291 Harrow Road, 1-2 Elmfield Way and the adjoining land, London W9
Draft Planning Brief
Foreword

The council is committed to setting out a clear planning framework for the development of Westminster. The objective of this planning brief is therefore to set out the council’s considerations relating to the development potential of the 291 Harrow Road, 1-2 Elmfield Way and the adjoining land.

This draft planning brief has been prepared as a Supplementary Planning Document (SPD). Its role is to provide site specific information to supplement the policies and the proposals outlined in Westminster’s Core Strategy (adopted January 2011), and the detailed policies which have been saved in Part 2 of Westminster’s Unitary Development Plan. It also captures the development principles for the site as outlined in the adopted London Plan (2008) and the emerging Consultation Draft Replacement London Plan (2009).

The draft brief reflects the development principles outlined in Policy CS 12 North Westminster Economic Development Area. It promotes a sustainable mix of land uses, to meet the needs of the local community. Based on the history of the site it identifies suitable land uses and guides the development of a sustainable high quality housing scheme with specialist housing, affordable housing either in the form of a hostel, intermediate housing provided by registered social landlord or local service provider preferably for NHS staff, key workers and limited market housing. The site is also required to provide some floorspace for business uses and provides the opportunity to provide a social and community facility in the form of a multi use games area or other similar facility.

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Deputy Leader of Westminster City Council.
Cabinet Member for the Built Environment
Executive Summary

This draft brief has been prepared in response to a request from NHS Westminster and City Council’s Corporate Property Unit to provide guidance on the approach to developing this site. The site includes 291 Harrow Road, 1-2 Elmfield Way and the adjacent land. 291 Harrow Road and 1-2 Elmfield Way are in the ownership of NHS Westminster. The adjacent land is in the ownership of the Department of Health / Secretary of State for Health. These sites together offer a comprehensive development opportunity.

This draft planning brief has been prepared in response to the development opportunity presented by the assembly of these three parcels of land. The purpose of this draft planning brief is to set out the City Council’s detailed planning considerations and potential development options for the site.

The Council’s policy approach aims to protect specialist housing currently on site, this means any future scheme will need to replace the existing facilities at 291 Harrow Road and 1-2 Elmfield Way. The adjoining land has an extant planning permission for a hostel for NHS staff accommodation. Any future proposal for this site will need to address this affordable housing requirement.

The site is located within the North Westminster Economic Development Area. The key policy for the development of this site is Core Strategy CS 12. In this area the policy outlines that development should contribute to increasing economic activity, or providing local services or improving the quality and tenure mix of housing. The proposals in this brief primarily aim to improve local services, the quality and tenure mix of housing and to contribute to economic activity locally.

The preferred mix of uses that will be strongly encouraged on this site includes specialist housing, intermediate housing for NHS Staff or key workers developed by a housing provider, limited market housing, small scale business development supported by social and community facilities.
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1. Introduction

1.1. This planning brief relates to land at 291 Harrow Road, 1-2 Elmfield Way and the adjoining land. The site is located on the Harrow Road, with Elmfield Way providing a boundary to the site in the south and east. To the west of the site is Windsor Estate, former local authority housing development comprising of two blocks of flats. The surrounding area is predominantly residential in character, while in the wider area there are a range of healthcare uses. Historically the northern part of the site, 291 Harrow Road has remained in the same use for over 30 years. This site and the wider area, originally formed part of St Mary’s Hospital site which was redeveloped in the early 1990’s.

1.2. The planning brief has been prepared in response to a request from NHS Westminster and Westminster’s Corporate Property Unit to provide guidance on the approach to developing this site. The opportunity to develop this site relies on the transfer of these smaller parcels of land including land from Westminster Primary Care Trust (now NHS Westminster) and the Department of Health / Secretary of State for Health to Westminster City Council. 291 Harrow Road and 1-2 Elmfield Way are currently in the ownership of NHS Westminster, while the adjacent site is owned by the Department of Health. This site referred to as N3 site, is vacant land left over following the redevelopment of wider St Mary’s Hospital site. Originally designated for nursing hostel accommodation this site has a lawful use as a hostel. Once these sites are assembled they will create a larger, comprehensive development opportunity. The re development of this site as a whole will result in an efficient use of land and maximise development potential enabling a range of uses to be delivered to meet the council’s policies for development in this area.

1.3. The key objective of the redevelopment is to improve the existing on site facilities. Currently the building at 291 Harrow Road provides accommodation for 13 residential units, for people with learning disabilities, operated by Westminster Society a learning disabilities provider. 1-2 Elmfield Way is a supported housing scheme for 6 people with Autism is operated by Yarrow Housing, a learning disabilities service. In total 19 specialists housing units, will need to be re provided in the redevelopment of this site. Following the redevelopment of these facilities, the intention is to re house these residents in this new accommodation built on site. The reason for re developing these housing units is that in the future, this registered care provision will no longer be fit for purpose to meet the needs of people with complex learning disabilities and Autistic Spectrum Disorder. Furthermore demand for housing for people with learning and physical disabilities in the area has increased.

1.4. The purpose of the brief is to set out the City Council’s planning considerations relating to the disposal and potential redevelopment of the site. This brief contains an overview of all relevant policies to guide scheme as set out in the recently adopted Core Strategy (2011) and Westminster’s Unitary Development Plan (2007).

1.5. This site is located within the North Westminster Economic Development Area (NWEDA), as designated in the adopted Core Strategy, within this area sites should contribute to increasing economic activity, or provide local services, or improve the quality and tenure mix of housing these principles for the development in the area should assist in the regeneration of the area. The
council protects specialist housing across Westminster and together with NHS Westminster will ensure these uses are re provided on site.

1.6. The draft of this planning brief provides the opportunity for residents, businesses, local community groups, developers and stakeholders to give their comments on the possible development opportunities on the site. Once adopted it will bring together all relevant information to guide the redevelopment of the site.
2. **Background, the Site, Planning History and Surrounding Location**

2.1. **Background**

2.1.1. The majority of the site is in the ownership of NHS Westminster, with the southern section of the site owned by the Secretary of State for Health. The site was originally part of St Mary’s Hospital, Harrow Road W9. Built at the turn of the century, St Mary’s Hospital and a staff hostel were the main uses that occupied the site. Other uses on this site included a clinic and health centre, medical supplies depot, community hospital, health education unit and a centre for people with learning disabilities. In 1986 this site and the wider area were part of a planning brief, see Map 2 St Mary’s Hospital site layout which shows the sites previous uses.

2.1.2. The northern part of the site onto Harrow Road, 291 Harrow Road provides residential accommodation for people with learning disabilities this accommodation dates back to 1981. Adjacent to this is supported housing at 1-2 Elmfield Way, are two single storey flats which provide accommodation for people with Autistic Spectrum Disorder, these properties date back to 1995.

2.1.3. Historically the ownership and use of the site have provided community benefits, through specialist housing or uses on the former hospital site. In accordance with the Core Strategy (2011) and the UDP (2007) these uses are protected and will need to be re provided when the site is redeveloped.

2.1.4. The southern part of the site, adjacent to 1-2 Elmfield Way is mainly vacant land with a temporary permission for a multi use games area. This site is historically known at the N3 site land remaining from the Carlton Gate housing development.

2.2. **Land Assembly and Potential Disposal of the Site.**

2.2.1. The majority of the site has been in the ownership of NHS Westminster since the turn of the century, with the southern part of the site (known as the N3 site) has been in the ownership of the Secretary of State. On behalf of the Secretary of State, NHS London planned to transfer the adjoining site the N3 site to NHS Westminster as a ‘book transfer’. This proposal would led to the transfer of the asset to NHS Westminster without a payment. However an ‘annual capital charge payment’ would be payable to the Department of Health. NHS Westminster would then own the whole of the site this could then be transferred to a developer at no cost as either a long lease or freehold with restrictions. This approach would have assisted in assembling a larger site, delivering a comprehensive and a viable development opportunity.

2.2.2. In April 2010 arrangements for managing this project changed. Westminster City Council took responsibility for leading the project, resulting in a review of the transfer arrangements. The outcome of this review has identified that land can be transferred using the grant mechanism. This involves NHS Westminster advancing the Council or any future Registered Social Landlord (RSL) the market value of the land so that the Council or RSL can purchase the land from NHS Westminster. The details of the land transfer are still being worked through by the City Council and NHS Westminster.
2.2.3. This brief influences the delivery of this site by outlining planning requirements and possible development options. These need to be in accordance with the objectives set by NHS Westminster and Westminster City Council at the beginning of the project.

2.3. Development Objectives

2.3.1. The land assembly and disposal of the site will allow Westminster City Council, a Registered Social Landlord or private landowner to develop the site. In redeveloping this site the following objectives should be met:
   1. Improve community uses (re providing 19 specialist housing units);
   2. Provide an additional 5 specialist housing units (creating high quality supported housing for 24 people with learning disabilities, physical disabilities and autism);
   3. Affordable housing; and

NHS Westminster and the City Council’s Corporate Property share these development objectives.

2.4. The Site

2.4.1. 291 Harrow Road, 1-2 Elmfield Way and adjacent land is located within the Westbourne ward. The site in total covers approximately 0.4 ha bounded by Harrow Road to the north and Elmfield Way to the east and south. Woodfield Medical Centre is adjacent to site in the west and to the north west is Windsor Estate, comprised of Ascot House and Windsor Gardens. Windsor Estate has a mixed ownership with a third of the properties owned by City West Homes, other properties are owner occupied. To the east and south is the Carlton Gate development, built during the 1990’s and further south is the elevated section of the A40 Westway and the Grand Union Canal. The site is located within the North Westminster Economic Development Area. See Map 1 Site Plan.

2.4.2. The adjacent sites are in the ownership of the City Council, NHS Westminster and the private landowners. The uses are varied but still relate back to the original NHS uses on the site. See Map 3 Existing Uses.

2.4.3. 291 Harrow Road consists of a purpose built registered care home for people with learning and physical disabilities. This brick built facility was developed in the 1980’s. The site’s frontage onto Harrow Road has been heavily landscaped with purpose built fencing and walls of shrubs to provide privacy to residents.

2.4.4. This building is a brick built single storey building which provides accommodation for 13 people with learning disabilities. Since the original application in 1981 there have been minor extensions to facility to provide more space.
2.4.5. 1-2 Elmfield Way comprises of two, purpose built single storey flats. These properties were built in the mid 1990’s as part of the St Mary’s Hospital redevelopment. This supported housing provides accommodation for 6 people with Autistic Spectrum Disorder.

