry work together to facilitate sustainable tourism development. Circular 01/07: Revisions to Principles of Selection for Listed Buildings was published in March 2007 revoking paragraphs 6.1 - 6.40 of Planning Policy Guidance 15: Planning and the Historic Environment.
- 3.8 New guidance related to development management has also been issued by the Government. Circular 01/06: Guidance on Changes to the Development Control System was published in June 2006 and covers powers for local authorities to make local development orders; changes to the outline planning permission process; the requirement for design and access statements for certain types of planning permissions; powers controlling addition of internal floorspace and changes to the decision period for major planning applications. Circular 02/06: Crown Application of the Planning Acts was also published in June 2006 and contains guidance on dealing with applications from the Crown following the end of Crown immunity from the planning system.

### **London wide**

- 3.9 Following a consultation period to which Westminster provided a detailed response, in July 2006, the Government announced a package of enhanced powers for the Mayor of London, including additional strategic planning powers. These enhanced powers were the subject of the Greater London Authority Bill and on 23 October 2007 the GLA Act received Royal Assent and became law. Sections 29 to 36 of the GLA Act 2007 concern planning in London, and enable the Mayor to:
  - direct changes in respect of a local planning authority's local development scheme.
  - determine planning applications which are of "potential strategic importance" and certain related applications, in place of the local planning authority and modify enactments relating to enforcement, so as to allow the Mayor to enforce the terms of any planning permission he has granted.
  - exercise functions of a local planning authority in relation to planning obligations under section 106 of the Town and Country Planning Act 1990.

- 3.10 The Government has indicated that provisions on development control will be detailed in secondary legislation and will be subject to further consultation. The other provisions will come into force on 6<sup>th</sup> April 2008.
- 3.11 The Examination in Public into the Early Alterations [December 2006] to the London Plan on housing provision targets, waste and minerals took place in June 2006. The Panel Report on the Early Alterations was published in September 2006 and they were published by the Mayor in December 2006 and now form part of the London Plan.
- 3.12 Draft Further Alterations to the London Plan were published in September 2006. These Further Alterations, and a draft minor alteration on borough level waste apportionment, were subject to an Examination in Public by an independent panel between June– July 2007. The council submitted objections to the Further Alterations and was represented at the Examination. The Panel Report was published in October 2007 and broadly accords with the Mayor's views. It is anticipated that these Further Alterations will be published by the Mayor as a revised London Plan in early 2008.
- 3.13 The Further Alterations were more comprehensive than the early alterations with a large number of changes throughout the plan. The most substantive area of change proposed in the further alterations related to climate change mitigation and adaptation. The Panel Report largely endorses the Mayor's approach, including higher targets for carbon dioxide emissions and minimum energy efficiency standards, requirements for the protection and promotion of heat and cooling networks and maximising the opportunities for providing new networks that are supplied by decentralised energy.
- 3.14 The second significant area of change relates to sub-regional boundaries. The Panel Report endorses the removal of a central sub region in favour of dividing the region into radial wedges, each with part of the Central Activities Zone [CAZ] at the centre. This groups Westminster with Camden, Islington, Hackney, Haringey, Barnet and Enfield to form the north sub region.
- 3.15 The Further Alterations also proposed extending the Central Activities Zone, identifying a West End Special Retail Policy Area and upgrading Victoria and Tottenham Court Road Areas of Intensification to Opportunity Areas – i.e. having the potential for accommodating substantial growth in housing and employment. The council objected to all of these proposals but the Panel endorsed the Mayor's approach.
- 3.16 The Mayor also published Supplementary Planning Guidance on Sustainable Design and Construction [May 2006] and Land for Transport Functions [March 2007]. Draft supplementary planning guidance was published for Planning for Equality and Diversity in London [December, 2006] and Providing for Children and Young People's Play and Informal Recreation [October 2006] which sets out standards for play and informal recreation space in housing developments. In addition, the Mayor published Best Practice Guidance Managing the Night Time Economy in March 2007. The council commented on all of these publications.

## Westminster

- 3.17 The UDP was finally adopted by full council on 24<sup>th</sup> January 2007, following the direction from the Secretary of State in relation to the council's affordable housing policies. Pre-empting the Planning & Compulsory Purchase Act 2004, the aims in the UDP reflect the objectives set out in the 2002 Westminster City Plan (Sustainable Community Strategy). During 2006, however, the council reviewed the 2002 City Plan and adopted a revised Westminster City Plan [2006 – 2016] in November, 2006. This revised Plan sets the context for Westminster's Local Development Framework as the Core Strategy of the LDF will be the 'spatial expression' of the City Plan.
- 3.18 The council published the LDF Core Strategy Issues and Options for consultation in May 2007. It sets out how the objectives set out in the City Plan 2006 – 2016 will be achieved and, based on an analysis of challenges facing Westminster, sets out six key strategic issues:
1. How to mitigate against climate change and ensure that the City plays its part in delivering sustainable development
  2. How and where to accommodate growth and change and how to maintain economic diversity and vitality
  3. How to strike the balance between growth in housing and employment whilst meeting our housing challenges
  4. How to support Westminster's role as a world class city while maintaining local distinctiveness
  5. How to build cohesive, tolerant and neighbourly communities
  6. How to balance the needs of the night time economy with a large and growing residential population and the needs of the daytime economy
- 3.19 Seventeen broad spatial options to address the issues outlined above were then presented. These were subject to a Sustainability Appraisal. An Appropriate Assessment was also undertaken, fulfilling the more recent requirements highlighted in paragraph 3.6 above. Parallel to this, work has commenced on developing the second development plan document proposed in the LDS – the City Management [General Development Control Policies] Issues and Options document.
- 3.20 The council has continued to strengthen and develop its evidence base which will be used to inform the policy approach in the emerging LDF. Key research undertaken or commenced in the monitoring period include:
- Shopping Health Checks for the 7 District Shopping centres in the city
  - Creative Industries Study
  - Commercial Uses and the Historic Environment Study
- 3.21 Where relevant, the outcomes of these studies are highlighted in section 6 of this report. Further research and assessments being carried out include:
- Shopping Health Checks on the 39 Local Shopping Centres
  - Strategic Flood Risk Assessment, in response to the requirements set out in PPS25
  - Updating the affordable housing financial contributions formula and reviewing the higher value areas

- 3.22 Additional research, may also be commissioned where necessary as the Local Development Framework progresses.
- 3.23 In the period 01 April – 31 March, the council published the following Supplementary Planning Guidance documents:
- Chinatown, December 2006
  - Satellite dishes/ telecommunications equipment, December 2006
  - Inclusive Access and Design, January 2007
  - Draft Planning Obligations, March 2007
- 3.24 Draft or final, planning briefs for five sites were issued in the same period, including for Chelsea Barracks and Victoria, which are among the largest development opportunity sites in Westminster. The council also consulted upon and adopted five Conservation Area Audits.
- 3.25 The council's Go Green Board, established in 2006, continues to work to ensure all council services and policies work together to help create a greener, more sustainable city. In February 2007, the priorities for the first year of the Go Green Programme were set out. In May 2007, the Leader of the council and Chief Executive signed the Nottingham Declaration on Climate Change; specific targets for carbon reduction in our own operations have been set; and strategies have been agreed or are in an advanced state of development, to protect and enhance the city's open spaces and trees, to minimise waste and reduce landfill and to promote biodiversity within the city.
- 3.26 During 2006/7 the *Planning for Wildlife E-Bulletins* were continued, disseminating information within the council on facts and figures about wildlife in Westminster, good planning practice for biodiversity, case studies and best practice examples from Westminster and across the UK. Biodiversity training seminars for Westminster planners were carried out focusing on protected species and sustainable design for development.
- 3.27 During 2006/7 a Comprehensive Performance Assessment of the council was carried out by the Audit Commission. The assessment looked at the council's ambitions and achievements since the last assessment in 2002. Westminster achieved excellent scores in nearly all areas, gaining maximum points in four out of five categories making it an excellent authority that is performing strongly and has an excellent understanding of the community.

## **4 IMPLEMENTING THE LOCAL DEVELOPMENT SCHEME**

- 4.1 The council has a duty to prepare a Local Development Scheme [LDS] for Westminster under the Planning and Compulsory Purchase Act, 2004. Its purpose is to show which documents the council will produce as part of its LDF during a three-year period. It presents a detailed timetable for the production of the documents in the LDF.
- 4.2 The council reviewed its first Local Development Scheme and the revised version, the Local Development Scheme 2007 – 2010, was published in March 2007. The LDS 2007 – 2010 identifies the UDP as providing policies for development control purposes which will apply until 2010 and sets out that Westminster's LDF will include a Statement of Community Involvement, the Annual Monitoring Report and two main types of local development documents:
- Development Plan Documents [DPDs]
  - Supplementary Planning Document [SPDs].
- 4.3 The Development Plan Documents, in Westminster's case the Core Strategy DPD and City Management DPD are the most important documents as they will eventually replace the UDP to become, with the London Plan, the statutory development plan for Westminster.
- 4.4 The council is intending to produce a range of Supplementary Planning Documents, mainly relating to design and conservation and the public realm, in reflection of the importance of the historic environment in Westminster. Although not part of the statutory development plan these will be an important or 'material' consideration in determining planning applications and will supplement the policies in the Development Plan Documents.

### **Progress against Local Development Scheme 2007 – 2010 timetable**

- 4.5 The UDP was adopted in January 2007. This was in line with the timetable identified in the LDS. The council also adopted the Statement of Community Involvement which was published on the council's website in January 2007 and the Open Space Strategy Supplementary Planning Document was adopted and published in February 2007, again in line with the milestones and timetable identified in the LDS.
- 4.6 The Core Strategy Issues and Options paper was published for consultation in May 2007, two months later than the milestone identified in the LDS. This was to allow an extended period of evidence gathering to ensure that there was a robust basis for the issues identified and options presented.
- 4.7 The Core Strategy Preferred Options were originally scheduled to be published in October 2007 and the City Management Issues and Options in September 2007. The publication of these has been delayed because of staff resource issues, the time and resource implications arising from the sustainable appraisal process, the need to assess the implications of the Panel report into the draft Further Alterations to the London Plan and the plethora of government and Mayoral guidance and advice that has been published for consultation.



- 4.8 Draft Supplementary Planning Guidance for consultation was also published for St John's Wood Conservation Area, Birdcage Walk Conservation Area, and Stafford Place Conservation Area, Harley Street and Queensway Conservation Area. There has been some slippage against the timeline also resulting from resource issues associated with the sustainability appraisal process.

#### **New Local Development Documents**

- 4.9 The need for Conservation Area Supplementary Planning Documents has been identified for: Westminster Cathedral Conservation Area; Belgravia Conservation Area; and Knightsbridge/ Knightsbridge Green and Albert Gate Conservation Area[s].
- 4.10 Following adoption of the Open Space SPD, the need for further guidance on tree planting has been identified. This will take the form of a Supplementary Planning Document and will provide detailed guidance to ensure 'the right tree in the right place' on both public and private land in Westminster. In particular the document will focus on the appropriateness of planting in the public realm in terms of townscape and street function.
- 4.11 The timetable for these new SPDs is set out below under revisions to the LDF timetable and in Appendix 1.

#### **Revisions to the LDF Timetable**

- 4.12 As highlighted above, staff resource issues have meant some slippage against milestones. This has contributed to the need to review the timescales for the production of LDF documents. However, the primary reasons that have led the council to revise the timetable in the LDS for the Core Strategy relate to factors external to the local authority.
- 4.13 The sheer volume of change to the national legislation and regional policy context highlighted in section 3 and the need to consider the implications is a key reason for revising the timetable. In particular, the council wants to undertake more detailed consideration of the implications of the Independent Panel Report into the Further Alterations to the London Plan published in October, 2007 for both the Core Strategy Preferred Options and City Management Issues and Options.
- 4.14 Another factor that has led to revisions to the timetable is the resource implications arising from the sustainable appraisal process at each stage of development plan document production. The sustainability appraisal process is an important test for determining the 'soundness' and acceptability of development plan documents. In seeking to ensure that the statutory requirements for the sustainability appraisal of its LDF are met and meaningfully influence the process of plan preparation, the council is mindful of the recent judicial review [no. 2007NIQB 62] brought against the Department of Environment for Northern Ireland.
- 4.15 The Core Strategy is the principal document in the LDF and all other local development documents in the LDF will need to need to flow from it. The importance of ensuring consistency with the Core Strategy and the other

factors highlighted above have, to varying degrees, contributed to the need to review the timetable for the City Management [General Development Control] DPD.

4.16 Revised timetables for the production of the LDF documents are set out below. Detailed Gantt charts are attached in Appendix 1.

