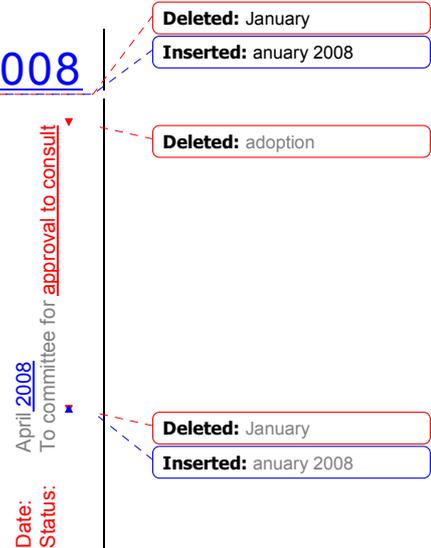


Paddington Station and Environs London, W2



Revisions to draft planning brief

April 2008



Document title:
Version:
Date:
Produced by:

Draft Planning Brief for Paddington Station and Environs, London W2

To committee for ~~approval to consult~~

~~April 2008~~

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Frontispiece

"I am going to design, in a great hurry, and I believe to build, a station after my own fancy; that is with engineering roofs etc. this at Paddington, in a cutting, and admitting of no exterior, all interior and all roofed in.... Now such a thing will be entirely metal as to all general forms, arrangement and design; it is almost of necessity becomes an Engineering Work, but to be honest, even if it were not it's a branch of architecture of which I am fond... You are an industrious man and night work will suit you best... I will expect you at 9.. this evening"

(IK Brunel to architect Matthew Digby Wyatt, 13 January 1851, as quoted in LCT Rolt "IK Brunel" 1957).

"Too often as at Paddington, the station is entirely obscured by the hotel building in front, and the actual entrance and exit is nothing but a mean gangway on each side of, or through the hotel building; we can imagine other treatments of railway stations with ample spaces in front for traffic, and with the hotels flanking the entrance, leaving the opening of the station with some genuine suggestion of gateway as the central feature".

("Town Planning in Practice", 1909 (Sir) Raymond Unwin 5th Ed. 1919.)

These two quotes set forward the merits and historical interest of the station and the long-term criticism that some operational and layout characteristics of the station require considerable attention. The challenge is how in the context of national, [Mayoral](#) and City Council policies those issues can be satisfactorily addressed.

Executive Summary

As part of its approach towards the Crossrail line 1 proposals the City Council has prepared a series of planning briefs for the key sites across the city. The aim of the briefs is to set out all the relevant Council policies and issues relating to the sites, and to seek to obtain the promoters' of Crossrail, Cross London Rail Links Limited (CLRLL), agreement to incorporate these matters into their proposals. The City Council supports the principle of Crossrail subject to considerations as set out in this and the other briefs being prepared. These draft briefs assist the Council in its negotiating and petitioning strategy in respect of CLRLL's hybrid bill which was deposited in Parliament on 22 February 2005 and subsequent amendments for the powers to construct and operate Crossrail Line 1.

Paddington Station is a Grade I listed building located within the Paddington Special Policy Area (PSPA). The PSPA is a major development location and key transport node within Central London. The objective for the PSPA is to create an area of mixed yet compatible land uses whilst seeking opportunities to improve transport linkages, the environment and amenity of the local area. Paddington Station is identified as a key Opportunity Site in the London Plan being recognised as a major regeneration resource and offering the potential for major public transport improvements to facilitate new development and growth, as well as offering a suitable location for new businesses.

This 2008 version supersedes the January 2007 'Paddington Station and Environs Draft Planning Brief'. Since the January 2007 version of this brief, the following has occurred:

- 13 December 2006 - City Council submitted new petition to the House of Commons
- January to March 2007 – Public consultation on previous draft brief
- 18 June 2007 - Revised 'Paddington Triangle' application withdrawn. Discussions continue between Hammersons, Network Rail, London Underground, and Crossrail;
- 5 October 2007 - Final agreement reached on Crossrail funding with major contributions from the public and private sectors. Royal Assent is now anticipated in July 2008, with construction commencing in 2010, and first service in 2017;
- 29 November 2007 - Inaugural Crossrail "Paddington Residents Liaison Group" held;
- 10 January 2008 – Planning permission granted subject to completion of a Section 106 Agreement for the redevelopment of 55-65 North Wharf Road as new office, retail and residential buildings;
- 30 January 2008 – Petition to House of Lords lodged.

These events are reflected in this revised brief.

In summary the main issues include:

- The development of Crossrail line 1 including the construction of a new station along Eastbourne Terrace at Paddington with links to the main Paddington Station and underground network;
- Network Rail's proposals for Paddington Station;
- London Underground Limited (LUL) proposals for their three stations Hammersmith & City, Circle & District, and Bakerloo lines;
- Proposals for 'Paddington Triangle';
- The impact of the station on adjoining sites, and integration of the station with those sites.

This brief sets out the City Council's policies and the specific issues relating to development pressures and focuses on the potential amenity, traffic, environmental, design and conservation impacts of a wide variety of proposals.

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Deleted: <#>September 2005 - The City Council submitted a CLRL petition;¶
 <#>14 November 2005 - 'Paddington Triangle' scheme submitted and committee consideration in 2006;¶
 <#>March 2006 - CLRL propose the inclusion of 4-18 Bishop's Bridge Road;¶
 <#>June 2006 - Intention to inscribe Great Western Railway as a World Heritage Site announced;¶
 <#>14 June 2006 - Replacement Bishop's Bridge opens;¶
 <#>July 2006 - CLRL change their station scheme;¶
 <#>July 2006 - Network Rail determine not to complete Section 106 Agreement for Span 4/Phase 2, thereby ending the 2003 decision to grant planning permission and listed building consent for demolition and rebuilding over Span 4;¶
 <#>8 November 2006 - CLRL release Amendment Provisions 3 (revised proposals);¶

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There is a need for the Station and its interchanges to facilitate and manage the increased pressure and demands that these developments will bring and for any negative impacts to be mitigated. This brief will therefore form the basis for continuing discussions with all relevant parties that have an interest in the above proposals. The brief will also assist and influence the various developers in drawing up their proposals for the surrounding area.

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The range of transportation and property development projects in the area all have in common a significant range of impacts on the public realm. In order to co-ordinate and deliver a phased implementation to the public realm across the projects it is proposed that a joint public realm study and programme is prepared, led by the City Council, based on this brief. Figure 5 shows the area this study is proposed to cover.

Comments arising from the consultation on this draft will be incorporated into the current series of negotiations underway on all of the issues set out above, and will be integrated into a revised version of this brief which will be reported back to Planning and City Development Committee for formal adoption.

The council used the previous draft of this brief as part of its petitioning strategy to the House of Commons Crossrail Select Committee. The draft will continue to act as an important part of the strategy through the House of Lords, and in negotiations to finalise Crossrail's undertakings and assurances. We intend to adopt the brief at or shortly after Royal Assent, currently programmed for July 2008, when it will form an integral part of the requirements in the development of the Crossrail station, and as a material consideration in the determination of planning applications for the other sites. This draft will be reported back to Committee and revised in the light of consultation responses and the outcome of the House of Lords Select Committee.

Deleted: The progress of the Crossrail bill and any changes made to the proposals through that process will determine the programme for final adoption of the draft brief.

1 Introduction

Purpose of the Brief

- 1.1 This planning brief has been prepared in the context of development pressures currently focused around the Grade I listed Paddington Station and in particular Cross London Rail Links Limited (CLRLL) proposals for Crossrail line 1. The land to which the brief mainly relates is located in North West Westminster and is bound by Praed Street, London Street and the Grand Union Canal, Bishops Bridge Road and Westbourne Terrace. A site location plan is included as Figure 1.
- 1.2 The site is included entirely within the Paddington Special Policy Area (PSPA), which is a major development location and key transport node within central London. The PSPA is centred on Paddington Station and the Grand Union Canal and was first designated by the City Council as a special policy area in 1988 in response to the considerable development pressure on a number of major sites. The objective for this area, as set out in the City Council's Unitary Development Plan (UDP), is to create an area of mixed yet compatible land uses whilst seeking opportunities to improve transport linkages, the environment and general amenity of the local area. Paddington Station in particular is identified as a key opportunity site in the UDP being recognised as a major regeneration resource and offering the potential for major public transport improvements to facilitate new development and growth as well as offering a suitable location for new businesses.
- 1.3 Since 1988 specific planning policies, as well as earlier versions of this planning brief, have been developed to ensure that the City Council's position on the future development of the PSPA and Paddington Station is considered in development proposals for the area.
- 1.4 There are still significant development pressures that are or will impact on the development of Paddington Station, in particular the progression of the Crossrail scheme. The purpose of this brief is therefore to provide an update on the current situation as well as set out the City Council's considerations for this site in relation to matters arising from these other development pressures. The brief will focus in particular on potential amenity, traffic, environmental, design and conservation impacts of proposals.
- 1.5 The PSPA factsheet, included as Appendix 1, sets out the current development status of the entire PSPA and is a useful background document that sets out development activity past, present and proposed and puts the schemes in the PSPA into a strategic context. This factsheet is regularly updated and can be viewed on the City Council's website at www.westminster.gov.uk. Section 4 of this planning brief discusses in more detail the key proposals that would have a particular impact on Paddington Station and its immediate environment, and in summary includes the following:
- Paddington Station Phase 2 – Following Network Rail's decision in July 2006 not to complete the legal agreement to allow the planning and listed building consents to be issued for the partial redevelopment of Paddington Station including the demolition of Span 4, the treatment of Span 4 will be reconsidered;
 - 'Paddington Triangle' – A development site with potential to impact upon the Hammersmith & City Line station upgrade and the provision of the taxi deck.
 - Post Office site - Has now been included in this brief rather than in association with St Mary's hospital, given its location and potential for works in connection with the station, in the form of an enhanced ticket hall and improved access. Discussions are shortly expected to commence in order that the hospital and Post Office redevelopments are co-ordinated;

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Deleted: A separate revised planning brief for this site and the hospital was approved by the Planning and City Development Committee on 16 December 2004 for the purposes of public consultation. This is to be revised later in 2007

- Implemented, under construction, and proposed developments along Eastbourne Terrace;
- Crossrail - Crossrail line 1 is a proposal to introduce a new east-west railway linking Maidenhead and Heathrow with Shenfield and Abbey Wood through new tunnels under central London. The project is being promoted by the Secretary of State for Transport through the joint company Cross London Rail Links Limited (CLRLL), which is a joint venture between Transport for London (TfL) and the Department for Transport (DfT). To assist in the Council's negotiations with CLRLL draft planning briefs have been prepared for key Crossrail sites across the City, of which this site is one. A new Crossrail station is proposed at Paddington Station to be constructed beneath Eastbourne Terrace;
- [Paddington Underground Station \(Circle and District Line\) – London Underground Limited \(LUL\) is developing proposals regarding the introduction of longer \(7 car\) trains to serve the Grade II listed station on Praed Street. Such proposals would be brought forward through the promotion of a Transport and Works Act Order, together with an application for deemed planning consent \(via a request to the Secretary of State for a planning direction\) regarding the railway works. It is envisaged that a parallel planning application will be made for the development of buildings and structures to replace those demolished in order to facilitate the railway construction works.](#)
- Other adjacent sites including interaction with the proposed redevelopment of 55-65 North Wharf Road and the Praed Street Business Improvement District.

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1.6 The key development issues for the City Council, which are explored in this brief and which developers and promoters of the various proposals should address in full, can be summarised as:

- Preservation and enhancement of the Grade I listed building and its setting;
- Provision of World Class Architecture;
- Provision of an acceptable mix of land-uses in accordance with policy and provision of appropriate planning benefits;
- Provision of public transport improvements, traffic access, servicing, taxi circulation and parking facilities which meet the long term vehicular, cycling and pedestrian needs of the area, and minimise the traffic and environmental impact on adjacent residential areas and listed buildings in the area;
- Integrated and compatible developments providing good pedestrian links to public transport interchanges, adjoining PSPA development sites and improved public realm [\(including the canal environment\)](#);

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1.7 This brief is a revised version of the draft planning brief for Paddington Station and Environs which the Planning and Development Committee agreed to remaining in draft form as further discussions and negotiations take place with CLRLL and the Department for Transport (DfT) on their proposals and to take account of any further comments from affected parties. The principal issues raised through consultation have been incorporated into this revised draft brief.

1.8 This brief will therefore form the basis for continuing discussions with all relevant bodies having an interest in the proposals that affect Paddington Station and its environs. It is intended for the brief to assist and influence the various developer consortia in drawing up their proposals for the site and surrounding area. Following consultation the City Council will consider any further comments received, and the brief will be revised to incorporate any relevant discussions and negotiations. The revised brief will be reported back to the Planning and City Development Committee for approval to adopt it as a Supplementary Planning Document (SPD). In its current form (as agreed for consultation) the brief is a

material consideration in determining any planning applications although it will be accorded more weight as the consultation and adoption process proceeds.

- 1.9 Whilst by following the above procedure the brief would constitute a material consideration in determining planning applications, if the Hybrid Bill deposited to Parliament is enacted the DfT would have conferred planning permission to construct and operate Crossrail Line 1. Notwithstanding this, through the provisions laid out in the Hybrid Bill the City Council would become a qualifying authority that would allow them to assess some detailed aspects of the proposals. Through this process the City Council would not be able to refuse permission for proposed works on points of principle however, they would be able to request additional details or amendments to proposals on the grounds of the provisions laid out in the Bill. This may include the impact of proposals on design and location within the defined Safeguarding Limits. Furthermore, by setting out the City Council's principal planning issues and requirements this brief forms the basis of negotiations with CLRL and the DfT through the Parliamentary process, and into the negotiations following Royal Assent as the Bill design is developed and specific proposals come forward.

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2 The Site and Surrounding Area

The Site

- 2.1 The site that forms the subject of this planning brief is located within North West Westminster and entirely within the Paddington Special Policy Area, as defined by the City Council's UDP. The land to which the brief relates is bound by Praed Street, Bishops Bridge Road, Westbourne Terrace, London Street and the Grand Union Canal. A site location plan is included as Figure 1, and the Paddington Factsheet at Appendix 1 give more detail on surrounding developments.

