North Westminster Community School, North Wharf Road, W2
Planning Brief (Consultation Draft)
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### Document title:
Draft Planning brief for North Westminster Community School site, North Wharf Road W2.  

### Version:
Draft for consultation  

### Date:
October 2008  

### Status:
Not approved.  

(on adoption change to: Adopted for development control purposes on the ddmmyyyy following the consideration of views on a draft of this guidance. A statement of the consultation undertaken, the representations made and the Council's response is set out in the report to the # Committee on the above date, a copy of which is available from the Council.)  

### Produced by:
City of Westminster  
City Planning Group  
City Hall, 64 Victoria Street  
London SW1E 6QP  

### Contact:
Tim Butcher  
E mail tbutcher01@westminster.gov.uk  
020 7641 5972  Fax: 020 7641 8535
1 - Executive summary

1 This document sets out the Council’s planning aspirations and expectations for the 1.5 hectare site formerly occupied by the North Wharf Road site of the former North Westminster Community School (NWCS), located between Westway / Harrow Road and North Wharf Road. The site is due to cease its educational use in 2010, following the City of Westminster College moving into their new building on the north side of Paddington Green.

Existing school: the main teaching block

2 Post-2010 the site will be sold for redevelopment. The council wishes to see a development that complements the existing and permitted PSPA schemes, with a predominant (at least 80%) element of residential use, with supporting active uses including community facilities, and public open space.

3 The site is bounded to the north by the Westway and Harrow Road, which act as a barrier to north-south pedestrian movement across this part of the City. The redevelopment should take the opportunity to provide and enhance desirable links for pedestrians and cyclists across the site and across Harrow Road.

4 Work undertaken by Sir Terry Farrell into the Marylebone Road/Euston Road corridor suggested that this site needs to be part of a "Green Gateway" to central London. A key element in achieving this will be the retention of existing mature trees on site, and additional planting along the Harrow Road frontage to mirror the substantial trees in Paddington Green to the north.
5 The site offers a unique opportunity, at this scale, for its redevelopment to be a model of sustainability, even to the extent of aiming for Code for Sustainable Homes 6-Star rating, and building upon the capacity and efficiencies of the Combined Heat and Power units under construction at Merchant Square.

6 The planning obligations that will be required by the scheme will be expected to strike a balance between the mitigation of the impacts it gives rise to, contributing to the city’s physical and social infrastructure, and promoting economic prosperity.
2 - Introduction

7 This planning brief provides the policy context as a bridge between the policies in the Unitary Development Plan (UDP) and the emerging Local Development Framework (LDF). Where appropriate, it interprets and develops detail in respect of the site that is too specific for local planning policies. These matters need to be addressed in any application for planning permission. In the case of this site, at this time, the brief has been drafted with a focus on the UDP, but with a degree of anticipation of the forthcoming LDF. As the LDF process continues, the relative weight of the UDP and the LDF will need to be assessed at the time of any application.

8 Under the Planning & Compulsory Purchase Act 2004 this Planning Brief and its accompanying Sustainability Appraisal will become a Supplementary Planning Document (SPD). The purpose of SPD’s is to apply and expand local planning policies (currently contained within Westminster’s UDP, to be replaced in due course by a new LDF) to a particular site. The consultation and adoption process creates a document that is then a material consideration in determining planning applications and appeals, therefore providing consistent advice to developers, simplifying the planning process and improving the quality of the final development.

9 An earlier brief for this site was the subject of consultation in April 2002, and subsequently this site was included in a December 2004 draft brief that also addressed two other sites – the ‘Grand Union Building’ and ‘Windings’ sites. Those sites now have a resolution to grant permissions for six buildings (three residential and three office) set around public space known as Merchant Square, subject to S106 agreements. Two of those buildings have been completed and works have commenced on site. The 2002/4 drafts are now superseded by this version of the brief.

10 The land between North Wharf Road and Harrow Road / Westway is currently outside the Paddington Special Policy Area (PSPA) in Westminster’s UDP, as
originally designated in 1987 (See Appendix 2). This is because the NWCS site was expected to remain in educational use and the land to the west was anticipated to be used solely for housing at the time the plan was prepared. The April 2002 consultation raised the possibility of including the land in the mixed-use area of the PSPA, and it was raised again in consultation on the Issues and Options stage of the forthcoming Core Strategy part of the Local Development Framework. This was not controversial in either consultation and was welcomed by some respondents. The inclusion of this site in the Paddington Opportunity Area is now a published ‘Preferred Option’ in the City Council’s LDF Core Strategy (July 2008).

11 Because of the processes involved in Development Framework examination and adoption, it will be some years before there could be any formal change in designation for this land. As the matter has been consulted on, and has not been controversial, it is regarded as an emerging proposal and will be formalised as the Local Development Framework is prepared.

12 For the purposes of this draft Brief, it is therefore regarded as land to which policies similar to those in Chapter 5 (Policies for North West Westminster – including PSPA policies) in the UDP will apply, as well as other policies in the Plan. The principal differences between the specific PSPA policies and the rest of the policies in the UDP relate to appropriate land use mixes and the proportion of affordable housing that would be required on the site.

13 It should be noted however, that in the event that proposals which include uses only expected in the PSPA come forward in advance of the boundary being formally extended they will have to be regarded as a departure from the UDP. This does not imply that such a proposal would necessarily be unacceptable however, the special circumstances to warrant such a departure would have to be set out and justified, including considering the stage to which the proposed policy change has advanced, and therefore its materiality to planning decisions.
3 - Reasons for producing this brief

14 The Secondary Schools Review made this school site a candidate for change. It had previously been considered that this site would not be involved in any rationalisation in the Development Plan period, therefore it had been left with no references in the UDP review process and no notation on the Proposals Map.

15 The Secondary Schools Review resulted in a decision to build three new schools on the Academy model, one the Westminster Academy at Westbourne Green, one the Paddington Academy at Oakington Road, and another, the Solomon Academy at Penfold Street. The freehold of the NWCS site is owned by the council in the Education portfolio and will remain so until redevelopment. The City Council received authority from the then Department for Education and Skills to dispose of the site and its 2,400m² of associated play space, as it’s surplus to its education needs.

16 The site is now likely to become available for sale for redevelopment after 2010 following the vacation by the City of Westminster College of its temporary accommodation currently occupying the site.

17 This brief, and in particular the process leading to its adoption, seeks to explore the possibilities when converting the site to non-educational, or tertiary educational use. The consultation process in 2002 suggested that health uses could also be located here, related to proposals for St Mary’s Hospital. The need for improved local health facilities remains, and through consultation the need, or opportunity for such provision on this site will need to be explored.

18 The objective of producing a third draft of this brief is to bring observers and potential developers up to date, and to set this site in the context of other developments in the area, some of which have changed in the four years since the second edition was published.

**City Council Objectives**

19 The council wants to ensure the City of Westminster College, with its main site, is able to function whilst the construction of its current buildings takes place at Paddington Green. In order to enable its forthcoming building works, the college is using the NWCS site and buildings until 2010 (with the option to renew for a further year) in which to decant its operations during the re-build.

20 Following the college’s departure, and in line with other policies throughout the UDP, this brief seeks to promote development that is well laid out and will provide a high quality environment for residents, workers and visitors and with the highest standards of sustainable architecture and urban design. In particular the Council would wish to see at least 80% of gross floorspace in residential use, with supporting active uses such as community space, in line with the requirements of policy SOC1, and public open space.

21 Routes through the site should be permeable to the public and have active frontages harbouring uses that support the local community. Open space that
is carefully designed to meet needs established in the Council’s Open Space Strategy will also be required.

22 Offices may be appropriate as part of a mix of uses (subject to the comments about the policy context in para 12 above), and supporting uses such as a sandwich or coffee shop should be considered. It is also recognised that there is a shortage of affordable business space in the area, and provision of small business incubation space, that is, space let at below market rates in order to foster local businesses in their early years, would be welcomed as a planning benefit in line with the council’s Economic Development Strategy.
4 - Context of the site

23 The site is situated on North Wharf Road, between Paddington Basin on the Paddington Branch of the Grand Union Canal and Harrow Road / Westway and covers an area of approximately 1.52 hectares. It is currently occupied by a range of temporary and permanent education buildings, including an ancillary theatre.

24 The development history of the site is relatively straightforward. The original development of the school site was small, terraced properties with a tight urban street pattern. This was redeveloped from the late 1950’s when the present school buildings were erected following complete site clearance for the school and the construction of Westway. The Merchant Square site then had shops and flats facing the Harrow Road with storage and repository for a department store, and former council cleansing depots, built by the former boroughs of St Marylebone and Paddington, on North Wharf Road.

25 The site has high public transport accessibility (see Appendix 2), with the particular asset of being located between Paddington Station and Edgware Road stations, giving access to District, Circle, Bakerloo and Metropolitan London Underground lines, the Heathrow Express, national rail links to the south west, and the forthcoming Crossrail line. Bus stops are located on Harrow and Edgware Roads.

26 Since previous versions of this brief were issued in 2004, several educational buildings have been constructed or received planning permission in the immediate neighbourhood (see Factsheet – weblink in Appendix 6).

27 The PSPA is also subject to considerable continuing change and redevelopment, the first phases of which are now complete, and most of the remaining stages have permission. The residential buildings known as Paddington Walk on the western side of Hermitage Street are now occupied; and the Council resolved in 2007 to grant conditional permission for all six buildings that comprise Merchant Square subject to completion of S106 agreements. The relationship between these developments and the brief site will need to be considered as part of any proposed development.