<b>Development Plan Documents/ Milestones</b>	<b>Timetable in Local Development Scheme 2007 - 2010</b>	<b>Revised Timetable for AMR 2006-2007</b>
<b>Core Strategy DPD</b>		
Evidence gathering and initial consultation	January 2006	
Start Production of the document	March 2006	
Publication of issues and options for consultation	March 2007	
Publication of preferred options for consultation	October 2007	March/ April 2008
Submission to Secretary of State	May 2008	November/ December 2008
Pre-examination meeting	September 2008	March / April 2009
Public Examination	November 2008	July/ August 2009
Adoption	October 2009	January/ February 2010
<b>City Management DPD</b>		
Evidence gathering and initial consultation	January 2007	
Start Production of the document	April 2007	
Publication of issues and options for consultation	September 2007	June 2008
Submission to Secretary of State	December 2008	May 2009
Pre-examination meeting	April 2009	October 2009
Public Examination	June 2009	January 2010
Adoption	January 2010	August/ September 2010

<b>Supplementary Planning Documents/ Milestones</b>	<b>Timetable in Local Development Scheme 2007-2010</b>	<b>Revised Timetable for AMR 2006-2007</b>
<b>Tree Strategy SPD *NEW</b>		
Evidence gathering and initial consultation	N/A	October 2006 - January 2007
Prepare draft SPD	N/A	January 2007 - January 2008
Public Participation on draft SPD	N/A	February - March 2008
Representations and finalise SPD	N/A	April - June 2008
Adoption	N/A	September / October 2008
<b>Westminster Cathedral Conservation Area SPD *NEW</b>		
Evidence gathering and initial consultation	N/A	September-October 2007
Prepare draft SPD	N/A	November 2007
Public Participation on draft SPD	N/A	January - February 2008
Representations and finalise SPD	N/A	March 2008
Adoption	N/A	April 2008
<b>Belgravia Conservation Area SPD *NEW</b>		
Evidence gathering and initial consultation	N/A	September 2007- February 2008
Prepare draft SPD	N/A	January-February 2008
Public Participation on draft SPD	N/A	March/ April 2008
Representations and finalise SPD	N/A	May 2008
Adoption	N/A	June 2008
<b>Knightsbridge/ Knightsbridge Green and Albert Gate Conservation Area SPD *NEW</b>		
Evidence gathering and initial consultation	N/A	July-August 2007
Prepare draft SPD	N/A	September-November 2007
Public Participation on draft SPD	N/A	January/ February 2008
Representations and finalise SPD	N/A	March 2008
Adoption	N/A	May 2008

<b>Supplementary Planning Documents/ Milestones</b>	<b>Timetable in Local Development Scheme 2007-2010</b>	<b>Revised Timetable for AMR 2006-2007</b>
<b>Westminster Way [Public Realm] SPD</b>		
Evidence gathering and initial consultation	April 2004 - December 2005	April 2004 - December 2005
Prepare draft SPD	January 2006 – May 2007	January 2006 - December 2007
Public Participation on draft SPD	June – July 2007	January - March 2008
Representations and finalise SPD	August – September 2007	April - June 2008
Adoption	December 2007	September / October 2008
<b>Metropolitan Views SPD</b>		
Evidence gathering and initial consultation	March 2006 – March 2007	March 2006 – March 2007
Prepare draft SPD	April – March 2007	April –November2007
Public Participation on draft SPD	May – July 2007	Dec2007 – Jan 2008
Representations and finalise SPD	August 2007	Feb 2008
Adoption	September 2007	April 2008
<b>Statues and Monuments SPD</b>		
Evidence gathering and initial consultation	March - October 2006	March-December 2006
Prepare draft SPD	November–December2006	December 2006 - May 2007
Public Participation on draft SPD	January – February 2007	May 2007 – July 2007
Representations and finalise SPD	February 2007	August 2007- December 2007
Adoption	March 2007	January 2008
<b>Public Art SPD</b>		
Evidence gathering and initial consultation	March 2006	August – November 2007
Prepare draft SPD	November–December 2006	November 2007- March 2008
Public Participation on draft SPD	January – February 2007	March 2007 - May 2008
Representations and finalise SPD	February 2007	May 2008
Adoption	March 2007	June 2008

<b>Supplementary Planning Documents/ Milestones</b>	<b>Timetable in Local Development Scheme 2007-2010</b>	<b>Revised Timetable for AMR 2006-2007</b>
<b>Harley Street Conservation Area SPD</b>		
Evidence gathering and initial consultation	March – October 2006	March – October 2006
Prepare draft SPD	November – December 2006	November – December 2006
Public Participation on draft SPD	December 2006– January 2007	December 2006– January 2007
Representations and finalise SPD	February 2007	February-December 2007
Adoption	March 2007	December 2007
<b>Stratford Place Conservation Area SPD</b>		
Evidence gathering and initial consultation	March – October 2006	March – October 2006
Prepare draft SPD	November – December 2006	November – December 2006
Public Participation on draft SPD	December 2006– January 2007	December 2006– January 2007
Representations and finalise SPD	February 2007	February-November 2007
Adoption	March 2007	December 2007
<b>Birdcage Walk Conservation Area SPD</b>		
Evidence gathering and initial consultation	March – October 2006	March – October 2006
Prepare draft SPD	November – December 2006	November – December 2006
Public Participation on draft SPD	December 2006– January 2007	December 2006– January 2007
Representations and finalise SPD	February 2007	February-November 2007
Adoption	March 2007	December 2007
<b>Westminster Abbey and Parliament Square Conservation Area SPD</b>		
Evidence gathering and initial consultation	May – December 2006	May – December 2007
Prepare draft SPD	January 2007	January-March 2008
Public Participation on draft SPD	February – March 2007	March-April 2008
Representations and finalise SPD	March 2007	April 2008
Adoption	April 2007	May 2008

<b>Supplementary Planning Documents/ Milestones</b>	<b>Timetable in Local Development Scheme 2007-2010</b>	<b>Revised Timetable for AMR 2006-2007</b>
<b>Broadway and Christchurch Gardens Conservation Area SPD</b>		
Evidence gathering and initial consultation	March 2007	March 2007
Prepare draft SPD	April – May 2007	April –November 2007
Public Participation on draft SPD	June 2007	December 2007
Representations and finalise SPD	July 2007	January 2008
Adoption	August 2007	January 2008
<b>Queensway Conservation Area SPD</b>		
Evidence gathering and initial consultation	January – February 2007	January – February 2007
Prepare draft SPD	March – April 2007	March – April 2007
Public Participation on draft SPD	May 2007	May 2007
Representations and finalise SPD	June – July 2007	June – July 2007
Adoption	August 2007	December 2007
<b>Mayfair Conservation Area SPD</b>		
Evidence gathering and initial consultation	April 2007	May - June 2008
Prepare draft SPD	May – July 2007	June - September 2008
Public Participation on draft SPD	August – November 2007	October - November 2008
Representations and finalise SPD	December – February 2007	December - January 2009
Adoption	March 2008	February 2009
<b>St John's Wood Conservation Area SPD <i>No Change</i></b>		
Evidence gathering and initial consultation	May – September 2006	<b>No Change</b>
Prepare draft SPD	October – December 2006	
Public Participation on draft SPD	January – February 2006	
Representations and finalise SPD	March – April 2008	
Adoption	April 2008	

<b>Supplementary Planning Documents/ Milestones</b>	<b>Timetable in Local Development Scheme 2007-2010</b>	<b>Revised Timetable for AMR 2006-2007</b>
<b>Hallfield Estate Conservation Area SPD</b>		
Evidence gathering and initial consultation	August – September 2007	August – September 2007
Prepare draft SPD	October – November 2007	October –2007 – February 2008
Public Participation on draft SPD	December 2007 – January 2008	February 2008
Representations and finalise SPD	February 2008	March 2008
Adoption	March 2008	April 2008
<b>Design and Space Standards for Housing SPD</b>		
Evidence gathering and initial consultation	January – July 2006	January – July 2006
Prepare draft SPD	August 2006 – April 2007	August 2006 – April 2008
Public Participation on draft SPD	May – August 2007	May – July 2008
Representations and finalise SPD	September – November 2007	August – December 2008
Adoption	December 2007	January 2009

## 5 MONITORING FRAMEWORK

- 5.1 The council has undertaken the systematic monitoring of development activity since 1990 and has reported the main points in previous monitoring reports. The most recent of these to pre-date the first AMR, covered the years 1997 to 2001 and 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, cafés, pubs, bars and night clubs], retail uses, and hostels. Because the surveys involve following the progress of proposals from the application stage, through to permission, construction and 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 started in late April so that they match the financial year required in the regulations relating to AMRs. The pipelines have been extended to cover industrial uses, research and development uses and storage. The council now monitors 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 2007**

<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 lowered to 200 sq m 05/06
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. A4 and A5 uses monitored from 05/06 onwards.
Retail [‘Shopipe’]	Started 2003. All shop floorspace gains and losses. Permissions from 2001 to 2003 added 05/06
Hostel uses [‘Hostpipe’]	Started 2003. All hostel space gains and losses. No changes proposed.
Industrial, research and research and development and storage uses [‘Indpipe’]	Started 2005. All ‘business development floorspace gains and losses.
Sustainability Analysis System	Started 2006. Records benefits obtained from planning permissions relating to energy [renewable sources], water [urban drainage systems, conservation etc], pollution [noise reduction measures, light spill etc], materials [ecohome/ Breeam standard], ecology [green roof, species protection etc] and health and well being [recycling, ducting from cafes, open space provision etc]



- 5.2 The 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, along with its partners in The Westminster Partnership, including the local Primary Care Trust, the Metropolitan Police and government agencies, is establishing a “research observatory” [City of Westminster Statistics COWSTAT] where data can be stored, shared and analysed. It was hoped that this resource would be available from early 2007 but there have been difficulties in acquiring suitable software and it is anticipated that this data will now be available in 2008.
- 5.3 The council also shares cross boundary information and research methods and has continued to contribute to the London Development Database administered by the Greater London Authority as well as working with other boroughs in the Central London sub-region as set out in the London Plan. However, this network will change under the Further Alterations to the London Plan when Westminster will become part of the North Sub Region. This will result in reduced continuity of statistical and information gathering in terms of data sharing and collection.
- 5.4 The government’s good practice guidance to local planning authorities lists the matters which they should cover as ‘core’ indicators in AMRs. Results for these core indicators are set out in Section 6 of this report, with the exception of minerals, where the council has no duties as a minerals planning authority.
- 5.5 Section 6 also highlights indicators from the New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators, published in October 2007. From April 2008, this will be the single indicator set and will replace Best Value Performance Indicators [BPVI] and Performance Assessment Framework Indicators. The framework identifies 8 outcomes against which 198 indicators are grouped. The outcome areas are:
- stronger communities
  - safer communities
  - children and young people
  - adult wellbeing and health
  - tackling exclusion and promoting equality
  - local economy
  - environmental sustainability
- 5.6 Spatial planning has indirect impacts of varied significance across these outcomes but the most relevant outcome and indicator sets are local economy and environmental sustainability. There is a specific requirement for Indicator NI 170 *Previously developed land that has been vacant or derelict for more than 5 years* to be reported in AMRs. Other indicators relevant to spatial planning are highlighted in section 2 and section 6 of this AMR.

## 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.

#### Offices

6.1.2 In Westminster most business development is in the form of offices, mainly Use Classes B1 [a] and [b]. Westminster has an office stock of 9 million sq m of floorspace which is almost as large as that in the City of London [7.4 million sq m] and in the Docklands [2.3 million sq m]<sup>2</sup> combined.

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] encouraging economic activity in appropriate places;
- [b] protecting and encouraging Central London activities within the Central Activities Zone [CAZ];
- [c] sustaining and enhancing the variety and mix of uses in the Central Activities Zone and its frontages;
- [d] protecting housing from the pressures of commercial activity;
- [e] protecting the character and function of defined specialist areas.

6.1.5 Therefore, whilst the 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 character and function.

6.1.5 Table 6.1 below summarises the office floorspace completed in Westminster in 2004 to 2006/2007. Nearly 560,000 sq m of new or refurbished office space was completed in Westminster during this period. The table indicates that there has been a net increase of almost 111,000 sq m office floorspace in Westminster. Table 6.1 also indicates the future office pipeline. 492,309 sq m of office floorspace was under construction at mid-2007. When completed this will contribute 256,592 sq m net additional office floorspace in the city. In addition to this there was further 111,151 sq m of office floorspace in the pipeline, permitted but yet to be implemented.

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<sup>2</sup> City of London office stock as at 30.06.06 from 'Development Info Jan- June 2006' by Corporation of London. Docklands office stock as at quarter 3 from 'Central London Office Commentary'.

**Table 6.1: Office floorspace completed, 2004 to 06/07, and in the pipeline**

<i>Year</i>	<i>Existing Floorspace</i>	<i>Proposed Floorspace</i>	<i>sq m Net change</i>
2004	81,536	95,101	13,565
05/06	221,309	174,731	-46,578
06/07	146,045	289,879	143,834
<b>Total</b>	<b>448,890</b>	<b>559,711</b>	<b>110,821</b>
Under construction in 06/7	235,717	492,309	256,592
Unimplemented at 06/07	85,794	111,151	25,357

Source: Offpipe

6.1.6 The UDPs spatial planning 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. Table 6.2 below shows the distribution of new office floorspace completed in the city, by area. During 2006/2007 the policies continued to be successful in directing over 96% of all office development to the CAZ and its frontages and the Paddington SPA, and restricting office growth outside these areas. The 21,675 sq m net loss of office floorspace inside the CAZ can be explained by two major developments completed during the monitoring period. The existing offices [18,477 sq m] at Northumberland House have been replaced by a mixed use scheme including a hotel. At Romney House there was a loss of 23,555 sq m of office floorspace to residential accommodation [169 flats]. If these two schemes are discounted there would have been a net increase of some 20,000 sq m, office floorspace inside the CAZ. Outside the CAZ, its frontages and the PSPA, there was a small overall increase in office floorspace of under 300 sq m in this period, reflecting the restraint policies and the priority given to housing in these areas. During this period there was a net increase of just over 165,000 sq m office floorspace in the Paddington SPA.