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- 2.2 The brief area is focused on the Grade I listed Paddington Station, adjoining buildings and properties along Eastbourne Terrace. In summary the main land uses within this area comprise the following. Their locations are illustrated in Figure 2.

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Paddington Station

- 2.3 Paddington Station is a Grade I listed building making it one of the most important (within the top 1.4%) listed buildings historic buildings in England. It was designed by Isambard Kingdom Brunel and Sir Matthew Digby Wyatt for Great Western Railway and built between 1852 and 1854. The station was listed in 1952 in recognition of its acknowledged architectural and engineering qualities and its historic significance. The extent of the Listing notice and the acknowledged curtilage broadly follows the canal boundary, Bishops Bridge Road, Eastbourne Terrace and Praed Street. A plan to show the extent of the listed curtilage is included as Figure 3.

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- 2.4 The station can be sub-divided into identifiable elements which are all included within the Listed curtilage and comprise:

- Main train shed (Brunel's original structure – spans 1-3);
- Macmillan House (in use as offices), Platform 1 Elevation and the Departure's Road (in use for taxi pick up and drop off, servicing, bus stop and private car pick up);
- Lawn Area (main concourse area for ticket sales and ancillary retail uses including food and drink);
- Span 4 (built between 1911 and 1916 to cope with increased passenger demand) and Lynx (formerly Red Star) Parcels deck;

- Tournament House and Arrivals Road;

The extent of each of these areas is included as Figure 4.

2.5 The history of the railways and the historic development of Paddington Station is well documented. A summary of the historical importance and development of the station has been included in Appendix 2, however it should be recognised that this is a short summary and that in order to understand the development of the station in more detail further documents outside of this brief should be consulted. A particularly useful document is the Paddington Station Design Manual and Conservation Plan which was developed by Network Rail in accordance with the obligations set out in the draft S106 legal agreement for Paddington Station Phase 2 works. This document will be updated on a periodic basis and provides a very good background paper to this planning brief. English Heritage also published 'Paddington Station its History and Architecture' by Dr Steven Brindle in 2004.

2.6 Paddington Station is the London terminus for First Great Western Trains and the Heathrow Express and Heathrow Connect services. It is therefore a key station in the National Rail network, as well as a major interchange for London Underground Limited. Furthermore it is one of Network Rail's major stations where there is potential for further growth. Four underground lines pass through Paddington, the Circle and District lines, from a location south of Praed Street, and the Bakerloo and Hammersmith and City lines, adjacent to the south-east, and north-east of the main station respectively. CLRL are also proposing to locate a new station under Eastbourne Terrace as part of their Crossrail line 1 proposals. This station needs to be fully linked and integrated to the main station and underground lines.

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Paddington Triangle

2.7 The site includes land south of Bishops Bridge Road, to the east of the railway line, known as the triangle site. As this site was, at the time, deemed by Railtrack Group to be outside the operational requirements of Network Rail, it was sold by Railtrack Group, in administration, to Hammerson. The site has been the subject of a planning application by Hammerson for a new Hammersmith and City Line station box, and office tower with retail at canal level. In reports to committee the siting, scale, and design of the proposed office building was acceptable. However the physical and programme relationship between the scheme, LUL and CLRL requirements could not be reconciled, so the scheme failed to meet transport policy goals. There were also outstanding issues relating to the S106 offer. The application was withdrawn by the applicant.

Deleted: The site is currently occupied by portacabins that were used as offices and welfare facilities for the contractors carrying out the demolition and rebuilding of Bishop's Bridge (the Long Term Vehicular Access Project (LTVA)). The bridge was opened on 14 June 2006.

District & Circle Line Ticket Hall, Praed Street

2.8 Paddington District and Circle Line Underground Station is located on the south side of Praed Street in close proximity to the junction with Eastbourne Terrace, within the Bayswater Conservation Area. On 11 August 2003 the train shed and platforms, built between 1866 to 1868, were added to the list of buildings of special architectural or historic interest. Accordingly the station is now Grade II listed. The booking hall is located at the level of Praed Street and is built across the centre of the tracks and platforms below. Two footbridges span the tracks.

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16 South Wharf Road

2.9 This group of mid 19th Century two storey canalside warehouses now owned by St Mary's Hospital and is used by them for ancillary health and administration purposes. These buildings are not listed.

2.10 Whilst in the long term the City Council may not be able to control the demolition of these buildings they do form an attractive group and represent a type of structure traditionally

associated with a working canal. Any redevelopment proposals should include an assessment of their condition and adaptability for re-use, the visual impact of their loss, set against the quality of future structures or spaces and pedestrian movement along the canal.

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Post Office

2.11 The Post Office's West London Mail Centre occupies a key, pivotal position between Paddington station and St Mary's Hospital, above the Bakerloo Line ticket hall, giving it strategic transportation importance. The building, on London Street, has an attractive Baroque style brick and stone façade and dates from 1907/8.

2.12 The main use of the buildings, occupying two thirds of the site, is for mail sorting and processing. There is also a W2 delivery office, offices and a retail branch Post Office. The operation of the MailRail's underground railway, which used to run from Paddington to Whitechapel, has been discontinued. If the Post Office buildings are redeveloped the branch office on Praed Street, which is well used, should be retained or replaced.

Eastbourne Terrace (Numbers 10, 20, 30 & 40 and Telstar House)

2.13 Eastbourne Terrace was formerly part of the stuccoed residential area that is still in evidence to the west. It was completely redeveloped for offices in the 1950s in the contemporary architecture of the day. The buildings were much admired in that context and a Civic Trust Award was given in 1957. As such the west side of Eastbourne Terrace is markedly different to the general character of Bayswater, and lacks symmetry in part due to the change in level, on the canal side of Eastbourne Terrace.

2.14 Number 40 has recently been refurbished, and a planning application has been submitted for the refurbishment of numbers 10, 20 and 30.

2.15 Telstar House was situated on the corner of Bishop's Bridge Road and Eastbourne Terrace. The south west corner of the site is included within the Bayswater Conservation Area. The previous building, designed by Richard Seifert and constructed in the 1960s, comprised ground and 12 upper storeys and was used as offices. The building was severely damaged by a fire in July 2003, was demolished and has been rebuilt as offices, designed by Fletcher Priest for Derwent London, and now occupied by RTZ.

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4-18 Bishop's Bridge Road

2.16 The building is located on the north side of Bishops Bridge Road opposite the junction with Eastbourne Terrace, and stands on a deck over platform 1A. Built in the 1930's by the Great Western Railway as a parcels office, the existing building comprises basement, ground and 5 upper floors totalling around 5,400sqm. With the exception of a small retail unit on the ground floor, the whole building is occupied as offices with ground floor garage parking. The demolition of the building is required by CLRL in order to ensure servicing of the station can continue during Crossrail build.

The Grand Union Canal

2.17 The Paddington Branch of the Grand Union Canal was completed in 1801 and is an important link, leading via the Regents Canal, which it connects with at Little Venice, to the Thames, as well as other rivers. It is one of the oldest Grand Union Canal branches and was an important route into the capital. Today the canal plays an increasingly important role for leisure, providing opportunities for boating, walking, fishing, watersports and nature study. The canal towpath also forms an important pedestrian route for commuters between the station and surrounding developments.

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Conservation Areas

2.18 Paddington Station does not currently lie within a conservation area, although it is bound to the west and south by the Bayswater Conservation Area, shown in Figure 5. The City Council is particularly concerned over any adverse impacts that proposals might have on the Bayswater Conservation Area and more distant conservation areas, including Maida Vale, Paddington Green and Royal Parks.

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Deleted: This is reflected in the detailed design section of the report to the Major Planning Applications Committee recommending approval for the Paddington Station Phase 2 planning application.

World Heritage Status

2.19 The Great Western Railway has been recommended for UNESCO World Heritage designation, and is currently sitting on the UK tentative list. This forms part of a proposal to designate a number of sites along the Great Western Railway route between Paddington and Bristol as a World Heritage Site on the basis of the outstanding historical importance of this railway designed by Isambard Kingdom Brunel in the 1830's. The World Heritage status could be implemented at the earliest by 2010, although a review and consultation on World Heritage policy is due to report later in 2008. A review of the UK tentative list may follow. Details can be found at: http://www.culture.gov.uk/what_we_do/Historic_environment/heritage/world_heritage.htm.

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Surrounding Area

2.20 The area immediately surrounding the planning brief site to the north west and east is also located within the PSPA. This comprises the largest development site in Westminster and a site of strategic importance in London. As stated above there are major development and transport projects underway as well as new proposals for the area. Development achievements to date include 1.14million sq. ft of office/retail/leisure space and 919 new homes. Other major proposals include mixed-use developments, public transport improvements and the redevelopment of the Post Office site. The City Council maintains an up-to-date Factsheet on the progress of the regeneration programme within the PSPA and provides more detailed site histories. For information the version current at the time of printing is included as part of this brief as Appendix 1. Updated versions of this factsheet can be viewed on the City Council's Website at www.westminster.gov.uk. In order to read this planning brief in context regard should be had to the site histories of the particular development proposals cited in paragraph 1.5 and Section 4.

2.21 A priority for the City Council is to ensure that residential amenity is considered and protected in all development proposals. The most sensitive receptors to the proposed developments include the following residential areas.

- St Mary's Hospital to the east;
- 80 residential units at Brewers Court on Bishops Bridge Road;
- 219 recently constructed residential units at Paddington Central (formerly Goods Yard) on the north side of Bishops Bridge Road adjacent to the canal;
- 50 residential units located on the north side of Paddington Basin on North Wharf Road in Dudley House. This site is subject to a planning brief (2002) to redevelop the site and potentially provide between 150 to 200 additional residential units (see Appendix 1 for more detail of this site and 232 residential units at Hermitage Street, now known as Paddington Walk);
- 100 new proposed residential units at 55-65 North Wharf Road
- Residential units on the upper floors of properties along Praed Street;
- Substantial residential district to the south of Praed Street in the Bayswater Conservation Area;
- Predominantly residential uses along Westbourne Terrace to the west of Eastbourne Terrace and the Mews that lie between.

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The location of the existing residential units are illustrated in Figure 6 whilst the location of those that are proposed / under construction form part of the PSPA factsheet and accompanying map which is included as Appendix 1.

3 Planning Policy Framework

Statutory Planning Framework and Principal Policies

3.1 The relevant statutory planning framework for Paddington is set out in:

- The Government’s Planning Policy Guidance (PPG) notes and replacement Planning Policy Statements (PPS), particularly:
 - PPS1 (General Policy and principles),
 - PPS12 (Local Development Frameworks),
 - PPG13 (Transport),
 - PPG15 (Planning and the Historic Environment),
 - PPS23 (Planning and Pollution Control) and
 - PPG24 (Planning and Noise)
- The Mayor’s Spatial Development Strategy (The London Plan) published February 2004, and Further Alterations to the London Plan, published for consultation September 2006 with an Examination In Public over summer 2007, was adopted in January 2008;
- The Mayor’s Transport Strategy and revisions (2001 & 2004);
- The City of Westminster’s adopted Unitary Development Plan (UDP) 2007. The detailed policies of Chapter 5 ‘North Westminster’ are of particular relevance and should be applied in conjunction with other policies in the plan;
- The City of Westminster’s various Supplementary Planning Guidance;
- The City of Westminster’s 5 Year One City Programme, adopted June 2006;
- The Westminster City Plan (Westminster’s Sustainable Communities Strategy) adopted November 2006.

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Deleted: The City of Westminster’s Replacement UDP (RUDP) is going through its final adoption processes at the time of writing, and should be the only relevant UDP version by the time this brief is read. On 16th October 2006 Cabinet approved a modified safeguarding line on the Edgware Road relating to policy TRANS18 in the RUDP and instructed officers to serve notice of intention to adopt the plan as soon as practicable after this date. It is currently anticipated that the RUDP will be approved for adoption by Full Council at their meeting on 24th January 2007. Until formal adoption, the 1997 Plan remains the formal Development Plan, with the version of the RUDP agreed by Full Council (December 2004) being a material consideration of significant weight.

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3.2 The statutory development plan for Westminster is the UDP, adopted January 2007. The UDP contains the principal planning policies against which the development of this planning brief site will be considered. The City Council intends to “save” all the policies in the UDP for a minimum of 3 years, until at least January 2010. During this time the Core Strategy Development Plan Document (DPD) and City Management DPD are being prepared which when adopted, will supersede certain UDP policies. Some UDP policies may be saved beyond 3 years, subject to the approval of the Secretary of State.

The Mayor’s Spatial Development Strategy (The London Plan)

3.3 The London Plan is the Spatial Development Strategy for Greater London and together with the City of Westminster’s UDP, they form the current as well as the most important development plans to be considered for the purpose of understanding the policy context for this planning brief.

3.4 The Mayor of London’s London Plan was published in February 2008. The London Plan aims to accommodate significant growth in the London economy, mainly in central and east London. It identifies Paddington as an Opportunity Area that has capacity to provide some 23,200 jobs and 3,000 new homes by 2026. Paragraph 5.38 of the Plan states that Paddington is a major national and commuter rail terminal, which has good links with Heathrow and London rail services. It recognises that the area has a distinct ‘canal-side’ character to build on and that existing developments have begun to respond to the site’s

scope for high density, good quality, business and housing development. The “Blue Ribbon Network” policies are also of relevance to developments proposed adjacent to the canal.

3.5 The London Plan also recognises that the development of Crossrail would extend links at Paddington with the City and eastwards. Policy 3C.12 in the Plan sets out to make major improvements to the transport network with new cross-London links. The Mayor aims to work with strategic partners to improve the strategic public transport system in London, including cross-London rail links to support future development and regeneration priority areas and increase public transport capacity. The London Plan therefore fully supports the development of Crossrail line 1, as it is fundamental to enabling the projected growth and development set out in the plan.

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3.6 Crossrail is also a key element of the Mayor's Transport Strategy and identifies it as a major project vital to London's status as a 'World City'. The Mayor sees the project as facilitating substantially increased capacity into and across central London, tackling overcrowding at Liverpool Street and Paddington mainline termini, linking the City and West End to Heathrow and assisting economic development in east London.