28 There is a cluster of taller buildings existing or permitted in the Paddington Special Policy Area, the tallest of which are in the region of 90 metres (the hotel) to 120 metres (the Merchant Square tower known as ‘The Blade’). This represents 28 hotel and 43 residential storeys respectively. Most of the buildings in the PSPA are within the height range of 22 to 45 metres which establishes a baseline for developments in the vicinity.

29 The approval of a 43-storey tower on Merchant Square should not be taken as a precedent for this site. That particular site is identified in the UDP as suitable for a tall building, has been assessed in terms of views to it, is of exceptional architectural quality, and has had its local climatic impacts carefully considered. Further buildings of such scale are unlikely to be acceptable.
There are a number of mature and semi mature trees on the site, principally along the northern and southern boundaries, but some specimens are located within the heart of the site, see Appendix 4. Those to the south provide an elegant framework to North Wharf Road and consideration should be given to reinforcing this with additional planting. That to the northern boundary provides a green backdrop to the Harrow Road/Westway corridor and mirrors the heavy landscape to Paddington Green to the north. This amenity strip is an environmental asset (however not a piece of recreational Open Space) that should be retained and reinforced as part of the Green gateway approach, by retaining the trees. Within the body of the site, trees of merit should be retained, unless the practicalities of layout make this impossible.

The City Council maintains an up-to-date "Fact Sheet" on the progress of the PSPA regeneration programme and more detailed site histories. It is not part of the formal guidance and is supplementary information. It is updated several times a year and the latest version is available from the Council's web site, the address is in Appendix 6.
5 - Planning Policy Context

32 This brief provides guidance to potential developers on the uses and form of development that may be considered acceptable on the planning brief site. The brief sets out the planning policies and other material considerations relevant to the development of the site, which will be taken into account by the City Council in considering any application. Proposals will be judged on their merits against the criteria set out in this planning brief, the London Plan, the current adopted Unitary Development Plan (UDP) 2007 and emerging Local Development Framework (LDF) policies.

33 The local development plan for Westminster is the UDP, adopted January 2007. The City Council intends to “save” all the policies in the UDP for a minimum of 3 years (i.e. until January 2010). During this time the Core Strategy Development Plan Document (DPD) for the LDF is being prepared. The Core Strategy policies, when adopted, will supersede certain UDP policies. Some UDP policies may be saved beyond 3 years, subject to the approval of the Secretary of State.

34 The London Plan (February 2008) is the Spatial Development Strategy for Greater London. This together with the City of Westminster’s UDP, forms the statutory ‘development plan’.

35 The relevant planning framework for this site is set out in:

- The Government’s Planning Policy Guidance and Statements (PPG and PPS), particularly:
  - PPS1 (Delivering sustainable development)
  - PPS3 (Housing),
  - PPG13 (Transport)
  - PPG15 (Planning and the Historic Environment) and
  - PPS22 (Renewable Energy)
- The City of Westminster’s UDP, adopted in January 2007
- The City of Westminster’s 5 Year One City Programme, adopted June 2006
- The Westminster City Plan (Westminster’s Sustainable Communities Strategy) adopted November 2006
- The City Of Westminster Economic Development Strategy (adopted 2005) and the revised draft Economic Development Strategy (August 2007)
- The City of Westminster Open Space Strategy (February 2007)
- The City of Westminster’s Supplementary Planning Guidance on Sustainable Buildings (March 2003)
- The City of Westminster’s various other Supplementary Planning Guidance / Documents, especially Design Matters
- The City of Westminster’s Planning obligations (Section 106) Supplementary Planning Guidance, adopted January 2008.
London Plan and related studies

36 The site currently lies outside the Paddington Special Policy Area (PSPA), as identified and allocated special policies in the adopted Unitary Development Plan (UDP). However the 2008 (consolidated) London Plan shows the site as part of the Opportunity Area, and it is likely that following a review as part of the council’s Local Development Framework (LDF), the boundary will be extended to include NWCS within the new Paddington Opportunity Area designation.

37 The London Plan (published February 2008) cites two strategic issues that affect this site, the first is the fact that this is categorised as an Opportunity Area. In relation to Paddington, that means that as a major transport hub it is capable of high density, good quality business and housing development. It also states that future development should enhance environmental quality, support low car use and integrate with the surrounding neighbourhood.

38 For some years Sir Terry Farrell has proposed a series of public realm proposals to enhance the setting of and across the Euston-Marylebone Road corridor, an important and historic east-west highway. The proposed highway crossings, Merchant Square S106 works, and landscape considerations set out here along with the urban design considerations address some of the issues his studies have raised. The studies do not have any formal status.

39 In addition, all policies in the Plan promote sustainable development including:

- using a design-led approach to optimise site potential
- taking account of the development’s impact on London’s natural resources, environmental and cultural assets and the health of local people
- taking account of the suitability of sites for mixed use development and the contribution that the development might make to strengthening local communities

40 The London Plan expects major developments to demonstrate that the proposed heating and cooling systems have been selected with the following order of preference:

- Connection to existing Combined Cooling, Heat and Power (CCHP/CHP) distribution networks
- Site-wide CCHP/CHP powered by renewable energy sources
- Gas-fired CCHP/CHP or hydrogen fuel cells, both accompanied by renewable energy sources
- Communal heating and cooling powered by renewable energy sources
- Gas fired communal heating and cooling

41 The Plan also seeks consideration of other sustainability issues such as:

- Waste
- Improving air quality
- Water
- Noise
The Code for Sustainable Homes is a useful tool for measuring the quality of these provisions.

42 The implications of the adoption of the London Plan 2008, and the weight to be afforded to its policies prior to adoption of the City of Westminster’s Local Development Framework are kept under review. It is noted that the Mayor’s recently released ‘Making London Better’ is a new consultation document, outlining further proposed changes to the 2008 Plan. How it will be implemented and its timing remain to be seen.

City of Westminster’s Unitary Development Plan

43 The Unitary Development Plan was adopted in January 2007 and takes account of all those documents above that predate it, and contains the principal local policies against which any future planning applications for the redevelopment of the site will be considered.

44 Strategic policies for the PSPA are in Part 1 of the UDP and detailed policies for the PSPA are set out in Chapter 5. The site currently lies outside the Paddington Special Policy Area, as identified and allocated special policies in the adopted Unitary Development Plan (UDP). However the 2008 (consolidated) London Plan shows the site as part of the Opportunity Area, and it is likely that following a review as part of the council’s Local Development Framework (LDF), the boundary will be extended to include NWCS within the new Paddington Opportunity Area designation.

45 This would mean that commercial uses would, as part of a mixed use scheme, be acceptable in principle, but the City Council recognises that a primarily residential scheme, with public ground floor uses, is likely to be of most benefit to the area. This brief has therefore been drafted assuming that the site will be included within the PSPA/Opportunity Area. Notwithstanding this, should proposals that include uses only expected in the PSPA come forward in advance of the boundary being formally extended they will have to be regarded as a departure from the UDP. This does not imply that such a proposal would necessarily be unacceptable, however the special circumstances to warrant such a departure would have to be set out and justified at that time. This will in part depend upon the stage the emerging Opportunity Area proposals have reached, the reaction of consultees to those policy proposals, and therefore their materiality to development control decisions. Relevant policies which are applicable to sites outside the PSPA include those particularly in Chapters 2 and 3 of the UDP.

46 Whilst the policy framework for the new Paddington Opportunity Area in the LDF is yet to be formulated, it is highly likely to follow the framework set by the PSPA policies in the UDP. These policies should be applied in conjunction with other policies in the plan. When taking into account the planning framework for any redevelopment of this site (and subject to para 15 above) the following UDP principles are most relevant:
• To grant planning permission for Central London Activities as part of the overall aim of promoting mixed-use development in the PSPA (Policies STRA 4 and STRA 8 and PSPA 2 – 4); in this case, the City Council will seek a mixed use scheme that has a high proportion of residential floorspace
• To encourage area wide regeneration (Policy PSPA 1)
• To control traffic and parking impacts from development (Policy PSPA 5)
• To create a high quality sustainable environment (PSPA 6; ENV 1 and other policies in the Environment chapter)
• To actively seek and secure planning obligations and the provision of related benefits in all types of development (STRA 7)

47 Key constraints and opportunities are in the UDP and set out on the Proposals map, but a simplified set, that also shows the distribution of nearby listed buildings, is set out in Plan 2.

One City (2006-2011)
48 In 2006 the City Council launched its One City agenda, the aim of which is to create strong communities supported by excellent Council services over the five years to 2011. The programme has four delivery programmes – Order, Opportunity, Enterprise and Renewal. A successful redevelopment scheme has the potential to contribute positively in all four areas, but particularly Opportunity (for local people both during build, and with the provision of affordable housing and business space), and Renewal (providing sustainable new housing, business space and public realm).