2.4.6. In 2009 the former Westminster Primary Care Trust, now the restructured NHS Westminster, reviewed the quality of the accommodation on this site.

2.4.7. Following an assessment it was felt that over time these facilities would no longer be fit for purpose, unable to meet the increasing demands for supported housing from people with complex needs and physical disabilities. The re development of this site by a housing provider would allow the City Council and NHS Westminster to increase the provision of specialist housing, helping to meet the needs of people with Autistic Spectrum Disorder in Westminster, providing high quality and more accessible facilities for those with physical disabilities.
2.4.8. The southern part of a site (N3 site) has a temporary permission for multi use games area (MUGA). On vacant land left behind from the Carlton Gate scheme.

2.4.9. The site has good transport infrastructure, with the three bus services (18, 36 and N18) that run along Harrow Road and the site is served by two underground stations, Royal Oak and Westbourne Park underground stations which are both located at equal distance from the site. The only vehicle access to the site is off Elmfield Way.

2.5. Planning History
2.5.1. The use at 291 Harrow Road dates back to the former St Mary’s Hospital which occupied the site from the mid 19th century until late 1980’s. Since the 1981 application to develop the facility at 291 Harrow Road, there have been a few applications for a variety of minor alterations mainly small extensions, additional fire escapes and replacement windows.

2.5.2. On 11th January 1988 outline permission was granted for the redevelopment of the St Mary’s Hospital site. Map 2 shows the boundary of the original St Mary’s Hospital site. This application was to provide a mixed redevelopment of residential units, hostel accommodation for NHS staff, a health centre and disabled flats. This permission was implemented and the development is now known as Carlton Gate. Carlton Gate was a phased development. Map 3 shows the full extent of the Carlton Gate housing development.

2.5.3. The majority of the uses detailed in the outline planning permission were built. On this site two disabled units were built. These units, 1-2 Elmfield Way were the subject of a reserved matters approval in 1993. The provision of these units was secured by the 1988 legal agreement. Since this scheme was developed in 1994, there have been no major planning applications on the site. Instead only a few applications for a variety of minor alterations mainly to extend the site.

2.5.4. The hostel accommodation required in the application was for 420 beds, 105 units for NHS staff, broadly three blocks of hostel accommodation. Although two of the hostel blocks were built known as Ashgrove Court and Lockbridge Court, the third block known as N3 was not built. Ashgrove Court provides 29 x four bedroom flats, in total 116 bedrooms. While Lockbridge Court provides a wider range of flats including 21 x three bedroom flats, 3 x four bedroom flats 23 x five
bedroom flats 1x1 bedroom flats in total 191 bedrooms. These two developments provide solely key worker housing. Despite the total of 307 bedrooms and 77 units provided the scheme did not meet the original planning requirements. This site the land adjacent to 1-2 Elmfield Way, also has an extant planning permission approved in 1993, for a hostel block for nursing staff, this was 228 bedrooms however this was not pursued. Therefore there is still a requirement to provide the remaining affordable housing units on the site.
In 2010, part of the N3 site was granted a temporary planning consent for a Multi Use Games Area (MUGA). This facility occupies approximately half of the N3 site. The facility provides a shared court with basketball and football pitch. The multi use games area provides an acceptable use on a temporary basis as it provides a much needed facility for children living in the vicinity.

The temporary permission for use of this area for a MUGA expired on the 28th February 2011. Since then a subsequent application has been approved by the City Council to continue this temporary use on the site until 31st August 2012.

The provision of a MUGA in this location responded to comments made by residents. Historically in this area residents have commented on the lack of facilities and the problem of young people kicking a ball around in the street. There are the characteristic tensions of mixed tenure housing where non family and family housing is juxtaposed and shared owners without children, who develop hostility to tenants with children. The development of a more cohesive community requires good provision of play facilities for children which will help reduce conflict in communal areas. This temporary permission provides a contribution towards play provision locally. In this brief the Council supports the permanent retention of this facility or a similar facility.

**Surrounding Location**

The site is located within the extensive North Westminster Economic Development Area See Map 4 Community Uses on Harrow Road. The edge of the site fronts onto Harrow Road, almost opposite local shopping centre of 336-372 Harrow Road. In this parade there is a mix of A1 retail and non-A1 retail uses, together these provide a range of shops and services to support the local residential community.

The Council’s policies state that proposals to within the North Westminster Economic Development Area should contribute towards creating more sustainable development. Policy designation CS12 supports proposals that increase economic activity, or provide local services, or improve the quality and tenure mix of housing.
2.6.3. Map 4 shows recent community facilities in the area, this highlights the significant investment in area to provide social and community facilities to meet diverse needs of the population and aging infrastructure.
3. Planning Policy Framework

3.1. General Principles
The relevant statutory planning framework for this site is set out in:
Planning Policy Guidance (PPGs) and Planning Policy Statements (PPS),
The London Plan Spatial Development Strategy for Greater London, Consolidated with Alterations since 2004 (February 2008), alongside the Consultation Draft Replacement London Plan (October 2009). The latter document is a material consideration in all planning applications.
Westminster’s Local Development Framework provides the local policies to guide development in Westminster. The recently adopted Core Strategy (CS) 2011 is the key document within the LDF, it provides the strategic policy approach to developing this site. The City of Westminster adopted Unitary Development Plan (UDP) 2007 this outlines the more detailed policies which will inform the development of the site. Supported by guidance provided in the City of Westminster Supplementary Planning Guidance (SPGs) and Supplementary Planning Documents (SPDs).

3.2. National Planning Guidance
3.2.1. The main guidance which is particularly relevant to this site include:
PPS 1 Delivering Sustainable Development
PPS 3 Housing
PPS 12 Local Spatial Planning
PPS 13 Transport (as updated in January 2011)
PPG 17 Planning for Open Space, Sport and Recreation
PPS 22 Renewable Energy
PPG 24 Planning and Noise.

3.3. The London Plan
3.3.1. The London Plan Consolidated with Alterations since 2004 (February 2008) forms part of the development Plan for Westminster. It should be used in conjunction with local policies to help determine any future application for this site. The Consultation Draft Replacement London Plan was published for consultation in October 2009. The London Plan is the ‘Spatial Development Strategy’ – an overarching strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20 - 25 years. This document was subject to an Examination in Public in summer 2010, the inspector’s binding panel report has now been received by the Mayor. The amendments proposed in the report and subsequent changes to the London Plan, are another stage in the process towards the adoption of the new London Plan policies. At this stage the latest version of the London Plan will remain a material consideration in all planning applications. The recently published panel report will shortly be followed by the revised plan, this will be adopted later this year. On adoption this document will replace the 2008 London Plan.

3.3.2. The site falls within an area identified by the Mayor as an Area for Regeneration. In these areas the Mayor has identified the importance of working with local partners to create sustained renewal. Integrated spatial policies should assist in regenerating areas through regeneration,
development, transport proposals with improvements in learning and skills, health, safety, access, employment, environment and housing.

3.3.3. This London Plan policy is reflected in the Core Strategy Policy CS 12 North Westminster Economic Development Area. Future proposals for the site should address needs and deprivation locally by creating housing, community facilities and some economic development.

3.3.4. Other policies contained in the Consultation Draft Replacement London Plan which are particularly relevant to this site include:

- Optimising housing potential on development sites;
- Affordable Housing, identifying a definition for affordable housing and setting targets and thresholds for application;
- Providing a range of housing;
- Social and community infrastructure, which states the importance of requiring additional and enhanced provision to meet existing needs and the needs of a growing population;
- Providing healthcare facilities, working with local service providers to secure sites and enable the re configuration of sites;
- Developing proposals which increase or enhance sport provision and recreation. Policies in the London Plan prevent the net loss of sports and recreation facilities securing sports facilities locally;
- Policies encourage sustained regeneration by introducing opportunities for economic uses in developments;
- Providing children and young people’s play and informal recreation facilities by encouraging housing developments to provide provision for play and informal recreation;
- New proposals should create buildings and spaces that should help to reinforce or enhance the character and legibility of the neighbourhood and;
- Development proposals that should address strategic as well as local Planning Obligations.

3.3.5. The Consultation Draft Replacement London Plan has informed the development of this brief, however prior to adoption these policies may change. This brief will reflect these changes as it is developed.


3.4.1. Westminster’s Core Strategy is a Development Planning Document and was adopted in January 2011. It is the principle planning document within the Local Development Framework. The Core Strategy together with the London Plan and the UDP currently make up the statutory development plan for the City. Together these documents will guide future development in Westminster.

3.4.2. The Core Strategy was adopted on the 26th January 2011, as the most recent policy document it provides the key policies for the development of this site. The Core Strategy replaces all of the part one strategic policies of the UDP (2007) and sets out the vision for the development of Westminster as a whole.
3.4.3. The Council is developing the second policy document in the Local Development Framework, the City Management Plan (CMP). This Development Planning Document will contain more detailed criteria based development management policies against which planning applications will be considered. This emerging DPD and the policies it will include will in time be a material consideration in the determination of planning applications. The weight attached to the policies depends on the stage the policy has reached in the policy development process. At present the CMP is only at the options stage but overtime the CMP will gain more weight and will be a consideration during the production of this brief and for the developer drafting any proposals for this site.

3.4.4. The process for developing this document is as follows: the initial CMP policy options document published in January 2011, informal draft to follow in June 2011, Publication and Submission Draft versions will follow and the document is due to be adopted in 2012. After adoption Core Strategy and the City Management Plan together will replace the 2007 UDP.

3.4.5. Development on this site is likely to commence from 2012 due to land assembly issues, by then the City Management Plan policies will be developed and will inform proposals for this site and the consideration of any planning application. An additional Appendix will be added in the next version of the brief this will be produce later this year when the draft City Management Plan is published.