**Table 6.2: Office floorspace completed, 06/07, by Area**

	<i>Existing Floorspace</i>	<i>Proposed Floorspace</i>	<i>sq m Net change</i>
Central Activities Zone	134,683	113,008	-21,675
Paddington SPA	0	165,227	165,227
North-West Westminster SPA	0	0	0
Rest of Westminster	11,362	11,644	282
<b>Total</b>	<b>146,045</b>	<b>289,879</b>	<b>143,834</b>

Source: Offpipe

6.1.7 Despite the policy in the adopted UDP to encourage new business development in the North-West Westminster Special Policy Area, there have been no office or commercial completions. As highlighted in the last AMR this policy area will be reviewed in the emerging Core Strategy.

## Creative Industries

- 6.1.8 Industrial uses occupy less than 1% of the total floorspace in Westminster and have traditionally been associated with the creative Industries and local services [e.g. car repair/MOT workshops]. Table 6.3 indicates that in 2006/2007 over 2,700sq m of light industrial floorspace in Use Class B1[c] was completed and there was a net increase of over 1,660 sq m. 95% of this increase was in the Creative Industries Special Policy Area. A further 1,016 sq m is under construction. However, outstanding permissions, if completed, would lead to a net loss of over 1,700sq m. Most of this future potential loss is outside of the Creative Industries Special Policy Area.

**Table 6.3: Light Industrial floorspace completed and pipeline**

<i>Year of permission</i>	<i>Existing Floorspace</i>	<i>Proposed Floorspace</i>	<i>sq m Net change</i>
05/06	1,119	298	-821
06/07	1,072	2738	1,666
<b>Total</b>	2,191	3,036	845
Under construction in 06/07	1,016	0	1,016
Unimplemented at 06/07	2,769	992	-1,777

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

- 6.1.9 As highlighted in the AMR 2005-2006 and as part of the research base for the LDF and revised Economic Development Strategy [EDS], the council commissioned a study into the form, function and economic contribution of the creative industries. Its aims were to understand future requirements of the creative industries and design appropriate planning and economic development policies to maintain and enhance them. It comprised a policy and economic analysis, a series of case studies to illustrate the creative industries in Westminster, a telephone survey of 600 businesses and over 30 face-to-face interviews with businesses and development agencies.
- 6.1.10 The results confirm Westminster is one of the most successful creative hubs in the world and is an attractive location for creative businesses of all types. Westminster is the local authority with the highest turnover [£14.9 billion] and GVA<sup>3</sup> [of approx. £6 billion]. Westminster has 64,000 creative industry employees which represents 11% of Westminster's total employees, compared to 6.9% in London and 3.4% in Britain.
- 6.1.11 Westminster is a global centre of excellence for a number of creative industries, including film, post-production, fashion, television, advertising and new-media. Westminster's creative economy is extremely varied, as demonstrated by the employee numbers for the following creative sub-sectors:

<sup>3</sup> GVA = Gross Value Added (GVA) measures the contribution to the economy of each individual producer, industry or sector in the United Kingdom. GVA is used in the estimation of Gross Domestic Product (GDP).

**Table 6.4 Employee Numbers in Creative Industries [2007], by sub sector**

<b>Creative Industry Sub Sector</b>	<b>Employee Numbers</b>
Radio and TV	11,100
Music, Visual & Performing Arts	10,600
Advertising	10,300
Publishing [print]	10,000
Video, Film and Photography	8,300
Designer Fashion	2,100
Art and Antiques	1,800
Architecture	1,500

6.1.12 Westminster's creative industries are widely spread with a primary cluster in Soho/ Fitzrovia but with secondary clusters either evident or emerging across many parts of the City, including Queens Park; Bayswater; Maida Vale; Paddington; Exhibition Road; and Victoria.

6.1.13 Creative industry businesses in Westminster tend to be smaller than businesses in other sectors – 90% have ten or less employees and 80% have one to four employees compared to 84% and 69% of all businesses, respectively. Of the businesses interviewed as part of the study, 55% occupy less than 1,000 sq ft of business space and 81% occupy less than 3,000 sq ft.

6.1.14 An important finding of the study related to the type of properties they occupy. The study reveals that the nature of the majority of creative business activities are office-based, with only a very small number [1%] occupying more traditional B1[c] light industrial space. The vast majority, some 80% are in office or retail premises. The implications of this will be addressed in the LDF.

6.1.15 The success of the creative industries in Westminster is a result of: centrality, connectivity, density of businesses and consumers and availability of talent. However, the study also identifies a range of issues which are adversely affecting creative businesses and their decisions to locate or stay in Westminster. These include: competition from creative clusters development outside Westminster, inflated rental and property costs in Westminster due to demand from higher value sectors and uses and lack of recognition for their vital role within the City. The study sets out the following recommendations to address this:

- Reviewing the Creative Industries Special Policy Area, given the spread of activity and accommodation choices
- Continuing the approach of the UDP small office policy as it provides a means of continuing to protect existing small office/business units, whilst requiring an appropriate amount of small business units in new/re-developed commercial premises
- Using section 106 planning obligations to provide affordable workspace for creative industry businesses

- Protection of music venues as they are important to Westminster’s cultural diversity and create a balance of uses that optimise the obvious synergies between the creative industries and the leisure and food and drink industries in Westminster

### General Industrial and Warehouse

6.1.14 Table 6.5 shows that the decline in the extent of general industrial and warehousing floorspace in the city continues, particularly the latter, with a net loss in completed schemes of over 2,100 sq m and future loss in schemes under construction of approximately 2,900 sq m. Most of these losses will occur 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.

**Table 6.5: General Industrial and Warehousing floorspace completed, 05/06 to 06/07**

<i>Year of permission</i>	<i>Existing Floorspace</i>	<i>Proposed Floorspace</i>	<i>sq m Net change</i>
05/06	1,626	259	-1,367
06/07	762	0	-762
<b>Total</b>	<b>2,388</b>	<b>259</b>	<b>-2,129</b>
Under construction in 06/07	2,890	0	-2,890
Unimplemented at 06/07	880	1,432	552

Source: Indpipe

6.1.15 All business development in Westminster takes place on previously developed land. There is no Strategic Industrial Land in Westminster.

### Loss of employment land to housing

6.1.16 UDP policies do not allocate land solely for employment purposes. However, the 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 6.6 shows that 224 residential units were provided in the city during 2004 and 2006/7 in this way.

**Table 6.6: Housing converted from offices, 2004 to 06/07**

<i>Year</i>	<i>Floorspace sq m</i>	<i>Housing units completed</i>
2004	14,345	79
05/06	6,563	48
06/07	12,169	97
<b>Total</b>	<b>33,077</b>	<b>224</b>

Source: Respipe

6.1.21 The amount of office space which could be converted into housing is likely to decline in future years. This reflects the fact that most of the office buildings that are suitable for housing have already been converted.

## Hotel development

- 6.1.17 There are over 430 hotels, guesthouses and bed and breakfast premises in Westminster comprising over 36% of London's bedspaces. The London Plan, under policy 3D.6, aims to achieve an additional 36,000 hotel bedrooms in London by the year 2016. Table 6.7 shows that during 2006/7, 9 schemes involving hotel development were completed with almost 867 bedrooms constructed, representing an addition of 444 bedrooms to the total stock. A further 1,226 bedrooms were under construction and these will lead to an additional 622 bedrooms when completed.
- 6.1.18 In 2006/2007 4 new hotels opened in the CAZ providing an additional 439 bedrooms. The largest of these new hotels [250 rooms] is located on Northumberland Avenue. The remaining 5 schemes were outside the CAZ, and with the exception of a 5 room extension to the existing hotel at Paddington station, resulted in a loss of hotel rooms as part of hotel refurbishments.

**Table 6.7: Hotel development completed, 2004 to 06/07 and in the pipeline**

<i>Year</i>	<i>Proposals</i>	<i>Existing Bedrooms</i>	<i>Proposed Bedrooms</i>	<i>bedrooms Net change</i>
2004	6	495	619	124
05/06	11	491	748	257
06/07	9	423	867	444
<b>Total</b>	<b>26</b>	<b>1,409</b>	<b>2,234</b>	<b>825</b>
Under construction in 2007		604	1,226	622
Unimplemented at 2007		782	1,081	299

Source: Hotpipe

- 6.1.19 About half of the city's hotel stock, in terms of bedspaces, is located in the CAZ. As shown on Table 6.8, during 2004 to 2006/7, there was a net increase of 773 bedrooms inside the CAZ, with 94% of the additions to the city's hotel bedrooms stock occurring in Central Westminster. Although there were a larger number of proposals outside the CAZ and 1,000 new or refurbished hotel bedrooms were completed outside Central Westminster during 2004 and 2006/7, this resulted in a net increase of only 52 bedrooms.

**Table 6.8: Hotel development completed, 2004 to 06/07, by Policy Area**

<i>Policy Area</i>	<i>Proposals</i>	<i>Existing Bedrooms</i>	<i>Proposed Bedrooms</i>	<i>bedrooms Net change</i>
Central Activities Zone	11	461	1,234	773
Outside CAZ	15	948	1,000	52
<b>Total</b>	<b>26</b>	<b>1,409</b>	<b>2,234</b>	<b>825</b>

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

6.1.20 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.

## **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, and given planning permission 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.

### **Housing trajectory**

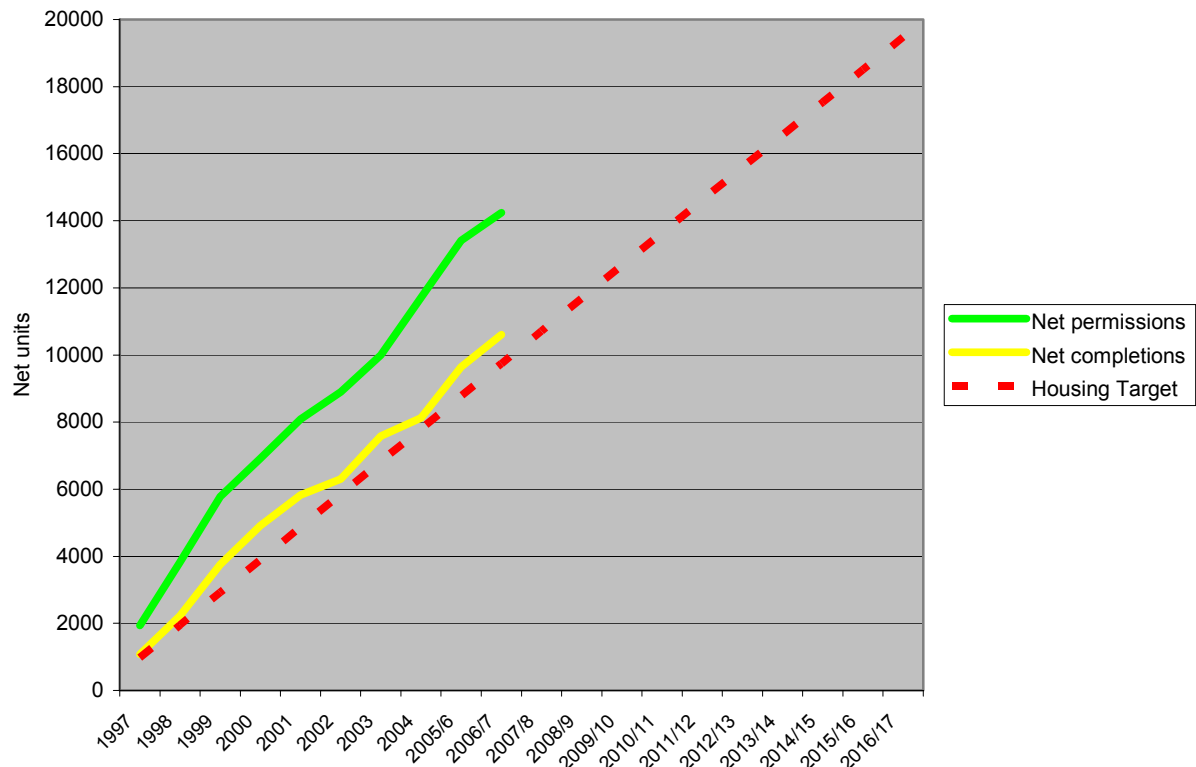
#### **National Indicator NI154 Net additional homes provided**

6.2.3 The adopted UDP attaches 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. 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.

6.2.4 The London Plan required 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 UDP, and equates to 974 additional units a year.