The City Plan (2006 – 2016)
49 The City Plan is Westminster’s community strategy required by the Local Government Act 2000 and is designed to improve economic, social and environmental well being of the local area and to contribute to the achievement of sustainable development in the UK. The Plan is not only a tool for the City Council as it is also used by the Primary Care Trust, the Metropolitan Police, the voluntary and community sector, local business, regeneration partnerships and residents groups who also joined together in the production of the Plan. The key aims of the City Plan are:

• Continuing to reduce crime levels and help people feel safer
• Building stronger, more united communities
• Improving the supply of good quality housing
• Maintaining and protecting our unique environment
• Developing a more localised, neighbourhood approach to local services and decision making
• Transforming our secondary schools through new Academies and Building Schools for the Future programme.
Open Space Strategy (2007)

50 The Council’s Open Space Strategy is a Supplementary Planning Document adopted in February 2007 to protect and improve Westminster’s open space network. It supports Westminster’s Section 106 planning obligation approach by providing information upon which to base requests for contributions and planning benefits from developments.

51 The Strategy explains that the site is in an area deficient in:

- publicly accessible open space
- publicly accessible play space
- publicly accessible open space over 0.4ha that is considered suitable for informal play
- Wildlife

Go Green

52 In 2006 the council launched its Go Green Programme, the role of which is to ensure that all of the Council’s services and policies help to create a greener and more sustainable city. Since then both a Noise, and an Air Quality Strategy have been produced, both of which are relevant to this site and the Go Green agenda. Web links to them are included at Appendix 6.

53 The consultation document ‘Noise Issues and Options Report’ (September 2008) is the first stage in developing a comprehensive noise strategy for Westminster. The Noise Issues and Options Report sets out a range of options for inclusion in the Westminster Noise Strategy and covers transport noise, noise from road works, neighbour noise and noise associated with entertainment premises and events. The Noise Issues and Options Report also recognises the particular contribution of planning and building design in reducing noise problems and improving the acoustic environment in Westminster.

54 The Council produced its first Air Quality Strategy and Action Plan in 2001. This followed the designation of the entire borough as an Air Quality Management Area in 1999 as a result of high levels of particulates (PM10) and Nitrogen dioxide (NO2). Despite making good progress with the actions contained in the first plan, Westminster continues to have high levels of both pollutants which are predicted to exceed the standards set by national and European legislation into 2010 and beyond. Westminster is now in the process of developing a new air quality strategy and action plan. This first stage in developing the new plan was consultation on an air quality issues paper (August 2008). A draft strategy and action plan is expected to be ready for a second stage of consultation in early 2009, and a new plan will subsequently be produced.
6 - Movement

55 An analysis of the existing street pattern around the Basin shows that the alignment of the approach arm of the canal was parallel to the Roman Road (Edgware Road / Watling Street). The arm runs from Little Venice, and beyond it there were feeder reservoirs that supplied it with water. Norfolk Square was the site of one such reservoir and together these features dictated the grid for the layout of the residential district to the south. The alignment of the basin and its parallel service roads (North and South Wharf Roads) now with the new canalside quays produced a second urban grid. These grids meet at South Wharf Road as shown in the plan at Appendix 3.

56 New pedestrian bridges have been provided and subways upgraded to help to alleviate the severance caused by canal (1801), railway (1838) and Westway (1966) but there is scope for further enhancement. In particular, two new ways are being created to enhance key connections. The first is at ground level for pedestrians and cyclists between St Mary's Terrace and Praed Street in the West. The second route is a pedestrian way between Paddington Green and Praed Street in the East, using the existing subway under the Westway approach / Harrow Road and the harbourmasters bridge.

57 It is important that spaces available to the public between and beside buildings on the site are permeable routes, not dead-ends, and have capacity for passive surveillance from neighbouring buildings. Therefore spaces between blocks need to be fully connected to the pedestrian network and designed to be overlooked and to deter crime. Deep recesses, undercrofts and arcades to building facades should be avoided along public routes.

58 North Wharf Road is adjacent to the main east-west corridor of Harrow Road/Westway, and is now served by the number 15 bus route. Vehicle access and egress from North Wharf Road is via Harrow Road, which is only available in a westbound direction. The large majority of traffic movements, short term waiting, pick up and set-down should be from North Wharf Road. Servicing should preferably be located at basement level, to minimise traffic delays and ensure least disturbance from deliveries. Vehicular traffic resulting from the development will be directed onto the strategic road network (Harrow Road) and therefore away from residential areas as much as is possible. Please see plan at Appendix 3.

59 Pedestrians and cyclists accessing the site from the north will use the existing subway near the south east corner of Paddington Green, or a new surface facility from St. Mary’s Terrace east of the gyratory, provided as part of the Hermitage Street scheme (Paddington Walk) or will pass through a signalised "T" junction if the gyratory is revised to a simpler junction (see indicative plan at Appendix 5, lifted from the 149-157 Harrow Road Planning Brief, October 2004). The Council will seek to use additional contributions to the PATEMS fund to ensure this surface crossing provides the most attractive possible environment, assisting in providing key linkages from the PSPA to areas to the north. From the east, south and west, access will continue to develop via a new
network of waterside walkways, amenity areas, and bridges through the forthcoming Merchant Square development, as well as using existing footways to link the site with Praed Street and South Wharf Road, Paddington Station and elsewhere around the Basin.

60 In association with the "Green Gateway" concept noted above, it may be appropriate to consider a "greenway" along the north boundary of the site with a footway and a cycleway amongst new tree planting, and other comfortable, convenient and generous direct routes on new desire lines through the site and connecting to improved bus stops and existing public transport facilities.

61 Any development will be required to upgrade the existing public realm adjacent to the site on North Wharf Road, Hermitage Street, and Harrow Road. Consideration should be given to de-cluttering, pavement widening, lighting, trees, CCTV, resurfacing with high quality materials and public cycle parking.

62 For the reasons explained in paragraphs 63 and 68 below, the western edge of this site needs to provide improved space for pedestrians and cyclists along Hermitage Street. Better routes using controlled crossings, pedestrian priority measures such as raised junctions; and those for cyclists such as advanced stop lines, two-way cycle lanes (avoiding grade separation which can discourage use and encourage pavement cycling), and on-street (including carriageway) cycle parking should all be considered. Any proposals for the site will need to assess the impact on the width, direction of traffic and operation of Hermitage Street and the school site boundary.

63 The detailed design of Hermitage Street needs to be reconsidered, particularly in respect of its width and surfacing, for its enhanced purpose as road, footway and principal cycle way through the PSPA. In particular, a 2m footway needs to be provided on the eastern side. Tree planting and landscaping would be welcome subject to the street still being able to perform its principal functions.

64 In respect of crossing the Harrow Road, the proposed route needs to be at carriageway level and a contribution from the Paddington Walk development has already been made to a signalised crossing based on the existing gyratory system. A planning brief has been adopted for the site currently occupied by Travis Perkins (149 – 157 Harrow Road) which also includes an option to change the junction to a signalised "T" junction and to incorporate a street sweepers' depot under the structure of the Westway. This will move the crossing position Westwards but will incorporate a track for the hand barrows to reach neighbouring areas which will also be a multi user track for prams, walkers and cyclists and will connect to Hermitage Street and St Mary's Terrace through paths in amenity land.

65 Subways are less well regarded now than when they were conceived in the mid 20th Century. Nevertheless the Merchant Square development is obliged to refurbish (upgrade, relight, make accessible, add CCTV) the subway under the Harrow Road. Consideration should be given to how the site and its routes relate and connect to the subway.
A further environmental improvement may involve redressing the surface of Westway / Harrow Road to reduce tyre noise for noise sensitive developments.

The Paddington Area Traffic and Environmental Management Study (PATEMS) is a package of schemes to mitigate the effects of construction traffic and the additional load on the highway network new development may bring. It is particularly important to address the possible migration of traffic to residential areas, and the measures in the study or revisions of it to deal with new issues will be the basis for contributions required to offset the effects of redevelopment. The Paddington Area Transport Study (PATS) is a mechanism for establishing appropriate contributions to fund passenger transport improvements through Section 106 legal agreements.

Cycle access to the PSPA in general has been reconsidered through the Public Realm Strategy adopted in 2003. Ways of connecting elements of the London Cycle Network south of the Basin with routes to North West London and the canal towpath at Kensal Green have been devised. Key links depend on the redevelopment of other sites but significant assistance to developing the network can be delivered in association with works to this site, in particular the allocation of space at the western edge of the site for a cycle route on Hermitage Street. Consideration also needs to be given to a cycle route on the one-way North Wharf Road and/or within the site to pick up the east - west desire line from the north west corner of the site to the south east corner and on through to Merchant Square and the City beyond.

Parking

Given the proximity to a range of public transport options, parking for the residential elements will be set at a maximum of:

- 0.75 off-street parking spaces per residential unit of two bedrooms or less
- 1 off-street parking spaces per residential unit of three bedrooms or more.

For offices and retail elements of the scheme, the UDP states a maximum provision of one space for every 1500 m² of floorspace with one adequately proportioned space for staff and visitors with disabilities for each 6000 m². In the interests of achieving a highly sustainable development, the number of car parking spaces on site should be minimised.

Cycle parking will be required in accordance with UDP Policy TRANS 10, namely a minimum of:

- One space per dwelling
- One space per 125 m² of office floorspace;
- One space for 10 staff in other developments and if educational uses are proposed, one space per 10 students.