3.4.6. The key policy to guide the development of this site is the Policy CS12 North Westminster Economic Development Area (NWEDA). In this area development should contribute to increasing economic activity, or provide local services, or improve the quality and tenure mix of housing. To support development in the area the policy identifies a range of development opportunities that should be considered when developing proposal for this site these include:

- Improving physical connections within the area, including Paddington Opportunity Area and it’s shopping areas, and to the Central Activities Zone and to other surrounding areas;
- Addressing severance and in some cases the poor local environment resulting from the Westway (A40), Harrow Road, rail network and canal;
- Public realm and local environmental improvements particularly within the Shopping Centre’s and housing estates;
- Redevelopment of, and infill developments in, some existing housing estates, including provision of a range of housing tenures (including intermediate and market housing), wherever possible, consistent with the protection of open space;
- Delivering improved and appropriate local services and supporting opportunities to provide facilities for local community groups and faith groups;
- Providing training, skills and employment opportunities for local people;
- Redevelopment of a civic space at the Prince of Wales junction/Maida Hill for community activities and to provide a focus for the area;
- A combined Heat and Power facility with sufficient capacity to serve other sites and establish a wider heat and power network.
3.4.7. Other relevant Core Strategy policies which apply to this site are:
   - Policy CS 14 - 16 Housing (including the interim note regarding the implementation of affordable housing prior to the adoption of the City Management Plan),
   - Policies CS27 - CS31 includes a range of policies which contribute towards creating attractive places. These include policies on Design, Air Quality, Noise, Planning Obligations and Delivering Infrastructure, Social and Community Facilities, Open Space, Renewable Energy, Pedestrian Movement and Sustainable Transport.

3.5. **City of Westminster’s Unitary Development Plan (2007)**

3.5.1. The development of this site will need to comply with ‘saved policies’ contained in the Unitary Development Plan (UDP). The UDP was adopted in 2007, in accordance with the Planning and Compulsory Purchase Act 2004, its policies where saved for three years. Prior to the expiry of these policies the council carried out a policy assessment to establish those no longer required. These were submitted to the Secretary of State for agreement. This resulted in most of the policies being saved. Many of these policies still apply to the development of this site and have been applied within this brief. In the interim period until the adoption of the CMP the 2007 UDP policies will be used alongside the recently adopted Core Strategy Policies.

3.5.2. On this site the key policy to be considered in any re development is Policy CS 12 North Westminster Economic Development Area (NWEDA) as this is the latest policy for the area. The North West Westminster Special Policy Area policies from the UDP were saved so these still exist and apply to this site. These include Policies NWW 1- Small Scale Business Development, NWW 2 Large Scale Mixed Use Development and NWW 3 Townscape and Public Realm Enhancement. The aims of policies NWW 1 and NWW3 are broadly covered in Policy CS12 NWEDA and are reflected in the proposals in this draft brief.

3.5.3. However, a proposal to redevelop the site as a whole is unlikely to meet the requirements of Policy NWW 2, Large-Scale Mixed Use Development. This policy aims to secure land for non-housing development, on sites of over 0.25 ha. To deliver this the policy requires that the housing component of any scheme should not exceed 50% of the total floorspace. In light of the long standing uses, alongside other policy requirements in the Core Strategy and UDP to re provide any proposal at a minimum should re provide the specialist housing and deal with the extant hostel permission, it is considered that the housing element will exceed more than 50% of the total floorspace.

3.5.4. The City Council has been flexible and has set aside UDP Policy NWW2, due to the exceptional circumstances of the planning history and existing uses on this site. This means in accordance with this brief any proposal would need to meet the preferred uses. Therefore any future proposals for the site will be expected as a minimum to re provide specialist housing to ‘Quality Care Standards’. This additional specialist housing is required as NHS Westminster have identified a need for specialist housing units in this area for people with learning and physical disabilities. Affordable housing to meet the hostel requirements and/or affordable key worker housing addressing the needs of NHS staff will be required in this scheme.
3.5.5 During the development of this brief policies will be drafted for the NWEDA area in the City Management Plan. As these policies are refined and the CMP moves towards adoption these policies will have more weight. These emerging policies will then affect the development of this brief and may influence the proposed development options. The City Management Plan is due to be completed and adopted in 2012.

3.6. Westminster’s Supplementary Planning Guidance and Supplementary Planning Documents.  
3.6.1. In developing proposals for this site developers should review Westminster’s existing supplementary planning guidance and supplementary planning documents. These provide more detailed advice on specific issues.

3.6.2. The City of Westminster Open Space Strategy was adopted in 2007, this Supplementary Planning Document (SPD) provides a framework for protecting and improving open spaces. It provides an assessment of spaces, informs decision making about spaces, and raises standards for managing spaces. The action plan which accompanies the SPD identifies specific actions to bring forward more open spaces in the area.

3.6.3. In the strategy the site was identified as being deficient in publicly accessible open space, with a lack of open space of less than 0.4 ha considered suitable for informal play. Policy CS 34 Open Space seeks to protect and enhance Westminster’s open space network, to address deficiencies and meet future open space needs. Therefore any future proposals for this site will increase the number of homes in the area and the overall number of children as a result the Council will expect any proposal to address this deficiency in any scheme.

3.6.4. The continued use of the multi use games area on the site would be welcomed on this site as it will contribute to play provision locally. However, it will not fully address the strategies playspace requirements. Incorporating playspace and other potential uses onto the site will require a well designed site layout to meet all the objectives of this proposal.

3.6.5. The City of Westminster Supplementary Planning Guidance on Planning Obligations was adopted in 2008, this outlines a number of more detailed obligations which depending on uses could be required on this site. Final proposals will need to be reviewed in light of these obligations.

3.6.6. A review is currently underway of our approach Planning Obligations, a new Supplementary Planning Document is due to be published for public consultation later in 2011.
4. Potential Land Uses

4.1. General Principles

4.1.1. This section considers the possible range of land uses which may be acceptable in any proposed redevelopment of this site. The land uses suggested below identify preferred development opportunities, these uses are not an exhaustive list of options for redevelopment. Any future proposals for the site would need to consider the impact on townscape, residential amenity on site and the surrounding area. Overall the preferred mix of uses on the site, which are encouraged by the Council should be predominantly specialist housing, residential uses, B1 office space and social and community uses. In order to deliver the essential range of uses, health services and residential accommodation on this site, any future scheme must be carefully designed to maximise the site’s potential to deliver key services, facilities and other uses to create a viable scheme.

4.1.2. The Council supports the development of this site, which will be expected to provide a range of benefits for local residents. To reflect this some flexibility in tenure mix may be given to proposals providing additional specialist housing, and housing for NHS staff and/or other intermediate groups in excess of the Affordable Housing policy requirements.

4.1.3. All development should accord with the relevant criteria as set out in the Core Strategy and Part 2 of the Unitary Development Plan. Some of the policy designations relating to this site are illustrated in Map 5. As this brief moves towards adoption the evolving policies in the City Management Plan will need to be considered in more detail.

4.2. Residential.

4.2.1. As set out in previous sections of this planning brief, the Core Strategy Policy CS12 for North Westminster Economic Development Area (NWEDA) is the key policy for the development of the site. This policy aims to create developments which increase economic activity, provide improved local services, improve the quality and tenure mix of housing.

4.2.2. The opportunities for residential development within the area are supported by other policies including Core Strategy Policies 14 to 16 and more detailed policies contained in Housing Chapter 3 of the Unitary Development Plan, together these will guide the proposals for this site.

4.2.3. On this site there are three main issues which will guide a final proposal these are:

- Re provision of specialist housing (including 19 specialist housing units) and 5 additional specialist housing units for people with learning disabilities, physical disabilities and autism.
- Hostel provision / accommodation for NHS staff/ key workers or intermediate groups and
- Affordable housing.

4.2.4. Specialist Housing

This specialist housing provides support for:

- People of all ages with learning disabilities who live in the borough in the family home who wish to move, but continue to live in Westminster,
• People with learning disabilities who live in supported housing or residential care in the borough and have developed additional mobility needs requiring them to move from their current accommodation, and
• People with learning disabilities who are placed outside of the borough because of a lack of suitable provision in Westminster to meet their housing and support needs and who wish to return to the borough to be close to family.

4.2.5. As the existing use of this site is predominantly specialist housing there is a requirement in both in the Core Strategy Policy CS 15 Meeting Housing Needs, and in UDP Policy H6 to protect or re provide this type of housing across the borough. Therefore this accommodation must be re provided on site. NHS Westminster has identified it needs to improve these facilities, to meet existing and future demand. Therefore creating additional specialist units when developing site is essential.

4.2.6. Hostel
One of the key considerations for this brief is whether there is need to re provide a hostel with accommodation for NHS staff. This issue was identified by the GLC and Westminster’s District Plan 1987 and formed part of the requirements for the site as detailed in the 1986 planning brief. In 1988 this need became a condition of a planning application to develop the site. This remains as the increase in the supply of accommodation for staff was then and is still today important to institutions and staff, providing housing to meet students needs.

4.2.7. The condition requires the scheme to accommodate residential dwellings or hostel accommodation for health authority staff and not for any other use. This condition still remains on this section of the site. This site referred to N3 site, has a planning consent for nursing accommodation, which was granted and part built on this site. Another application for nursing accommodation was approved in 1993 however this was never built. In accordance with Policy H6 of the UDP existing hostels (or in this case consents) are protected, however the proposal to develop the site for staff accommodation was never built. Despite these planning consents the site has remained vacant for over 20 years.

4.2.8. The Carlton Gate scheme has delivered two hostels, Ashgrove Court and Lockbridge Court (see Map 3). These have made a significant contribution towards meeting the requirement for staff accommodation. Although once built not all of these blocks were occupied by staff and remained vacant. This resulted in an application to modify the condition in 1996, so the accommodation could be occupied by another user. This was presented to the planning committee as a result the scheme was amended to allow 15% of the units, in both blocks to be occupied by tenants of RSL’s.

4.2.9. This condition still remains today. In accordance with the UDP Policy H6 Hostels and Specialist Housing Needs, this is still a key issue affecting the development of the site. If the land is still required by the NHS, it’s important to identify what type of accommodation is needed, it is felt that affordable housing in the form of key worker housing is likely to be the preferred use of the site as hostels are a less popular form of accommodation.
4.2.10. Hostels are one way of providing affordable housing to essential workers, however providing affordable homes is often a more attractive option, offering people the chance to rent accommodation at sub market rents or to own or part own their home. The size of this site is above the thresholds detailed in the affordable housing section below. Therefore redevelopment of this site will require affordable housing. Depending on the views of NHS Westminster, this site has the potential to offer a scheme just for NHS employees, providing as intermediate affordable housing for key workers, this is the preferred use of the site by the Council as it reflects the historic health associations of the site as accommodation for NHS Staff. If this site is not required for key workers the site could be used for other groups prioritised for intermediate housing by the City Council could be considered, (as detailed in Appendix 1) provided either at sub market rents or as low cost home ownership (shared ownership). Together these types of housing allow NHS staff the opportunity to access affordable homes for rent or as low cost home ownership.

4.2.11. Providing key worker housing on this site would also contribute to the exceptional circumstances which are necessary in order to set a side UDP Policy NWW2.