**Figure 6.1: Cumulative Residential Permission and Completions 1997 – 2006/7**



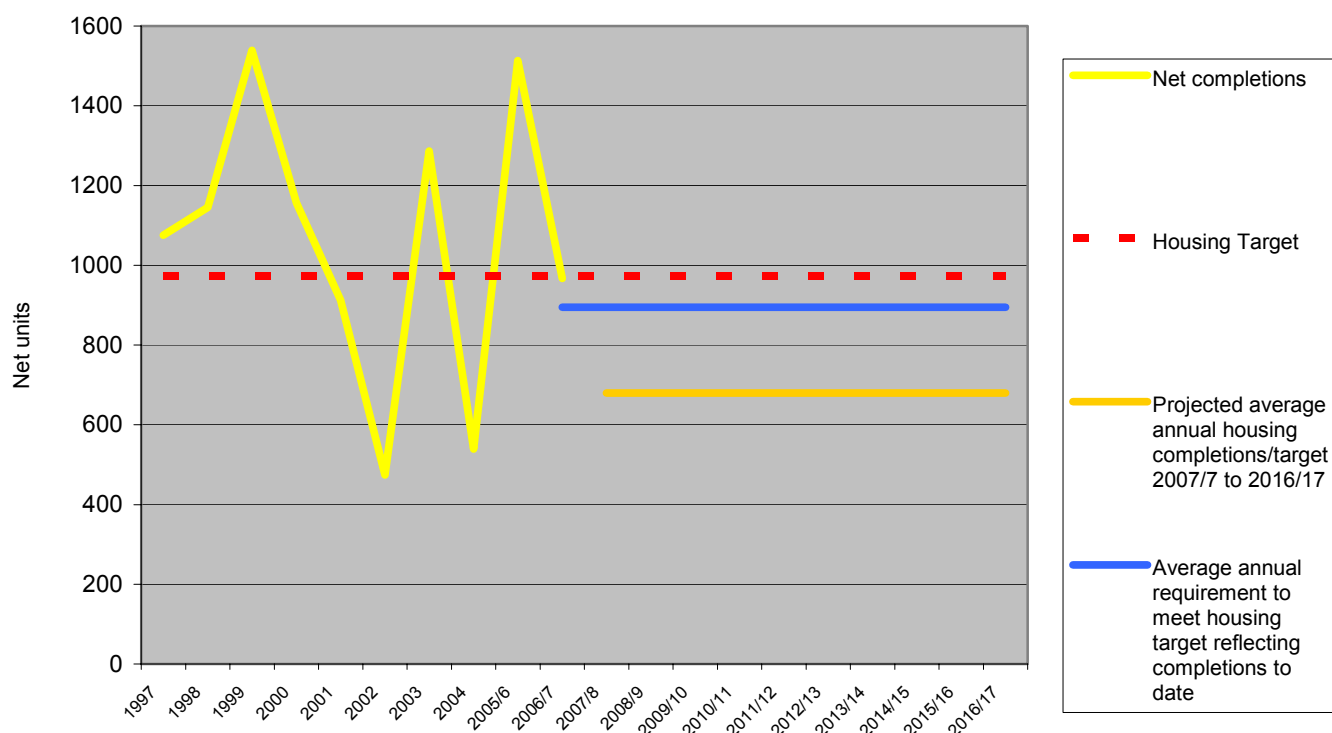
6.2.6 Figure 6.1 illustrates the cumulative number of residential units permitted in Westminster since 1997, in relation to the target in the adopted UDP and London Plan. Between 1997 and 2006/7, planning permission was given for an additional 14,242 residential units, an average of 1,424 residential units a year. A net total of 10,606 residential units were completed in the ten years from 1997 to 2006/7, an average rate of 1,061 additional units per year. This exceeds the development plan target by 9%. In the year 2006/7, a net addition of 967 residential units were completed in Westminster.

6.2.7 If the council is to meet the London Plan target, 8,874 additional dwellings are required within Westminster over the remaining 10 years of the housing target period, a rate of just over 887 units per year.

6.2.8 The annualised completion rate, together with the annual unit requirement needed to meet the adopted UDP and London Plan targets are shown in Figure 2 below.

6.2.9 The Early Alterations to the London Plan sets out a revised target of 6,800 additional homes to be built in Westminster between 2007/8 and 2016/17. The annualised figure of 680 units is lower than the current 974 homes per year target, and reflects the future scarcity of large sites. The new target is shown in Figure 6.2 as the projected average annual completion rate up to 2016/17.

**Figure 6.2: Housing Trajectory 1997 – 2016/17**



**Use of previously developed land [PDL]**

6.2.10 All residential developments in the city over the period 1997 to 2006/7 took place on previously developed land. All sites identified in the five year supply of deliverable sites [see Appendix 4] are previously developed land.

**Residential density**

6.2.11 The nature of much of Westminster’s built fabric and the high land values [some of the highest in the world] which prevail, are generally not conducive to 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 Table 6.9 below, only 3.5% of new housing completed in 2006/7 was built at a density below 50 units per hectare. Lower densities 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 6.9: Density of new residential development, 2006/2007**

Density	Dwellings completed Percent
Lower than 30 dwellings/hectare	0.25
30 to 50 dwellings/hectare	3.23
Over 50 dwellings/hectare	96.52

Source: London Development Database

## Affordable housing

### National Indicator NI155 Number of affordable homes delivered

- 6.2.12 A total of 2,374 affordable units were completed between the beginning of 1997 and the end of 2006/7. This represents 22.4% 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. In the year 2006/7, 110 affordable units were completed, representing 11% of the dwellings completed in that year. This low proportion is because only 14 of the 175 residential schemes completed in 2006/2007 were of 10 or more units i.e. 92% of schemes completed were below the 10 unit threshold; there is no policy requirement for affordable housing in developments of less than 10 units.
- 6.2.13 Table 6.10 below shows that the overall proportion of housing provided in the city which meets the definition of 'affordable' falls short of the 50% strategic target set out in the London Plan. However, it should be borne in mind that in addition to the fact that schemes below 10 units do not trigger the threshold for affordable housing, the UDP affordable housing percentage has varied since 1997.

**Table 6.10: Affordable housing completed in Westminster, 1997 to 2006/7**

Year	Affordable Housing			All Housing Total	dwellings 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
2005/6	284	14	298	1,513	19.7
2006/7	83	27	110	967	11.4
<b>Total</b>	<b>806</b>	<b>1,568</b>	<b>2,374</b>	<b>10,606</b>	<b>22.4</b>

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

- 6.2.14 Between 1997 and 2000 the council's policy and practice was for 25% of housing on sites of 15 units or more to be affordable [with the full 25% being required on schemes of 25+ units]. From 2001 onwards [shaded lightly in Table 6.10] the requirement was increased to 30% [with the full 30% being required on schemes of 25+ units]. The policy has now been modified so that there is a strategic target of 50% affordable housing whilst the threshold for an affordable housing requirement is now 10 units. The percentage required on individual schemes of 25+ units varies between 30% and 50% depending upon scheme size and location, with schemes between 10 and 24 units being 'stepped up' to the appropriate percentage. This latest variation is intended to

increase the proportion of affordable housing achieved in the city and has been used for development control purposes since January 2006 [shaded more heavily]. However, completions of housing developments often follow a year or more behind planning permission so the results of this new policy will only be visible in future years.

### **Community Build Programme**

- 6.2.15 One of the outcomes of the Westminster Housing Commission, an independent body which was charged with the task of identifying new ways to combat the city's shortage of affordable housing, was to establish a 'Community Build Programme'. This entails the council seeking opportunities to build new homes on under-used land on its own housing estates; without compromising design, or quality of life for existing and future residents. The Programme is dependant on funding, expected to yield about 500 new affordable homes over the next five years. The council has identified 13 possible schemes [the majority do not yet have planning permission] for submission to the Housing Corporation 2008/11 funding round.

### **Short term letting**

- 6.2.13 Short term letting [STL] is defined as temporary sleeping accommodation occupied by the same person for less than 90 consecutive nights. It is concentrated in central areas that are in close proximity to services, tourist attractions and commercial centres. This practice causes several problems for Westminster. It reduces the availability of permanent housing and long lease housing forcing up rental values and it can affect the amenity of residents who share a block where short-term letting is prevalent. The GLC [General Powers] Acts 1973 and 1983 allows the council to take enforcement action against short term letting. UDP policies H1 [preventing the loss of housing] and H2 [preventing the use of housing by non-permanent residents] provide the local policy justification.
- 6.2.14 In the year 2006/2007 503 short term lets investigations opened and 8 Enforcement Notices were issued. Due to the time lag which occurs in the enforcement process, STL investigations opened in 2006/2007 are unlikely to be turned into Enforcement Notices in the same period. These figures demonstrate that this issue remains a significant challenge for the council. However, there has been a slight decrease from 2005/2006 which may be indicative of the council's successful approach in dealing with short term letting.

## **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.

### **Non Residential Car parking**

- 6.3.2 The UDP 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 ten commercial developments of more than 1,500 sq m were completed in the city: all these conformed to this standard. In six of these schemes, all in the centre of the city close to tube stations and bus routes, no parking was provided. Five of these six schemes were retail led and located in Covent Garden and the West End.

### **Public Transport Access to Local Services**

- 6.3.3 The whole of the city has a Public Transport Accessibility Level [PTAL] score of 6. This is the highest level attainable and reflects the fact that 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 2006/2007 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**

The government's guidance requires authorities to monitor:

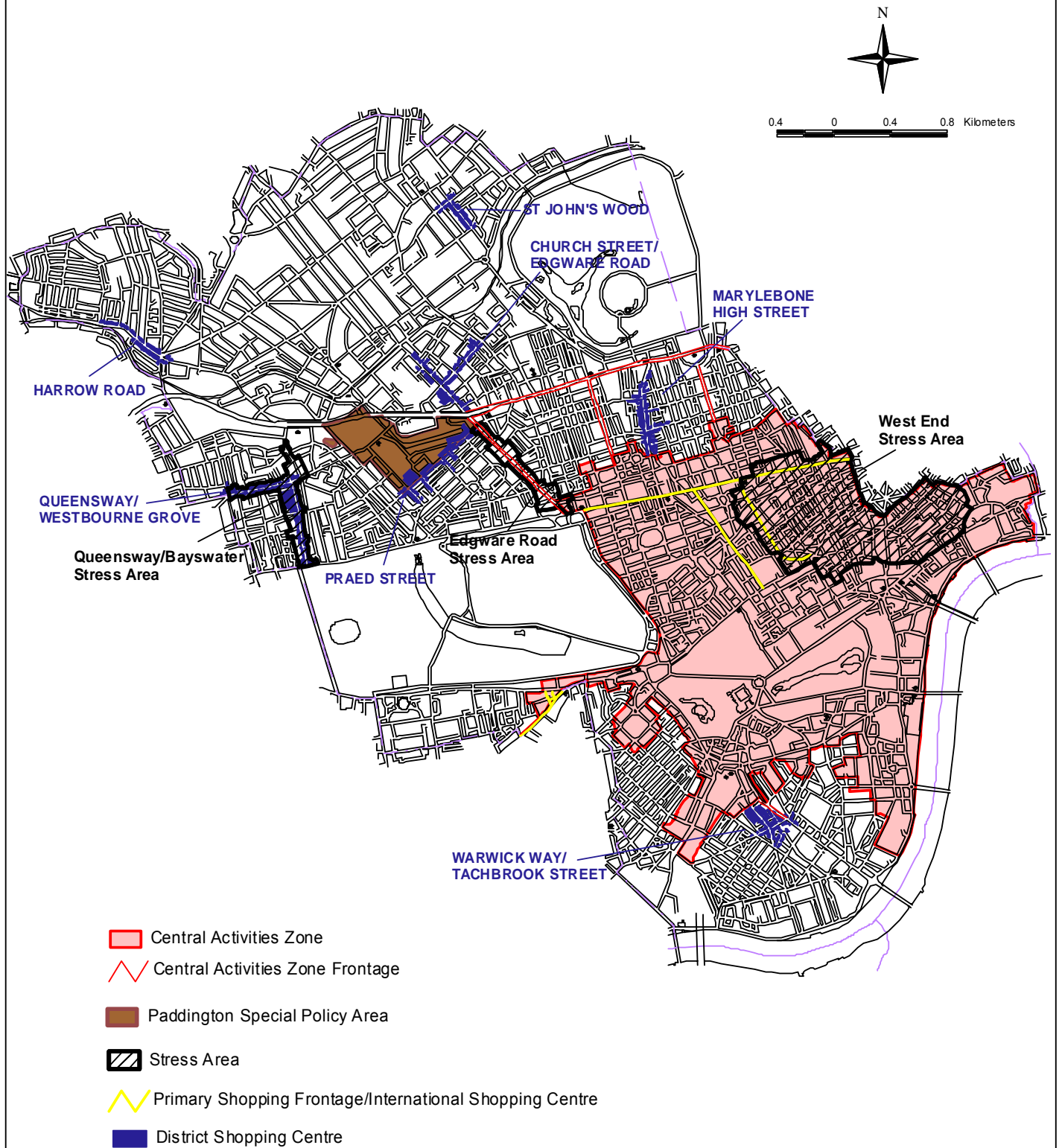
- [a] the total amount of completed retail, office and leisure development in their areas;
- [b] the amount of completed retail, office and leisure development in town centres; and
- [c] the amount of eligible open space managed to Green Flag Award standard.

- 6.4.2 In this report offices are covered in the section 6.1 above dealing with business development.

### **Retail development**

- 6.4.3 The UDP designates a hierarchy of shopping areas in Westminster. This hierarchy comprises [a] the Knightsbridge and 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



Reproduced 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. There are also a number of smaller shopping frontages which have specialist functions, and areas which provide local facilities for people living or working nearby. The adopted 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 The adopted 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 6.11 below shows the amount of retail floor space has increased since 2004. In 2006/2007, there was an increase in shop floorspace of almost 3,000 sq m.

**Table 6.11: Change in shop floorspace, 2004 and 06/07, 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>
2004	40	4,578	14,162	9,584
05/06	87	8,469	13,798	5,329
06/07	95	32,597	35,590	2,993
<b>Total</b>	<b>222</b>	<b>45,644</b>	<b>63,550</b>	<b>17,906</b>
Under construction	59	50,315	52,517	2,202
Unimplemented	97	27,730	41,667	13,937

Source: Shopipe. Note: Detailed monitoring of shop floorspace was not undertaken until 2003. A retrospective analysis of permissions 2000 to 2003 is included in Shopipe in this financial year.