Car Clubs offer a hybrid between car ownership and car rental. They have become popular in London over recent years and have succeeded in encouraging many Londoners not to own their own car. Members are generally
charged hourly to use any of the club cars parked around the city. On-street spaces in Westminster are in particular demand, and provision of a space(s) within the site at ground level dedicated to a car club car would be welcome. The provision of spaces in the basement would be a secondary solution.
7 - Key development issues

The key issues for developers to address in formulating a scheme for this site are:

- Architecture and urban design of the highest quality will be required for buildings, the public realm and open spaces
- Massing should respect and integrate with adjacent built and permitted developments
- Landscaping and open space is to be carefully integrated with buildings and pedestrian routes, including the retention of mature trees to the north and south boundaries.
- At least 80% of gross floorspace should be residential
- Open spaces with a sunny aspect to contribute to a network of open spaces with high quality landscaping, street furniture and public art
- A model of energy efficiency and sustainability
- Accessible to all
- Pedestrian and cycling network and permeable spaces to be incorporated into the design
- Underground activities including parking and servicing need to be contained, ventilated and noise attenuated with minimum impact on the public realm and negligible disturbance to occupiers and users of the public realm above the ground floor slab
- Vehicular access / egress to be arranged from North Wharf Road and Hermitage Street
- Vehicular access to the 'front doors' to buildings on the site to be limited to pick-up/set-down, and cycle access
- Cycle route to be provided on Hermitage Street and North Wharf Road and or an alternative route through the site
- Planning benefits including contributions to appropriate social and transportation funds.
8 - Land use options

This section considers the possible range of land uses that may be acceptable in future redevelopment proposals for the site. The land uses set out are not exhaustive and all proposals will be assessed on the overall balance of proposed uses and their impact on the townscape, and the amenity of nearby residential communities. In summary the preferred land use mix on this site is for a mixed use scheme comprising predominantly residential (at least 80% of gross floorspace) with an element of social and community uses, open space, and commercial uses. All redevelopment proposals, including any alternatives or variations to the land use mix sought above, should accord with the relevant criteria as set out in the UDP.

**Social and Community Uses**

The site was formerly occupied by the North Westminster Community Secondary School (NWCS) which is classified in the UDP as a social and community facility. It is recognised that within the city there is often pressure for buildings and sites used for community facilities to be developed for other, more profitable uses, such as commerce or housing. Policies STRA 19 and SOC 1 in the UDP therefore seek to protect such uses.

Paragraph 6.14 of the UDP does however, allow the consideration of the loss of a community facility if an adequate replacement facility is provided. As already set out, as part of the Secondary Schools Review, three new academies have replaced NWCS on sites at Westbourne Green, Oakington Road and Penfold Street. This has rendered the planning brief site surplus to requirements and as a consequence the DfES has authorised the disposal of the site as surplus to its educational needs. On the grounds that adequate replacement facilities have been provided elsewhere in the city (SOC1E) the incorporation of uses other than social and community facilities on the site can be considered.

Notwithstanding this, the UDP also recognises that the redevelopment of a community facility for another use could allow a better community facility to be provided. Policy SOC 1 of the UDP stipulates that where the facility is surplus to the needs of the existing provider, any new development on the site should include an alternative community facility which is needed in the area. This is further supported by policy H10 (b) which stipulates that on sites where the amount of housing is likely to be over 50 units the City Council will require the provision of community facilities in association with the development, and some public access to private facilities.

Proposals for the site should therefore aim to provide an alternative community facility in order to compensate for the loss of the current sole use of this site for community services, and preference will be given to those that would serve the local neighbourhood. Education or Health facilities, for example, could therefore be appropriate in this location. The council is currently identifying the future infrastructure needs of Westminster, and evolving an infrastructure plan for the City and central London. This work is in anticipation of the introduction
by the Government of a Community Infrastructure Levy, as outlined in the current Planning Reform Bill. This work may assist in identifying potential social and community uses that need additional space in the area, that could be accommodated to meet the policy aims of SOC 1.

78 Health and social services uses can benefit from grouping together, as can other uses such as education in a mixed-use development area. Planning permission was granted for health uses in The Point, although has not been implemented. A clinic for St Mary’s is already located in 55-67 North Wharf Road.

79 The Council also wishes to ensure that educational institutions retain their ability to remain in Westminster and attract the best professors and students. Imperial College have a high demand for accommodation, and are looking for a site to house up to 1000 students and staff. Any proposals need to be discussed at an early stage with the council, and considered in relation to SOC1. At the time of drafting the future plans and requirements for the proposed Academic Health Science Centre (Imperial College NHS Healthcare Trust) are not known and the relevance of their proposals in relation to the SOC1 and other UDP policies cannot be assessed. Responses to this draft brief may well allow this to be reconsidered.

**Housing**

80 Given the site’s likely inclusion in the Paddington Opportunity Area, 30% of any housing must be in the form of affordable housing on the site, with 5% of the housing (in the affordable part) to be specifically for key workers. In addition to the requirements of the UDP, the particular circumstances of this area may allow a higher proportion of key worker housing to serve the particular needs of nursing and medical staff working at the Health Campus.

81 The City Council wishes to encourage families to live in Westminster. In line with UDP Policy H5(B), therefore the City Council will require a full range of unit sizes and that a proportion, about 33%, of new residential units should be family sized (4+ habitable rooms providing 3+ bedrooms) of which 5% should be 5+ habitable rooms.

82 In accordance with UDP policy H8 the City Council will require the housing element of any scheme to be designed to the “Lifetime Homes Standard”. The Mayor’s publication “Lifetime Homes – Living Well Together” offers advice as to how the standard can be achieved. In addition, 10% of the units (both affordable and private) should be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users.

**Open Space and Play Space**

83 The existing site currently provides approximately 0.5 hectares of playspace, that will be lost with the school. It is therefore important, particularly as the redevelopment should introduce further new residents to the area, that the site takes the opportunity to provide a contribution on site to some or all of the deficiencies identified in the Open Space Strategy.
Open space provided on the site should have, and be designed to perform, a clear function for users, which might be informal/formal play for particular ages, biodiversity, or tranquillity for example; but unusable land designed to screen traffic noise for example, cannot be considered to fulfil this requirement. It should be considered from early concept designs in order to ensure factors such as sunlight can be maximised, and so that the management system can support its function. The City Council will expect thorough ground preparatory works and aftercare of all landscaping.

The City Council will seek to maximise the provision of children’s playspace due to the local needs, in accordance with UDP policy SOC6, and the Open Space Strategy. High quality amenity space should be provided for the neighbourhood, and the public at large, in order to address the deficiencies shown on Page 14.

Private open space should be included for the family sized units in particular. Where possible, this should be in the form of private ground floor amenity space or courtyards but could also include balconies and roof level gardens provided they are well designed, do not cause undue overlooking and form an integral part of the architectural approach. Private open space can include communal gardens available to residents only.

Other Uses

North West Westminster is home to a significant creative industries cluster, with large numbers of small creative businesses occupying dedicated ‘affordable’ business space premises such as those at Great Western Studios and Westbourne Studios. Whilst offering relatively cheap rents for workspace, these developments are extremely popular and enjoy 100% occupancy rates with long waiting lists. The City Council has commissioned two research studies demonstrating the shortage (and high demand) for this type of workspace, namely ‘Westminster's Creative Industries’ (published June 2007) and ‘Great Western Studios Relocation and Development Report’ (published July 2005).

The need for affordable business space is a priority within the City Council's Economic Development Strategy. The Council's economic development team administers a ‘Civic Enterprise Fund’ which contains resources for affordable business space projects and is willing to explore joint ventures to increase the supply of affordable business space in Westminster. Affordable business space meeting the demand from creative industries in this area or schemes in the form of ‘business incubator’ space for higher education leavers would be an appropriate use on this site.

UDP policy H10(b) requires the provision of community facilities for local residents in association with the development, and some public access to private facilities. Education or health facilities would be appropriate in this location.

Commercial uses (e.g. offices) need to show how they can bring about the satisfactory development of the area after the other uses and issues have been satisfactorily accommodated. Commercial developments which complement central London activities and assist regeneration and meeting new needs may
include some associated minor retail use or leisure elements in their lower parts and where they front onto open spaces or walkways through the area. Open spaces may be hard or soft landscaped, although there will be a preference for soft landscaped areas within residential developments. Grassed or landscaped roofs to buildings may also be able to provide important outdoor amenity space. They should be located in places receiving good daylight and some sunlight for a portion of the period from 09.00 – 17.00.

91 It is recognised that restaurants and cafés (Class A3) and bars and pubs (Class A4) can help bind a community. They can however be equally divisive in residential areas if not well managed, particularly in relation to noise disturbance. Restaurants and public houses may be suitable, subject to assurances over management control and ability to resolve conflict that may arise given close proximity of residents. Should the council be assured, it is likely to impose conditions limiting terminal hours to between 23.00 and midnight, in line with decisions on adjacent PSPA sites.

92 The following land uses are considered inappropriate in this location:

- Large retail units, because they would detract from the function of the Central Activities Zone and other key shopping frontages
- Night clubs (sui generis), because they would be incompatible with the nearby residential proposals and the lack of proximity to night-time bus services
- Hot food takeaways (Class A5) because they are likely to detract from the quality of the area and cause noise, smell and litter nuisance
- Hotels, because the area is already adequately provided with this use, and they may prejudice the preferred uses set out in Policy PSPA2.
9 - Environmental & energy issues

93 As a prominent site, highly visible from the Westway and perhaps the first development that might be perceived as the “West End” to those entering central London from the west, it is important that the redevelopment is a model of sustainability.