4.2.12. The Council currently feels the hostel use is surplus on this site. It is hoped consultation on this brief will assist in establishing the NHS Westminster’s need locally. The City Council needs to hear from NHS Westminster and other organisations interested in the affordable housing element of the scheme.

4.2.13. If NHS Westminster confirm that the site is surplus to requirements as a hostel for staff, and affordable/intermediate housing is required instead the following development options in Table 1 will apply to this site.

4.2.14. However if NHS Westminster has no requirement for affordable housing, and the site is sold on any future developer of the site will have to demonstrate that the site has been marketed for a hostel / affordable housing use. Therefore we are also looking for any early indication from other stakeholders either hostel operators/ or other organisations that could be interested in developing the site. Only if there is no demand from another user, will the City Council allow a change of use to residential.

4.2.15. Any application on this site would need to review this issue as part of its justification for the re development of the site.

4.2.16. Affordable Housing
   Core Strategy Policy CS 16 Affordable Housing sets out the requirements for affordable housing provision in schemes proposing 10 or more additional units or 1,000 sqm additional residential floorspace, whichever is lower, as it is accepted that schemes proposing over 1,000 sq m could reasonably accommodate 10 units. The threshold policy approach also reflects the London Plan Policy 3A.11 and Consultation Draft Replacement London Plan Policy 3.14 which requires affordable housing on site with 10 or more units.

4.2.17. The UDP Policy H4 identifies the specific proportion of affordable housing on-site. While Westminster’s Interim Affordable Housing Note sets out the application of Policy CS16 and UDP Policy H4. On this site the requirement would be for a minimum of 35% affordable housing.
4.2.18. This Policy H4 (D) sets out to encourage the provision of affordable homes for employees in essential services this supports the overall development objective of this site. In accordance with the policy the key worker or intermediate housing built should be maintained as affordable for successive occupants in perpetuity. This would need to be secured in any legal agreement relating to the development.

4.2.19. Development Options

It is recognised that, the adjoining land referred to a Block N3 in the original planning application has a lawful planning use as a hostel. In light of previous planning applications for the site and despite Ashgrove Court and Lockbridge Court being built there is still a requirement for affordable housing on this site. The option to pursue affordable housing for staff, keyworkers or another intermediate groups could be an acceptable development alternative, rather than leave the site vacant. It is considered that the wider benefits of a comprehensive redevelopment of this land may outweigh the loss of a hostel.

4.2.20. To address the points raised above the following options have been identified for this site. These development opportunities have been identified as being compliant with the relevant local planning policies.

Table 1 Development Options

<table>
<thead>
<tr>
<th>Option</th>
<th>Housing Requirements</th>
<th>Other Required Uses</th>
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</table>
| Option 1 | Minimum requirement to re provide the existing and additional Specialist Housing units (total 25 units); +35 % Affordable Housing (housing mix below applies); + Market Housing. 
(included in this is 10% Wheelchair housing to apply across the whole of the site) | Dual use B1 space requirement |
| Option 2 | Minimum requirement to re provide the existing and additional Specialist Housing units (total 25 units); + 35% Affordable Housing (housing mix below applies); Affordable units include the up lift in additional Specialist Housing (5 units); + Market Housing. 
(included in this is 10% Wheelchair housing to apply across the whole of the site) | Dual use B1 space requirement |
| Option 3 | Minimum requirement applies to re provide the existing and additional Specialist Housing units (total 25 units); If NHS Westminster wishes to primarily develop the site to provide accommodation to meet the needs of staff, the Council would consider a scheme with the majority of the site used for intermediate housing for NHS staff. | Dual use B1 space requirement |
4.2.21. Affordable Housing Mix
The adopted London Plan and Westminster’s UDP state there should be a 70:30 split, 70% (social rented) and 30% (intermediate) housing. However, the Consultation Draft Replacement London Plan suggests 60:40 split therefore the council would support a scheme with this higher proportion of intermediate housing. Intermediate housing should reflect the types of housing outlined in the London Plan and will need to be agreed with the Council’s Director of Housing.

4.2.22. The new ‘Affordable Rent’ tenure comes into affect from 1 April 2011. Any Affordable Rent homes will need to meet a range of household incomes reflecting identified local needs. The Council’s Housing Development Manager (Fergus Coleman, 020 7641 2129) will provide affordability guidelines at the pre-planning stage.

4.2.23. It should be noted that grant funding for affordable housing will, if available at all, mainly be aimed at ‘Affordable Rent’ properties, therefore nil grant should be presumed.

4.2.24. Government Changes to Affordable Housing
The introduction of Affordable Rent as a form of affordable housing tenure was announced in the October 2010 Comprehensive Spending Review (CSR), along with a reduction in the affordable housing budget from £8.5bn in 2008-2011 to £4.4bn over the next 4 years. The aim of Affordable Rent is to assist in the delivery of new social housing and provide an offer ‘which is more diverse for the range of people accessing social housing, providing alternatives to traditional social rent’.

4.2.25. From April 2011-2012 Registered Providers (RP) will be able to charge rents on new tenancies at levels of up to 80% of gross local market rent (inclusive of service charges) for an equivalent property for that size and location.

4.2.26. These changes are also accompanied by welfare reform, with a universal credit replacing current benefits from 2013 which will is capped at £350 for a single household and £500 per week for a single parent or family for households that are not working.

4.2.27. Westminster recognises that owing to the high market rent levels that apply across the City, including those areas of the City where lower quartile rents are evident, rents charged at 80% of market rent are unlikely to be affordable to most working households in the City and those households who are reliant upon benefits and who may be affected by the proposed welfare reforms from 2013.
4.2.28. Consequently, a development partner anticipating providing affordable housing on this site will, need to agree suitable rent levels to be charged on affordable homes with Housing Officers at Westminster that are affordable to both working and non working households in the City.

4.2.29. The reduction in the Homes and Communities Agency’s (HCA) housing capital funding budget (grant), combined with the ability of RPs to charge rents at up to 80% of market, marks a shift in the funding for future affordable housing from a capital grant based system to a revenue based system facilitated through charging higher rents on new homes and a proportion of existing RP voids, combined with other forms of cross subsidy provided through disposals or market housing.

4.2.30. The HCA have confirmed that in most cases, grant will only be made available towards the delivery of new affordable housing where the tenure is Affordable Rent and that other forms of affordable housing such as intermediate rent will no longer be eligible for grant. Grant may be available for shared ownership homes, but only where it is shown that grant is required and shared ownership is provided in combination with new Affordable Rent homes.

4.2.31. Grant funding for new social rent will only be considered in certain circumstances including those relating to regeneration of existing housing schemes where replacement social rented accommodation is part of the regeneration offer to local residents. Indications from the HCA are that the levels of grant funding if available are likely to be significantly reduced.

4.2.32. Optimising Housing
In accordance with Policy CS 14 the developer should look to optimise all types of housing on the site, ensuring a well designed scheme is proposed in accordance with townscape requirements.

4.2.33. Housing Unit Size
An appropriate mix of housing should be provided on site to meet housing needs locally. UDP Policy HS (B) requires a range of housing sizes. The council normally requires on all housing developments 33% of housing units to be family sized (i.e. 4+ habitable rooms, providing 3+ bedrooms) and will require 5% of this family housing will be required to have 5 or more habitable rooms.

4.2.34. Room Sizes
Westminster’s Standards for Residential Units 1991 will need to be applied to determine room sizes across the development. This will guide the proportion and mix of social and intermediate housing across the site. This document is out of date therefore the London Housing Design Guide (Interim Edition) and the guidance it contains on room sizes should be considered by developers.

4.2.35. Lifetime Homes and Wheelchair Accessible Housing
UDP Policy H 8 requires that all housing units should meet the lifetime homes standard. In schemes which result in 25 or more housing units, 10% of all units should be designed be wheelchair accessible or easily adaptable for residents who are wheelchair users. This applies to all types of housing. Adequate car parking will be a consideration for those properties that provide housing to lifetime homes standards.
4.2.36. Housing Density
The site lies within a zoned residential density range of 250 – 500 habitable rooms per hectare (Policy H 11(A)) however, density will be of secondary importance after taking account of the individual requirements of the site and the merits of the scheme. The Council is generally more concerned that proposed developments meet other policies in the plan than the measure of their housing density and it is likely that ultimately the acceptable residential density on this site will be defined by the acceptability of the bulk and mass of a future proposal in design and amenity terms.

4.3. Social and Community Uses
4.3.1. Policy H 10 (B) stipulates that on sites where the amount of housing is likely to be 50 or more units the Council will require the provision of community facilities in order to mitigate the additional demands placed on local services. Paragraph 6.2 of the UDP sets out the type of uses that are considered to be social and community uses and subject to other policies in the plan most of these would be considered to be acceptable land uses on the site.

4.3.2. This site is likely to create a scheme of more than 50 units, particularly as specialist, affordable and some market housing is likely to be developed on this site. The provision of additional specialist housing in the form of residential care home for people with learning and physical disabilities and accommodation for people with Autistic Spectrum Disorder could form part of the social and community uses required on site. The degree to which these uses do contribute to meeting this requirement depends on the number of additional units provided.

4.3.3. Social and community uses can be provided in many ways. The site’s location within a densely populated residential area, in an area deficient in publically accessible open space >0.4ha considered suitable for informal play, and the additional provision of residential development on this site, will increase the need to provide open space for recreation. Therefore an appropriate community use would be open space or play space.

4.3.4. Furthermore opportunities for the development of sites of a sufficient size to provide opportunities for inclusion of playspace are rare. Therefore in this case the Council will welcome the provision of new open space of some sort on site in line with Policy CS34 and Westminster’s Open Space Strategy (see paras. 3.63 -3.64 above).

4.3.5. Social and community facilities are protected in Westminster and encouraged in the Core Strategy and the UDP. The existing multi use games area has been in place on the site for a period of over 12 months and provides valued local community facility. In line with Policies CS 33 and SOC 1 the Council will welcome the re provision of this facility as part of the redevelopment of this site. The location of this facility meets the general principles of SOC 1 (B) 1 which seeks facilities to be located close to the residential areas. A well designed proposal is required which considers the impact of the re provided facility or any open space on site on the residential amenity, and adequate measures to assist in reducing the impact of noise associated with the MUGA.
4.4. Playspace, Private Amenity Space and Open Space

4.4.1. UDP Policy SOC 6 (A) requires children’s play space and facilities to be provided as part of new developments which include 25 or more family housing units. This requirement alongside the area’s deficiency in play space provision adds to the requirement to provide a play facility on site.