- 6.4.7 *Shopping floorspace in the Central Activities Zone.* Almost all of the net increase in A1 floorspace occurred in the Central Activities Zone. Achieving increases in shopping 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 shopping facilities in the CAZ. The policies are ensuring that shopping facilities are being renewed and more shopping floorspace is being provided.
- 6.4.8 Since 2004 the net increase in A1 floorspace in the CAZ has been significant and more than the total net increase for the whole of the city, 'compensating' for a loss of A1 floorspace outside the designated centres.

**Table 6.12: Change in shop floorspace in the Central Activities Zone, 2004 and 05/06, 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>
2004	22	2,292	12,542	10,250
05/06	59	4,823	11,159	6,636
06/07	59	26,335	29,857	3,522
<b>Total</b>	<b>140</b>	<b>33,450</b>	<b>53,558</b>	<b>20,408</b>
Under construction	37	46,575	41,789	-4,786
Unimplemented	53	24,555	39,333	14,788

Source: Shopipe. Note: Detailed monitoring of shop floorspace was not undertaken until 2003. A retrospective analysis of permissions 2000 to 2003 is included in Shopipe in this financial year.

6.4.9 *Shopping floorspace inside the International Centres' Primary Shopping Frontages.* Table 6.12 below shows there was a significant amount of retail development in the International Centres' Primary Frontages in 2006/2007, a significant proportion of which was from one development to the east of Oxford Street. However, redevelopment of a former clothes store as a residential and office development, led to a significant decrease in retail floor space resulting in a loss of 1,193 sq m in 2006/2007. This loss of floorspace is not in accordance with UDP Policy SS 3 aimed at enhancing shopping in the International Centres' Primary Frontages, but reflects market forces in this area.

**Table 6.12: Change in shop floorspace in the Primary Frontages International Centres, 2004 and 2006/2007, 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>
2004	6	340	5,030	4,690
05/06	6	2,148	7,790	5,642
06/07	5	12,778	11,585	-1,193
<b>Total</b>	<b>17</b>	<b>15,266</b>	<b>24,405</b>	<b>9,139</b>
Under construction	5	4,206	5,041	835
Unimplemented	9	19,162	28,242	9,080

[These figures are included in the figures for CAZ in table 6.11]

Source: Shopipe. Note: Detailed monitoring of shop floorspace was not undertaken until 2003. A retrospective analysis of permissions 2000 to 2003 is included in Shopipe in this financial year.

6.4.9 *Shopping floorspace outside the Central Activities Zone.* There was a net loss in A1 shop floorspace of 371 sq m in all of the District Centres combined. This was largely due to three schemes involving a change of use from A1 to mixed A1/A3 uses.

6.4.10 The council's Health Check reports highlight the differences between the seven District Centres, with Marylebone High Street consistently rated as performing well, and Harrow Road and Church Street/Edgware Road perceived less favourably.



- 6.4.11 There are limited opportunities for new retail development within most of the District Centres. Additional retail floorspace is likely to be achieved through the occupation of vacant A1 units, the redevelopment of A1 units at higher density, and the change of use from non-A1 uses to A1.
- 6.4.12 The number of applications and appeals approved and refused show limited demand for new retail floorspace in the District Centres, although quantitative assessments based on population and expenditure growth suggest increased demand here in the future.
- 6.4.13 There was also a loss of 227 sq m in the Local Centres in 2006/2007, most of which arose from the change of use of a single A1 use to an adjoining A3 use in Lowndes Street.
- 6.4.14 There was no significant development of shopping 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 Planning Policy Statement 6: Retail and Town Centres.

### **Financial and professional services**

- 6.4.15 Class A2 floorspace in Westminster increased by 924 sq m during the year. There was a slight loss of 203 sq m in the Central Activities Zone. There was also a net loss of 2,000 sq m 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 increased slightly by 192 sq m.

### **Leisure and entertainment development**

- 6.4.16 Westminster has some 3,000 entertainment uses, providing for a wide range of activities which include restaurants, takeaways, public houses and bars, night clubs, music and dancing premises [including live music venues], cinemas and casinos. During previous monitoring periods most of these uses fell within Use Classes A3 or D2. In April 2005 The Town and Country Planning [Use Classes] Amendment Order introduced new A4 Drinking Establishments and A5 Hot Food Take-away Classes and re-classified nightclubs [previously in Class D2] as a sui generis use [SG]. In April 2006, further amendments moved casino use from Class D2 to sui generis.
- 6.4.17 The general aim of the 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.
- 6.4.18 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 adopted 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.

- 6.4.19 The adopted UDP 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 [A3], pub or bar [A4], takeaway [A5] or other entertainment use such as night-club or casino [sui generis] live music and dance venues or bingo hall [D2]; and [c] the size of the use, usually measured by its gross floorspace.
- 6.4.20 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 adopted UDP public inquiry, has been in operation since the early part of 2004. The data in the tables below may not, therefore, show the full effects of its current approach. However, the council has operated policies to restrain entertainment uses in designated Stress Areas and elsewhere in the city from 2001.
- 6.4.21 *Entertainment floorspace in Westminster* Table 6.13 below gives details of changes in entertainment and leisure floorspace [Use Class A3, A4, A5, D2 and SG] in Westminster. It shows that over the period 2004 to 2006/2007 there was a combined net increase of just over 16,000 sq m of entertainment floorspace throughout the city.

**Table 6.13: Change in Use Class A3, A4, A5, D2 and Sui Generis floorspace, 2004 to 06/07**

<i>Year completed</i>	<i>Losses sq m</i>	<i>Gains sq m</i>	<i>Net Change sq m</i>
<b>A3 Restaurants &amp; Cafes</b>			
2004	1,688	1,612	-76
05/06	4,489	8,392	3,903
06/07	2,306	9,260	6,954
<b>Total</b>	<b>8,483</b>	<b>19,264</b>	<b>10,781</b>
<b>A4 Drinking Establishments</b>			
05/06	797	627	-170
06/07	515	451	-64
<b>Total</b>	<b>1,312</b>	<b>1,078</b>	<b>-234</b>
<b>A5 Hot Food Take-Away</b>			
05/06	0	0	0
06/07	0	30	30
<b>Total</b>	<b>0</b>	<b>30</b>	<b>30</b>
<b>D2 Assembly and Leisure</b>			
2004	2,772	2,173	-599
05/06	1,372	5,906	4,534
06/07	1,045	1,565	520
<b>Total</b>	<b>5,189</b>	<b>9,644</b>	<b>4,455</b>
<b>Sui Generis</b>			
2004			
05/06	5,782	879	-4,903
06/07	325	6,230	5,905
<b>Total</b>	<b>6,107</b>	<b>7,109</b>	<b>1,002</b>
<b>Overall Total</b>			

Source: Entspipe

6.4.22 The increase in entertainment floorspace is mainly due to growth within Class A3 uses that has continued over the last two years. The growth in Class D2 is mainly attributable to one application involving a change of use from a nightclub to a casino that took place prior to the re-classification of casino use as sui generis. The increase in sui generis uses in 2006/2007 is primarily a result of an increased number of casino developments.

6.4.23 *Entertainment floorspace in the Central Activities Zone* Table 6.14 gives details of changes in floorspace in Use Class A3, A4, A5, D2 and SG uses within the CAZ. This table shows that, over the period 2004 to 2006/2007 there was a net increase of over 15,800 sq m of entertainment floorspace inside the CAZ. As in table 6.13 above, the increase is mainly due to growth in A3 restaurant and café uses, and increases in casino use within the D2 Use Class and subsequently as a sui generis use. There have been only minor increases in A4 and A5 uses.

**Table 6.14: Change in Use Class A3, A4, A5, D2 and Sui Generis floorspace in the Central Activities Zone, 2004 to 06/07**

<i>Year completed</i>	<i>Losses sq m</i>	<i>Gains sq m</i>	<i>Net Change sq m</i>
<b>A3 Restaurants &amp; Cafes</b>			
2004	1,310	844	-466
05/06	1,444	6,284	4,840
06/07	959	7,273	6,314
<b>Total</b>	<b>3,713</b>	<b>14,401</b>	<b>10,688</b>
<b>A4 Drinking Establishments</b>			
05/06	523	612	89
06/07	394	451	57
<b>Total</b>	<b>917</b>	<b>1,063</b>	<b>146</b>
<b>A5 Hot Food Take-Away</b>			
05/06	0	0	0
06/07	0	30	30
<b>Total</b>	<b>0</b>	<b>30</b>	<b>30</b>
<b>D2 Assembly and Leisure</b>			
2004	2,772	2,173	-599
05/06	1,114	5,906	4,792
06/07	1,045	1,565	520
<b>Total</b>	<b>4,931</b>	<b>9,644</b>	<b>4,455</b>
<b>Sui Generis</b>			
2004			
05/06	5,580	189	-5,391
06/07	325	6,230	5,905
<b>Total</b>	<b>5,905</b>	<b>6,419</b>	<b>514</b>

Source: Entspipe

6.4.24 *Entertainment floorspace in the Stress Areas* Table 6.15 gives details of changes in Use Class A3, A4, A5, D2 and SG floorspace in the three Stress Areas shown in Map 2. This table shows that in the three Stress Areas, there was net gain of just over 1,600 sq m of entertainment floorspace between 2004 and 2006/2007 compared to an overall amount of over 15,800 in the CAZ as a whole. This shows the council's restraint policies taking effect. Within 2006/2007 there has only been an increase in A3 uses [and a minor increase in A4 use] within the stress areas.

**Table 6.15: Change in Use Class A3, A4, A5, D2 and Sui Generis floorspace in the Stress Areas, 2004 to 06/07**

<i>Year completed</i>	<i>Losses sq m</i>	<i>Gains sq m</i>	<i>Net Change sq m</i>
<b>A3 Restaurants &amp; Cafes</b>			
2004	<b>0</b>	<b>72</b>	<b>72</b>
05/06	2,373	3,405	1,032
06/07	297	2,236	1,939
<b>Total</b>	<b>2,670</b>	<b>5,713</b>	<b>3,043</b>
<b>A4 Drinking Establishments</b>			
05/06	125	544	419
06/07	394	451	57
<b>Total</b>	<b>125</b>	<b>544</b>	<b>476</b>
<b>A5 Hot Food Take- Aways</b>			
05/06	0	0	0
06/07	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>D2 Assembly and Leisure</b>			
2004	366	77	-289
05/06	258	4,233	3,975
06/07	0	0	0
<b>Total</b>	<b>624</b>	<b>4,310</b>	<b>3,686</b>
<b>Sui Generis</b>			
2004			
05/06	5,580	<b>0</b>	-5,580
06/07	325	325	0
<b>Total</b>	<b>5,905</b>	<b>325</b>	<b>-5,580</b>

Source: Entspipe

6.4.25 *Theatres*. There are 38 theatres in Westminster, almost all of them in the Central Activities Zone. During the monitoring period 2006/2007 there was one application for an extension of 96sq m to improve the facilities at the open air theatre in Regent's Park. The council has a Theatreland Initiative [commenced March 2005] which involves streetscape works and lighting to improve the streets around the theatres and the profile of 'Theatreland'.

#### **Open spaces and the Green Flag award**

6.4.26 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 five Royal Parks, covering a total of 394ha and accounting for 84% of the total eligible area in the city. The Royal Parks Agency, which manages these open spaces, achieved Green Flag standard for St James's Park [including Green Park] [42ha] during the monitoring period which means that all the Royal Parks in Westminster now have Green Flag status.

6.4.27 The council received nine Green Flag awards during 2006/2007. Four continued from the previous years for Paddington Recreation Ground [10.6ha], St John's Wood Church grounds [1.9ha] Victoria Embankment Gardens [4ha] and the Queen's Park Gardens [1.3ha]. The five new Green

Flag awards in 2006/2007 were for East Finchley Cemetery [19ha], Mount Street Gardens [0.6ha], Rembrandt Gardens [0.3ha], St Anne's Churchyard [0.2ha] and Lillington and Longmore Gardens Estate.

## 6.5 Waste

### National Indicators NI 192 Household waste recycled and composted and NI 193 Municipal waste land filled

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.

#### New waste management facilities

6.5.2 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.

#### Amount of waste managed

6.5.3 In the 12 months to March 2007 Westminster collected 192,113 tonnes of municipal waste. Of this 57% came from commercial sources, with household waste accounting for 32%, street cleansing 10%, commercial and parks waste 1%. Westminster is unique in that a high proportion of waste collected comes from commercial sources. The type of waste collected reflects, of course, Westminster's position as an important commercial, entertainment and tourist centre.

**Table 6.16: Disposal of municipal waste, by method 2006/2007**

<i>Method</i>	<i>Tonnes</i>	<i>Percent</i>
Composted	1,153	0.6
Energy Recovery	144,661	75.4
Landfill	27,472	14.3
Recycled	18,827	9.8
<b>Total</b>	<b>192,113</b>	

Source: Westminster City Council Waste Strategy

6.5.4 Waste collected by the 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 for landfill is taken 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 [14.3%] is exceptionally low when compared with other London boroughs and most other local authorities.