4 Key Land Use Issues and Adjacent Sites

4.1 Paddington Station Proposals

- 4.1.1 In response to the major development proposals and transport initiatives proposed for the PSPA, including Crossrail line 1 and the introduction of the Heathrow Express, Network Rail (formerly Railtrack) issued a Station Masterplan in September 1996. This set out their aspirations for the development of the Station and how it could contribute to, and integrate with, the development of the wider area. The masterplan outlined a phased programme of investment in the Station. Phase 1 has now been successfully completed and involved works to Spans 1-3, The Lawn and parts of Macmillan House and Tournament House. The masterplan was prepared following consultation with the City Council and it is acknowledged that the Phase 1 works have been completed to a high standard whilst maintaining the architectural integrity of the historic building. These works demonstrate the positive benefits of high quality design and have brought noticeable improvements to the Station and passenger facilities. A full description of the Phase 1 works can be found in Network Rail's 'Paddington Station Design Manual and Conservation Plan' [2005. Network Rail are currently reviewing the document and it is hoped the restoration of missing features and sympathetic reconstruction of missing fabric to the Eastbourne Terrace façade will be seen as objectives.](#)
- 4.1.2 Phase 2 of the station Masterplan proposed the demolition and redevelopment of Span 4 and the adjacent London Street deck (Lynx Parcels) in order to deliver substantial transport benefits and commercial development. On 31 July 2003 the Major Planning Applications Committee resolved to grant conditional planning permission and listed building consent, subject to the completion of a S106 legal agreement. A copy of the committee report and minutes from this meeting are available as a background paper.
- 4.1.3 In summary the Phase 2 proposal included:
- Rationalisation and reconstruction of track infrastructure to existing Platforms 9-14 and construction of a new 15th platform to align with Platforms 1-8, providing increased train path capacity and operational flexibility and a unified concourse with Spans 1-3;
 - Demolition of Span 4 and Lynx [Parcels](#) deck (with temporary support to safeguard Span 3) to allow provision for transport interchange facilities to include a long-term vehicular access solution for the station and a new taxi/servicing deck accessed from Bishops Bridge Road;
 - Approximately 72,000 sqm of commercial development above the transport deck in the form of three blocks ranging in height between 50 metres and 75 metres above canal level.
 - [Required congestion relief to Hammersmith & City Line station](#)
- 4.1.4 The resolution to grant planning and listed building consent was subject to the completion of a S106 Legal agreement which sought to secure, among other things:
- An appropriate level of safeguarding and funds relating to public transport measures identified in the Paddington Area Transport Study 3 (PATS 3), January 2004 (subsequently replaced by PATS 4);
 - Provision of funding towards the Long Term Vehicular Access (LTVA) and Paddington Area Transport and Environmental Management Study (PATEMS) commensurate with the level of impact;
 - Committing Network Rail to an agreed conservation plan and management plan together with the provision of wider public realm benefits [for the station](#);

- Provision of funding to the Social and Community Fund Account related to the scale of the development;
- Agreement to adopt the Code of Construction programme, provide pro-rata funding for the Environmental Inspectorate and to provide details of phasing of works;
- Agreement to extend the glazed roof over the station concourse in accordance with St Mary's hospital proposal;
- Agreement to ensure the construction of the new buildings is based on a fully worked up and agreed design for the provision of a second escalator from the station concourse to the Bakerloo line platforms;
- Agreement on the management of the Paddington Station Departures Road to prevent it from being used as an alternative set down or pick up area for taxis.

4.1.5 In July 2006 Network Rail issued a statement explaining their decision not to pursue completion of Phase 2 as planned. The Section 106 agreement remains incomplete and the planning permission was therefore never issued. Given the decision by Network Rail to withdraw their Span 4/Phase 2 application it is now appropriate for the 1996 Masterplan exercise to be revisited in the context of the Network Rail Conservation Plan and this draft brief.

4.1.6 The need to adapt Span 4 remains, and consideration has to start from its conservation and sensitive adaption alongside boundary treatments and the setting of the station. Network Rail have initiated proposals to allow work to begin to design a sensitive refurbishment of Span 4 during 2008. Separate listed building consent applications are due shortly.

4.1.7 On 17 February 2005 LUL wrote to Network Rail advising that engineering studies of two alternatives have been undertaken and both give rise to unsatisfactory outcomes. As a result LUL have concluded that improvement in the vertical connection to the Bakerloo Line platform will have to rely on future developments associated with the Post Office (Royal Mail) and/or St. Mary's Hospital Sites.

4.1.8 The requirement and pressing need to provide a second escalator from the station concourse to the Bakerloo line platforms was reported to the 26 May 2005 Planning and City Development Committee along with a report setting out how negotiations to secure the other S106 heads of terms were progressing. At this meeting the Committee noted that it did not appear feasible to insist on Network Rail pursuing a scheme for a second escalator from the station concourse to the Bakerloo platform and agreed that in lieu of these works financial funding be sought for related public transport improvements, accepting Network Rail's offer of £450,000 towards LTVA. The resolution to grant permission for Phase 2 still sets the most recent planning context for any development of this site, given the policies of the UDP are still a primary consideration.

4.1.9 The City Council seeks the major public transport benefits proposed in any alternative proposal. As part of the public transport benefits the City Council would seek improvement to the interchange between the Bakerloo and Hammersmith and City Lines at Paddington. If the proposal is solely to provide a permanent taxi rank on the new deck, as the Crossrail proposal currently indicates, the City Council will require a vertical link from platform level to the deck, sensitively designed to respect its context within a Grade I listed structure, and well located to ensure a legible pedestrian route between modes. Any roof or walls will also be required to be designed to a high standard, sympathetic to the listed span 4. The rank will also require a physical barrier to prevent taxis accessing the taxi deck from London Street or Praed Street, and a pedestrian link from the deck to the canal adjacent to

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the new footbridge across the basin providing full pedestrian access from the basin towpath to the station and through linking the basin, goods yard and all other PSPA sites.

4.1.10 With regard to the current programme for the Crossrail line 1 proposal (see section 4.7 below) CLRLL will require the Lynx Parcels Deck for the relocation of taxis from the Departure's Road, at least for the duration of construction. Taxis would be directed from a new access ramp built off the new Bishops Bridge to the Lynx Parcels Deck adjacent to Span 4. This arrangement would remain in place until CLRLL complete their Paddington Station works, although CLRLL indicate that they will retain the taxi facilities on the deck indefinitely. There are clear advantages if the relocation of taxi facilities to the north side of the station is undertaken once and on a permanent basis.

Great Western Route Utilisation Strategy

4.1.11 Following the Government's Rail Review, Network Rail has been given the responsibility for developing Route Utilisation Strategies (RUS). These are designed to ensure the most efficient use of the rail network is made, and opportunities to improve it are identified. They will also help inform the development of the franchise specifications for train operators. Work commenced in January 2008, and is programmed to continue for approximately 18 months, incorporating a formal consultation period. In parallel with this the Department for Transport is now tendering for new trains to replace the ageing IC125 fleet before 2016, which may require alterations to platform concourse layout.

Hammersmith & City Line congestion relief scheme

4.1.12 London Underground is currently developing the design of a 'standalone' congestion relief scheme due for completion in summer 2008 and subsequent implementation. As the name implies, this scheme is based on minimal reliance upon third parties and will involve a station design that sits within the footprint of the existing LU leasehold arrangements utilising the island platform which will be significantly 'decluttered'. The scheme assumes that the existing disused taxi ramp will be demolished with the proposal to cover the platform with a new concourse structure providing new ticketing and staff accommodation facilities, a significantly enhanced gateline and step-free access from street to platform level. Three staircases will provide platform access/egress. The new ticket hall will be served by two entrances; one via the existing overbridge and a new second entrance providing a new entrance on the canal side.

4.1.13 There remains a significant interface with the design and construction of the new Crossrail taxi ramp facility which will span the Triangle site (see 4.2 below) immediately to the North. A LU/Crossrail review of design and construction integration opportunities is ongoing.

District & Circle, and Bakerloo Line step-free scheme

4.1.14 Paddington station is part of London Underground's step-free Foundation network to be funded through the TfL Investment Programme to meet Mayoral targets. Initial feasibility studies were completed in 2007 and the chosen scheme is currently being developed and due for completion in summer 2008. This will provide step-free access from street level to the District/Circle & Bakerloo platforms. Scheme completion is forecast by 2013.

4.2 "Triangle Site"

4.2.1 A potential impediment to the Crossrail scheme's successful implementation is that, on the demise of Railtrack, the site between the new Bishop's Bridge and the rear of Paddington Station was sold to Hammerson, a third party property developer. This complex state of affairs springs from the placing of Railtrack into administration by the Government and the subsequent disposal of land not in daily use by the operational

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railway. This disposal created significant difficulties for Network Rail, as successors to Railtrack, and foresight is required to ensure that any development does not impede CLRL's ability to deliver the Crossrail scheme, by impacting on proposals to relocate taxis to the Parcels deck, or by impeding the ability of LUL to construct a new Hammersmith & City Line station.

4.2.2 On 23 February and 29 June 2006 decisions were taken by Planning and City Development Committee on an application to erect a new 15-storey office block, new Hammersmith and City line station box, retail use at canalside, and new access to Bishop's Bridge and facilitate Crossrail's taxi ramp. Following negotiations, a new application for a revised scheme was submitted with a package of mitigation measures that included the provision of a new station box to provide much needed congestion relief to the Hammersmith & City line. However, without agreement between Hammerson, London Underground, Crossrail and Network Rail on the construction sequence and timing of both the enhanced Hammersmith & City station works, and the Crossrail taxi ramp, and without agreement over required planning benefits, a recommendation for approval could not be given and the application was withdrawn in June 2007.

4.3 St. Mary's Hospital

4.3.1 On 22 August 2002 the Major Planning Application's Committee resolved to grant planning permission and listed building consent, subject to the completion of a S106 legal agreement, for the redevelopment of the adjacent St Mary's Hospital site.

4.3.2 It is now clear that this permission will not be implemented. Instead the St Mary's NHS Trust Board has adopted a strategy for the piecemeal development of the site. The new strategy, outlined in July 2006, is dependent upon the successful merger with the Hammersmith Group, and on the new Academy Research Programme with Hammersmith and Imperial College.

4.3.3 Any proposals for the existing St Mary's Hospital site should reflect the 31 July 2003 Committee's resolution to ensure that there is agreement to extend the proposed glazed roof over the station concourse. St Mary's and Network Rail will need to jointly resolve the station entrance arrangements to the City Council's satisfaction. The City Council would also seek to ensure that, as in the August 2002 St Mary's Hospital scheme, a new access to Paddington Station, in the area of the Lawn, is provided from the site. As part of the proposals to provide this new access the August 2002 scheme included the demolition of the Grade II listed Mint Wing. However, in any revised proposals for the site the initial presumption is to provide the access whilst retaining this important structure, in accordance with PPG15 and UDP Policy DES 10. A new Bakerloo line entrance and ticket hall, with an exit to South Wharf Road, is also conceivable as a potential new use for the Mint Wing.

4.4 Post Office

4.4.1 The West London Mail Centre operates 24 hours a day with 800 employees and 47 operational vehicles based at the site. The operational link between the Post Office and Paddington Station was severed in 1996 with the opening of the national road-rail Distribution Centre at Willesden. In 2003 the Royal Mail closed the Paddington to Whitechapel Post Office underground railway.

4.4.2 Royal Mail Group intend to vacate their Praed Street Mail Centre as part of a wider London review to meet their own property and operational needs. If the site is vacated, the City Council would object to the loss of the branch post office with counter service on

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Praed Street, which should be retained in the immediate neighbourhood in suitable premises.

4.4.3 The property implications of closure are being investigated and current projections suggest that that site will be available from Spring 2009. The site occupies a key, pivotal position in the PSPA between the station and the hospital. Although a joint scheme between St Mary's Hospital, the Royal Mail Sites and the Crown Hotel, could provide the best solution in design and function terms, given the indeterminate state of the hospital's redevelopment proposals it is not considered prudent for this brief to restrict options to just a joint proposal for all three parties. Instead, redevelopment of the Royal Mail site alone, but with reference to the future redevelopment of the hospital, could still bring forward significant public benefits, including public transport upgrades and a contribution to the wider regeneration of Paddington such as public realm enhancements, and visibility of the station improvements, much earlier than a more complex scheme.

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4.4.4 Any development of the Post Office site would have to be co-ordinated with the proposals for Paddington Station, particularly in so far as the physical relationships, particularly at basement level, tie the sites together. In particular it has been shown that a new access from street level, vertical connection, and ticket hall for the Bakerloo Line is needed at basement level (see para 4.1.7, above). Early discussions with Royal Mail have been positive and indicate potential for the site to deliver a new Bakerloo Line station.

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Deleted: <#>The development of the site in a co-ordinated scheme would comply with the PSPA policies in the RUDP, whereas any individual development proposal would not meet those criteria and standard non-CAZ policies would apply.

4.4.5 The land use content of any scheme submitted for planning permission will need to be considered against:

- UDP/PSPA, and London Plan policies
- The physical constraints of the site
- Amenity considerations
- Impact on public transport/public realm
- Impact on adjacent sites

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4.4.6 It may, subject to precise proposals and agreement with LUL and Network Rail on the viability of the public transport benefits proposed, be appropriate to flex policies CENT 3 and PSPA 2 to allow the reduction or omission of residential accommodation in this instance in order that necessary but spacially complex improvements to Bakerloo Line access may be delivered in conjunction with a redevelopment appropriate in this location.

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4.4.7 The Post Office underground railway (Mail Rail) runs from Paddington to Whitechapel, linking the Central London Mail Centres, and was used as a conduit for mail processing. English Heritage have recently declined to add the Mail Rail system to the list of Buildings of Special Architectural or Historic Interest and a Certificate of Immunity from Listing for that part of the railway infrastructure which sits below the building has been received by the Royal Mail Group from the Department for Culture Media and Sport.