4.4.2. The southern part of the N3 site has been developed as a multi use games area (MUGA). The site measures 25m by 16.5m. The hard surface court is set up for basketball and 5 a side football and other activities do take place here. The facility benefits from natural surveillance offered by Carlton Gate housing development. The N3 site is located away from busy main roads and provides a relatively safe and accessible location for young children. The facility was designed to meet the needs of local 8-13 years olds.

4.4.3. The MUGA was originally identified by the Westbourne Forum and Stadium Housing Association. Evidence contained in the Open Space Strategy has informed the designation of this site as an area in need of play space in this location as detailed in both the UDP and the Core Strategy. Westbourne Neighbourhood Forum and Stadium Housing Association in order to progress proposals decided to consult the local community. The local MP negotiated the use of the site with the Department of Health with a lease taken on by Paddington Development Trust.

4.4.4. Users of the facility include the Neighbourhood Sports for a multi sports programme which includes 1.5 hour sessions per week and Westminster’s Play Service. The games area provides informal and formal recreation for children and young people.

4.4.5. This application for the temporary use of this site as a MUGA was approved by the Planning Application Sub-Committee for 12 months. This permission expired on the 28th February 2011 and a subsequent application has been approved to provide the facility temporarily until 31st August 2012.

4.4.6. The brief supports proposals to build a permanent multi use games area or similar facility. This facility should be designed to minimise the impact. As it has been demonstrated that this facility meets the needs of local communities and contributes to meeting the deficiency in publicly accessible open space and open space for informal play.

4.4.7. If the MUGA is replaced on this site it would need to be of the same standard as the existing MUGA. The MUGA at Elmfield Way has a total 250mm construction depth comprising 185mm of re-cycled (porous) stone above a geotextile membrane. The macadam surface (installed onto the stone) has a 40mm thick base course of 20mm or 14mm nominal aggregate sized macadam and a 25mm thick wearing course of 6mm nominal aggregate sized macadam. Marked out for football and basketball. Drainage is simply via a soakaway into the existing ground.

4.4.8. The fence is 5m high it has been designed it so the fence posts can be taken out of the ground sockets, the panels unbolted from the posts so it can be re used. In a similar way the goals ends and basketball hoops can be reused.
4.4.9. The surface is required to have no depressions or high spots in excess of 6mm, a porosity requirement for the surface such that no standing water is present 15 minutes after cessation of rain and a slip resistance requirement under wet and dry conditions for tarmac and lines.

4.4.10. UDP Policy H 10 (A) requires the provision of amenity space in the form of gardens as part of residential proposals. In this area new development at the ground floor level should provide gardens, while in other residential developments amenity space should be provided at balcony and roof level. Policy CS28 states that development should aim to improve the residential environment. To achieve this any proposals for this site should provide suitable amenity space.

4.5. Business Uses

4.5.1. In accordance with Policy CS12 NWEDA facilities for training skills and employment opportunities would be supported by the council as these would support economic growth in the area. Policy CS12 encourages B1 business uses, including smaller business uses like studios and workshops throughout the whole of the Economic Development Area as it recognises that these uses bring economic growth. Proposals which contribute towards providing training skills and employment opportunities for local people are encouraged in the proposal.

4.5.2. The development of business uses and securing economic development is a priority in the area, and some business uses are required in the development of this site. On this site only small scale business uses are required, as the development of specialist housing on this site can be seen to deliver the other priorities detailed in the Policy CS 12 NWEDA. In particular the provision of local services (through specialist housing) and range of housing tenures (including the provision of market and intermediate housing). Dual use unit/s could be a way of incorporating business uses onto the site at the ground floor level. The location of these uses fronting onto Harrow Road could provide an attractive business location and active frontage onto Harrow Road. Business uses delivered in this way would provide flexible space which could be used by small businesses. These units could be used by a public sector organisation’s like NHS Westminster to provide office space, flexible space for consultations, drop in facilities for NHS Services or alternatively could provide affordable office space for the voluntary sector. If the latter is to be a successful this would need to be considered early on in proposal and an innovative management arrangement to fund this proposal established.

4.5.3. The provision of additional specialist housing on this site will create new employment opportunities. Currently the 291 Harrow Road provides employment for 34 staff and 1-2 Elmfield Way provides employment for 17 staff.

4.6. Unacceptable Uses

- Large scale retail units, these would have a negative impact on surrounding residential community, detracting from the role and function of the nearby local shopping parade.
- Entertainment uses – night clubs and dance venues are not acceptable due to the impact on residential amenity and environmental quality, character and function of the residential area. Hot food takeaways due to the existing concentration in the area.
5. Conservation, Design and Townscape Issues

5.1. Existing Buildings
5.1.1. The existing buildings on the site are not listed or located within a conservation area. These buildings are not of architectural or historic interest therefore any future proposals to demolish these buildings as part of a scheme for the redevelopment of the site would be supported. If proposals do come forward for their demolition in advance of a planning permission for redevelopment, the demolition is therefore only likely to be subject to the ‘prior approval process’ under part 31 of the Town and Country Planning (General Permitted Development) Order 1995. The only issues that the local planning authority can control under this procedure are the methods of demolition, and the proposed restoration of the site, not the principle of demolition in townscape terms. (This position will need to be reviewed in light of the recent Court of Appeal decision of 25 March 2011 in favour of SAVE Britain’s Heritage against the Secretary of State).

5.1.2. The parcel of land known as land adjacent to Elmfield Way is not a level site. Soil has been cleared and a mound of soil created on another part of the site. In any redevelopment of the site the area should be made a level with the surrounding area prior to any redevelopment.

5.1.3. One of the options for developing the site is a phased approach to development. This approach is favoured by NHS Westminster, as this will ensure new purpose built accommodation for people with learning and physical disabilities is built first so that residents in the existing buildings can be relocated. However, the City Council recognises this could compromise the final design of this scheme.

5.2. General Design Principles
5.2.1. Any future development will be need to be of the highest standards of sustainable and inclusive design and architectural quality, to meet the design principles outlined in Westminster’s Core Strategy and Unitary Development Plan and to enhance the local environment. Policy CS 27 Design and UDP Policy DES 1 Principles of Urban Design and Conservation.

5.2.2. The potential mix of uses, including the location of specialist, affordable and market housing with open space, play space or games space, will require particular skill and a careful design solution to ensure issues of noise, nuisance and access within the site are addressed while still allowing for passive surveillance.

5.3. Local Context
5.3.1. The context of the site is set by the Harrow Road which dominates the northern part of the site and the recent Carlton Gate and Windsor Estate housing development to the south and west. These residential developments on three sides of the site create a strong residential character in the area and an enclosed feel to the site.
5.3.2. The close proximity of the Harrow Road creates a range of environmental issues including air and noise pollution. In accordance with Policies CS30 Air Quality and Policy CS 31 Noise any redevelopment should reduce the noise pollution and air pollution by incorporating a range of design measures into any scheme. See Section 6 for more details.

5.3.3. The surrounding uses require consideration to ensure any future proposal does not have a negative impact on the surrounding residential community.

5.4. Scale, Mass and Form of Development.
5.4.1. In addition to architectural/townscape considerations, the height and massing of any development would also need to be informed by UDP Policy ENV13 and proposals must demonstrate that residential amenity is not adversely affected in terms of a material loss of daylight, sunlight, increased sense of enclosure in habitable rooms of adjacent residential buildings or loss of privacy.

5.4.2. The front elevation to Harrow Road should align with the front elevation of adjacent flats to the west (Ascot House), with landscaped defensible space between the building and the front boundary treatment. In the re design of the site, consideration would be given to design solutions to allow any B1 use to front onto the street creating an active frontage onto Harrow Road and help complement the local shopping centre located almost opposite the site. The development of Harrow Road frontage, including the line of its rear elevation, should have regard in its massing and siting to not project significantly beyond the line of the rear elevation to Ascot House and adversely impacting upon the amenity of flats within Ascot House.

5.4.3. Buildings within the site to the south of Harrow Road should provide frontages onto Elmfield Way. These buildings should be designed to overlook public routes and open space to provide passive surveillance and aid security on the site and in the surrounding area. In the design and layout of the buildings, consideration should be given to the requirement to maintain a more direct relationship and overlooking of the street. In some cases if a specialist use is being accommodated at ground floor level, this may need to balanced with the possible desire for privacy. The design, layout and form should be developed to create and enhance coherent relationships to the urban form beyond the site boundaries.

5.4.4. The Carlton Gate development is at its highest at the south east corner, with its scale stepping down in height towards the north-west onto Harrow Road. Development fronting onto Harrow Road should be no greater than 5 storeys in height. The top storey should of a pitched roof form (a mansard roof) this will allow the buildings to act as a transition between the 5/6 storeys of Swallow Court and the 4 storey Ascot House. The scale of the development behind the Harrow Road frontage should be informed by the scale of the adjacent buildings and not create a negative impact on the amenity of surrounding residents. 5 storeys could be a suitable height overlooking the Carlton Gate development.

5.4.5. Proposals to develop this site should take into consideration the scale and mass of surrounding buildings. The scale and mass of Carlton Gate development is quite imposing, this combined with larger buildings on the wider site, buildings like the Woodfield Road mental hospital and day care facilities create the feel of a densely developed area. Therefore in the design of buildings, the
mass of buildings, provision of open space / playspace and landscaping is important and should be carefully considered to create a balanced development. This approach will ensure the impact of the scheme on the arrangement of other sites in the area is considered.

5.4.6. Residential buildings on the site should have a distinctive character to contribute to the variety of development along Harrow Road. The buildings need not be uniform but could be individually expressed to add interest to the development. The buildings should be of a suitable scale and form and incorporate sufficient detailing and richness to make an attractive and stimulating development whilst still maintaining a high degree of harmony with each other. These buildings should comprise of high quality, durable, sustainable materials to create a sustainable development.

5.4.7. Developing the site in this way will ensure the scheme addresses the character, urban grain and scale of the existing buildings and the spaces between them, meeting the criteria set out in UDP Policy DES 1.

5.4.8. The development options for this site should not affect the design or architectural quality of any proposals. Hostel accommodation, affordable or specialist housing on this site should be integrated into the overall layout and should be indistinguishable from market housing.

5.4.9. The buildings should make use of balconies, terraces and roof gardens to provide an additional visual interest to the façade and add richness to the development. Balconies, terraces and roof gardens should provide genuine usable space which will add to the amenity space provided within the scheme. These spaces can create valuable amenity space, improving the residential environment meeting the requirements of CS 28 and UDP Policy ENV 13. These spaces should be designed so they do not create unacceptable degrees of overlooking. Appropriate management of these spaces will be required to prevent them being used as external storage areas.