94 The Mayor’s Energy Strategy (February 2004) proposes that by 2010 every London borough has at least one zero-carbon development. Given the site’s prominent location at the foot of the Westway flyover, and within close proximity of both excellent public transport links and a forthcoming Combined Heat and Power plant (CHP) at Merchant Square, there is potential here to provide the first zero carbon or Code for Sustainable Homes 6-star development in Westminster, and a development in accordance with this potential is strongly encouraged. Fulfilment of such a potential is in line with the emerging policy approach at national, regional and local level.

95 A Code 6 development, utilising any potential to integrate into existing and proposed CHP systems in the neighbourhood, and providing further and potentially spare capacity to serve other buildings in the vicinity with hot water and electricity, should be the aim.

96 The City Council will require an Environmental Impact Assessment, as it would be an Urban Infrastructure Project on a site of over 0.5 hectare. A Design & Access Statement will need to accompany any planning application. These reports will identify, describe and assess the effects that the project is likely to have on the environment, including overshadowing and daylight effects and demonstrate that best practice will be used in respect of access. The environmental report should address the direct and indirect effects of the development on a number of factors including the impact on:

- ecology and nature conservation
- water quality
- air quality
- noise
- wind effects and microclimate
- green buildings
- waste and recycling
- television reception

Full details of the information that has to be included is listed in the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. It is important to recognise that this assessment should influence the design and scope of any proposal and should safeguard against cumulative impacts with other developments.
Sustainability

97 The design principles listed below reflect Objective 6 of the London Plan: to make London an exemplary world city in mitigating and adapting to climate change and a more attractive, well designed and green city. They will enable natural resources to be used more efficiently, the reuse of resources, and a reduction in levels of waste and environmental degradation. Implementation of the Mayor’s environmental policies, particularly in the Energy Strategy, will help to mitigate climate change by reducing carbon dioxide emissions.

98 The Code for Sustainable Homes measures the 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).

99 On the 27 February 2008 the Government confirmed that a mandatory rating against the Code for Sustainable Homes will be implemented for new homes from 1 May 2008. All social housing now must be built to Code 3, with all housing to follow in 2010. 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. Therefore, depending on when proposals come forward for this site, they will need to respond to those standards and their successors.

100 The City Council will ensure that any development is based on a sustainable and integrated approach that adheres to the principles within the Council’s Supplementary Planning Guidance (SPG) on Sustainable Buildings in Westminster, adopted in March 2003, and the policies within Chapter 9 of the UDP.

101 Planning of the development should take full account of those sections of the SPG addressing: design; energy; air quality; water and drainage; land and landscape; wildlife and biodiversity; transport; waste and recycling storage; choice of materials; and noise. Also, construction of the development should be planned to ensure environmentally sustainable and neighbourly site practices.

102 UDP policy ENV 1 encourages sustainable and resource-efficient buildings. Developers of this site must apply its sustainable design principles. It is however recognised that paragraph 9.5 (l) – making the best use of existing buildings – should not apply, as the poor quality and condition of the existing buildings means that re-use is not desirable.

103 The site should be planned to minimise rainwater run-off, by installing an appropriate sustainable urban drainage system (SUDS) to ensure run-off either soaks away on-site or is re-used. Measures could include a roof designed for water retention, such as one of the types of ‘living roof’ (also known as a ‘green roof’). This would also benefit biodiversity.

104 An assessment should be made of means to achieve high standards of conservation of potable water, through specification of water-efficiency features,
or through a grey or black water installation, which would also contribute to SUDS.

105 Consideration should be given to providing on-site electricity-charging facilities for electric vehicles. Use of cycling and walking should also be encouraged by specific design features. For example, provision should be made for secure off-street cycle parking.

106 Choice of materials should be made to maximise their energy efficiency, such as high mass walling materials, while selecting materials that have the least damaging impacts in their production and transport.

107 Sufficient provision should be made for storage of waste for recycling and residual waste within the development. Some provision will be needed for interim storage in each housing unit as well as at ground level, and potentially in holding areas on each floor. The main criteria are set out in UDP Policy ENV 12. More specific requirements are set out in the City Council’s booklet on ‘Waste & Recycling Storage Requirements’ (March 2005 edition).

**Renewable Energy**

108 The opportunity should be taken to also provide on-site renewable energy installations. The Mayor’s Energy Strategy (2004) states that a minimum of 10% of energy demand must be provided for on-site by renewable energy sources, where feasible, but the 2008 London Plan goes further, requiring 20%, and this should be considered the minimum acceptable on this site.

109 The feasibility of linking the development into the Merchant Square CHP plant needs to be investigated. If this is not possible, the site would be highly appropriate for a district heating system powered by a tri-generation CHP plant. Advice should be sought from the London Climate Change Agency, which is based at the London Development Agency.

110 Solar thermal and Photo-Voltaic systems could be appropriate. Consideration should be given to building design to achieve natural ventilation to avert the need for air conditioning. Layout of the site should achieve orientation of the developments to optimise solar gain, and minimise energy use. Wind generators and borehole heating/cooling should both receive consideration. Biomass generators are unlikely to be suitable.

**Biodiversity**

111 This development offers the opportunity to create habitat for wildlife as well as a place of aesthetic appeal to people, reconnecting them with nature. The development should therefore make a positive contribution to biodiversity by integrating, as a part of an application, enhancement to biodiversity identified in the Westminster and London Biodiversity Action Plans, and in accordance with UDP policy ENV17.

112 A biodiversity assessment will need to be carried out prior to any work starting on site, including demolition, to investigate the impact (with particular attention to the presence of protected species, including UK Biodiversity Action Plan and
London Biodiversity Action Plan species). Biodiversity information is a material consideration in a planning decision and will therefore need to be submitted at the same time as an application.

113 Landscape designs for open spaces should incorporate:

- The diverse planting of native trees and shrubs with consideration to the provision of fruit and nectar for birds and insects. The planting of non-native invasive plants should be avoided.
- Areas of wildflower meadow planting and/or tall grassland. Consider the combination of short amenity planting and natural planting of wildflower areas as a means of offering not only a feature for wildlife but also a vibrant and colourful open space as public amenity.

114 Building design should incorporate features to enhance biodiversity and the quality of the natural environment:

- Install living roofs through naturalistic planting, appropriate to the status of locally important species. The environmental and social benefits of living roofs are wide and far reaching, for example they can:
  - Absorb storm water runoff
  - Reduce the heat island effect
  - Cool buildings in the summer
  - Insulate buildings in the winter and reduce energy consumption
  - Absorb pollutants and help to improve air and water quality
  - Living roofs can also provide the opportunity for community gardens where local residents can work together to grow fruit and vegetables and other plants.
- Create vertical habitats/green walls using climbers. Use a range of native and non-native species to provide nesting cover, nectar and fruit to encourage local biodiversity to the site.
- Create nesting sites for swifts as part of the design of built structures
- Create roosting sites for bats. Advice is available on how bats can use roof spaces and what elements they require outside to complement this built environment. Further advice should be sought on this.

Air Quality

115 The whole of Westminster has been designated an Air Quality Management Area. As part of its duties under the Local Air Quality Monitoring process the City Council monitors levels of pollution and is currently engaged in updating its Air Quality Strategy and Action Plan as well as updating air quality policies in the LDF Core Strategy and DPD’s. The new Strategy and Action Plan is expected to be in place by mid-2009. Part of the work that is underway here is to seek to reduce emissions from development in Westminster.

116 As a result of proximity to the Harrow Road and Westway, high levels of air pollution, which will continue to exceed European and national standards are predicted for the area into 2010.
Any future development of this site is expected to contribute to a reduction in air pollution, both in terms of emissions generated by the site in its development phase and its future use phase, and development proposals should include an air quality assessment using the London Councils’ Air Quality and Planning Guidance. This will be necessary to demonstrate that stringent measures have been taken both in the design and through the use of appropriate technology to minimise the exposure of future occupants to the site.

**Noise**

Design that minimises *internal* acoustic transmission is very important, however, consideration of the impacts *external* noise impacts is also essential at this site given the proximity to the A40 Westway and the associated traffic noise. The UDP states that residential developments in areas subject to high levels of existing noise exposure will require measures to protect residents from such external noise (paragraph 9.83) and Policy ENV 6: Noise Pollution sets outs specific standards. The Code for Sustainable Homes advocates higher standards of internal sound insulation than those required by Building Regulations (Approved Document E). Measures to minimise noise impacts on the future occupiers will need to be an integral element of the design and layout and servicing arrangements of development at this site.

Reducing noise impacts and improving acoustic quality should also be a consideration in the location and landscape design of on-site open space provision. The council will encourage the adoption of innovative measures to reduce high levels of noise intrusion and create a pleasant sound environment within this open space.
10 Conservation, design and townscape issues

120 In urban design terms, the context of the site is formed by the new developments around Paddington Basin to the south, east and west and the 10 lane carriageway to the north. Built or permitted developments adjacent are around 22 - 45 metres high with the northern block to Paddington Walk peaking at 50m. The high building on Merchant Square is not considered to set any precedent for this site. Buildings are of a contemporary design and use a range of materials.

121 New development on this site will be expected to reflect this built context. There should be a variation of height across the site (between 22 - 45 metres) to provide individuality and visual interest to the development. However, no building should be higher than 50 metres and any building(s) of this height would need to be justified as a visual termination or punctuation to the overall mass and form of development.