- 6.5.5 The 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% of the household waste stream, security issues limit service delivery, 89% of householders live in flats and annual population turnover is high. Although the amount of waste collected increased last year by 2,000 tonnes the amount sent to landfill decreased and the amount sent for energy recovery increased. The distribution of free news papers has had a big impact upon waste. Free newspapers have added approximately 800-1,000 tonnes of street litter to our municipal waste stream. Newspaper recycling bins will be supplied and serviced by the two newspaper groups which are currently being manufactured and will be installed at hot spot sites early in the New Year 2008.
- 6.5.5 To overcome these challenges the council has established services for recycling from doorsteps, gardens, estates and mansion blocks that it 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% 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 20.4% was achieved in 2006/2007; this excludes the commercial element of the municipal waste levels identified in Table 6.16 above. This is set against a Westminster target of 30% by 2010.

## **6.6 Flood Protection and Water Quality**

### **National Indicator NI 189 Flood & coastal erosion risk**

- 6.6.1 Government 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. During 2006/2007 the council referred seven cases to the Agency and no planning permissions were granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. No objections were raised by the Agency to any of the applications referred to it during that time.
- 6.6.3 The council is currently producing a Strategic Flood Risk Assessment to inform future development relating to our flood zone boundaries. This report will be published in the spring of 2008 and will inform the Core Strategy and City Management DPDs.

## 6.7 Biodiversity

### National Indicator NI 197 Improved local 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 council has formed the Westminster Biodiversity Partnership, which prepared a local Biodiversity Action Plan [BAP] in November 2000. In 2005/2006 the council brought partners together to revise the 2000 BAP to align it with national and regional BAP priority habitats/species and to reflect new biodiversity priorities in Westminster. In 2006 formal approval was given for the council to continue their role as the lead partner responsible for co-ordinating the review process. A Steering Group of partners including the council, the Zoological Society of London and The Royal Parks were responsible for updating the BAP. In 2007, these core partners facilitated working groups to identify new action necessary to conserve seven priority habitats and five priority species of particular conservation concern in Westminster. Partner consultation and formal approval is scheduled for 2007/8.

The BAP identifies priority habitats and species, which are especially important in Westminster, London and the UK and these are shown in Tables 6.17 and 6.18 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 6.17: Permitted changes to priority habitat, 2005 and 2007**

<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	1,583.32	0	0
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 council estimates that 70% of Westminster's area is covered by built structures. This figure is given in the table as the 'baseline'. During 2006/2007 five planning proposals involving green roofs were permitted and the roof garden, totalling 40 sq m, at the Savoy Hotel was completed.
- 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 is not possible to assess changes to these.
- 6.7.6 Collating data on species can be difficult, time consuming and resource intensive. In recognising the need to have good ecological information to inform planning decisions, the council continues to implement a Service Level Agreement [SLA] with the London Biological Records Centre: Greenspace Information for Greater London [GIGL]. Data on protected species and BAP priority species were obtained from GIGL and data exchanges were provided quarterly. Mapped patterns of distribution for the following species of importance [see Table 6.18 below] are considered when determining planning applications:



**Table 6.18: Species of biodiversity importance to Westminster, 2006- 2007**

**Status in Westminster: breeding [B], present [P] and no data [N]**

**European Protected Species**

- Bats [P] [includes all species however the common and soprano pipistrelle bats, the noctule and brown long-eared bats are most likely to be encountered in Westminster]

**UK Protected Species**

- Bats [all species] [P]
- Schedule 1 birds: black redstart [P], peregrine falcon [P]
- All wild birds, partially protected

**London BAP [Biodiversity Action Plan] priority species**

- Birds: black redstart [P], bullfinch [N], grey heron [B], house sparrow [B], peregrine falcon [P], song thrush [B], spotted flycatcher [N], starling [B]
- Invertebrates: stag beetle [P], buttoned snout moth [P], southern wood ant [N]
- Plants: bluebell [P] [*Hyacinthoides non-scripta*], cornflower [N] [*Centaurea cyanus*], chamomile [P] [*Chamaemelum nobile*], london rocket [P] [*Sisymbrium irio*]
- Reptiles, Amphibians, Mammals & Fish: bats [all species] [P]

**Westminster BAP priority species**

- Birds: house sparrow [B], tawny owl [B]
- Invertebrates: small skipper [N], holly blue [P], common darter [N]
- Mammals: bats [P] [all species]
- Plants: thyme-leaved speedwell [P] [*Veronica serpyllifolia*], hawthorn [P] [*Crataegus monogyna*]

Note: These priorities were reviewed by the Westminster Biodiversity Partnership in 2006/2007, to include bats, buttoned snout moth, house sparrow, tawny owl, and hedgehog. These are scheduled to be formally approved later in 2007 after partner consultation has occurred.

Source: Westminster Local Biodiversity Action Plan and [www.lbp.org.uk](http://www.lbp.org.uk) and GIGGL

**Sites of Environmental Value**

- 6.7.7 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 UDP 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 adopted 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. Permission was granted during 2006/2007 to enhance a site on Metropolitan Open Land. This was for the demolition and rebuilding of the boat house on the Serpentine in Hyde Park. The new structure includes solar power, rain recycling for its toilets and light spillage measures to help protect the environment for resident bats in the park. The redevelopment of Bowater House on Knightsbridge was referred to English Nature as it fronts onto Hyde Park but no comments were received indicating that this proposal will not have a major impact on protected species.

## **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 11,000 listed buildings and structures, the adopted UDP, at Policy ENV1, encourages sustainable buildings including the provision of renewable energy where appropriate. It is anticipated that better data relating to renewable energy will be provided in later reports as the policy justification at national, regional and local level develops and the council's Sustainable Analysis System [SAS] database recording sustainable issues associated with planning permissions is developed.
- 6.9.3 The council gave planning permission for thirty three proposals for renewable energy installations between 2006/2007 mostly for solar heating and power [through photovoltaic panels] but also including boreholes [for ground sourced heating] and combined heat and power. All of the applications submitted were approved by the council. Carbon emissions will be cut in many of the buildings incorporating these installations such as the grade II listed building at 7 St James's Square which proposes to use solar power and heating as well as bio-fuel burners and green roofs to cut CO<sub>2</sub> emissions by 4.24%.

## **6.9 Sustainability**

- 6.9.1 Between April 2006 and March 2007, the Sustainability Analysis System [SAS] recorded a total of 274 applications where sustainability improvements were negotiated or where conditions were attached securing sustainability measures:
- 22 either reached BREEAM/ EcoHomes standard or included an Environmental Performance Statement.
  - 4 applications incorporated sustainable urban drainage.
  - 10 were approved with a condition attached regarding water conservation.
  - 59% were required to take measures regarding noise, smell and/or waste.
  - 43 applications were required to undertake landscaping and/or the protection of trees from development.
  - 34 applications promoted biodiversity, protected species in SMNC and/or had a condition relating to increasing habitats in areas of wildlife deficiency. These were mainly for the provision of green roofs.
- 6.9.2 The council granted permission for the redevelopment of 41-51 Bolsover Street for a mixed use development in March 2007. The site is close to

Regents Park, a site of Metropolitan Importance for Nature Conservation. The development incorporates several elements for building a well designed, sustainable and efficient building. For example, through enhancing biodiversity by including green walls, green roofs and bat and bird boxes in the building design. The building has reached an EcoHomes rating of “very good” for its residential element. Renewable energy measures and water conservation measures are included and the development is designed to limit light spillage to help prevent light pollution.

- 6.9.3 Conducting formal Sustainability Appraisals is a statutory requirement for the LDF and the later stages of the Sustainability Appraisal require the development of indicators to allow the monitoring of the ‘actual’ sustainability effects of policies to compare with the predicted effects. These indicators will be an output of the Sustainability Appraisal process and will be incorporated in future AMRs once developed.
- 6.9.4 As part of its LDF preparation the council consulted statutory bodies and other key stakeholders on the scoping report for its Sustainability Appraisal in April 2007. The scoping report sets out the context and baseline information about Westminster’s environmental, social, and economic environment and established a framework for assessing the positive, negative and neutral effects of policy development as part of the LDF. The framework against which the local development documents that make up the LDF will be assessed is comprised of 17 sustainability objectives. The objectives are:
1. To create cohesive, inclusive and safe communities with appropriate levels of social and community facilities
  2. To reduce the fear of crime and actual crime.
  3. To ensure the provision of appropriate housing types to meet homeless, affordable, intermediary, overcrowding and family unit demands.
  4. To promote and improve health and well-being.
  5. To reduce greenhouse gas emissions and support climate change adaptation
  6. To require the application of sustainable design and construction in all new developments and refurbishment of existing buildings.
  7. To minimise flood risk, promote sustainable urban drainage and protect surface and ground water quality
  8. To protect, enhance and create environments that encourage and support biodiversity
  9. To improve air quality
  10. To reduce the impact of noise
  11. To reduce the need to travel and use of private motorised vehicular transport as well as encouraging walking, cycling and the use of public transport
  12. To reduce waste production and increase recycling and recovery of all waste
  13. To protect and enhance the historic environment and architectural, archaeological and cultural heritage
  14. To enhance the public realm and street environment.
  15. To protect, enhance and seek opportunities to increase open space throughout the City
  16. To ensure equality of opportunity and improve opportunities for education, training and employment.
  17. To maintain economic diversity, increase local opportunity and support sustainable economic growth

- 6.9.4 This sustainability appraisal framework was used to conduct an initial sustainability appraisal of the 17 spatial options identified in the Core Strategy Issues and Options. The Initial Sustainability Appraisal predicted the likely sustainability effects of these options. Some tensions between the options and policy objectives were identified, and air quality and infrastructure provision were highlighted as particular issues to address.
- 6.9.5 The council is commissioning research on infrastructure provision, and an update and relevant outputs will be included in next year's AMR. In relation to air quality, the council continues to review and assess its progress against the Air Quality Strategy and Action Plan 2001 and work on a revised Air Quality Strategy has commenced. Monitoring results mean the council is confident of meeting national objectives for carbon monoxide, benzene, sulphur dioxide, and 1,3-butadiene. However, in the cases of nitrogen dioxide and particulates [PM<sub>10</sub>] it is clear [as identified in previous review and assessments of air quality] the target levels are not yet being attained.
- 6.9.6 The National Performance Framework Indicator set includes indicators related to CO<sub>2</sub> emissions and air quality levels. The data analysis in relation to these indicators will be included in subsequent AMR reports.

## **7 POLICY ASSESSMENT**

7.1 The UDP is guided by six aims which reflect those set out in the 2002 City Plan. The remainder of this section highlights the key monitoring results set out in Section 6 in relations to these aims.

### **1. Enhancing the attraction of central London**

7.2 The UDP policies seek to enhance the role of the West End as a world class centre characterised by a mixture of uses and preserving its special historic interest. The pattern of retail development supports this objective and points to the effective implementation of policies to achieve the council's objectives. Although the period 2006/2007 did see a loss of retail floorspace in the Central Activities Zone, this was largely due to one redevelopment.

7.3 There has been a significant growth in entertainment floorspace in the CAZ; this has been primarily A3 restaurant and casino use. The Westminster Creative Industries Study points to the potential for positive synergistic effects between entertainment uses and creative industries.

7.4 The policy of restraint against entertainment uses in areas where their cumulative impact is leading to adverse effects [Stress Areas] has continued to be effective with growth in entertainment uses mainly limited to A3 restaurant uses and a net increase of only 57 A4 uses. Similarly, new hotel development reflects the policy of focusing hotel uses in the CAZ and PSPA.

### **2. Fostering economic vitality and diversity**

7.5 The UDP seeks to maintain the economic vitality and diversity of Westminster's economy. New performance indicators relating to economic development and increased emphasis on the role of spatial planning in supporting economic development, emphasises the importance of this objective. The quantum of office floorspace and growth of office floorspace of 143,834 sq m in the period April 2006 – March 2007, points to the health of the office sector and continued attractiveness of Westminster as an office location. UDP policies seek to direct new office floorspace to the CAZ and PSPA and the pattern of office development shows the policy objectives are being achieved.

7.6 However, as highlighted in last year's AMR, there has been no office development in the North West Westminster Area. The approach to encouraging business development in the part of the city is being considered as part of the Core Strategy, and the Core Strategy Issues and Options paper included options on how economic activity could be encouraged in the North West Westminster and will be considered further as work on this progresses.

7.7 Light Industrial uses in Westminster have traditionally been associated with the creative industries. The policy approach to light industrial uses has been successful in that there has been a net increase in this type of floorspace. However, the Creative Industries Study reveals that the spread of creative industries is beyond the currently defined special policy area and the majority of creative industries now operate from premises that are B1 office or A1 retail.

7.8 The findings confirm the importance of the current approach to small offices which advocates protection and encouragement of small offices in Central Westminster and raise a number of important issues to consider, e.g. how the policy approach aimed at supporting creative industries could be strengthened in the LDF.

### 3. Building sustainable communities

7.9 The UDP policies seek to create sustainable residential communities, and aim to build more homes, protect residential amenity and maintain and encourage access to services. In 2006/2007, 967 additional residential units were completed and over the past 10 years completions have exceeded the UDP target and the annualised target set out in the London Plan.