5.4.10. These residential buildings should also be equipped with a central location for communal satellite dishes. Any plant or machinery should be incorporated into the fabric of the building design, alongside provision for cleaning and maintenance.

5.5. Public Realm

5.5.1. The site is bounded by Harrow Road in the north and Elmfield Way in the east and south. Elmfield Way is an adopted highway however, like Harrow Road provides pedestrian footways and public access around the edge of the site. The site does not have public right of way though the site due to the existing self contained uses and the fencing surrounding the N3 site. In redeveloping the site future uses may require a new pedestrian route/s though the site. If this is the case this will need to be carefully designed into the scheme to allow movement through parts of the site while still respecting the privacy of residents within the scheme.

5.5.2. The council expects that the design of the public realm, including surface and boundary treatments, materials, planting, street furniture and play/games facilities to be of the highest quality. In developing this site consideration should be given to the draft Westminster Way Supplementary Planning Document which provides a list of design principles and practice.
5.5.3. In accordance with UDP Policy DES 7 the provision of public artwork, including sculpture, statuary and mural decoration, will be encouraged where permission is sought for suitable schemes of development. Proposed artwork should be of a high standard of design and execution, created from high quality materials and spatially related to the development scheme and where fixed to a building, be integral to the design of that building.
6. Sustainable Design and Environment

6.1. Sustainable Design

6.1.1. In developing this site the principles of sustainable design will be applied alongside consideration of a wide range of environmental factors to create a high quality sustainable development.

6.1.2. The design of this site needs to contribute to delivering Objective 5 in the adopted London Plan, to make London an exemplary world city, mitigating and adapting to climate change and a more attractive, well designed and green city. This approach seeks to achieve a reduction in consumption and better use of natural resources, addressing issues like noise pollution, treatment of waste, improvement in air quality and the promotion of biodiversity. In a similar way the site should meet Objective 5 of the Mayor’s Consultation Draft Replacement London Plan (which will replace the adopted London Plan), this sets the standard for the development of sites. It seeks to ensure that London becomes a world leader improving the environment locally and globally, taking the lead in tackling climate change, reducing pollution, developing a low carbon economy and consuming fewer resources and using them more effectively.

6.1.3. In Westminster the adopted Core Strategy and Unitary Development Plan takes this approach a step further and provides an extensive range of policies which require and encourage sustainable development, to create better places and improve the quality of the local environment.

6.1.4. To meet these policies buildings must incorporate exemplary standards of sustainable and inclusive design and architecture, as set out in the Policy CS27 Design. If the site is redeveloped to provide accommodation for people with a learning disabilities/physical disabilities accommodation inclusive design is a priority as these design measures will enable residents to choose the extent which they wish to live independently or engage in communal life with their neighbours.

6.1.5. In accordance with Policy CS27 this development should reduce energy use and emissions that contribute to climate change during the life cycle of the development. The reduction of energy use should be in line with national and regional standards as a minimum. All development should ensure the reduction, reuse or recycling of resources and materials, including water, waste and aggregates.

6.1.6. A well designed scheme with high quality durable materials is required on this site. Sustainable design measures will need to be included throughout the scheme in order to deliver a sustainable development.

6.1.7. The site provides the opportunity to develop best practice in the design and construction of new buildings. The Mayor of London, London Housing Design Guide (Interim Edition) August 2010, particularly Chapter 6 provides an overview of the sustainable design requirements in the adopted London Plan. This should be reviewed prior to any development it outlines specific measures which could be incorporated into the development. At the local level the council’s Supplementary Planning Guidance on Sustainable Buildings (2003) provides guidance on all the relevant aspects which need consideration at both the design and construction stage.
6.1.8. A range of sustainable design measures which could be appropriate in this scheme these are detailed below:

- Passive design, this is the process used to exploit energy from natural sources. Passive design can assist in the heating ventilation and cooling of buildings.
- Passive ventilation systems can be built into building. Passive stack ventilation vents usually positioned in kitchens and bathrooms can be connected to nearby vertical insulated ducts to ridge or tile terminals on the roof. These use mechanical ventilation or air conditioning systems which use energy.
- The orientation of windows can increase both heat and light intake. While passive ventilation is easily achieved by designing opening windows in developments allowing air into buildings and allowing this air to circulate.
- Effective insulation of buildings will ensure that buildings can retain heat and remain cool in the summer. Creating an air tight building is an effective way of reducing energy consumption.
- Green roofs / living roofs / Living walls aid cooling, insulate buildings from extreme temperatures and can avoid the use of air conditioning units. They also have wider environmental benefits providing opportunities for increasing biodiversity and vegetation, attenuating storm water surface run-off. Living roofs / walls in private spaces, balconies, roof terraces contribute to improving biodiversity across Westminster developing opportunities for habitats for wildlife. These green spaces can enhance the look of buildings and create attractive spaces for residents / users of the building. Green roofs and living walls assist in addressing air pollution by absorbing air pollution.
- Sustainable Urban Drainage Systems (SUDS) either capture rainwater run-off from buildings or ensures this water soaks away effectively supporting landscaping on site. Rain water harvesting by SUDS can be recycled and low flush or dual flush technology can used service toilets throughout the development.
- Solar electric panels (Photo – Voltaic Systems) mounted on roofs as single panels or tiles and hot water solar panels (Solar Thermal). Electrical energy created by these solar panels depends on the amount of sunlight. Green roofs also work well with Photo – Voltaic Systems and can help to prevent overheating of these panels.
- Energy efficient products should replace the standard household products like taps, shower heads, washing machines and dishwashers.

All of these design measures need to be installed correctly to ensure efficient long term operation of buildings.

6.1.9. Energy Use and Renewable Energy

The London Plan (2008) states that major developments should generate 20% of the site's electricity or heat needs from renewable energy. The Mayor’s energy hierarchy states that essential energy needs should be met through (in order of preference):

- using less energy (Be lean);
- supplying energy efficiently (Be clean), and
- using renewable energy (Be green).
6.1.10. At the local level Westminster’s Core Strategy Policy CS 39 supports this approach and the installation of renewable technologies within this development should maximise on-site renewable energy generation to achieve at least 20% reduction in carbon dioxide emissions and where feasible, toward zero carbon.

6.1.11. In addition to measuring the carbon compliance level of buildings the Code for Sustainable Homes measures the overall sustainability of a new home against categories of sustainable design, rating the ‘whole home’ as a complete package. The Code uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home. The Code sets minimum standards for energy and water use at each level and, within England, replaces the EcoHomes scheme, developed by the Building Research Establishment (BRE).

6.1.12. On the 27 February 2008 the Government confirmed that a mandatory rating against the Code for Sustainable Homes would be implemented for new homes from 1 May 2008. All housing now must be built to Code 3. From 2013 the target is that all housing built will meet Code 4 as a minimum, and from 2016 all housing will need to meet Code 6.

6.1.13. Under the adopted policy framework exemplary standards of sustainable design are sought. This implies that Westminster City Council will be expecting a developer to achieve Code 6 rating. However, due to the size of the site and other viability issues it would be more realistic to apply a Code 4 as a minimum to this site.

6.2. Environmental Impact Assessment

6.2.1. Due to the size (less than 0.5 hectares) and possible future uses on this site there is unlikely to be a need for an Environmental Impact Assessment. However as this site is located in the centre of a wider area of residential development and community uses the possible environmental effects of the proposal will need to be assessed. The council will use its Environmental Performance Statement (EPS) as detailed in Policy ENV 2 to assess the impact the development will have on air and water quality, contaminated land, noise, waste, recycling management, nature conservation, landscape and archaeology. The findings of the EPS will be used to encourage and in specific instances require, measures to reduce or contain likely adverse environmental impacts. The detailed requirements for EPS are set out in Annex 9.1 of the UDP.

6.2.2. Traffic and Transport Issues

In accordance with Policy TRANS 14 of the UDP an assessment is required to measure the cumulative impact the development of this site will have on traffic generation and congestion, parking, safety, public transport, cycling and pedestrians. See section 7 of this brief, as a transport assessment will need to be cross referenced to the EPS.

6.3. Flood Risk

6.3.1. The Environment Agency has identified this part of Westminster as Flood Zone 1, with a low risk less than 0.1% chance of flooding. The council carried out a Strategic Flood Risk Assessment (SFRA) in 2007 to identify areas which were most a risk of flooding.

6.3.2. The study and final report showed that although the site is in Zone 1, to the south of the site, on the un adopted road Elmfield Way, there was a high risk of surface water flooding. The study
identified this following an indicative assessment of the area, this highlighted the possibility that flooding could be caused by a either an intense rain fall event, by a blocked or a burst water drain. In this assessment it was estimated that along part of the Elmfield Road between 200 to 400 mm water could be expected. Flooding in this area was worsened by the topography, a significant depression in this road creating a difference in levels where flood water will pool.

6.3.3. In light of the findings of the Strategic Flood Risk Assessment and Core Strategy Policy CS 29 it is important that various design measures are built into the new development to reduce the risk of flooding. Some of these design measures which will help to prevent flooding include, green roofs, open spaces, these store water allowing it to evaporate naturally, permeable paving, filter drains these allow water to drain away and provide opportunities for rainwater harvesting and recycling of water within the scheme. A Sustainable Urban Drainage System (SUDS) is essential as it provides a means of controlling water at source to avoid surface water run–off contributing to the existing problems in the area.

6.4. Nature Conservation and Biodiversity
6.4.1. At both the regional and local level planning policies encourage and recognise the opportunities developments provide to enhance nature conservation and biodiversity. The Mayor’s Biodiversity Study, London Biodiversity Action Plan together with Westminster’s Core Strategy Policies CS 37 and Biodiversity Action Plan encourage the development of habitats and species in Westminster. Although the site does not have any nature conservation designations, the site is likely to provide an element of residential accommodation. This type of development would benefit from green spaces that provide habitats for plants and animals. These spaces would add to the amenity of the site creating an attractive environment for residents, adding to people’s enjoyment of their homes and sense of well being.