Inserted: It is clear though that the inclusion of residential use will jeopardise the ability of the scheme to deliver major benefits to the overall regeneration of the area. A high value office and retail scheme would be more likely to enable the delivery of the Bakerloo line works as an integral part of the scheme. It may, subject to precise proposals and agreement [... [4]

4.4.8 The potential for future use of Mail Rail should be safeguarded in any proposals for the site, and will be conditioned and/or governed by a clause in a legal agreement. It is understood that TfL/London Underground Limited have begun discussions to ascertain the viability of using the defunct Mail Rail to provide cooling to the London Underground system.

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4.4.9 The cumulative environmental impacts of these schemes would have to be considered in any development proposals and submitted as part of a detailed environmental impact assessment.

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4.5 Eastbourne Terrace

4.5.1 On the 24 November 2004 conditional planning permission and conditional conservation area consent were granted for the redevelopment of Telstar House to provide a building comprising Class B1 (offices), car parking, hard and soft landscaping and associated works, and this permission ~~has now been implemented. The permission was granted~~ subject to a Section 106 legal agreement to secure the following:

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- a financial contribution towards the provision of public art;
- a financial contribution towards the funding of the Environmental Inspectorate's Code of Construction Practice;
- the creation of a taxi set down facility in Cleveland Terrace, re-paving around the site and junction improvements in the vicinity and payment of associated Council costs;
- dedication of public highway in the vicinity of the corner of Bishop's Bridge Road and Eastbourne Terrace.

4.5.2 On the 22 November 2004 ~~planning permission was granted for the complete recladding of the Eastbourne Terrace elevation of 40 Eastbourne Terrace, replacement windows, new spandrel panels, brise soleil, plant room cladding, new entrance façade enclosure and additional landscaping. This permission was implemented~~ subject to a legal agreement to secure the following:

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A financial contribution towards:

- the Paddington Area Traffic and Environmental Management Study (PATEMS);
- funding the Environmental Inspectorate and compliance with the Code of Construction Practice;
- funding the cost of the traffic order(s) and all other costs relating to joining up public parking spaces on Eastbourne Terrace.

4.5.3 It was considered that whilst these proposals do not involve a substantial increase in the amount of office floorspace compared to the existing buildings, they do represent a significant improvement in the appearance of the buildings. It was considered that this would enhance their attractiveness for a wide range of businesses and thereby would contribute towards the regeneration of the area.

4.5.4 A single planning application has ~~been approved~~ for the refurbishment of numbers 10, 20 and 30 Eastbourne Terrace.

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4.5.5 One of the main considerations for Eastbourne Terrace is the effect that the Crossrail line 1 proposals would have on its operation, townscape and various development proposals given that the new Crossrail line 1 Station at Paddington is proposed to be located along Eastbourne Terrace. The City Council and owners of the properties on Eastbourne Terrace are particularly concerned over the impact on servicing and access to the buildings, ~~both during build and subsequently, particularly given the potential proposed lowering of the street level~~, and expect CLRLL to address these issues.

4.5.6 The timing of Crossrail line 1 is also critical as the planned redevelopment of the above properties needs to be synchronised. Issues associated with Crossrail Line 1 are discussed in more detail in 4.7, however the designs shown in AP3 do not represent an adequately designed proposal that meets the townscape policies ~~in the JDP~~ and as set out in this brief, and further discussion between CLRLL and City Council are required.

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Still, at the time of writing, Crossrail have not finalised what they intend to build, or how it would be carried out.

4.6 Enterprise House

4.6.1 Enterprise House was built by GWR in 1935 as offices and associated uses as part of their major investment at Paddington, and is located on Westbourne Terrace at the corner of Westbourne Bridge. The floorspace at Enterprise House is approximately 4,800sqm. The building is owned by Network Rail but is non-operational and not currently required for any rail-related purpose and has remained vacant for more than 10 years. The market value of Enterprise House is adversely affected by a number of factors. The building adjoins sites safeguarded for Crossrail works and this precludes any short or medium term development proposals for Enterprise House itself. The building is also in a poor state of repair and would require extensive internal and external refurbishment to bring it back into use.

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4.6.2 Spacia are the managing agent for the building and due to the above factors are unwilling to consider sale of the site until the aforementioned Crossrail works have been completed. However, Spacia have said that they intend to put the lease for Enterprise House out to market in order to bring the building back into use in the short to medium term.

4.6.3 Enterprise House is within the North West Westminster Special Policy Area which seeks to encourage commercial activity in this part of the City. The City Council has investigated the building's title and covenants and sees no legal restriction on the use of the building for any purpose, however it wishes to see the option for Enterprise House to be used for commercial activity to be fully explored, and would object to proposals to convert the building for residential development.

4.6.4 This building was recently offered for development as part of a package of other sites, however Network Rail have decided not to incorporate it into that programme, and at the time of writing its future remains uncertain.

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4.6.5 Whilst Enterprise House is not a listed building, it is of architectural merit. It is also located opposite residential properties at Westbourne Court and at Brewers Court. For these reasons the City Council would expect proposals to respect the original structure and the surrounding area. Its return to railway, office, use would not be contentious in policy terms.

4.6.6 An emerging Creative Industry cluster exists within this part of the City and is an important part of the local economy. Great Western Studios (GWS) occupies a Network Rail owned property on Paddington New Yard (W9) and is an integral part of this creative industries cluster. The facility provides 40,000 sq ft for 140 self-employed artists and creative businesses, producing one of the largest concentrations of creative activity in London.

Deleted: An emerging Creative Industry cluster exists within this part of the City, supported by the LDA-sponsored 'Creative Hub' initiative run by Paddington Development Trust. The Crossrail Parliamentary Select Committee has formally stated that Enterprise House is explored as a potential site in which to relocate Great Western Studios (currently at Paddington New Yard W9) – another Network Rail owned property occupied by creative sector businesses that would be demolished as part of the Crossrail construction process. Furthermore, given the factors affecting the market value of the site, it is the City Council's view that Enterprise House would provide an ideal location for a commercial facility housing small businesses within the Creative Industries sector, and comments on this option are sought.¶

4.6.7 GWS would be demolished as part of the Crossrail construction process and the Crossrail Parliamentary Select Committee has formally stated that Enterprise House should be explored as a potential site in which to relocate GWS – another Network Rail owned property. Furthermore, given the factors affecting the market value of the site, it is the City Council's view that Enterprise House would provide an ideal location for a commercial facility housing small businesses within the Creative Industries sector, and comments on this option are sought.

~~4.6.8 In April 2008, proposals for relocating to another local site were put forward by Crossrail and it is expected, but not yet confirmed, that for the immediate future, Enterprise House will be retained by Network Rail for their own use.~~

4.7 Crossrail line 1

Background to Crossrail Safeguarding and Promotion

4.7.1 In 1991 a Bill was submitted to Parliament for the east-west Crossrail scheme however, in 1994 the bill was rejected. Despite the decision not to proceed, the central tunnelled section of Crossrail (west of Paddington to east of Liverpool St) was made the subject of a Safeguarding Direction by the Secretary of State for Transport in October 1991. The main purpose of the Direction was to prevent development that could preclude the future construction of the line.

4.7.2 In 2000, with both Underground and National Rail networks suffering record levels of congestion and a resulting decline in service reliability the London east-west routes were resurrected and schemes developed to construct them. CLRLL submitted its Crossrail Business Case to the Secretary of State for Transport in July 2003 and in response the Government set up a review to assess the proposals. On 20 July 2004 the Secretary of State published the findings of this review and declared that he was confident that Crossrail should proceed and announced that appropriate powers for the construction of Crossrail should be sought by means of a hybrid bill to be introduced in Parliament at the earliest opportunity.

~~4.7.3 The Secretary of State for Transport deposited a Hybrid Bill to Parliament on 22 February 2005 to seek the necessary powers to construct and operate Crossrail Line 1. [Appendix 3 shows the proposed route for Crossrail Line 1.](#) The Bill was accompanied by an Environmental Statement. The Bill also included new updated Crossrail line 1 Safeguarding Directions for the central section of the route (including Westminster). Accompanying the Directions are plans which identify:~~

- Limits of land subject to consultation with the promoters of Crossrail line 1 (before granting planning permission)
- Areas within these limits which are of "surface interest" (areas of possible surface intervention such as ticket halls, ventilation shafts and work sites)

The site which is the subject of this planning brief is an "area of surface interest", and the safeguarding designation is shown on Figure 7.

4.7.4 The City Council supports any rail project that seeks to improve the quality, reliability and accessibility of public transport and this is set out in the Unitary Development Plan, (policy STRA 20). It has consistently supported the Crossrail proposal, on the alignment safeguarded by the Secretary of State since 1991. However, the City Council also has clear policies to protect the general amenity of residents, businesses and visitors in Westminster against any adverse environmental impact. Therefore the Council has identified aspects which do not, currently, meet the Council's policies or concerns, and sought amendments to the Bill at Select Committee in July 2006.

~~4.7.5 In response CLRLL issued Additional Provisions 3 (AP3) in order to take account of concerns raised, [submit](#) Supplementary Environmental Statement 3 (SES3), and to refine the scheme. A further petition [was](#) prepared, [and](#) heard by [the House of Commons](#) Select Committee early in 2007, [who have since directed changes](#). [The City Council is now satisfied on a number of issues raised in that House, but still has several matters of particular concern that have been included in a petition to the House of Lords.](#) The~~

Deleted: He did however, acknowledge that a major funding challenge remained. Appendix 3 shows the proposed route for Crossrail Line 1.

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House of Lords will close and report, with Royal Assent, effectively granting planning permission for the works, likely to be obtained by July 2008. Works could begin as early as 2010, with completion in 2016 and operation in 2017.

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CLRLL's Proposals for Crossrail line 1 at Paddington as outlined in the 2005 Bill

4.7.6 Whilst various other options have been raised by CLRLL over the last two years, in the absence of a committed, detailed proposal for Paddington's Crossrail station, the outline proposals in the 2005 Bill remain the most authoritative.

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4.7.7 Crossrail's twin-bore tunnels would pass beneath the surface railway lines that run into Paddington Station. The route will then follow the alignment of Eastbourne Terrace before continuing under Spring Street and Sussex Square in twin-bore tunnels, with rails at a depth of between approximately 20 and 30 metres below street level. At Paddington Station, the permanent works would consist of:

- a new Crossrail station with two new ticket halls under Eastbourne Terrace; and
- two new ventilation and emergency intervention structures, one at each of the ticket halls.

4.7.8 The new Crossrail station would be constructed, by using either boring (mining) or by 'cut-and-cover' techniques, under Eastbourne Terrace to provide an interchange with London Underground and National Rail services. Above-ground a glazed structure is proposed, between 6 and 8 metres high referred to by CLRLL as the 'light spine'. This would run the length of the station and separate Eastbourne Terrace and Departures Road. The spine would be broken in the middle to allow for pedestrian permeability, and street level access would be provided from Eastbourne Terrace into the western ticket hall and access to the eastern ticket hall would be provided from the mainline concourse.

4.7.9 Streetscape enhancement works would also be undertaken. Figure 8 shows the general layout arrangements of the proposed station and how it is proposed to interconnect with the main station. The most significant streetscape proposal is to lower the middle of Eastbourne Terrace to the level of Departures road (see 4.5.5)

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4.7.10 The taxi rank would be removed from Departures Road and reprovided on the Lynx Parcels Deck, with vehicular access via a new ramp from the new Bishops Bridge. AP3 confirms that the taxi deck will be retained permanently on the Parcels Deck. It will be necessary to ensure that taxis arrive and leave the deck and the Paddington area via appropriate routes to minimise residential disturbance. For this reason it will be important that taxis are not able to access or depart the deck via London Street, but instead use Bishop's Bridge and the Westway to head east into the City and West End.

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4.7.11 A temporary private car pick up and drop off would be provided in London Street. Bus stands and a bus stop would be temporarily relocated to Westbourne Terrace.

4.7.12 The construction of the Paddington Crossrail station including fit out and commissioning would take approximately five years to complete. The main works would commence after enabling works which would include:

- diversion of public utilities (including the sewer in Eastbourne Terrace);
- relocation of the taxi rank from Eastbourne Terrace to the deck on the north side of the station occupied by the Lynx building (formerly Red Star).;
- modifications to London Underground infrastructure; and
- alterations to utilities within MacMillan House as a result of the demolition works.

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4.7.13 Demolition which would need to be undertaken to accommodate the main works

would comprise:

- retaining wall and railings between Eastbourne Terrace and Departures Road;
- canopy over Departures Road;
- 191-195 Praed Street;
- internal demolition works within MacMillan House; and
- GWML parcels office at 4-18 Bishops Bridge Road.

4.7.14 Following site set-up, the main construction works would proceed as set out below:

- Installation of the diaphragm walls to form east and west work shafts within the station box eventually forming the two ventilation and escape structures at either end of the station.
- Construction of the south perimeter wall of the station box, which would take place over approximately 16 months.
- Boring of the temporary central tunnel between the two work shafts for removal of excavated material through the station and back to the construction site at the Royal Oak rail head. This will be undertaken using the first tunnelling machine to arrive at Paddington from the tunnel eye. The second tunnelling machine reaching Paddington will be disassembled, lifted up from the western work shaft, re-assembled and relaunched at the eastern work shaft to continue its operation eastward.
- Construction of the north perimeter wall of the station box.
- Excavation in stages to concourse level, intermediate floor level and track level and fitting of a single long island platform. Excavated material from the twin-bore tunnels and station construction will be taken to the temporary railhead facility at Royal Oak, except during the first year while the railhead is built.
- Construction and fitting out of the two ventilation structures and ticket halls.
- Construction of the passages between Crossrail's station and London Underground Platforms would take place during the station box excavation, and occur over a period of approximately two years. At this point, interchange facilities would be created with the Circle and District line, the Bakerloo line, the existing Lawn ticket hall and the Network Rail concourse.
- Construction of the above-ground 'light spine' structure along Eastbourne Terrace.

4.7.15 The main construction plant to be used at the worksite would include cranes and machinery for piling and excavation. Other equipment would include compressors, electrical generators and temporary ventilation fans.