7.10 In 2006/2007, 110 affordable units were completed; this figure is significantly lower than last year because some 92% of schemes in the monitoring period were below the 10 unit threshold where affordable housing is required. While this falls short of the London Plan target of 50% and sliding target in the UDP of 30-50%, the highly developed nature of Westminster means a significant reliance on windfall sites and significant variations in completions, year on year, are not uncommon. It would be misleading to assess the impacts of the affordable housing policy approach on the basis of one year; a longer monitoring period is necessary. This is demonstrated in Table 7.1, which shows the average affordable housing completions as a percentage of all completions for the periods 1997 – 2000 and 2001 – 2004. As can be seen, the percentage completion for affordable housing is broadly in line with the UDP policy requirement for that period.

**Table 7.1 Average affordable housing as a percentage of completions for the periods 1997 – 2000 and 2001 – 2004**

Year	UDP Requirement	All Housing Total	Affordable percentage	Average Affordable percentage
1997	25%	1,075	30.5	24.5%
1998		1,145	21.6	
1999		1,539	12.9	
2000		1,156	33.3	
2001	30%	912	33.0	36.6.6%
2002		474	73.2	
2003		1,286	12.0	
2004		539	28.4	
2005/06	50% > 30%	1,513	19.7	15.55
2006/07		967	11.4	

7.11 The increasing scarcity of large development sites may lead to a lower amount of overall completions on schemes of 10+ units. However, it is too early to judge whether the policy approach initiated in January 2006 has been effective. The council will continue to monitor affordable housing delivery and look at how the policy approach can be further refined in the emerging Core Strategy and City Management DPDs.

- 7.12 There was no significant shopping development outside designated retail/town centres. In relation to the District and Local Centres there has been some loss in A1 retail uses and, in general terms, demand is low. This may change as a result of increased residential population growth. The percentage thresholds for A1 use in the District Centres will be reviewed as part of the LDF process.

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

- 7.13 Westminster is well provided for by public transport, therefore ensuring new development within 30 minutes travel time is easily achieved. The monitoring results stop short of consideration of transport and infrastructure capacity issues. The issue of infrastructure capacity generally, but particularly in relation to transport, was highlighted as an important issue through the sustainability appraisal process and consultation on the Core Strategy Issues and Options. The council will be undertaking an infrastructure audit/strategy in 2008.

#### **5. Ensuring a high quality environment**

- 7.14 The city has significant coverage of Conservation Areas and over 11,000 listed buildings and structures, and the historic buildings and spaces are a defining feature of Westminster. UDP policies aim to preserve or enhance these conservation areas. Open spaces are an important feature of the landscape in Westminster. The council received nine Green flag awards during 2006/2007, which are the national standards for parks and green spaces.

#### **6. Working towards a more sustainable city**

- 7.15 Only 14.3% of Westminster municipal waste now goes to landfill and the recycling levels have increased to 20.4%; the challenging target is for 30% by 2010 but significant work is ongoing to increase recycling levels. The council is in the process of producing a strategic flood risk assessment. However, in 2006/2007 no permissions were granted contrary to the advice of the Environment Agency on flood defence or water quality issues.
- 7.16 The council has developed monitoring activity in relation to biodiversity and continues to protect sites of biodiversity importance in line with UDP policy. In addition, UDP policies encourage the integration of sustainable design measures in all developments, where appropriate. In the period 2006/2007 there was a 100% approval rate for renewable energy installations and the Sustainable Analysis System shows how sustainability measures are beginning to be incorporated into new developments.

## 8 CONCLUSIONS

- 8.1 Westminster is unique. It is distinguished by the presence of government functions; it is an internationally significant office and retail centre; and is home to a diverse and growing residential population. In assessing the effectiveness of UDP policies and the implications for new policies as part of the LDF it is important to consider the complexity and changing nature of the environment in which they are implemented.

### **Legislative Change and the National and Regional Policy Agenda**

- 8.2 The pace of change to legislation and national policy in the 2006/2007 monitoring period and up to the date of publication of this AMR has been rapid. The Planning Bill and the recently published National Performance Framework signal the emergence of a new set of priorities for spatial planning that are being championed at the national tier and will also have an impact on the *process* of preparation as well as the LDF itself.
- 8.3 The London Plan, which forms part of the statutory development plan for Westminster, has also been subject to significant change and the final Further Alterations will be published in early 2008. The current Mayor has indicated yet further revisions to the London Plan in late 2008. One of the tests of soundness of the council's Core Strategy and City Management Development Plan Documents will be in relation to general conformity with the London Plan. For Westminster, this is likely to raise issues around
- 8.4
- Tackling climate change with a shift to *requiring* rather than *encouraging* sustainable measures and tougher targets in relation to CO<sub>2</sub> emissions in particular.
  - Supporting and promoting economic development, especially in relation to major transport infrastructure provisions, while meeting our housing targets.
  - Emphasising the importance of 'place making' that reflects local priorities, consolidating the emphasis on integrating community consultation, but also crucially maintaining local distinctiveness.

### **Monitoring Local Development Scheme Implementation and revisions to LDF Timetable**

- 8.5 Staff resource issues, the need to ensure thorough consideration of the outcomes of the initial sustainability appraisal of the Core Strategy Issues and Options and assessing the implications of the draft Further Alterations to the London Plan have all led to a delay in the publication of the Core Strategy Preferred Options and City Management Issues and Options papers. The council is addressing these resource issues and strengthening its project management procedures. The revised timetable for producing the LDF is detailed at Appendix 1.

### **Monitoring Implementation of UDP Policies and Implications for LDF**

- 8.6 The implementation of UDP policies has been highly effective. This is evidenced by the way in which development patterns associated with the land uses monitored conform with the policies in the UDP. Furthermore, the



volume of applications determined within the CLG targets and the council's success in defending decisions at appeal are testament to the robustness of its UDP policies.

8.7 However, the monitoring results and analysis set out in this AMR signal the need to consider how some policies could be made more effective in achieving the objectives that underlie them. This is particularly relevant in relation to:

- Encouraging business development in north west Westminster
- Facilitating the development of property that will support creative industries
- Encouraging a vibrant and diverse retail offer in local and district town centres.

8.8 In addition, the initial sustainability process highlighted a particular need to consider infrastructure provision to support growth and air pollution issues. These matters will be considered as part of the wider process of policy development in the Core Strategy and, where appropriate, the City Management Development Plan Document.

### **Future monitoring in the AMR**

8.9 As the work on the LDF progresses the emphasis may shift to monitoring new local indicators rather than LDF policies per se and this will be reflected in later AMRs. One element of this may arise from the sustainability appraisal process as the later stages of the sustainability appraisal process relate to establishing a monitoring framework for assessing the significant effects of implementing development plan documents. The purpose of this monitoring is to allow comparison between the *predicted* effects of a policy and the *actual* effects of implementation.

8.10 The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators, published in October 2007, has been included in this report and will continue to be a feature of future AMRs. More broadly, the council wishes to develop the AMR further to make it the main vehicle for the analysis and reporting of wider spatial planning related data.

**APPENDIX 1: REVISED TIMETABLES FOR PRODUCING LDF DOCUMENTS**

**TIMETABLE FOR PRODUCING LDF**

Development Plan Documents (DPDs)	2006												2007												2008												2009					2010																																									
	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F																																	
<b>Core Strategy</b>	1		2																							4	4											5	5									6	6			7	7							8	8																						
<b>City Management Plan</b>												1			2															3	4																					5																		6													7
<b>Statement of Community Involvement</b>																																																																																			
<b>Statement of Community Involvement</b>				5																																																																															

KEY
1 Evidence gathering & initial consultation
2 Start production of DPD
3 Issues and Options for Public Comment
4 Preferred Options
5 Submission to Secretary of State
6 Pre-Examination Meeting
7 Public Examination
8 Adoption

Supplementary Planning Documents (SPDs)	2006												2007												2008												2009		2010	
	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F	M	A	M	J	Ju	A	S	O	N	D	J	F		
Open Space Strategy	2					3			4		5																													
Westminster Way (Public Realm)	2																																							
Tree Strategy*								1			2																													
Metropolitan Views			1												2												3		4		5									
Statues and Monuments			1							1	2				2	3	4												5											
Public Art														1								1	2				2	3		4	5									
Harley Street Conservation Area			1							2	3	4																				5								
Stratford Place Conservation Area			1							2	3	4																				5								
Birdcage Walk Conservation Area			1							2	3	4																				5								
Westminster Abbey & Parliament Square Conservation Area					1							2	2	3	4	5																								
Broadway and Christchurch Gardens Conservation Area		1	2									3	4	5																										
Queensway Conservation Area												1	2	3	4							5																		
St John's Wood Conservation Area				1						2		3	4	5																										
Hallfield Estate Conservation Area														1	2							2	3	4	5															
Design and Space Standards for Housing										1					2														3		4						5			
Westminster Cathedral Conservation Area*[new]														1	2							3	4	5																
Belgravia Conservation Area [new]														1								1	2	3	4	5														
Mayfair Conservation Area																						1	2		3	4	5													
Knightsbridge/ Knightsbridge Green & Albert Gate Conservation Area [new]														1	2							3	4	5																

KEY

1 Evidence gathering and initial consultation

2 Prepare Draft SPD

3 Public Participation

4 Representations and finalise SPD

5 Adoption

## **APPENDIX 2: INFORMATION SOURCES**

In monitoring and reviewing the development plan, and in order to produce the LDF, the council regularly updates its information on the use of land and buildings within Westminster. The 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 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 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.

### **Sustainable Analysis System**

The Sustainability Analysis System [SAS] was set up in April 06. Its purpose is to monitor the sustainable benefits related to planning permissions. These include recording proposed energy sources [renewable sources], water [sustainable urban drainage systems, conservation etc], pollution [noise reduction measures, light spill etc], materials [Ecohome/Breeam standard], ecology [green roof, species protection etc] and health and well being [recycling, ducting from cafes, open space provision etc]. The system also monitors applications refused on sustainability grounds such as a proposal to build on open space. The data is held in 'UNIFORM' and analysed through an ACCESS database.

### **'Pipelines'**

To determine whether specific schemes have been implemented, the 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 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 0.5ha or more.

*For all other uses:* where the floorspace will be 1,000 sq m or more, or the site area is 1ha 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.