122 The existence of a 10 lane dual carriageway to the north with resultant noise and pollution creates a specific set of constraints for development of the site. An existing tree screen along the northern boundary provides a visual buffer to the road from large parts of the site. It also mirrors the significant mature tree massing to the north of the road around Paddington Green. A further reinforcement of the trees to the north edge of the site would be one way of addressing the carriageway and would be in conformity with the “Greenway” approach proposed by the Farrell study. It would help to screen the carriageway from views within the site and also screen some of the scale and mass of new buildings from views from the north. It will help to soften an otherwise very difficult juxtaposition between large residential buildings and a major distributor road.

123 There are some very restricted views from parts of the site towards the cupola of St Mary’s church at Paddington Green. However, the Greenway approach advocated for development of the northern boundary would be likely to screen these views. It is considered that these views are so fleeting and the imposition of the 10 lane carriageway in between so dominating that the preservation of these views should not be an overriding requirement for the development of the site, but should be considered as detailed designs emerge.

124 The layout of buildings should allow for the desire lines that may cross the site to be incorporated as pedestrian and, where appropriate cycle routes. There is one major desire line that will be created by the opening up of the site from the north west corner (Hermitage Street/Harrow Road) to the south east corner which leads through Merchant Square to Praed Street and the City beyond. This desire line must be allowed for within any layout and should include both pedestrian and cycle provision. Other desire lines need to be established as part of the layout development, but there will be a need to address links to the
east of the site towards Merchant Square and the underpass to Harrow Road/
Westway

125 Any layout needs to allow for further development of Hermitage Street to the
west. New buildings fronting onto Hermitage Street would help to reinforce the
character of this route as a new road in this part of the City and provide a visual
counterpoint to the residential development on the west side of Hermitage
Street.

126 Elsewhere on the site, the disposition of buildings should reflect the existence of
desire lines across the site and the location of existing trees, but is otherwise
relatively unconstrained. The achievement of a highly sustainable development
is likely to strongly influence the position and orientation of buildings on the site
with the broad south elevation and inhospitable road to the north being key
factors in the development of any plan layout of the site. It will be important to
avoid a hostile north elevation, but the opportunity should be taken to use the
sunny aspects to minimise energy needs for both heating and cooling by careful
design.

127 Buildings should not be monolithic and uniform but should be individually
expressed, of a suitable scale and form and incorporate sufficient detailing and
richness to make an attractive and stimulating development. Gaps between
buildings should be exploited to allow views into and through the site,
particularly southwards towards the canal.

128 Buildings should be designed to overlook public routes and open space to
provide passive surveillance and aid security within these spaces. The detailed
design of buildings should reflect the uses within them. Residential buildings
should have a warm palette of materials in durable and sustainable materials
and should make full use of balconies, terraces and roof gardens to provide
richness, and visual interest to a façade. Affordable housing should be
integrated into the overall layout and should be indistinguishable from market
housing. All residential buildings should be equipped with a central location for
communal satellite dishes. Any commercial buildings on the site are likely to be
of a different style to the residential blocks, but should still seek to have a
richness of detailing and use, durable and sustainable materials in their
construction.

129 The detailed design of buildings needs to consider issues of overlooking,
privacy, sunlight, overshadowing and outlook, particularly between commercial
buildings and residential and between buildings within the site and those on
adjoining sites. Particular attention should be made to the potential effect of
building shadows on the public realm. Proposals should ensure that there is
sufficient access to daylight and sunlight in public places by avoiding building
shadows during periods of the year and times of the day when outdoor activity
is most prevalent. Any plant required must be incorporated into the fabric of the
building design, including provision for cleaning and maintenance. Full
consideration needs to be given to roof protection systems and these need to
be integrated into the design wherever possible.
130 The design of the ground floor of buildings, particularly where it may interface with public routes and open space requires particular care. The requirement to maintain overlooking will need to be balanced by the possible desire for privacy depending on the nature of the ground floor use. Planting and landscaping will be important considerations with regard to the successful inter-relationship between public and private realm. The location of children’s playspaces and the detailed design of adjacent buildings will require particular skill to overcome issues of noise and nuisance while still allowing for passive surveillance.

131 The height, bulk and form of the buildings needs to be considered from a number of key viewpoints. The height of any proposed development will inform the number of locations that will require visual analysis. However, as the proposal will not exceed 50 metres, it is not envisaged that there will be a need for visual analysis from distant viewpoints. The anticipated viewpoints are shown as Appendix 1.

132 Further work will be required in respect of general and micro environmental effects. This assessment should be carried out at an early stage of the design process. One important consideration will be the effect on noise and pollution from the Harrow Road to both development on the site and to any adjoining development to the north that may be affected by a change in the micro environment brought about by the development.

Landscaping

133 The Council will require implementation of a scheme of soft and hard landscaping for all parts of the site not covered by buildings, in accordance with UDP policies ENV4 and ENV16. This should be designed to complement the architectural treatment of the proposed buildings and make a positive contribution to the local environment. The landscaping scheme should include details of proposed trees and shrubs. The species chosen should reflect the diverse range encountered in the City, and adequate space should be incorporated into the scheme (both above and below ground) to allow large growing species of trees to reach their normal mature life expectancies. The landscaping should be discussed with the City Council at an early stage. The City Council will expect thorough ground preparatory works and aftercare of all landscaping.

134 The design of the open areas and the landscaping should take account of public safety. Careful attention should be given to maintaining good surveillance and avoiding landscaping which conceals people.

135 A Tree Condition Survey (The Landscape Partnership, April 2007) explains that the large London plane, sycamore and lime trees on site, particularly along North Wharf Road, are in good condition and provide an important amenity in the largely treeless area, representing a link to the site’s past. Those trees categorised “A” should be designed into any scheme, with those on North Wharf Road particularly important in enhancing and softening the predominantly hard townscape.
136 The plan at Appendix 4 shows the best existing trees on the site - those categorised A and B by the Landscape Partnership. Those categorised B and lower (a plan is available from the City Council to show trees categorised below B) may be lost subject to approval of a comprehensive landscaping proposal. Any trees removed will be expected to be replaced, there should be no net loss in number (53 exist). Replacement planting is particularly anticipated along the north boundary to create a green gateway to central London with the existing planting opposite.

137 The suggested open space provides an opportunity for siting new, high quality public art. If the open space is over underground structures, large tree pits in the slab structure (to accommodate heavy planting and green roof or lawn area) are desirable to give open spaces with a green and leafy character.

138 There is a tablet commemorating the Eighteenth Century almshouses that were demolished in a previous redevelopment that is located in the school site. This must be salvaged, retained and suitably displayed in the redevelopment of the site.

Utilities

139 Public utilities are available in the streets surrounding the sites, the services have been renewed and upgraded in association with The Point and Waterside 1 & 2, the first of the new buildings on North Wharf Road. The capacity of the renewed supply systems has been calculated in anticipation of other likely developments in the area, but the specific needs of each service to the development should to be checked with suppliers when the likely demand of the development is known. The introduction of a form of pipe subway may be an appropriate device to give flexibility in future servicing and proposals should address this issue.
11 - Undertakings or obligations

140 The aim of this planning brief is to enable the development of the site to proceed in accordance with the requirements outlined in the brief, and to ensure that any development meets the objectives of the UDP, as adopted in 2007, and the needs of the public and other stakeholders. The brief also gives the opportunity to establish any necessary planning benefits at an early stage taking into account the needs and requirements of key stakeholders. There is a balance to be struck between the need for schemes to mitigate the impacts which they give rise to, contribute to the City and promote economic prosperity. Planning benefits would usually be secured as ‘Planning Obligations’ through the use of planning conditions or Section 106 (S106) Legal Agreements.

141 The council’s general approach to planning obligations is set out in UDP Policy STRA 7 and further site specific issues are detailed in individual planning briefs such as this.

142 The council published detailed supplementary planning guidance on planning obligations in January 2008. This document helps to give transparency, certainty and speed to the process of agreeing planning obligations to ameliorate the impacts of proposals. The SPG will be regularly reviewed and updated.

143 In summary, the following list provides the details of the types of planning benefits that may be sought from the redevelopment of the site. These are not in order of priority and will of course be dependent upon the final type of development that comes forward.

144 For reference, a S106 agreement for Merchant Square is included as a web link in Appendix 6, as an indication of what will be required. Generally the council will expect (not in priority):

- affordable housing
- affordable business space
- contributions to PATEMS / PATS (traffic and transport funds)
- environmental improvements such as the provision of public open space
- provision and maintenance of publicly accessible routes through the site
- highway works to upgrade the public realm around the perimeter of the site
- education contribution
- Social and Community Fund Account contributions
- other issues, by negotiation, depending on scheme proposals put forward
- compliance with the Code of Construction Practice and contributions to funding the environmental inspectorate
- public art
- costs of monitoring the section 106 agreement
Paddington Special Policy Area is one of the largest regeneration areas in London and is currently subject to proposals which would see the creation of thousands of new jobs (both permanent and during construction), over 1000 new homes, hotel, retail, hospital and leisure facilities. The major developers, landowners, commercial occupiers and transport operators in the area have jointly formed the Paddington Waterside Partnership (PWP) to manage this process and the developer of the site to will be expected to join this partnership, if not already a member.

Additionally, conformity with the Code of Construction Practice (to manage the impact of construction, particularly traffic and noise) will be expected, along with a contribution to the funding of the Environmental Inspectorate.
Appendices
Appendix 1 - Key Viewpoints

These viewpoints, with some minor variations, have been established in order to allow a general assessment of the PSPA schemes, particularly the potential impact of proposed buildings on the setting of Listed Buildings and Conservation Areas.