4.7.16 The main Eastbourne Terrace worksite would encompass the whole of Eastbourne Terrace and Departures Road, situated between Bishops Bridge Road to the northwest and Praed Street to the southeast. Other worksites would be required at:

- Platform 1A worksite – situated to the north of Bishops Bridge Road and south of the main rail tracks into Paddington station. This worksite would be used for offices and facilities for construction personnel, and as a laydown area for plant and materials delivered by rail.
- 4-18 Bishops Bridge Road – a commercial office building that would be demolished to make way for a temporary worksite, built on a deck over Platform 1A.
- Circle Line link worksite: 191–199 Praed Street and 19-22 Spring Street (including the adjacent pavement) – this area would be used to construct the piled box accommodating the access stairs and lift.
- ~~Parcels Deck worksite – for the taxi facility and located on the site of the Lynx (formerly Red Star) building.~~

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4.7.17 Materials would be delivered by road to the main worksite as they are needed, as the worksites have limited storage capacity. Following construction of the twin-bore tunnel

from Royal Oak portal, excavated material would be transported through the tunnel westward to the Royal Oak worksite for removal by rail. Prior to this, excavated material would be removed by road.

- 4.7.18 Entry to and exit from the main worksite would be along Bishops Bridge Road and the A40. Access to the southeast end of the main worksite would be via Spring Street for emergency and occasional access. Construction vehicles for the Platform 1A worksite would use the existing access and egress points on Bishops Bridge Road and Orsett Terrace. The Platform 1A site would be used primarily for offices and the storage of materials delivered by rail, so access would be such that mainly light vehicles would be required. The implications of construction traffic exiting onto Orsett Terrace, and the existing weight restriction on Ranelagh Bridge require further consideration.
- 4.7.19 Pedestrian and vehicular access along Departures Road and Eastbourne Terrace would be restricted during construction, but with one lane in each direction for public traffic use maintained using a combination of the two roads. During the peak period of construction, approximately 100 lorries per day would access the Paddington station worksites.

Key Issues and Impacts of Crossrail line 1

- 4.7.20 In principle the City Council supports the development of Crossrail line 1 and considers the specific benefits at Paddington to include:
- A direct link to Heathrow Airport from the City and the West End, helping to mitigate the adverse traffic impact of Heathrow Express at Paddington, by reducing the volume of interchanging passengers and taxi traffic at Paddington;
 - Stimulating further regeneration and development particularly in the PSPA;
 - Encouraging greater use of public transport, including new opportunities for journeys to and through Central London.
- 4.7.21 Notwithstanding the above a project of this scale will inevitably cause major disruption during the construction period and will have its own consequential impacts on the setting of the Grade I listed station and other listed buildings, the design and townscape of the area, demands on transport interchanges at Paddington Station, effect on amenity of other residents and the surrounding area, environmental impacts and the development of other proposals and sites. Officers are continuing to make representations relating to the Bill and its supporting documentation, establishing the City Council's position and its petition on generic aspects as well as site-specific issues. Through negotiations with CLRLL and through the parliamentary process the City Council ~~has and will continue to~~ seek to ensure that these issues are addressed and where possible mitigated against. In summary the City Council's main concerns include:
- the impact on the Grade I listed Paddington Station and ~~surrounding~~ townscape and public realm; Deleted: general
 - the interface and timing of different development scenarios involving in particular CLRLL, Network Rail and Hammerson with consequential impacts on delivery of transport benefits to the London Underground Hammersmith & City line station;
 - the impact on the Long Term Vehicular Access proposals (see Section 4.10 below); Deleted: 8
 - the operation of Eastbourne Terrace for vehicles, buses and pedestrians both during the construction of Crossrail and its subsequent operation. (Discussions will need to be held with TfL in relation to the provision of bus stops / stands and turning of buses);

- the impact of advanced works and main construction on the amenity of surrounding residential premises (especially at Brewers Court) and on the environment;
- the impact of advanced works and construction on operation and design of local highway network;
- integration with the main station especially provision of access to the Hammersmith and City Underground Line and public access links to adjoining sites;
- Impact on servicing, access and emergency egress, relocation of waste collection, and relocation of a significant proportion of Macmillan House accommodation and alternative, operational, station car parking during construction.

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Some of these impacts are picked up in detail below and, as far as possible, the other issues have been considered in more detail in Sections 5 to 9 of this brief.

- 4.7.22 The Eastbourne Terrace worksite would occupy Eastbourne Terrace and the Departures Road, however one running lane would be retained in each direction situated on either Eastbourne Terrace or the Departures Road depending on the progress of the works. The City Council believe that these lanes should be adequate for buses, in order to facilitate transfer between buses and the station and to avoid the traffic and amenity impacts of diverting buses to adjacent residential streets. Proposals should address the need for bus stands in the wider area as it is still not clear how the proposals will provide for the increasing demand for bus stops and bus stand space on Eastbourne Terrace and adjacent areas and the conflict with the existing pedestrian use of these footways. The introduction by TfL of articulated or 'bendy' bus routes (436) has also exacerbated this situation. CLRLL have advised that the operation of the worksite would for a time necessitate the closure of both Cleveland Terrace and Chilworth Street at their junctions with Eastbourne Terrace.
- 4.7.23 CLRLL propose that a small area of London Street would be set aside for setting down and picking up by private car or alternatively the former Arrivals Road could be considered although this would be unsatisfactory if taxis used it in significant numbers. Any proposals for London Street should however, be considered in respect of development proposals for the St Mary's Hospital site and should not blight its future development in terms of proposals for the redevelopment of the Paddington Health Campus. Furthermore the City Council is concerned over the impact of the proposed works on the operation of St Mary's Hospital, particularly in respect of the impact from noise and disturbance. CLRLL should ensure that the operation of the hospital is not prejudiced by the Crossrail development and that safe and convenient access for emergency vehicles and patients is maintained at all times.
- 4.7.24 CLRLL would make provision to enable future interchange with the Hammersmith and City line to be provided from the northern end of Crossrail station. The City Council is not however, satisfied with CLRLL's intentions to safeguard this access and has petitioned Parliament to ensure that CLRLL provide full and integrated access between the Crossrail line 1 and Hammersmith and City Line platforms. Without this, passengers interchanging between the two lines will have to utilise the station concourse and country end footbridge, further eroding the station's ability to provide suitable access and circulation.
- 4.7.25 The advanced works for Crossrail also include the diversion of utilities apparatus from Eastbourne Terrace. The diversions would involve works to relocate services to Westbourne Terrace and Cleveland Terrace which raises concerns over potential impacts on residential amenity and transport in terms of the likely effects on noise and disturbance, and the operation of the local road system including impacts on bus stops

and parking facilities along Eastbourne Terrace and traffic connecting with A40(M) (Westway) at the Paddington ramps.

- 4.7.26 The proposed location for the main worksite is Eastbourne Terrace, including the Departures Road. The box structure for the station would be excavated within this worksite. CLRLL have advised that the excavated material would be transported to the Paddington New Yard site by road for part of the of construction period. The impact that the transportation by road would have is considered in more detail in Sections 5 and 7 of this brief. A separate draft planning brief ~~was~~ prepared to deal with the implications of Crossrail line 1 on the Paddington New Yard site and ~~was approved by the 26 May 2005 Planning and City Development Committee.~~ This revised brief is due to be consulted upon by the City Council in June 2008.

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- 4.7.27 Whilst the Hybrid Bill sets out a proposed scheme for Paddington, it is acknowledged that this is unlikely to be the final scheme design for the Crossrail works at Paddington. Following discussions with CLRLL it is evident that proposals are continually evolving and that there are often a number of options being discussed. Paddington Station is a Grade I listed building making it one of the most important historic buildings in the country and of exceptional interest. The City Council will therefore seek to use all powers available to ensure that CLRLL's proposed works do not have an unacceptable impact upon the historic status of it. In order to ensure a consistent and holistic approach to considering proposals for works at Paddington the council will take the view that all works require listed building consent in the normal manner unless CLRLL can demonstrate that the Bill disappplies the requirement for such statutory consents. Where this requirement is disappplied the City Council will require CLRLL to enter into a Heritage Agreement, as agreed by the House of Commons Select Committee, which would allow the council to have due consideration in heritage terms of the Bill works. The City Council is not however, prepared to enter in to such an agreement in the absence of a detailed scheme for the Grade I listed building and seeks an undertaking from CLRLL to ensure that there is a mechanism in place for an agreement being entered in to at a later date when a scheme is in place.

- 4.7.28 The existing wall, railings and canopy which separate Eastbourne Terrace and the Departures Road, form part of the Grade I listed curtilage of Paddington Station. The City Council in accordance with PPG15, consider that these elements of the station should be retained by CLRLL in any development proposals for Eastbourne Terrace / Departures Road.
- 4.7.29 Platform 1A is an area of land currently occupied by railway sidings and a former parcels office to the north of Bishops Bridge Road. CLRLL should consider utilising Platform 1A as a means of transporting material to and from the site by railway. Site offices, storage and delivery areas would be established within the car park of this site. It is understood that the site would be required for light vehicles only. The City Council would not support the use of the Platform 1A area by Heavy Goods Vehicles as this would have an adverse impact on adjacent residential properties.

4.8 4-18 Bishop's Bridge Road

- 4.8.1 Built in the 1930's by the Great Western Railway as a parcels office, the existing building comprises basement, ground and 5 upper floors totalling around 5,400sqm. The building is located on the north side of Bishops Bridge Road opposite the junction with Eastbourne Terrace, and stands on a deck over platform 1A. With the exception of a small retail unit

on the ground floor, the whole building is occupied as offices with ground floor garage parking.

- 4.8.2 There are no extant planning permissions for this site. Although outline permission was granted in 1997 for a new basement, ground and 6 upper floor office building, it was never implemented and has now expired. The site is within the Paddington Special Policy Area.
- 4.8.3 CLRLL intend to demolish the building and drill out its piles in order to allow the passage of the Crossrail tunnel boring machines. The site would then be incorporated into the Platform 1A site by building a deck over the platform to the footprint of the existing building. This would create space to provide:
- replacement delivery bays for those lost from Departures Road (including the “Rail Gourmet” access road) including:
 - 3 large rigid vehicle bays
 - 8 large box van loading bays
 - 3m wide loading and off-loading area
 - 2 heavy duty servicing lifts and stairs
 - area for compactor, skip and space to store waste
 - area for the delivery of bentonite (used in the concreting of Crossrail)
 - Two police parking bays replacing those lost from Departures Road
 - Paddington station’s refuse compactor (emptied each evening)
 - Bentonite tanks and associated servicing bay
- 4.8.4 The operating procedure for servicing would be:
- Vehicles are driven onto the deck and reverse against loading area
 - Goods are off-loaded into trolleys (which could be motorised)
 - Trolleys are taken down to platform level in one of the servicing lifts, then taken along platform 1 to the retail units
 - Vehicle manoeuvres in the servicing area appropriately managed.
- 4.8.5 The site would be used as a servicing area for the duration of Crossrail’s build. The loss of the existing building and the operation of the servicing area needs to be carefully considered, particularly in relation to the adjacent residential building (Brewer’s Court – 80 flats). Both the fact that 4-18 Bishop’s Bridge Road currently has a role to play in screening the residents from the railway, the much increased number of vehicular movements around the open rear of the block, and the likely increase in noise will need to be effectively mitigated against in respect of the local residents.
- 4.8.6 The Crossrail Bill will not have the power to authorise the replacement building, once Crossrail works are complete. This will be the subject of normal planning procedures, and be determined with regard to UDP policies, in particular the PSPA policies.
- 4.8.7 The existing business has occupied the building for many years, and it may be that they would wish to return. A replacement Class B1 use would be appropriate in this location, although a more substantial, active, public ground floor use would be welcomed. Residential, retail, public leisure or community facilities are all uses that have potential to be acceptable.
- 4.8.8 A core consideration when determining the application for a replacement building and use will be its potential impact on the residents and buildings at Brewers Court. As described

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above in relation to the intermediate use, Brewers Court is a very sensitive location. For example, whilst it has double-glazing at the front, windows are single-glazed to the rear. The City Council is very concerned to ensure that noise disturbance from building works themselves and from the use of the new building including pedestrian and vehicular access and egress are kept to an absolute minimum. The replacement building will need to be very carefully designed then, not only to ameliorate potential noise disturbance, but also to consider day and sun lighting to Brewers Court.

- 4.8.9 The building will also need to have consideration for the continuing Network Rail activities below, including car parking and other services. It will also need to physically relate to Brewers Court and Enterprise House in terms of height. In excess of a median 6 storeys - approximately 24-27m - is unlikely to be appropriate, although a taller element at the eastern end may help to satisfactorily close the view up Eastbourne Terrace.

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4.9 **55-65 North Wharf Road**

- 4.9.1 55-65 North Wharf Road is located immediately to the south of Bishops Bridge Road, on the north side of Paddington Basin, opposite the Paddington Triangle site and within the Paddington Special Policy Area. On 10 January 2008, the Planning and City Development Committee granted permission, subject to S106, for the replacement of the existing commercial building with two buildings, one residential with ground floor retail or restaurant, and one for offices. A lift and stairs are proposed to allow pedestrian access onto Bishop's Bridge from the towpath.