## APPENDIX 4 LAND AVAILABILITY FOR HOUSING

### Delivering a Flexible Supply of Land for Housing – 5 Year List of Housing Sites [April 2007]

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
LHCS	697	55-65 North Wharf Road		139	0.40		
LHCS	947	Marshall Street Leisure Centre, Dufours Place Cleansing Depot, Poland and Broadwick Street Car Parks, Fouberts Place		101	0.58		
LHCS / OPP SITE 7	10499	Queen Alexander Military Hospital, John Islip Street		72	0.97		
LHCS	739	West End Green, 285-329 Edgware Road, Church Street, W2 1BB		307	1.17		
LHCS	10502	Victoria Coach Station, Elizabeth Street		200	1.31		
LHCS	836	Michael House, Baker Street, W1M 1AG		33	1.34		
Permission [status unimplemented]	04/01167/F ULL	Development Site At 371 - 375 Harrow Road London W9 3NA	Erection of rear ground and first floor extension, installation of front dormers and rear mansard at roof level in connection with the enlargement of the ground floor retail shops and conversion of the upper floors into 10 self-contained flats.	10		22/04/2004	
Permission [status unimplemented]	05/09830/F ULL	Westbourne House 14-16 Westbourne Grove London W2 5RH	Conversion of fourth, fifth and sixth floors to form 12 residential units, including alterations to fenestration, the erection of extensions at sixth floor level and	12		20/11/2003	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions/sites
			installation of glazed screens to fifth and sixth floors.				
Permission [status unimplemented]	00/06126/F ULL	1 Old Park Lane London W1K 1QR	External and internal alterations, including new roof plant enclosure, in connection with the use of the basement and ground floors for bank [Class A2] purposes and the 1st to 6th floors as 12 flats [site also relates to 134 Piccadilly].	12		26/10/2006	
Permission [status unimplemented]	07/01120/F ULL	[Former] Middlesex Hospital, Mortimer Street, London, W1T 3AA	Partial demolition and redevelopment for ten storey buildings for mixed use purposes comprising 261 residential units [Class C3], office [Class B1], retail [Class A1], financial and professional services [Class A2], restaurant [Class A3] and community/health uses; creation of new public open space; new vehicular and pedestrian accesses; works to the public highway; basement car and cycle parking; associated works including landscaping, servicing areas and plant; retention and repair of existing chapel, No.10 Mortimer Street and Nassau Street facades.	261	1.13	01/04/2007	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	02/05626/F ULL	Site At Crown House 51 Aldwych, 1 Kingsway, Ingersoll House 7-9 Kingsway & Awdry House 11 Kingsway London WC2B 6XE	Demolition and redevelopment behind the retained Kingsway, Aldwych and Drury Lane [part] facades, including reusing the materials of the rear elevation of Awdry House, all to provide restaurant [A3] and retail [A1] at ground and basement floors and offices [B1] and 12 residential units on upper floors.	12		10/09/2002	
Permission [status unimplemented]	03/05154/F ULL	11-15 Arlington Street London SW1A 1RD	Redevelopment of site around the escape shaft from Green Park Underground Station to provide building comprising basement, ground and six upper floors for use as 12 self-contained flats with office space at basement level.	12		10/07/2003	
Permission [status unimplemented]	04/09533/F ULL	112 Regency Street London SW1P 4AX	Erection of mansard roof extension over Regency Street frontage, installation of dormer windows on rear elevation of Douglas Street frontage, fronting Anchor Court, installation of two new windows at second floor level on flank elevation, in connection with conversion of existing office building to create 12 self-contained residential flats [2 x studio units, 4 x 1-bed, 5 x 2-bed and 1 x 3-bed].	12		29/07/2004	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	05/04191/F ULL	34 Henrietta Street London WC2E 8NA	Erection of double height mansard roof extension, installation of level access to ground floor unit from Covent Garden Piazza, use of upper floors as 12 self-contained residential flats comprising 2 x studios, 8 x one-bed units, 1 x two-bed unit and 1 x three-bed unit.	12		04/01/2007	
Permission [status unimplemented]	03/04753/F ULL	38 Elgin Avenue London W9 3QT	Demolition of existing single storey doctor's surgery and the erection of a replacement doctor's surgery at lower ground and ground floor levels and four upper floors consisting of 13 residential flats.	13		16/02/2006	
Permission [status unimplemented]	05/08673/F ULL	117-118 Bayswater Road London W2 3JH	Erection of new building comprising a retail [Class A1] unit at ground floor level, 13 residential units [3x1 bed, 6x2 bed and 4x3 bed] at first to fifth floor and 13 parking spaces for the residential units at basement level together with the build out of the pavement on the junction of Bayswater Road and the west side of Inverness Terrace.	13		30/06/2005	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	04/10036/F ULL	Site At 43-55 Mortimer Street, 55-58 Wells Street 20-34 Great Titchfield Street London W1W 6SL	Demolition of existing building at 43-49 Mortimer Street and 55- 58 Wells Street and partial demolition of 20-34 Great Titchfield Street and 51-55 Mortimer Street. Redevelopment to provide a mix of uses comprising offices, residential [13 flats], retail and showrooms [sui generis]; areas for servicing and ancillary parking; works of landscaping.	13		02/11/2003	
Permission [status unimplemented]	05/05779/F ULL	Douglas House 16-18 Douglas Street London SW1P 4PB	Alterations to include re-modelling at fourth floor level, rear extensions, replacement windows and new vehicular entrance doors in connection with use as 13 residential units.	13		07/07/2004	
Permission [status unimplemented]	01/00961/F ULL	Development At 112-130 Edgware Road, 136-138 George Street And 24 Nutford Place London W1H 5YQ	Demolition of 136-138 George Street, erection of extensions to all frontages to create eight storey building providing 14 additional residential units and office accommodation, external alterations including recladding and provision of plant.	14		01/03/2001	
Permission [status unimplemented]	02/02199/C OFUL	21-23 Farm Street London W1J 5RG	Demolition of council street cleaning depot and construction of 8 x 2 [bed] flats and 6 x 3 [bed] flats with roof terrace and basement parking.	14		10/04/2006	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	04/08971/F ULL	40 - 44 Newman Street London W1T 1QD	Use of first, second, third, fourth and fifth floors as 14 residential units [Class C3] consisting of 7x1 bed flats, 4x2 bed flats and 3x3 bed flats.	14		12/05/2004	
Permission [status unimplemented]	06/03768/F ULL	9-12 Barrett Street London W1U 1AZ	Substantial demolition of existing buildings and redevelopment to create a building over basement, ground and five upper floors providing 14 residential units, office [Class B1], retail [Class A1] and social and community [Class D1] uses.	14		06/10/2005	
Permission [status unimplemented]	06/05729/F ULL	44 - 47 Bryanston Square London W1H 2DZ	Alterations including substantial demolition of 35 Bryanston Mews West and replacement with new building, and lantern extension to 33 Bryanston Mews West, all in connection with the conversion of the buildings to 14 residential units. [Site includes 44 & 45 Bryanston Square, and 33 & 35 Bryanston Mews West]. [Part of land use swap with 3-7 Portman Mews South, London W1]	14		31/10/2006	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	04/00665/F ULL	Development Site At 13 Bull Inn Court And 12 Maiden Lane London WC2E 7NA	Partial demolition behind retained façade of disused electricity generating hall and erection of building comprising basement, lower ground, ground and five upper storeys to form a creative/light industrial unit at basement and lower ground floors, retention of Class A3 use at ground floor and creation of 14 residential apartments on upper floors.	14		24/11/2005	
Permission [status unimplemented]	02/05045/F ULL	Site At 1-9a And 17 Kinnerton Street London SW1X 8EA	Demolition of buildings and erection of three-storey terrace to provide four retail units [Class A1], a Class A3 unit and 14 residential units [Class C3]; closure of entrance to Halkin Arcade, Kinnerton Street and creation of new entrance into the Class A3 unit at 1 Kinnerton Street adjoining the listed properties at 11 Motcomb Street.	14		28/11/2006	
Permission [status unimplemented]	03/04769/F ULL	Land At Rear Of Grove Hall Court Hall Road London NW8 9NY	Demolition of existing garages and redevelopment to provide 13 houses for sale, and two mews houses [affordable units], a gatehouse plus a basement car park for 138 vehicles.	15		22/03/2001	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions/sites
Permission [status unimplemented]	04/10035/F ULL	79-83 Great Portland Street London W1W 7LS	Use of the first, second and third floors and parts of the basement and ground floor as 15 residential flats [Class C3] and associated alterations, with ancillary parking in basement.	15		10/11/2006	
Permission [status unimplemented]	06/07221/F ULL	61 - 62 Lancaster Gate London W2 3NA	Reconfiguration and conversion of existing self-contained flats, studios and bedsits [House in Multiple Occupation] to 16 self-contained flats and rear extensions at third and fourth floor together with other external and internal alterations.	16		22/12/2003	
Permission [status unimplemented]	03/08083/F ULL	16 Paddington Green London	Alterations and the erection of two extra floors at roof level in connection with the conversion of the existing warehouse building into 17 self-contained residential units [including two affordable housing units] with 18 off street car parking spaces and basement swimming pool.	17		24/01/2002	



Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	05/02944/F ULL	1 And 3 Grosvenor Gardens Mews North Belgrave Yard And 1 - 8 Lygon Place London	<p>Rear extension at basement to third floor level to 1 Lygon Place and use as four self-contained flats [2 x 3-bedroom and 2 x 2-bedroom]. Erection of mansard roof extension and use of 2-6 Lygon Place as five single-family dwellinghouses [six bedrooms].</p> <p>Demolition of rear extensions, formation of terrace at rear fourth floor level behind mansard screen and use of 7-8 Lygon Place to provide six self-contained flats [2 x 2-bedroom and 4 x 3-bedroom].</p> <p>Creation of two level basement car parking [21 spaces] to rear of 1-8 Lygon Place. Demolition and reconstruction of 3 Grosvenor Gardens Mews North to provide single-family dwellinghouse [four bedrooms] comprising ground, first and second floor with double garage. Redevelopment behind retained facade of 1 Grosvenor Gardens Mews North to provide single-family dwellinghouse [three bedrooms] comprising ground, first and second floor with single garage.</p>	17		10/02/2004	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	05/09741/F ULL	Development Site At 3 - 10 Grosvenor Crescent London SW1X 7EE	Refurbishment, alteration, part demolition and extension at 3-10 Grosvenor Crescent including erection of dormers to rear mansard roof slopes and rebuilding of rear mews facades, in connection with use as 17 residential flats [1 x studio, 2 x 1-bed, 5 x 2-bed, 5 x 3-bed and 4 x 4-bed] including one residential unit fronting Wilton Row, and basement car park for 22 cars accessed from Wilton Row.	17		17/08/2004	
Permission [status unimplemented]	02/06602/F ULL	2-6 Moreton Street	Demolition of existing buildings and erection of new part three/part four storey building to provide 16 self-contained flats and two live/work units with car parking at basement level.	18		08/03/2005	
Permission [status unimplemented]	05/09315/F ULL	Embassy Court Wellington Road London NW8 9SX	Demolition of existing building [25 flats and caretakers flat] and single storey garages at the rear and redevelopment of the site to provide a new residential building of 25 units and ancillary car parking and storage in a new eight and part nine storey building with raised ground floor landscaped area at rear.	25		19/01/2006	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	05/08771/ FULL	1 Vincent Square London SW1P 2PT	Demolition of existing office building and redevelopment to provide a building comprising two basements, ground and six upper floors to provide 27 residential units [7 x 1 bed, 10 x 2 bed and 10 x 3 bed] including eight affordable units; 26 off street car parking spaces and 27 cycle spaces within new basement car park accessed from Rutherford Street.	27		05/08/2004	
Permission [status unimplemented]	06/00763/ FULL	Site At Park House 116 Park Street And 47 North Row And 453-497 Oxford Street London W1C 2PY	Demolition of existing buildings and redevelopment to provide a single building comprising two basements, ground and eight upper storeys for use as retail, offices and 39 residential units with associated parking, loading area and plant.	39		29/06/2005	
Permission [status unimplemented]	04/10210/ FULL	427-429 Harrow Road London W10 4RE	Demolition of existing building and redevelopment to provide an eight storey building [including basement] comprising 35 residential units and 12 live/work units with terraces and balconies; retail, restaurant and office uses [Class A1, A2, A3 and B1] at ground and first floor level and underground car parking for 40 cars.	47		30/06/2006	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Permission [status unimplemented]	01/07266/ FULL	Site Bounded By 5-10 Denman Street, 35-36 Great Windmill Street, 14-18 Ham Yard And 1-7 Smith's Court London W1D 7DW	Demolition of existing buildings and redevelopment of site to provide four new buildings for use as offices [Class B1], 53 residential units including affordable housing, retail [Class A1], bar/restaurant [Class A3] and an underground car park. Modifications to Ham Yard; creation of amenity space and landscaping. New pedestrian route from Denman Street to Great Windmill Street.	53		22/01/2003	
Permission [status unimplemented]	02/06302/ FULL	Development Site At 1 Queens Grove And 12-22 Finchley Road London NW8 6EB	Demolition of existing buildings and erection of residential building of 6-8 storeys comprising 66 apartments including 17 affordable units and provision of 64 parking spaces in two basements.	66		25/05/2006	
Permission [status unimplemented]	06/02730/ FULL	Peel House 105 Regency Street London SW1P 4AN	Redevelopment by means of demolition of buildings to rear of site; retention and refurbishment of the buildings fronting Regency Street and Causton Street; extension to rear of retained buildings comprising basement, ground and four upper floors. Erection of four single family dwellings comprising ground, first and second floors to rear of site; all in association with the provision	70		19/12/2005	

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
			of 70 affordable residential dwellings with ancillary storage and 33 basement level car parking spaces.				
Permission [status unimplemented]	04/00983/ FULL	Hotel 75-89 Lancaster Gate London W2 3NN	Use as 139 Class C3 residential units, including 15 affordable housing units, formation of basement car park for 136 vehicles, access from Leinster Terrace and exit onto adjacent private land, erection of rear mansard extension, erection of roof addition, internal and external alterations together with associated landscaping works.	139		22/09/2005	
Opportunity Site	OP3	177 -185 Marylebone Road/165-177, Seymour Place, W1			0.09		
Opportunity Site	OP14	Dudley House, North Wharf Road & 138-147 Harrow Road, W2			0.13		
Opportunity Site	OP5	Edgware Road Station, Chapel Street, NW1			0.14		
Opportunity Site	OP15	Paddington Basin, Phase 3			0.17		PB5
Opportunity Site	OP11	Westbourne Green, Harrow Road, W2			0.21		
Opportunity Site	OP1	Royal National Orthopaedic Hospital, Bolsover Street, W1			0.32		
Opportunity Site	OP18	Masterpark car park, South Audley Street, W1			0.33		
Opportunity Site	OP17	NCP car park, Brewer Street, W1			1.00		
Opportunity Site	OP21	135-155 Charing Cross Road, WC2			2.84		
Opportunity Site	OP20	Tottenham Court Road station site, WC2			4.41		

Reference	Reference Number	Address	Proposal	Proposed Units	Site Area	Date Permitted	Links to other permissions /sites
Opportunity Site	OP6	Chelsea Barracks, Chelsea Bridge Road, SW1		1,200-1,500	5.18		
Planning Brief	PB6	Site bounded by Shroton Street, Cosway Street, Bell Street and Stalbridge Street			0.10		
Planning Brief	PB5	North Westminster Community School Site, North Wharf Road			0.30		Opp Site 15
Planning Brief	PB17	Swiss Centre, W1			0.30		

**Delivering a Flexible Supply of Land for Housing – 6 - 15 Year List of Housing Sites [April 2007] DRAFT**

<b>Land Availability for Housing 6 - 10 years April 2013 to March 2018</b>				
<b>Area Team</b>	<b>Reference</b>	<b>Address</b>	<b>Comments</b>	<b>Possible Units</b>
Central Team		Moxon Street Car Park	Council owned site which may not be released for next five years	
Central Team		Cross Rail Station sites	No proposals yet so may not have a residential element	
Central Team		Chiltern Street Car Park		
North Team		St John's Wood Barracks		140
North Team		Block N3 at Carlton Gate Harrow Road	Vacant site which has a nursing hostel use by virtue of 1988 outline consent - now surplus to health authority and possible housing site	50
North Team	Draft Planning Brief	Amberley Adult Education Centre Amberely Road W9		80
North Team		Warwick Day Nursery /Community Centre Harrow Road	Community build site	
<b>Land Availability 11 - 15 years April 2018 to March 2023</b>				
<b>Area Team</b>	<b>Reference</b>	<b>Address</b>	<b>Comments</b>	<b>Possible Units</b>
North Team	Turlys Masterplan	Lord's Cricket Ground St John's Wood		



# City of Westminster

PLANNING & CITY DEVELOPMENT

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