PLAN TO BE INCLUDED IN FINAL VERSION

1. From Primrose Hill looking SW (OS 2749 8391)
2. From corner of Edgware Rd/Aberdeen Place looking SE (OS 2662 8220)
3. From corner of Warwick Avenue/Maida Avenue looking SE (OS 2625 8188)
4. Blomfield Road (between nos 34-44) looking SE (OS 2618 8187)
5. Blomfield Road canal bridge looking ESE (OS 2610 8182)
6. Harrow Road looking E (OS 2594 8159)
7. Lord Hill’s Bridge/ Corner of Westbourne Terrace looking E (OS 2574 8160)
8. Corner of Bishops Bridge Road looking E (OS 2622 8142)
9. Corner of Chilworth St/Cleveland Gardens looking NE (OS 2638 8115)
10. Corner of Sussex Gardens/Southwick St looking NW (OS 2683 8114)
11. Corner of Sussex Gardens/London Street looking NW (OS 2704 8133)
12. Corner of Sussex Gardens/Sale Place looking NW (OS 2713 8141)
13. Old Marylebone Road/Marylebone Road looking W (OS 2735 8178)
14. Cosway Street/Old Marylebone Street looking W (OS 2735 8181)
15. Serpentine Bridge Hyde Park looking N (OS 2694 8021)
16. Temple Lodge looking N (OS 2668 8018)
17. Buck Hill Walk looking N (OS 2697 8060)
18. Reservoir looking N (OS 2770 8050)
19. Paddington Green looking SE+S (OS 2675 8174)
20. Chilworth Street/Devonshire Terrace looking NE (OS 2632 8108)
21. South Wharf Road/Norfolk Place looking W (OS 2682 8145)
22. Craven Road/Spring Street looking NE (OS 2664 8115)
<table>
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<th></th>
<th>Location Description</th>
<th>Orientation</th>
<th>OS Reference</th>
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<td>23</td>
<td>South Wharf Road/London Street</td>
<td>looking S</td>
<td>OS 2664 8138</td>
</tr>
<tr>
<td>24</td>
<td>Eastern end of Paddington Basin</td>
<td>looking W</td>
<td>OS 2703 8158</td>
</tr>
<tr>
<td>25</td>
<td>Western approach to Paddington Basin</td>
<td>looking SW</td>
<td>OS 2656 8150</td>
</tr>
<tr>
<td>26</td>
<td>Parsee Monument walk Regents Park</td>
<td>looking SW</td>
<td>OS 2836 8316</td>
</tr>
<tr>
<td>27</td>
<td>Inner Circle Regents Park</td>
<td>looking SW</td>
<td>OS 2816 8252</td>
</tr>
<tr>
<td>28</td>
<td>Inner Circle Regents Park</td>
<td>looking SW</td>
<td>OS 2810 8259</td>
</tr>
<tr>
<td>29</td>
<td>Inner Circle (The Holme) Regents Park</td>
<td>looking SW</td>
<td>OS 2802 8252</td>
</tr>
<tr>
<td>30</td>
<td>Bandstand Regents Park</td>
<td>looking SW</td>
<td>OS 2791 8245</td>
</tr>
</tbody>
</table>
Appendix 2 – Designations and Transport nodes
Appendix 3 – Movement Plan

North Westminster Community School: movement

- Roads in surrounding area
- Pedestrian routes around Basin
- Proposed cycle route
- Proposed pedestrian route
- Improvement extensions to lead convergence and improve permeability
- No vehicular access
- Preferred vehicular access

Proposed alterations
1. Review of gyratory system and required pedestrian crossing
2. New Merchant Square public realm including upgrading Harrow Road
3. New cycleway under/behind incorporate station’s pedestrian links to the basin
4. Crossrail station due to open 2021
5. Upgrade of Marble Arch

- Existing Green Space
- Paddington station
- NWCS site proposed, including new public open space
- Paddington Public Realm Study Area

North Wharf Road
Harrow Road
South Wharf Road

0 100 Meters
Appendix 4 – Trees of merit
Appendix 5 – Potential, signalised “T” junction

Taken from 149-157 Harrow Road Planning Brief (2004)
Appendix 6 - Weblinks

Fact Sheet -
http://www.westminster.gov.uk/environment/planning/majorprojects/paddington/factsheet.cfm

Air Quality Strategy -
http://www.westminster.gov.uk/environment/pollution/airpollution/strategy.cfm

Noise Strategy -
http://www.westminster.gov.uk/environment/pollution/noisepollution/noisestrategy.cfm
## Appendix 7 - Contacts

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Issue Area</th>
<th>Phone</th>
</tr>
</thead>
<tbody>
<tr>
<td>Graham King</td>
<td>Head of City Planning Group</td>
<td>020 7641 2749</td>
</tr>
<tr>
<td>Tim Butcher</td>
<td>Policy and planning brief issues</td>
<td>020 7641 5972</td>
</tr>
<tr>
<td>David Clegg</td>
<td>Design and conservation issues</td>
<td>020 7641 2286</td>
</tr>
<tr>
<td>Oliver Gibson</td>
<td>Land use planning issues</td>
<td>020 7641 2680</td>
</tr>
<tr>
<td>Don Murchie</td>
<td>Transport policy issues</td>
<td>020 7641 2517</td>
</tr>
<tr>
<td>Andrew</td>
<td>Access and inclusion</td>
<td>020 7641 6347</td>
</tr>
<tr>
<td>Holdsworth-Wild</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Michael Clark</td>
<td>Corporate Property</td>
<td>020 7641 2746</td>
</tr>
</tbody>
</table>
Appendix 8 – Sustainability Appraisal

North Westminster Community School Planning Brief SPD

Sustainability Appraisal Report

Introduction

This report is the Sustainability Appraisal (SA) for the City of Westminster’s draft North Westminster Community School Planning Brief, Supplementary Planning Document.

The City Council is formulating this guidance to help interpret and apply planning policy to the site in order to inform and advise all interested parties, reduce planning uncertainty, and assist in identifying a consensus on the way forward.

Policy Context – Westminster’s Local Development Framework

Westminster City Council is drawing up a new plan to guide future development in Westminster. The new plan is called the Local Development Framework (LDF). It will be made up of a portfolio of planning documents that together will set out the planning policies for Westminster. The most important of these is the Core Strategy. This will contain the overall planning vision and strategic policies for the City. The other planning documents will flow from it, and will contain more detailed policies and proposals to implement its strategy.

The current development plan for Westminster is the Unitary Development Plan (UDP). It was adopted in January 2007 and will remain in force until it is superseded by the Core Strategy and other Development Plan Documents that form part of the LDF.

The draft North Westminster Community School planning brief provides a supplement to the provisions of the City of Westminster Unitary Development Plan (UDP) (Adopted 2007), and sets out the matters which would be required to be addressed in seeking planning permission. The draft brief has been developed so as
to be consistent with the emerging Core Strategy and has been prepared in line with the process for preparing LDF Supplementary Planning Documents.

**The Sustainability Appraisal Process**

The SA process is integrated into the planning system to ensure that the results of the appraisal influence the choice of option, in this case to adopt the guidance, or not, as an SPD.

An initial sustainability appraisal of the issues and options for the City of Westminster’s *LDF Core Strategy* has already been undertaken. The first stage in the appraisal process was the production of the *Scoping Report*. The *Scoping Report* sets out the context and baseline information which provides the starting point from which to appraise the effects of implementing the *LDF*. To provide a sound base for analysis the report identified relevant plans, programmes and strategies, key sustainability issues and problems, and set out a detailed sustainability framework through which the appraisal of the *LDF* can take place. Westminster’s *Sustainability Appraisal Scoping Report* was made available for consultation in April 2007.

The *LDF Core Strategy* will contain the overall planning vision and strategic policies for the City, and therefore acts as the principal plan for which development proposals will be assessed against. On this basis the sustainability framework developed through the *Scoping Report* on the *Core Strategy* will become common to all Development Plan Documents and Supplementary Planning Documents, including North Westminster Community School Planning Brief.

The initial sustainability issues identified in the *Scoping Report* are (in summary)

- Increasing pressure on the natural and built environment – air quality, open space biodiversity, historic buildings and sites
- Waste and recycling
- Road transport and congestion and need for better provision for pedestrians and cyclists
- Noise and its impact upon human health
- Climate change; climate change adaptation
• Sustainable building policy
• Supply of appropriate housing type and tenure
• The creation of sustainable, cohesive and inclusive communities
• Maintaining economic diversity and improve opportunities

The Scoping Report identifies 17 sustainability objectives which provide a framework for assessing Development Plan Documents and Supplementary Planning Documents

1. To create cohesive, inclusive and safe communities with appropriate levels of social and community facilities
2. To reduce fear of crime and actual crime
3. To ensure the provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family sized units
4. To promote and improve health and well-being
5. To reduce greenhouse gas emissions and support climate change adaptation
6. To require application of sustainable design and construction in all new developments and refurbishment of existing buildings
7. To a) minimise flood risk and promote sustainable urban drainage and b) to protect surface water and ground water quality
8. To protect, enhance and create environments that encourage and support biodiversity
9. To improve air quality
10. To reduce noise and impact of noise
11. To reduce need to travel; the use of private motorised vehicular transport, as well as encourage walking, cycling and the use of public transport.
12. To reduce waste production and increase recycling, recovery and re-use of all waste
13. To protect and enhance the historic environment and architectural, archaeological and cultural heritage
14. To enhance the public realm and street environment
15. To protect, enhance, and seek opportunities to increase, open space throughout the City of Westminster To ensure equality of opportunity and improve opportunities for education, training and employment
16. To maintain economic diversity, increase local opportunity and sustainable economic growth

The policy assumptions set out in the draft planning brief have been appraised against each of the 17 sustainability objectives, tabled 1 to 17 in a central column in the table attached. The results are expressed as follows:

+ denotes a broadly positive effect
- denotes a broadly negative effect
= denotes an uncertain effect, or perhaps a combination of positive and negative effects
=/+ uncertain, but may become positive over time

These are intended to be indicative of possible overall cumulative effects. Following considerations of the results aggregated, an overall “score” is given in the three boxes labelled economic, social and environmental beneath the narrative. Again, these results represent broad indication only.