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4.10 **Bishop's Bridge (Long Term Vehicular Access)**

- 4.10.1 As a consequence of the Heathrow Express (HER) Railway Bill 1991, negotiations on options to improve vehicular access to cope with additional traffic led to the City of Westminster petitioning the promoters (then British Rail and British Airways Authority) in to accepting a parliamentary undertaking to devise a new highway layout. The HER Parliamentary Undertaking to address the Long Term Vehicular Access (LTVA) required that the vehicular arrangements of the station be focused on the strategic road network with satisfactory facilities for all forms of vehicular transport to be accommodated. The primary requirement related to taxi movement as some 47% of HER passengers were forecast to use taxis at Paddington Station. The strategic road network is defined as the A40 (M) Westway, Harrow Road, Edgware Road (A5), Bayswater Road (A40), Sussex Gardens, and Lancaster Terrace in the Paddington Area. The main secondary routes are Bishops Bridge Road, Westbourne Terrace and Gloucester Terrace.
- 4.10.2 Due to the timetable set as part of the parliamentary undertaking it became apparent that a phased approach to resolve the LTVA at Paddington Station was required. In January 1998 the interim vehicular access scheme was therefore implemented using the Departures Road to provide taxi set-down and pick up facilities for the station. This included directing southbound vehicle flows towards Praed Street along the Departures Road and enabled the concentration of station related vehicle approach flows to be directed towards the strategic road network. This has been regularly monitored and amended as appropriate. These changes have resulted in a more efficient taxi operation at the station and a higher throughput of taxis along the Departures Road.
- 4.10.3 Following further development and acceptance of the impact of Terminal 5 the LTVA scheme was extensively examined in terms of operational capacity within the station, at the Bishops Bridge junctions and on the wider highway network. The analysis resulted in a major highway scheme, which included the widening of Bishops Bridge Road over the operational rail tracks and over the canal. This scheme was approved by the

Transportation and Highways Committee in October 2000 and included widening Bishops Bridge Road between Harrow Road and Eastbourne Terrace to 5/6 lanes requiring the replacement of the existing Bishops Bridge Road bridges. The existing bridge was closed on 11 January 2004 and the replacement bridge opened on 14 June 2006.

4.10.4 The approved LTVA scheme also included the provision of a “U-turn” via a tunnel for taxis back along Eastbourne Terrace and the signalisation of the Harrow Road gyratory. The taxi tunnel has subsequently been superseded due to the Crossrail proposals. The signalisation of the Harrow Road gyratory has not yet been implemented as there is an alternative proposal to realign the gyratory, which would also allow the construction of a street sweepers depot under the A40 and provision of pedestrian at grade crossings. These measures are being kept under review as part of the PATEMS study, to be consulted on in due course.

4.10.5 The bridge has been designed to accommodate a future ramp from bridge to Parcels Deck. This is considered to be the preferred solution in meeting the LTVA requirements as it provides a north-east access solution to Paddington Station, concentrates vehicle movements onto the strategic highway network and is also capable of accommodating, at least, taxis. Its provision is fraught with complications, however, including the need to ensure that it is compatible with the existing deck, the design and build of the new Hammersmith and City Line station, and then the design and build of a building on the ‘Triangle Site’ (see 4.2).

4.10.6 In November 2001, planning permission for Terminal 5 at Heathrow Airport was granted, subject to strict conditions. Given the City Council’s concerns over traffic generation at Paddington Station the Secretary of State imposed a condition that the number of passengers carried in any calendar year on the HER shall not exceed 12.9 million passengers per annum without the approval of the local planning authority (i.e. London Borough of Hillingdon) who shall not give permission without first consulting Westminster City Council. The LTVA scheme as currently constructed caters for the traffic generated by a throughput of 12.9 mppa on HER, although this will need to be reviewed if this figure is exceeded, and in the event of any future capacity, terminal or runway expansion of Heathrow. In February 2008 the City Council submitted a formal objection to the Department for Transport’s consultation on a proposal to provide a third runway and sixth terminal at Heathrow, including uncertainty over implications of increased passenger demand at Paddington Station.

4.10.7 The City Council therefore urges CLRLL, Network Rail and Hammerson to work collaboratively towards resolving this situation. In the event that the transport deck is not completed before CLRLL require possession of the Departures Road, the City Council is using its best endeavours in assisting CLRLL to replace the present design for a long term traffic scheme that satisfies the requirements of the Parliamentary Undertaking. The City Council considers that the impacts which a satisfactory scheme might have upon the design of the Crossrail station must be identified, before construction of Crossrail starts. In order to design an effective scheme the City Council requires further details on CLRLL’s proposals to relocate taxi services to the Lynx Parcels Deck, in particular how the deck will accommodate at least existing capacity.

4.11 Paddington Business Improvement District (PBID)

4.11.1 Developments around the station should aim to provide further catalysts for the regeneration of Praed Street, one of seven District Shopping Centres in Westminster. Praed Street is the focus of a Business Improvement District (BID) which aims to promote

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security, cleanliness and the wide-ranging regeneration of the area and provide a contact-point for those involved in the regeneration of the area.

- 4.11.2 Delivered by Paddington Waterside Partnership, Paddington BID will raise over £1.6 million to spend in Paddington during its first four year term, which commenced in April 2005, by collecting a 1.5%-2% levy on business rates amounting to c.£320,000 each year. It delivers projects which bring more customers to the area and encourages tourists to stay and spend their money in the area. It aims to re-position Paddington as a leisure destination and eating-out quarter, surrounded by a strong commercial and residential environment. Whilst the BID is about creating a step change in people's perceptions of Paddington it is also about creating a strong business voice for the area. The BID will now run until 2009 when a new ballot is intended to be held to approve a further period.

5 Traffic and Transportation Considerations

- 5.1 This section attempts to deal with the impacts of the various proposals on traffic and transportation in the area in a generic manner. Given the complexity and number of proposals outlined in Section 4, each of which have their own implications, this section can not be exhaustively prescriptive and, as such, this section only attempts to deal with the main issues. Detailed consideration has been given to the impact of Crossrail line 1 given that this is a current proposal.

Transport Assessments

- 5.2 In all development proposals the City Council will require the submission of a full detailed Transport Assessment (TA). This should address impacts during construction as well as long-term operational impacts. Policy TRANS 14 and Appendix 4.1 of the JDP sets out the information that the City Council would expect the TA to include. In respect of the Crossrail line 1 proposals the City Council is concerned to ensure that it also has the following detailed information in order to make a thorough assessment of the impact of the proposed works:

- Full details of construction traffic routes to and from site, site servicing arrangements for all affected buildings and the cumulative impact of other Crossrail sites and developer activity for the duration of the project;
- Details on existing and proposed pedestrian and vehicular flows in and around the environment of the entire planning brief site (the City Council would expect developers to use the VISSIM and LEGION or similar modelling techniques);
- Details of work site layouts and what effect these will have on the displacement of pedestrians, changes to the flow of traffic, road closures (both temporary and permanent);
- Cumulative impact and interaction with other Crossrail line 1 worksites as well as other developments in the area i.e. LTVA and other developments in the PSPA;
- Traffic safety audits for both construction and operation phases to include accident data and predictions;
- Operational effects of long-term use on pedestrians and traffic, projected passenger usage displacement from other lines, growth etc;
- Effect on existing bus routes including potential changes during construction and any operational changes. The wider need for bus facilities should be identified through the assessment of proposals;
- Impact on parking provision at the site, along the construction traffic route and as part of the long-term operational uses;

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- Details of the integration of public transport modes;
- Assessment of how the impact of the extension to the congestion charging zone will affect the construction and operation of Crossrail line 1;
- Assessment of long-term uses in respect to relevant policies in the UDP which deal with access, road safety, servicing, car parking, proximity to public transport, environmental impacts, pedestrian safety, cycling and road improvements;
- Consideration of the use of the canal as a means of transporting materials and waste from the sites.

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Paddington Area Transport Study 4

5.3 In 1997 the City Council and London Transport Planning (now Transport for London, TfL) jointly commissioned the Paddington Area Transport Study (PATS). The study appraised the individual and cumulative impacts of a series of commercial and transport developments in the area on the public transport system, identified potential mitigation measures and provided the base for the Section 106 contributions for developments to be assessed. This study has been regularly reviewed with the most recent version (PATS 4) updated in July 2006. The issues arising from this study are therefore an important material consideration in all of the development proposals outlined in Section 4.

5.4 The July 2006 study concluded that:

- there are likely to be significant capacity problems at both Paddington and Edgware Road Bakerloo, and Hammersmith and City underground stations, although Crossrail and various proposed improvements could relieve these problems;
- Line capacity is most constrained on the Bakerloo Line (southbound). Proposed line improvements and Crossrail would relieve these problems.
- There is scope to enhance the bus network to provide greater accessibility and capacity.

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5.5 The results of this study have been incorporated into the City Council's petitioning strategy in relation to Crossrail.

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Impacts of Crossrail line 1

5.6 CLRLL's proposals for construction and long term use of the site have been outlined in detail in Section 4.7 of this brief. In respect of their impact on traffic and transportation in the local area as stated in paragraph 5.2, the City Council would expect CLRLL to provide a full Transport Assessment to ensure that the identified impacts are fully considered and that mitigation measures are developed. The information submitted with the Bill is however, not in sufficient detail to allow a full and proper assessment of the impacts to be made. In summary the main issues concern:

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- the operation of Eastbourne Terrace;
- the operation of the Departure's Road during construction of the station box and following completion of the station box (particularly if taxis are relocated back to the Departure's Road);
- the operation of Praed Street as CLRLL have indicated that they would use the 'cut-and-cover' method to construct the new tunnel link between the Crossrail station and the Circle and District Line platforms. The City Council are concerned over the adverse impact of the construction of this link and seek to ensure that mitigation measures are implemented. The substantial narrowing of the roadway and footway at this location is of particular concern especially with regard to access for emergency vehicles;
- the impact of diversion of traffic and bus stands from Eastbourne Terrace;
- the relocation of taxis to the Lynx Parcels Deck, with the use if necessary of parts of the highway network;

- the operation of public buses;
- the impact of construction traffic routes;
- the need to maintain good pedestrian connectivity at all stages of development;
- safeguarding of the Heathrow Express rail link;
- ensuring direct access to the Hammersmith and City Underground line;
- ensuring no use of HGV's on Platform 1A.

5.7 In terms of highway operations the advanced works along Eastbourne Terrace, i.e. services diversions, will affect the operation of Eastbourne Terrace as well as passenger set down and pick up and station deliveries before they are transferred to the Parcels Deck. The City Council is particularly concerned over the effect that the Crossrail line 1 proposals would have on bus operations along Eastbourne Terrace given that this provides an access for a number of bus routes with several bus stops and space for buses to temporarily stop, out of service. Eastbourne Terrace also provides a number of car parking bays. Full consideration should be given to the impact of proposals on these services, an account of which should be included in the Transport Assessment along with any mitigation measures that could be implemented. The assessment should also take account of any proposed road closures and the impact that any operational changes would have on the secondary highway network. Measures have been put in place to restrict buses using the routes between Eastbourne Terrace and Westbourne Terrace, and restricted turnings from Bishops Bridge Road into Westbourne Terrace have been enforced. In order to protect the residential amenity of the properties along these secondary routes, the City Council will seek to ensure that CLRLL do not alter this arrangement. It is therefore of major concern to note that CLRLL are proposing to relocate bus services and bus stands to Westbourne Terrace and the City Council requires full details of these proposals to be submitted in order to make a proper assessment of the likely impacts.

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5.8 CLRLL now intend to move the taxi operation permanently to the Lynx Parcels Deck. This facility would be for taxi services only and whilst CLRLL have implied that some station servicing and private vehicle set down could be located on London Street this has not been clarified. The use of London Street does give cause for concern as it is not in accordance with the objectives of the LTVA proposals to direct traffic to the new section of Bishop's Bridge Road towards the strategic road network. The details of the taxi deck layout and the relocation of other services from the Departures Road has not been demonstrated to be acceptable to either the City Council, Network Rail, TOC's or Heathrow Express. A satisfactory resolution between all parties therefore needs to be obtained.

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5.9 The parcels deck will require provision for passenger links to and from the station concourse. Details have not however, been presented to either the City Council or Network Rail for review and discussion. The City Council would expect CLRLL to provide passenger connections for all users and provide good links with the platforms and concourse of the main station. CLRLL should discuss feasible options as soon as possible with Network Rail to ensure compatibility.

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5.10 CLRLL's proposals show that pedestrian links will be provided between the existing main station concourse adjacent to the Departures Road and the Crossrail station box. Details of passenger flow numbers and desire lines would change with respect to the interchange between services at Paddington Station as a result of Crossrail line 1 and the new developments within the PSPA. LEGION pedestrian models have been produced by CLRLL on the existing and proposed (2016) development scenarios.

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5.11 The modelling shows that whilst Crossrail offers some relief to congestion within the Lawn and Platform 1 areas compared to that of the base assumptions, the am and pm peaks still

show significant congestion within these areas which is of concern. It is important that the impact on pedestrian flow within the station as a result of the closure of the Departure's Road accesses during the construction of Crossrail is also modelled. Given the level of congestion shown across the Lawn on the base assumption models the impact of the closure on the Arrival's Road access during construction is of major concern. The models also show significant congestion along the footbridge connecting passengers to the Hammersmith and City Line. This further justifies the need for CLRLL to construct a link directly to the Hammersmith and City Line from their station. Further modelling studies should be undertaken to demonstrate the effect of providing improved below ground connections between services to both the District and Circle lines and the Hammersmith and City lines.

5.12 The modelling also reveals that further and urgent consideration should be given to the amount and location of retail activities on the lawn, some of which are causing obstruction and congestion. Differentiation between retailing and provision of passenger information and services is required in order to address the degree to which these activities are exacerbating the congestion in the Lawn area, which is of major concern in terms of pedestrian / passenger movement and impact on the listed building.

5.13 Predicted increases in passenger numbers using Paddington Station would place additional demand on the Hammersmith and City Line and as such the City Council does not accept CLRLL's position in proposing to only safeguard a future link to this interchange. The City Council would expect as a pre requisite that CLRLL must provide and construct a direct Crossrail/Hammersmith and City Line interchange.

5.14 Platform 1A currently provides some long-term car parking at Paddington Station. As CLRLL are proposing to use this as a works site for offices and storage it will be expected that alternative car parking facilities are provided for the duration of the works.

5.15 It is understood that CLRLL have been developing long term proposals for the Departures Road to reflect the static requirements of the current Departures Road. Given the limitation of the existing arrangements the City Council would however seek to ensure that the long term proposals comply in full with the LTVA objectives and this would need to be developed with the City Council. Proposals will need to be fully assessed in terms of the operation of junctions, management of the Departures Road, signal analysis (TRANSYT) and vehicle swept path analysis.

5.16 Overall it is considered that CLRLL need to provide further clarification in respect of the issues outlined above which deal with a number of pedestrian and vehicle interfaces. CLRLL should demonstrate that mainline station operations are maintained at a satisfactory level and that the impact of traffic movements on the secondary road network is minimal.