6.4.2. Westminster’s City Management Plan will provide policies to guide standards within development sites. Developers are recommended to consult the following documents and guidance when developing schemes:
- English Nature report Green Roofs: their Existing Status and Potential for conserving Biodiversity in Urban areas (Report Number 498)
- Design for Biodiversity
- Biodiversity by design
- Improving Londoner’s Access to Nature
- Right Trees for a climate Change
- Adapting to Climate Change; a Checklist for Development
- [www.livingroofs.org.uk](http://www.livingroofs.org.uk)

6.5. Waste
6.5.1. In accordance with Policy CS43 this development is required to provide on-site recycling and composting waste management facilities. UDP Policy ENV 12 provides further detail on this should be achieved through the provision of recycling facilities and space within development to sort through recyclable materials. To assist developers in providing facilities the Council has produced a guide called ‘Waste and Recycling Storage Requirements’ (March 2008) this provides further information to be considered at the design stage.
6.6. **Noise**

6.6.1. Across Westminster the Council is seeking to reduce noise levels. Like most urban areas, noise levels in the City exceed the guidelines levels set by the World Health Organisation. To address this the Core Strategy Policy CS31 requires development to minimise and contain noise and vibration, as well as ensure that the development provides an acceptable noise and vibration climate. The northern part of the site fronts onto Harrow Road therefore this part of the site will suffer more from noise pollution than the rest of the site. It is important that design measures preventing noise and vibration are integrated into the scheme at the design stage to ensure the development minimises noise pollution and creates quiet indoor environments. A scheme which provides a mix of uses will need to consider the impact the surrounding uses will have on the sites residential development. More details on the types of design measures required are set out in UDP Policy ENV 6, UDP Policy ENV 7 and Westminster’s Noise Strategy 2010- 2015.

6.7. **Air Quality**

6.7.1. In 1999 Westminster was designated an Air Quality Management Area as it has some of the poorest air quality in the country. This designation brings the requirement to reduce air pollution, to achieve this the Council monitors the levels of air pollution, and has developed an Air Quality Strategy and Action Plan 2001. The Action Plan suggests a range of measures to help reduce air pollution including improvements in road transport, lowering emissions from plant and machinery and other emissions from buildings. The City Council is looking to publish a draft Air Strategy later this year.

6.7.2. The redevelopment and construction stage will generate temporary air pollution however measures taken during the construction process will reduce these. Due to sites proximity to Harrow Road and the Westway air pollution is a key consideration at the design stage. Sustainable design measures which use appropriate technology, alongside carefully designed site layout and landscaped areas with trees and vegetation will assist in the overall reduction of air pollution during the lifetime of the development. UDP Policy ENV 5 provides more detailed advise on ways to manage air pollution.

6.8. **Land Contamination**

6.8.1. In accordance with Planning Policy Statement 23 ; Planning and Pollution Control (PPS 23) and Model Procedures for Management of Contaminated Land CR11, a detailed site investigation will be required to establish if the land or buildings on the site are contaminated. These documents both provide a risk management framework when dealing with land affected by contamination. As this is a former hospital site, a site investigation will be required to establish if contamination is present.
7. Transport, Highways and Parking

7.1. General Principles
7.1.1. Proposals to develop this site need to demonstrate that it can support the use of sustainable transport modes and create a permeable scheme which encourages pedestrian movement as set out in the Core Strategy Policy CS 40.

7.1.2. Any scheme would be assessed to establish both the individual and cumulative impact any proposal will have in contributing to traffic generation, congestion, parking, safety, public transport, cyclists and pedestrians in line with UDP policy TRANS 14 (A).

7.1.3. Located on the Harrow Road the site provides easy access to public transport as the numbers 18 and 36 buses operate regularly on this route. Located with 10 minutes walking distance from the site are Westbourne Park and Royal Oak underground stations. Together these public transport modes provide travel options for residents on this site. However despite these public transport options, the community has expressed concern overcrowding and the capacity of bus routes locally, the council has subsequently raised this issue with Transport for London in an attempt to increase the capacity and frequency of services in the area.

7.1.4. The site has a PTAL score of 5 at the Harrow Road frontage, this reduces to a score of 4 to the south west of the site.

7.2. Access
7.2.1. Access is provided on the north eastern edge of the site via Elmfield Way. This is in the form of two entrances (See Map 6) to a small vehicle drop off point and parking area serving 291 Harrow Road and 1-2 Elmfield Way. In redeveloping this site these entrances may change. Access is a key consideration on this site as Elmfield Way is un-adopted highway, therefore any scheme which changes the access on to this site will need to secure consent from the landowner.

7.2.2. Harrow Road is designated a London Distributor Road a strategic road as set out in Policy TRANS 16 UDP, the road provides a key route to distribute traffic to neighbouring boroughs. In the redevelopment of this scheme developers may consider a new access onto the site from Harrow Road. Proposals to develop this site should not consider access onto Harrow Road as such proposals are unlikely to be granted accordance in with UDP Policy TRANS 16, as this is a busy road.

7.3. Car Parking / Cycle Parking
7.3.1. At present there is provision for 10 car parking spaces on the site. These are not sufficient to meet the demands of residents and users of the supported and specialist housing on site. Car parking provision on site will depend on the proposed use or mix of uses secured on site. To deliver suitable levels of car parking across the site the Council will apply the car parking standards as outlined in the UDP policies TRANS 21-24.
7.3.2. In accordance with Policy CS40 the site should encourage sustainable transport, this can be achieved through the provision of cycling facilities or vehicle charging points in the development. UDP Policy TRANS 10 Appendix 4.2 sets the City Council’s requirements for cycle parking. Different uses will require different levels of parking and have different impacts on traffic and congestion in the area. A requirement of any proposal is to state the scheme will attempt to offset the traffic and congestion impacts of any proposal.

7.3.3. As specialist housing is being re-provided on this site, there is a requirement to prioritise parking provision for disabled people above other car parking requirements on this site. Details of how this would be achieved and managed would need to be provided with any future application. Other parking requirements may include mini bus spaces and/or spaces for ambulances and community transport vehicles which provide a service to residents on the site, therefore the site design should incorporate a drop off point.

7.3.4. Policy TRANS 23 applies to off street parking in residential developments. It states that for residential development generally the Council will provide on the basis of a maximum provision of 1 car space per residential unit of two bedrooms or less and 1.5 spaces for three or more bedrooms. The specialist housing will reduce the overall number of parking spaces that this scheme provides for other residential units and uses on the site. The provision of on-site car sharing or leasing scheme could be a consideration to take the pressure off car parking requirements on this site.

7.3.5. UDP Policy TRANS 20 sets out requirements for off-street servicing. The policy states that convenient access for service vehicles, including emergency vehicles, to meet the demand of the development should be accommodated on site.

7.3.6. These parking and other policies are currently under review. In December 2010 the council issued consultation in the form of a questionnaire. This was distributed to residents, employees and business owners. This formed part of Westminster’s Parking Policy Review 2010- 2011. The changes introduced by new parking policies will be included in the City Management Plan and may result in subsequent changes to this brief.

7.3.7. There are currently a high number of cars parked in around the site. As Elmfield Way is an (un adopted) private road, it is highway that the council has no control over with regard to road maintenance or the parking arrangements. Un adopted roads are where companies enforce parking regulations clamping and fining vehicles parked inappropriate locations. Therefore any redevelopment site needs to carefully consider the level of parking provided on site and offer practical solutions to meet residents needs.
8. Planning Obligations

8.1.1. This brief aims to enable the development of the site to proceed in accordance with any requirements outlined in the brief and to ensure that the brief meets the objectives of the Core Strategy (2011) and the saved policies in UDP (2007), Supplementary Planning Guidance and Documents alongside meeting the needs of stakeholders and statutory consultees.

8.1.2. It gives the opportunity to establish any necessary planning benefits required to mitigate any negative impacts that might occur as part of the development of the scheme. It provides the early opportunity for stakeholders to outline their needs and requirements in the development of the scheme. There is a need in all development to balance the need to promote economic activity with mitigating the impacts of development. Planning benefits or ‘Planning Obligations’ are a way of managing growth and are secured through the use of planning conditions or section 106.

8.1.3. The policy approach to planning obligations is set out in Policy CS 32 of the Core Strategy. This policy sets out those specific requirements for individual sites as set out in the planning briefs. The following list outlines the different types of planning benefits and policy requirements that may be sought from the redevelopment of this site:

- Provision of Affordable Housing with key worker / intermediate accommodation. This could be used to support health authority staff secure new homes. This needs to be provided in perpetuity in accordance with Policy H4.
- The re provided specialist housing, should be protected on this site in accordance with policy CS15 & CS33.
- In accordance with Policy NWW3 there will be a requirement to contribute towards townscape and public realm improvements.

8.1.4. The council has produced guidance on planning obligations; the Supplementary Planning Guidance on Planning Obligations was adopted in January 2008. This document is currently being refreshed and later this year the Supplementary Planning Document (SPD) will be published for consultation. Specific changes to this brief may follow as SPD is developed.
Contacts and Further Information

CITY OF WESTMINSTER CONTACTS

<table>
<thead>
<tr>
<th>Name</th>
<th>Department</th>
<th>Phone Number</th>
</tr>
</thead>
<tbody>
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</tr>
</tbody>
</table>

External Contacts

<table>
<thead>
<tr>
<th>Name</th>
<th>Department</th>
<th>Phone Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>NHS Westminster</td>
<td>Specialist Housing</td>
<td>0207 641 1964</td>
</tr>
<tr>
<td>Cath Attlee, Cindy Fletcher or Mary Dalton</td>
<td></td>
<td>0207 641 3320</td>
</tr>
<tr>
<td>Westbourne Forum</td>
<td>Multi Use Games Area</td>
<td>0207 266 8250</td>
</tr>
<tr>
<td>Toby Gale</td>
<td></td>
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</tbody>
</table>
### Glossary

This glossary contains words, phrases and names of organisations that are mentioned in this brief and are relevant to the planning process.