The results of the assessment against this framework are set out in the next section of this report.
### APPRAISAL OF OPTIONS Table 2

<table>
<thead>
<tr>
<th>Sustainability Objective</th>
<th>Option 1</th>
<th>Commentary (describe future trends if not adopted)</th>
<th>Option 2</th>
<th>Commentary (future trends if adopted)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) To create cohesive, inclusive and safe communities with appropriate levels of social and community facilities</td>
<td>=</td>
<td>If a brief is not adopted, it may be possible for a planning application to be submitted that fully complies with planning policies and council aspirations, but a less satisfactory scheme is likely.</td>
<td>+</td>
<td>If adopted, the brief will guide future planning applications towards contemporary best practice, more likely to meet the objective.</td>
</tr>
<tr>
<td>2) To reduce fear of crime and actual fear of crime</td>
<td>=</td>
<td>Without a brief, the consideration of crime may not be as integrated into the design.</td>
<td>+</td>
<td>The brief draws attention to the need to consider crime from the earliest design stage</td>
</tr>
<tr>
<td>3) To ensure provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family sized units</td>
<td>+</td>
<td>Without a brief, the overall proportion of housing is likely to be much lower. Nevertheless a scheme incorporating housing is likely.</td>
<td>+</td>
<td>The brief sets out the council’s priority for housing, and ensures a high proportion (and suitable mix of units) of both private and affordable housing in relation to other land uses</td>
</tr>
<tr>
<td>4) To promote and improve health and wellbeing</td>
<td>+/-</td>
<td>It is likely that a housing/community/recreational scheme would come forward without a brief, but with less emphasis on open space.</td>
<td>+</td>
<td>The brief draws attention to air quality, noise and open space, and requires improvements.</td>
</tr>
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</tr>
<tr>
<td>5) To reduce greenhouse gas emissions and support climate change adaptation</td>
<td>-</td>
<td>Without a brief, a scheme would be likely to come forward that met the minimum contemporary environmental standards</td>
<td>+</td>
<td>The brief calls for a Code 6 design, pushing the sustainability agenda ahead in Westminster</td>
</tr>
<tr>
<td>6) To require the application of sustainable design and construction in all new development and refurbishment of existing building</td>
<td>-</td>
<td>Without a brief, a scheme would be likely to come forward that met the minimum contemporary environmental standards</td>
<td>+</td>
<td>The brief calls for a Code 6 design, pushing the sustainability agenda ahead in Westminster</td>
</tr>
<tr>
<td>7) To a) minimise flood risk, promote sustainable urban drainage and b) protect surface and ground water quality</td>
<td>=</td>
<td>Without a brief, little attention is likely to be paid to eg. Sustainable Urban Drainage</td>
<td>+</td>
<td>The brief calls for a highly sustainable development including SUDS</td>
</tr>
<tr>
<td>8) To protect, enhance and create environments that encourage and</td>
<td>=</td>
<td>Without the brief an application may be received that pays little regard to</td>
<td>+</td>
<td>The brief draws attention to the lack of wildlife in the area, and</td>
</tr>
<tr>
<td>Support Biodiversity</td>
<td>Biodiversity</td>
<td>Calls for improvements to biodiversity and habitats.</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>9) To improve Air Quality</td>
<td>Without the brief, a scheme may come forward that achieves only the minimum requirements next to these very busy roads.</td>
<td>The brief draws attention to the Air Quality Strategy, and the need to ensure the best solution for residents.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10) To reduce noise and impact of noise</td>
<td>Any development is likely to improve noise conditions by providing a barrier to noise in Paddington Basin from the Westway, although it might equally deflect noise into Paddington Green.</td>
<td>The brief draws attention to the Noise Strategy, and the need to ensure the best solution for the area.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11) To reduce the need to travel: the use of private motorised vehicular transport as well as encourage walking, cycling and the use of public transport</td>
<td>The site is in a highly accessible location, and any development is likely to introduce residents to an area that encourages walking, cycling and public transport.</td>
<td>The brief seeks a highly sustainable development that minimises private car parking.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12) To reduce waste production and increase recycling, recovery and re-use of all waste</td>
<td>=</td>
<td>Any development is likely to meet the minimum requirements.</td>
<td>+</td>
<td>The brief seeks a highly sustainable development, that maximises potential to process waste in an environmentally friendly way.</td>
</tr>
<tr>
<td>13) To protect and enhance historic environment and architectural, archaeological and cultural heritage</td>
<td>+</td>
<td>Given the site is essentially a blank canvas, and with only one historic building in the vicinity and one archaeological feature, any development will introduce what will become architectural and cultural heritage.</td>
<td>+</td>
<td>The brief draws attention to these features and seeks to retain and maximise their ability to be appreciated.</td>
</tr>
<tr>
<td>14) To enhance public realm and street environment</td>
<td>+</td>
<td>Any redevelopment is likely to introduce new public open space and public routes.</td>
<td>+</td>
<td>The brief identifies which routes are important, and what features need to be retained/introduced to improve the street environment.</td>
</tr>
<tr>
<td>15) To protect, enhance and seek opportunities to increase open space throughout the City</td>
<td>=</td>
<td>A development without the brief is likely to minimise the amount of useable open space provided on site.</td>
<td>+</td>
<td>The brief draws attention to the lack of various types of open space in the area, and the need</td>
</tr>
</tbody>
</table>
16) To ensure equality of opportunity and improve opportunities for education, training and employment

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<tbody>
<tr>
<td>+</td>
<td>Any development is likely to provide some office and other employment space, and require liaison with Paddington First.</td>
<td>+</td>
</tr>
<tr>
<td></td>
<td>The brief also raises the potential for planning benefits to be provided in the form of affordable business space.</td>
<td></td>
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</table>

17) To maintain economic diversity, increase local opportunity and support sustainable economic growth.

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<tbody>
<tr>
<td>+</td>
<td>Any development on this site, given the blank canvass would be likely to contribute to this objective.</td>
<td>+</td>
</tr>
<tr>
<td></td>
<td>The brief also raises the potential for planning benefits to be provided in the form of affordable business space.</td>
<td></td>
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</table>

Overall Rankings

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</table>
| Social | /=++ | ++++
| Economic | ++ | ++
| Environmental | /=+++ | ++++++++ |
The predicted effects and assessment of the options above were considered in terms of the following

- direct effects which will the lead to more sustainable City or not
- magnitude of effect, significant or marginal
- Cumulative or synergistic effects – are there potential effects from a combination of activities either positively or negatively
- Trans-boundary effects – are there impacts on other boroughs
- Timescale – are effects short, medium or long term, is it temporary or permanent.

Table 2 indicates that the majority of the Sustainability Objectives are either positively affected if the North Westminster Community School Planning Brief is adopted. No significant negative effects are foreseen.

The initial appraisal of the brief against the sustainability objectives suggests that the provisions of the North Westminster Community School planning brief will have a positive impact on sustainable development.

This planning brief recommends that developers address the following issues when formulating a scheme for this site

- Architecture and urban design
- Landscaping and open space
- Residential housing
- Energy efficiency and sustainability
- Access
- Walking and cycling network
- Noise
- Vehicular access and egress

Considering these issues will ensure a positive impact on sustainable development.

During construction negative impacts on air quality, noise and biodiversity may occur. However, these impacts are reversible and sustainable construction approaches will minimise and mitigate for this.
The brief encourages sustainable design and construction.

The development of the site will also improve the public realm and improve access and egress for vehicles, pedestrians and cyclists. The provision of housing is a key sustainability objective for Westminster.

**Next steps**

The draft planning brief addresses the potential significant effects on sustainable development. Your views and comments are sought as part of the consultation process on this sustainability appraisal to identify how the brief can be strengthened to ensure that it leads to sustainable development on this site.

Following consultation any significant changes proposed to the draft SPD not already considered will be reappraised and Statement of Adoption will be published setting out any changes to the SPD in response to consultation.

**Conclusion**

The SA process has enabled assessment of the social, economic and environmental effects of the North Westminster Community School planning brief. Planning decisions should not be affected by the planning brief, which gives clarity to applicants on actions that will require permission and actions which are likely to be acceptable.

The SA process has informed the decision to recommend the adoption of the planning brief as a Supplementary Planning Document which will lend clarity to the planning process relating to North Westminster Community School.
Glossary

UDP – Unitary Development Plan
LDF – Local Development Framework
PSPA – Paddington Special Policy Area
NWCS – North Westminster Community School
SPD – Supplementary Planning Document
PPS – Planning Policy Statement
PPG – Planning Policy Guidance