Paddington Area Traffic and Environmental Management Study (PATEMS)

5.17 The Paddington Area Traffic and Environment Management Study (PATEMS) is a study commissioned by the City Council (funded by developers) on the effects of the additional traffic generated by the PSPA sites, the Heathrow Express and Crossrail line 1. A more detailed account of PATEMS is given in the PSPA factsheet which is included as Appendix 1 and can also be viewed at www.westminster.gov.uk. In summary PATEMS has been used to identify the impacts of development proposals as well as identifying a range of suitable traffic and environmental management measures to reduce the impacts. The study has also developed an evaluation framework to assist in negotiating a suitable package of measures for implementation based on environment and townscape, safety, accessibility, traffic and parking criteria. The City Council will expect contributions towards

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PATEMS in all of the development proposals outlined above, including Crossrail line 1. A review of PATEMS is being carried out in 2007 and will be separately reported to Members and then integrated into this brief as necessary.

Pedestrian Access

5.18 The main pedestrian access to Paddington station is currently via the Praed Street Ramp, the Horse and Clock Arches (accessed from the Departures Road) and from the canal. All of these access routes to the station are required to be maintained during construction of future development proposals. Proposals should also take account of projected pedestrian demands in developing schemes.

5.19 The City Council is particularly concerned to maintain some form of access from Eastbourne Terrace to the main Paddington Station concourse through Macmillan House. Redirecting pedestrians only through the Praed Street Ramp or Horse Arches would be unacceptable.

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5.20 Provision is due to be made for pedestrian access between Paddington Basin and the parcels deck, via new steps through the listed wall, as part of a proposal to provide a new café on the towpath. The location of the "hole in the wall", which will be influenced by how the pedestrian flows will interface with the forthcoming taxi movements and infrastructure, and the LUL Hammersmith & City Line scheme, has yet to be agreed.

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Medium Term Access

5.21 In 1997, PATS identified a need for better access from the PaddingtonCentral (formerly Goods Yard) and Paddington Basin development sites to the Hammersmith and City Line Underground and mainline station. The existing access to the platforms from street level is inconvenient, unlit and has steps. The four key players with an interest in improving the access to the station are Network Rail who own and operate Paddington Station, London Underground who operate the Hammersmith & City line, Development Securities who own the Paddington Goods Yard site, and British Waterways who maintain the canal.

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5.22 Network Rail have designed a scheme called the 'Medium Term' access which provides a new step free access from the canal towpath to the underground ticket office with lifts down to the underground and suburban mainline platforms. The scheme would link the canalside paths and routes leading into the Goods Yard and Basin developments which have provided a new pedestrian bridge over the canal. The scheme was designed to be implemented independently of Network Rail's proposals for Phase 2 and LTVA. It is called the 'Medium Term' access scheme as it was acknowledged that it may eventually be superseded by the old Phase 2 proposals.

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5.23 The City Council agreed to only partially implement this scheme as the improvements to the Hammersmith and City Line ticket hall would require a substantial amount of funding and that this would potentially be premature if the Phase 2 proposals went ahead. Development Securities have provided level access between their site and the ticket hall and European Land & Property (ELP, formerly Paddington Development Corporation Limited) have fulfilled part of their obligation by providing access via a new bridge adjacent to the Point building and access to the Paddington Goods Yard site. Notwithstanding this ELP have faced major impediments to fulfilling their obligation to provide an access through the canal wall to the Hammersmith and City Ticket Hall. At the time of writing a coordinated scheme involving Crossrail, London Underground, Network Rail and the two developers remains outstanding, and progress is expected during the consultation process of this draft brief.

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Deleted: . Planning permission has been granted for these works however neither Network Rail or Hammerson have granted permission for the works to be implemented. The City Council is extremely concerned by the approach being followed by first Network Rail and now Hammerson to address this relatively minor but important issue and seeks an urgent resolution from all parties.

Congestion Charging

5.24 Following a consultation exercise in 2004, the Mayor of London announced in August 2004 that he wished to proceed with an extension to the congestion charging zone.

5.25 A further consultation with key stakeholders took place in early in 2005 on the details of the proposed scheme. In response to this consultation, the City Council requested that Paddington Station and St. Mary's Hospital be excluded from the proposed congestion charging zone, and the Mayor agreed to the City Council's request. The boundaries (shown in Figure 5B) of the extended zone are the Earl's Court one-way system to the west and Chelsea Embankment / Grosvenor Road to the south, and Harrow Road to the north (except around Paddington where the boundary follows Sussex Gardens, Sale Place, Praed Street, Eastbourne Terrace, Bishop's Bridge Road, Westbourne Terrace, Orsett Terrace and Ranelagh Bridge), although Harrow Road is the principal boundary road. The charges and discounts are currently £8 per day, with a 90% discount for residents within the zone.

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5.26 There are two uncharged routes through the extended zone, along Westway, and along the western side of the Inner Ring Road (Edgware Road, Park Lane, Grosvenor Place, Vauxhall Bridge Road).

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5.27 The City Council remains opposed to the original congestion charging scheme and also objected to its proposed extension. Nevertheless, the extension came into force on 19 February 2007. A further review of the local boundaries is currently being undertaken by TfL, having regard to the Crossrail proposals and is awaited.

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6 Conservation, Urban Design and Public Realm Considerations

6.1 Paddington Station is a Grade I listed building making it one of the most important historic buildings in England. The general policies concerning listed buildings are set out in Chapter 10 of the [UDP](#) and are aimed at securing the preservation of all listed buildings. Any proposals for works to Paddington Station and within the listed curtilage must therefore incorporate these policies and meet their aims. The standard of repair and restoration of the Phase 1 works to Paddington Station have set a standard that the City Council will seek to ensure is maintained.

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6.2 The resolution of the Major Planning Applications Committee on 31 July 2003 to grant planning permission, subject to the completion of a S106 legal agreement, for the redevelopment of part of Paddington Station was fully considered in light of these policies, and Government Guidance Note PPG 15. The granting of planning and listed building consent is also subject to approval from English Heritage. Since the date of this resolution Network Rail, their architects and the City Council have been involved in negotiating the detailed design of certain aspects of the scheme and on 19 November 2004 English Heritage wrote to Network Rail advising that subject to fine detailing their proposals represent a significant stage in the resolution of reserved matters relating to the interface of the development between 'new' and 'old'. This scheme therefore sets the standards for any development of the Station and the City Council's considerations on the design criteria. This committee report also sets out relevant planning conditions and obligations in respect of preserving the listed building, which would have been included in any grant of permission. It should be noted that the City Council approved this scheme in light of the substantial benefits to the community that would derive from the improvements to the public transportation interchanges as well as the quality of the architecture. Any alternative developments for Paddington Station would therefore be subject to the same strict criteria, as well as the tests set out in PPG 15.

Deleted: <#>Given the amount of construction activity around the stations it is proposed that the landowners, Paddington BID, TFL, NR, CLRLL and the City Council should jointly review how the public realm is to be designed and managed over the next decade, and implement an agreed scheme. The City Council's adopted Public Realm Strategy should be the primary reference document. See Appendix 6.¶

6.3 Policy DES 3 of the [UDP](#) seeks to protect and enhance Westminster's townscape, historic character and skyline and will only permit high buildings in exceptional circumstances. The resolution to grant permission for a high building over Paddington Station should not therefore be seen as a precedent for developments on adjacent sites. In all developments local views should be protected or enhanced by proposals. Key views into and out of the planning brief site must be given careful consideration. Regard should be had to views of the site from the viewpoints listed in Appendix 4.

Deleted: The tallest element of the Phase 2 proposal measured 75m above canal level. Given the high quality of architecture the City Council considers that this building would have had a landmark status. Other development proposals in close proximity to this site should therefore not prejudice the views of this building and undermine its landmark status.

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6.4 In terms of the historic importance of the buildings at Paddington Station, including all 4 train sheds, or spans, and adjoining buildings they are recognised as a group listing as the collection of buildings has historical group value because of the relationship of Station to hotel, administrative offices and stables. The development proposals listed in Section 4 should take into consideration the impact that they would have on the setting of this group of buildings and most importantly on the Grade I listed Paddington Station. In accordance with policy DES 10 the City Council will not grant planning permission for any proposals ~~that~~ would adversely affect the immediate or wider setting of the building or the spatial integrity or historic unity of the listed group of buildings. This is particularly important for CLRLL to note in their development of the Crossrail line 1 station and taxi deck alterations ([including any eventual superstructure](#)) as they should be designed in full sympathy of the existing buildings. It is recognised that the station would be located outside of the listed curtilage of Paddington Station however, it will be seen in conjunction with the western range of buildings. It should therefore be a crisp, neutral but unassuming structure that does not visually compete with the stuccoed western range of the Station.

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6.5 The CLRLL proposals also show that they would demolish the listed wall, canopy and railings separating Eastbourne Terrace and the Departure's Road. The City Council would however, start from the premise of retention of these elements and any proposal for their demolition would have to be justified in accordance with relevant [UDP](#) policy and Government Guidance Note PPG 15. [Any proposals for demolition must include the provision for the recording of significant buildings or important architectural elements.](#)

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6.6 CLRLL should also give careful consideration to their proposals for the new link to the Circle and District Line given its status as Grade II listed, and to the desirability of a first class design of a canopy over the taxi deck, within the curtilage of the Grade I listed station.

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6.7 Taking the above into consideration development proposals should be designed with architecture and urban design of world class quality in respect of the design of existing and proposed buildings and the public realm. It is important that the various development proposals are co-ordinated and respect the form of one another to create an integrated and permeable pedestrian environment. The City Council is particularly keen to ensure that CLRLL take account of the public realm in their proposals and that they respect the form of adjacent permitted developments. CLRLL should provide an enhanced public realm which includes design of the highest standards, provision of signage and a management regime in accordance with other developments in the PSPA.

6.8 [Given the amount of construction activity around the stations it is proposed that the landowners, Paddington BID, TfL, NR, CLRLL and the City Council commission a joint review of how the public realm is to be operated, designed and managed over the next decade, and then implement an agreed scheme through phases. The City Council's adopted Public Realm Strategy should be the primary reference document. See Appendix 6.](#)

6.9 The review by CLRLL's own independent Design Review Panel in 2006 has produced a critique of the scheme for their works, both as outlined in the hybrid bill in 2005 and the revised scheme in AP3 of 2006. The City Council remains entirely unconvinced that the proposals submitted so far are based on the necessary conservation led approach required for this site given the stations Grade I listed status. In particular impacts on Macmillan House, the layout and operation of the Lawn area, and the provision of the 'light spine' are not based on any sufficiently robust analysis or design process.

6.10 The powers of the City Council and English Heritage as set out in the bill reserve, under Schedule 7, the ability of the Council to review these matters as detailed designs emerge through the development of the project. However certain elements (ventilation, emergency access and other technical requirements) are approved by the passage of the Bill. It is disappointing, as highlighted by the Design Review Panel comments that the promoter's approach does not follow the method which, for example, Network Rail used to justify their Span 4/Phase 2 proposals. Therefore a conservation-led design evaluation of the railway and all associated works is required from the promoter within the context of the Network Rail draft Conservation Plan and this draft brief. [Heritage Agreements are one way of achieving this.](#)

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6.11 All development proposals should take account of British Waterways Strategy for Paddington Basin as well as their Code of Practice for Works Affecting British Waterways.

Archaeology

6.12 The promoters of Crossrail must properly assess and plan for the archaeological implications of the proposals so that the scheme includes appropriate archaeological

safeguards in line with policy DES 11 of the UDP. Such safeguards normally consist of design measures to ensure the permanent preservation of archaeological remains in situ or, where that is not appropriate, archaeological rescue investigations in advance of development.

7 Impact on Amenity and the Environment

Impact on Amenity

7.1 In accordance with the policies contained in Chapter 9 (Environment) of the [UDP](#) the City Council will seek in all development scenarios to protect, maintain and where possible improve the quality of life for residents, workers and visitors to Westminster. This includes protecting the amenity of these groups, particularly residential, during the construction of developments as well as during their long term operation. The implementation of Crossrail line 1 will have significant impacts given the scale of the project, the length of time for construction and the cumulative impact of worksites across the city. In all development scenarios the following issues should be considered and dealt with through the design of proposals. The cumulative impact of the various development proposals should also be considered.

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- Impact on traffic and transportation in the area – In accordance with Policy TRANS 14 and as discussed in section 5 to ensure that impacts are effectively dealt with to protect against adverse affects such as noise, congestion, air pollution. This includes agreeing construction traffic routes for heavy goods vehicles in accordance with the Code of Construction Practice (see below);
- In accordance with Policy ENV 6 and ENV 7 to reduce noise levels throughout the City, to limit and contain noise from development, to protect tranquil areas and to reduce noise from transport. This would include controlling the hours of construction and operation;
- To reduce light pollution in line with Policy ENV 10;
- To reduce, reuse and recycle waste in accordance with Policy ENV 11;
- To protect amenities, daylight and sunlight, sense of enclosure, overlooking, noise and environmental quality in accordance with Policy ENV 13;
- Policies TACE 8 to TACE 13 sets out the Council's approach to entertainment uses including A3 and specified D2 uses, outdoor dining and drinking and amusement centres. The City Council will seek to strike a balance between the need to protect residential amenity and the provision of entertainment uses. Recommended terminal hours for the PSPA were agreed by the Major Planning Applications Committee on 31 October 2002. Any proposals would however, be subject to the strict guidance on protecting amenity as set out in the [UDP](#).
- Impacts on affected properties including subsidence.

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Environmental Considerations

7.2 In order to ensure that the environmental effects of developments are systematically assessed and considered the City Council would expect development proposals to be accompanied by an Environmental Impact Assessment (EIA). The content of an EIA should be tailored to the nature of the project and its likely effects. Schedule 4 of the Government EIA Regulations sets out the format of an EIA and an associated checklist gives an indication of the kinds of effects that may be relevant. This covers population; habitats and species; impact on canal; microclimate; soil; water; air pollution; architectural and historic heritage; landscape and topography; recreational uses; land contamination; noise; waste; landscape and open space; archaeology, buildings and their sustainability;

daylight, sunlight, sense of enclosure and overlooking; and television reception. Traffic and transport issues should be covered by a Transport Assessment however, this should be cross-referenced in the EIA in all relevant cases. EIA's should also consider the cumulative impact of development proposals.