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Affordable housing</td>
<td>Subsidised housing at below market prices or rents intended for those households who cannot afford housing at market rates. The accommodation is usually managed by a Registered Social Landlord. The Consultation Draft Replacement London Plan contains a more up to date and fuller version and defines intermediate housing.</td>
</tr>
<tr>
<td>Affordable rent</td>
<td>Rented housing provided by registered providers of social housing, that has the same characteristics as social rented housing except that it is outside the national rent regime, but is subject to other rent controls that require it to be offered to eligible households at a rent of up to 80 per cent of local market rents. The definition of affordable rent is the subject of CLG consultation and will be dealt with during consultation.</td>
</tr>
<tr>
<td>Affordable business floorspace</td>
<td>Business accommodation at the lower end or below market value. This can include accommodation for B1(a), B1(b) and B1(c) as defined in the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments or retail units.</td>
</tr>
<tr>
<td>Amenity</td>
<td>The pleasant or advantageous features of a place which contribute to its overall character and the enjoyment of residents or visitors.</td>
</tr>
<tr>
<td>B1 Use Class</td>
<td>Business – offices, research and development, light industry appropriate in a residential area in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</td>
</tr>
<tr>
<td>Biodiversity</td>
<td>The diversity, or variety, of plants, animals and other living things in a particular locality. It encompasses habitat diversity and genetic diversity. Arising from a belief that biodiversity is of value in its own right and has social and economic value for human society, international treaties and national planning policy expect local development plans to identify and protect a hierarchy of existing areas of biodiversity importance and to provide for the creation of new priority habitats.</td>
</tr>
<tr>
<td>C1 Use Class</td>
<td>Hotels – hotels, boarding and guest houses where no significant element of care is provided in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</td>
</tr>
<tr>
<td>C2 Use Class</td>
<td>Residential institutions – care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres in accordance with the</td>
</tr>
</tbody>
</table>

C3 Use Class  
Dwelling houses – family houses, or houses occupied by up to six residents living together as a single household, including a household where care is provided for residents in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

Character  
The distinctive or typical quality of a building or area; as described by historic fabric; appearance; townscape; and land uses.

Conservation Area  
An area of special architectural or historic interest designated by the local planning authority under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, the character or appearance of which it is desirable to preserve and/or enhance.

D1 Use Class  
Non-residential institutions – clinics, health centres, crèches, day nurseries, day centres, schools, art galleries, museums, libraries, halls, places of worship, church halls, law courts, non-residential education and training centres in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

D2 Use Class  
Assembly and leisure – cinemas, music and concert halls, bingo and dance halls (but not nightclubs), swimming baths, skating rinks, gymnasiums or sports arenas (except for motor sports, or where firearms are used) in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

District Shopping Centre  
Service centre, usually with up to one hundred commercial premises of various kinds, with a predominantly retail function, as designated on the Proposals Map and set out in Appendix 2.

Entertainment Uses  
Comprises A3 Restaurants and cafés, A4 Public houses and bars, A5 Takeaways, and other entertainment uses including D2 live music and dance venues and sui generis uses nightclubs, casinos and amusement arcades in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

There are some uses (for example sui generis private members’ clubs, restaurants and casinos in hotels, and premises that contain a mix of retail and entertainment) where the nature of the use and its impact on the local environment is such that these will be considered under the entertainment policies.

The entertainment uses that are not considered within this definition are sports halls, swimming baths, gymnasiums, skating rinks, other indoor or
outdoor sports or recreation areas, concert halls, cinemas and theatres.

**General Permitted Development Order**

Regulations made by the Secretary of State, amended from time to time, defining a wide range of minor operation and changes of use which constitute development, but which can be carried out without obtaining specific planning permission.

**Greater London Authority**

Regional government organisation established by the Greater London Authority Act 1999. It comprises a directly elected Mayor, a separately elected Assembly body, and a number of officers, including those within the wider Greater London Authority family of agencies including Transport for London, the Metropolitan Police Authority, the London Fire and Emergency Planning Authority and the London Development Agency.

**Highly Vulnerable Uses**

Comprising basement dwellings, police stations, ambulance stations and fire stations and command centres and telecommunications installations required to be operational during flooding, emergency dispersal points and installations requiring hazardous substances consent as set out in Planning Policy Statement 25.

**Hostels**

Residential accommodation, usually not self-contained, often for a particular group of people and classified as *sui generis* uses where no significant element of care is provided in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments. This does not include ‘youth hostels’ as these are a type of visitor accommodation (C1 Use Class).

**Inclusive design**

Consideration at the design stage to ensure that development makes provision for everyone. Inclusive design addresses the needs of those with mobility difficulties, poor vision and other physical disabilities. Inclusive design also aims to meet the needs and convenience of others such as people with small children, those carrying heavy or bulky items and the elderly.

**Layout**

The way buildings, routes and open spaces are placed in relation to each other.

**Legibility**

The degree to which a place can be easily understood and moved through.

**Listed Building**

A building of special architectural or historic interest, as listed under s1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Listed Buildings are graded under the English Heritage classification to show their relative importance, with Grade I buildings being of exceptional interest, Grade II* being particularly important buildings of more than special interest. Most Listed Buildings are Grade II.
**Local Development Framework**  
The plan-making system set out in the Planning and Compulsory Purchase Act 2004, and comprising of a number of documents as set out in Figure 1.

**Local Shopping Centre**  
Small centre, usually containing convenience goods shops, local service uses, restaurants, cafés and pubs, mainly providing facilities for people living or working nearby, as designated on the Proposals Map and set out in Appendix 2.

**London Plan**  
London’s Spatial Development Strategy published by the Mayor of London under the provisions of the Planning and Compulsory Purchase Act 2004.

**Major Shopping Centre**  
Predominantly retail centre providing a range of services to a wide catchment area, as designated on the Proposals Map and set out in Appendix 2.

**Mayor of London**  
A directly elected Mayor with a wide range of functions relating to the governance of Greater London as set out in the GLA Act 2007.

**Non-A1 retail uses**  
Comprises A2 Financial or professional services, A3 Restaurants and cafés, A4 Drinking establishments (not nightclubs), A5 Hot food takeaways in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

**Open space**  
Includes all parks and gardens, regardless of size (whether public or private); the River Thames and the canals and their towpaths; civic spaces; children’s playgrounds, including school playgrounds; ball courts and other outdoor sports facilities; amenity green spaces, such as open spaces on housing estates; churchyards; and community gardens.

**Permitted development**  
Development which is granted planning permission under the terms of the Town and Country Planning (General Permitted Development) Order 1995 (as amended)(GPDO). This includes, for example, many changes of use such as a change from a restaurant (A3 Use Class) to a shop (A1 Use Class) as set out in the GPDO.

**Planning obligation**  
An enforceable compact associated with the use and development of land. This may be either an agreement between a local planning authority and an organisation or individual having an interest in land; or a unilateral undertaking given by an applicant for planning permission. An obligation usually involves a restriction on the use or development of land; or a specific requirement about an operation or activity to be carried out on land; or a requirement that land should only be used in a specified way; or the payment of a sum or sums of money.

**Planning permission**  
A written consent to the carrying out of “Development” issued by a local planning authority or, on appeal, by a Planning Inspector or the Secretary of
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>Planning Policy Guidance and Planning Policy Statements</td>
<td>Publication issued by the Government department responsible for planning, setting out the principles to be taken into account by local planning authorities when exercising their planning functions.</td>
</tr>
<tr>
<td>Registered Social Landlord</td>
<td>Organisation registered with the Housing Corporation under the provisions in Chapter 1 of the Housing Act 1996. The organisations concerned may be housing associations which are registered charities, or non-profit making provident societies or companies. They must provide housing kept available for letting, and meet other requirements set out in the Act.</td>
</tr>
<tr>
<td>Residential development</td>
<td>Comprises C3 Dwelling houses in accordance with the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.</td>
</tr>
<tr>
<td>Registered Provider</td>
<td>Means a registered provider of social housing as defined in section 80(2) of the Housing and Regeneration Act 2008 and which is registered by the Homes and Communities Agency pursuant to Section 3 of that act and has not been removed from the register pursuant to Section 4 of that act.</td>
</tr>
<tr>
<td>Section 106 agreement</td>
<td>An agreement made under Section 106 of the Town and Country Planning Act 1990 to secure a planning obligation.</td>
</tr>
<tr>
<td>Specialist housing</td>
<td>Affordable housing, hostels, Houses in Multiple Occupation, housing for those with special needs including elderly people, students, people with learning or physical disabilities, or mental health problems, or other supported accommodation. These fall within the C2 and C3 Use Classes, or are classified as <em>sui generis</em> uses.</td>
</tr>
<tr>
<td>Strategic Flood Risk Assessment</td>
<td>A document prepared by the local planning authority to provide information on areas that may flood and on all sources of flooding as required by Planning Policy Statement 25.</td>
</tr>
<tr>
<td><em>Sui Generis</em> Uses</td>
<td>Those uses outside of any of the defined Use Classes in the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments, including those specifically listed in that Order as <em>sui generis</em>, including amusement centres, hostels providing no significant element of care, houses in multiple paying occupation, launderettes, nightclubs, petrol filling stations, shops selling and/or displaying motor vehicles, taxi and minicab businesses, theatres. This list is not a comprehensive summary of all <em>sui generis</em> uses.</td>
</tr>
</tbody>
</table>
Sustainable development  Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. There are five principles of sustainable development shared across the UK: living within environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; using sound science responsibly; and promoting good governance. Sustainable development is the core principle underpinning planning, including this Core Strategy.

Sustainable transport modes  Walking, cycling and other non-vehicular means of movement; public transport including rail, Underground, buses, coaches, passenger ferry, light rail/tram and licensed cabs; and high occupancy and electric vehicles.
### Appendix 1

**Appendix 1**  
Adopted priority groups for Intermediate Housing in the City of Westminster –

<table>
<thead>
<tr>
<th>Group</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social housing tenants giving up their property for nomination to WCC waiting list.</td>
<td>Social Housing tenants - all Council and RSL tenants living in Westminster.</td>
</tr>
<tr>
<td>Waiting List for Council Housing</td>
<td>Homeless duty owed to re-house.</td>
</tr>
<tr>
<td>Westminster residents</td>
<td>Currently living in Westminster.</td>
</tr>
<tr>
<td></td>
<td>(No nomination offer will be made until the term of residency is at least 12 months.)</td>
</tr>
<tr>
<td>People working in Westminster</td>
<td>People employed in Westminster.</td>
</tr>
<tr>
<td></td>
<td>(First preference within this group given to key workers meeting Westminster’s definition*, over other professions, and no nomination offer will be made until the period of employment in Westminster is at least 12 months.)</td>
</tr>
</tbody>
</table>
Sources

http://www.london.gov.uk/who‐runs‐london/mayor/publications/housing/london‐housing‐design‐guide


Planning Policy Guidance (PPG) & Planning Policy Statements (PPS):
PPS 1 Delivering Sustainable Development January 2005:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s3/
PPS 3 Housing June 2010:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s3/
PPS 4 Planning for Sustainable Economic Growth December 2009:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s4/
PPS 5 Planning for the Historic Environment March 2010, including its Practice Guide:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s5/
PPS 12 Local Spatial Planning June 2008:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s12/
PPG 13 Transport January 2011:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
g13/
PPS 23 Planning and Pollution Control November 2004:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s23/
PPS 25 Development and Flood Risk:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
s25/
PPS9 Biodiversity and Geological Conservation August 2005:
http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/pp
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