- 7.3 Officers have assessed the Environmental Assessment that was submitted as part of the Bill for powers to build and operate Crossrail line 1, establishing the City Council's position in a petition on generic aspects as well as site-specific issues. ~~The City Council have submitted their detailed responses as part of the Parliamentary petitioning process, based on the concerns outlined earlier in this brief.~~

Deleted: The DfT requested responses by the 17 May on the contents of the submitted Environmental Statement, however it is understood that Local Authorities would be able to

Code of Construction Practice

- 7.4 In order to deal with the impact of construction on the amenity of surrounding residents and the environment the City Council has devised the Code of Construction Practice for developers. The City Council's Code of Construction Practice is intended to define environmental standards and outline procedures pertaining to construction works. It covers the environmental public health and safety aspects affecting the interests of local residents, businesses, the general public and the surroundings in the vicinity of the proposed construction sites. Activities and impacts covered by the Code include site set-up and servicing arrangements, management of construction traffic and highway works, site management, public safety, noise and vibration, hours of working, dust and air pollution, land contamination, waste disposal and protection of water quality and urban ecology.

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- 7.5 The Code is intended to clarify for the developers and their contractors their responsibilities and requirements, as well as providing assurances to residents and others about the standards that they can expect during construction. It will be important to minimise the disruption to local residents, businesses, traffic and pedestrians in the surrounding area. Developers would therefore be expected to carry out any demolition and construction work in accordance with the City Council's Code of Construction Practice to ensure any disruption is kept to the minimum.

- ~~7.6 A site-specific code of construction practice would be written for each development with the primary concept being to protect residential amenity. The phasing of works would also need to be carefully considered, particularly in respect of the various developments taking place in the area, and developers would be expected to discuss their phasing programmes at an early stage. Funding towards the cost of using the Council's Environmental Inspectorate to monitor the work would be sought (Policy STRA 7) in all developments within the PSPA. A revised Code was adopted in April 2008.~~

- ~~7.7 CLRLL have advised that they would have their own code of construction practice which should apply to the non-operational development as well as the Crossrail operational works. However, The City Council has had experience of the level of control provided through the Parliamentary Process when the Jubilee Line Extension was approved and found it not altogether satisfactory. The City Council therefore would prefer CLRLL to use a modified version of its own code~~

Other Standards and Controls

- ~~7.8 Compliance with all other relevant standards and controls set out in the UDP is required in all development scenarios, including the development of Crossrail line 1, and should be discussed with Council officers at the earliest opportunity.~~

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Accessibility For All

[7.9](#) From the initial concept, proposals should be designed to be inclusive for people of all abilities. Separate facilities for people with disabilities are unacceptable. It is now a legal requirement that planning applications include a full Design and Access Statement, which will provide a framework for DDA Compliance during the development process and should detail how inclusion by design would permeate the development, [and reference London Plan policy 4B.5](#). By being integrated and consistent throughout, the objective will be to realise cost effective and inclusive solutions which seek to influence and shape the physical outcome. The exact form of the access statement will depend on the size, nature and complexity of the proposals. However, each statement should identify:

- the philosophy and approach to inclusive design;
- the key issues of the particular scheme; and
- the sources of advice and guidance used.

[7.10](#) For further information on preparing an access statement and for references to relevant government guidance, developers are advised to contact the City Council's Access Officer, the details for whom are included in Section 10.

Green Buildings, Recycling and Sustainability

[7.11](#) The City Council will encourage the developers of proposals to take into consideration the environmental impact of their development. There is considerable potential for reducing environmental damage by improving the design of buildings, for example, by reducing carbon dioxide and particulate emissions by the application of cost-effective current technology (see The Environmental Charter for Westminster).

[7.12](#) Developers will be expected to use sustainable development checklists and will be advised to refer to best practice guides published by the Building Research Establishment Environmental Assessment Method (BREEAM) and the London Research Centre in preparing the planning application. The BREEAM provides a 'green building certificate' and can demonstrate the efficiency of energy use and in materials and methods of construction. The City Council supports the development of environmentally friendly buildings in accordance with Policy ENV1 of the [UDP](#).

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[7.13](#) In addition to this, the City Council has produced Supplementary Planning Guidance on 'Sustainable Buildings' (2003) in Westminster. The advice contained within this guidance will be a material consideration in the consideration of any proposals, [as will policy 4B.6 of the London Plan](#).

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[7.14](#) The City Council encourages the minimisation of waste and re-use and recycling of waste materials, and will expect appropriate provision to be made for the storage of materials for recycling as well as for refuse collection (off street and within buildings).

8 Mitigation of Impacts and Provision of Planning Benefits

8.1 The aim of this planning brief is to enable the developments surrounding Paddington Station to proceed in accordance with the requirements outlined in the brief and to ensure that any development meets the objective of the UDP and the needs of the public and other stakeholders. The brief also gives the opportunity to establish any necessary planning benefits at an early stage taking into account the needs and requirements of corporate and other stakeholders. There is a balance to be struck between the need for schemes to mitigate the impacts which they give rise to, their contribution to the City and their ability to promote economic prosperity. Westminster recognises that in order for development to be sustainable, social, economic and environmental benefits must also be delivered to the City as a whole. Planning benefits are seen by Westminster as one of the key ways to deliver sustainable development and to meet the needs of all of Westminster's neighbourhoods, residents, workers and visitors and achieve an efficient and high quality environment.

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8.2 The 31 July 2003 report to the Major Planning Applications Committee sets out the list of planning benefits to be sought as part of the Paddington Station Phase 2 development. The list of benefits is set out below and would be secured through a Section 106 Legal Agreement. This list forms the basis of what the City Council would expect from any development on the site.

- Adequate consideration in CLRLL's EIA of mitigation of impacts both during construction and during subsequent operation;
- The appropriate level of safeguarding and funds relating to public transport measures identified in the Paddington Area Transport Study 4 (PATS 4), July 2006;
- Provision of funding towards the Long Term Vehicular Access (LTVA) and Paddington Area Transport and Environmental Management Study (PATEMS) commensurate with the level of impact;
- Committing Network Rail to an agreed conservation plan and management plan together with the provision of wider public realm benefits;
- Provision of funding to the Social and Community Fund Account related to the scale of the development;
- Agreement to adopt the Code of Construction programme, provide pro-rata funding for the Environmental Inspectorate and to provide details of phasing of works;
- Effective integration with Royal Mail and St Mary's Hospital sites;
- Agreement on the management of the Paddington Station Departures Road to prevent it from being used as an alternative set down or pick up area for taxis;

The following list provides additional planning benefits to the above which may be sought from the development proposals surrounding Paddington Station. These would usually be secured through planning conditions or Section 106 Legal Agreements however, in the case of the Crossrail line 1 proposals the City Council is seeking them as part of the parliamentary undertaking.

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- Highway improvements;
- Public Realm improvements including canal and towpath improvements;
- Support to Paddington First / Employment training - This would have the three-fold effects of reducing the shortage of skilled personnel in the area and the need for long distance commuting and lowering the number of long-term unemployed local residents;
- Provision of CCTV which has the capacity to link to the City Council's central system;

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~~The guidance contained within~~ the City Council's ~~Supplementary Planning Guidance~~ note on planning obligations (2008) and policy STRA 7 of the UDP ~~must be referred to.~~

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9 Summary of Key Issues and The Way Forward

9.1 The need for the Crossrail development to address and be co-ordinated with adjacent sites is of major importance in ensuring the success of development on the site covered by this planning brief, and of importance to the overall success of development within the PSPA. The successful implementation of Network Rail's Phase 1 proposal should be used as a benchmark for the standard of development proposals considered necessary to safeguard the special interest of the Grade I listed station.

9.2 In moving forward to continue to improve the service offered to travellers, and further reduce the impacts of the stations' operation on the neighbourhood, relevant key issues should be considered core objectives:

- Minimise the impact of construction works
- Maximise transport interchange improvements and links
- Minimise extraneous traffic in residential districts
- Preserve and enhance listed buildings and conservation areas
- Provide high quality, modern design in appropriate locations (DES1, 2, 3 & 9)
- Support business development, economic activity, training and job opportunities
- Integrate PSPA sites with surrounding areas
- Provide mixed use schemes
- Promote effective partnership working

9.3 The outcome of this brief requires Network Rail, the other transport operators, and the developers of adjoining sites, to bring forward their proposals and incorporate the issues raised in the brief. In summary the main issues that require detailed consideration by all parties are as follows:

- Paddington Triangle – Resolution between Network Rail, [London Underground](#), [Crossrail](#) and Hammerson to enable a co-ordinated and integrated development on the site;
- Crossrail line 1 – Impact of new station on design, conservation, traffic, public transportation demand, taxi management, Long Term Vehicular Access (LTVA), pedestrian movement, integration with the main Station, amenity of residents, businesses workers and visitors to the City, and construction impacts;
- Development of the [Post Office](#) Site to respect and integrate with the Paddington Station proposals;
- LTVA – maximising the use of LTVA in accordance with the HER Parliamentary Undertaking.

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9.4 The range of transportation and property development projects in the area all have in common a significant range of impacts on the public realm. The existing connections between the key redevelopment sites (Paddington Central and Paddington Basin), the 'standalone' sites (Eastbourne Terrace, Triangle site, 55-65 North Wharf Road) and the continuing uncertainty of the Royal Mail and St Mary's Hospital sites need to be maintained and enhanced. Similarly the range of transport projects from Crossrail, [and](#) Network Rail's masterplan through to LUL's schemes for their three separate stations [need co-ordination](#). In order to deliver a phased implementation to [maintain the function and improve the quality of](#) the public realm across these projects, it is proposed that a joint public realm study and programme of projects is prepared based on this brief, led by the City Council. (Appendix 6)

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- 9.5 The responses to this draft brief will be used to inform the basis of the study and its governance. Although statutory responsibility rests with the City Council, given the range of ownership and responsibilities, a partnership approach is proposed to bring in TfL/[DfL](#)/GLA, LUL, CLRL Crossrail, PWP and PRACT.
- 9.6 Figure 5A shows the area this study is proposed to cover. Comments on scope, goals and funding are also sought from the consultation exercise.
- 9.7 By setting out the City Council's principal planning issues and requirements this brief will continue to form the basis of negotiations with CLRL through the Parliamentary process and ~~has been~~ used to develop the City Council's petition to put before ~~both the House of Commons and the House of Lords~~. The City Council will seek to ensure that Parliament ~~continue to~~ consider all of the issues raised in this brief in order to ameliorate the impacts of construction and operation to maximise the benefits of Crossrail line 1 to the City's economy, and to encourage the bringing forward of schemes to complete the development potential of the area within the existing policy context.

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10 Contacts and Further Information

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Further Information

Details of relevant Supplementary Planning Guidance and further information can also be obtained from the City of Westminster's website - www.westminster.gov.uk (Click on planning, and publications and leaflets or Unitary Development Plan)

13 List of Figures and Appendices

- Figure 1** Site location plan
- Figure 2** Plan to show main buildings within the planning brief site
- Figure 3** Plan to show the listed curtilage of Paddington Station
- Figure 4** Plan to show key station elements
- Figure 5** Plan to show key constraints and designations around Paddington Station
- Figure 6** Plan to show location of surrounding residential land use
- Figure 7** Plan to show the alignment of the Crossrail Safeguarding Zone
- Figure 8** Plan to show the general layout arrangement of the proposed Crossrail Station at Paddington
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- Appendix 1** Paddington Special Policy Area (PSPA) factsheet and accompanying plan
- Appendix 2** A summary of the history of Paddington Station
- Appendix 3** CLRLL's proposed route for Crossrail Line 1
- Appendix 4** Key View points
- Appendix 5** CLRLL's proposals for Crossrail Line 1 at Paddington, as outlined in the 2006 Bill
- Appendix 6** ~~Proposed Public Realm Study brief~~
- Appendix 7** [Draft Sustainability Appraisal](#)

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With regard to the current programme for the Crossrail line 1 proposal (see section 4.7 below) Network Rail would be required to build the transport deck linking to the new Bishops Bridge by summer 2007. If this is not provided by the time the main construction of Crossrail line 1 begins CLRLL would require the Lynx Parcels Deck for the relocation of taxis from the Departure's Road for the duration of construction. Taxis would then be directed from a new access ramp built off the new Bishops Bridge to the Lynx Parcels Deck adjacent to Span 4. This arrangement would remain in place until CLRLL complete their Paddington Station works. As a consequence Network Rail may have their proposals for refurbishment and repair of Span 4 hampered until the completion of Crossrail line 1, which is estimated to be in 2015. This includes deferring any substantial improvements to the Hammersmith and City line underground works. It is therefore possible that taxi access facilities could be relocated on 3 occasions over a ten year period. There are clear advantages if the relocation of taxi facilities to the north side of the station is undertaken once and on a permanent basis. Commitment from Network Rail would however, be required before CLRLL start their advanced works at Paddington which include facilitating the permanent relocation of taxis to the Lynx Parcels Deck.

Although the Phase 2 development is now unlikely to proceed, any future development proposals for the site should have full regard to the proposal that committee resolved to approve on 31 July 2003, in the context of the draft brief and

UDP policies. This sets the principles for acceptable land uses, design, heights of new buildings in relationship to world class architecture, interface with adjoining sites and public transport improvements and public benefits in the form of the continued maintenance and safeguarding of the remainder of the Grade I listed station.

Given the closure of several post offices in North Westminster, i

It is clear though that the inclusion of residential use will jeopardise the ability of the scheme to deliver major benefits to the overall regeneration of the area. A high value office and retail scheme would be more likely to enable the delivery of the Bakerloo line works as an integral part of the scheme. It may, subject to precise proposals and agreement with LUL and Network Rail on the viability of the public transport benefits proposed, therefore be appropriate to flex policies CENT 3 and PSPA 2 to allow the