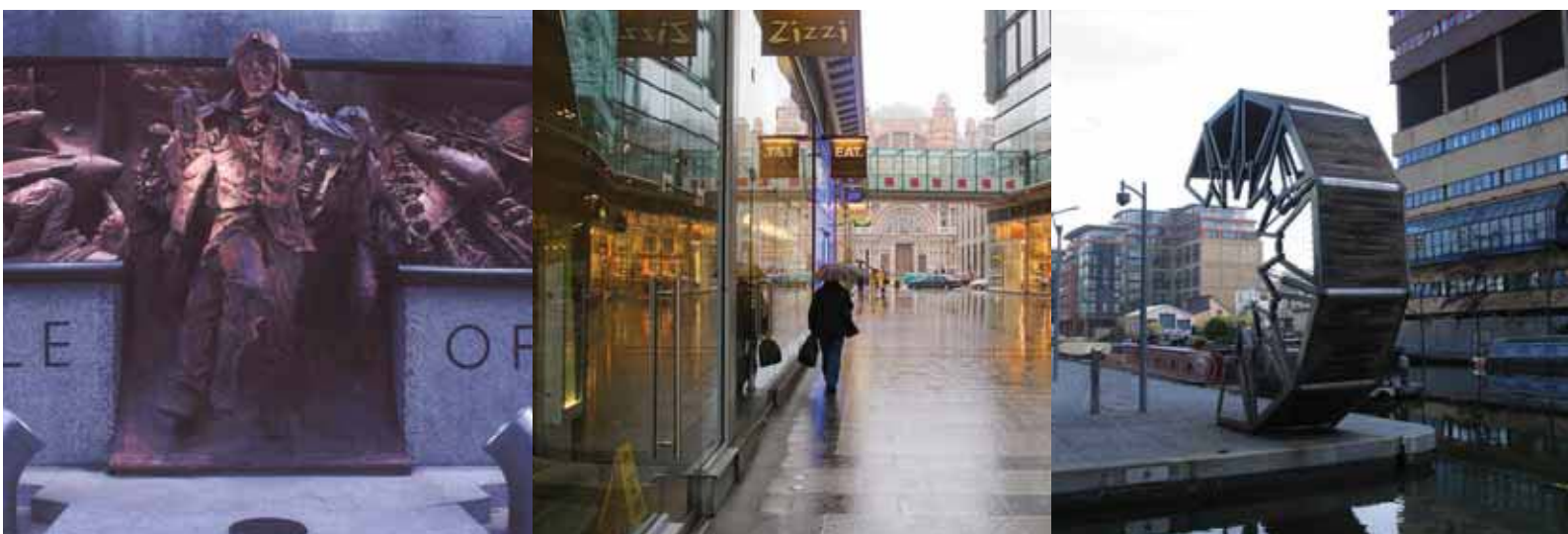


# City of Westminster

## Annual Monitoring Report: 2005-2006



City of Westminster

PLANNING & CITY DEVELOPMENT

December 2006

**CITY OF WESTMINSTER**

**ANNUAL MONITORING REPORT: 2005-2006**

Director of Planning and City Development  
Westminster City Council  
Westminster City Hall  
64 Victoria Street  
London SW1E 6QP

**December 2006**

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# 1 INTRODUCTION

- 1.1 This is the second Annual Monitoring Report [AMR] which Westminster City Council is required to make to the First Secretary of State under section 35 of the Planning and Compulsory Purchase Act 2004, about the progress of its Local Development Framework. The details of the report accord with regulation 48 of the Town and Country Planning [Local Development] [England] Regulations 2004. In preparing it the council has had regard to the Local Development Framework Monitoring: A Good Practice Guide, issued by the Office of the Deputy Prime Minister in March 2005, and amended in October 2005. This Annual Monitoring Report takes into consideration frequently asked questions put to the council and Seminar Feedback on Emerging Best Practice (on AMR's) 2004/05 issued in September 2005. The preparation of this report is provided for in the Local Development Scheme issued by Westminster City Council in December 2006.
- 1.2 The policy background to this report is that set out in [a] the London Plan, the spatial development strategy for Greater London, published by the Greater London Authority in February 2004; and [b] the Replacement Unitary Development Plan (RUDP).
- 1.3 In December 2004 Westminster City Council was due to adopt the UDP, but received a direction issued by the then First Secretary of State under s17 of the Town and Country Planning Act 1990. Although the direction only related to policies for affordable housing it prevented the adoption of the plan.
- 1.4 Following an indication from the Treasury Solicitor that the council might explore phrasing of the affordable housing policy different from that sought by the Secretary of State's Direction, the council reviewed the potential effects of various thresholds and 'staircases' of affordable housing requirements with the Government Office for London. After discussions with interested parties, revised proposals were submitted to Government Office in August 2005, and the council received a response in November 2005.
- 1.5 The modified policies seek to secure a proportion of affordable housing which varies according to the number of residential units, in the proposed development and its location. The city council believes that this approach will enable Westminster to make a substantial contribution to meeting the need for affordable housing in London without discouraging developments which provide new housing of all kinds, which are also required by the London Plan. The representations made in respect of these modified policies were considered by the council and the revised policies were approved for development control purposes on the 26<sup>th</sup> April 2006. In October 2006 Cabinet agreed to the withdrawal the council's application for judicial review of the Direction issued by the Secretary of State on the 9<sup>th</sup> December 2004.
- 1.6 In addition, in July 2006 the city council also agreed to modify the RUDP paragraph 4.142 in relation to policy TRANS 18 [A] and Map 4.7 in the plan, by reducing the extent of safeguarding for the widening of part of Edgware Road. This followed a public inquiry in relation to appeals against refusal of planning permission for two proposals for a site affected by the safeguarding line. The Inspector's Report and the subsequent decision letter of the First Secretary of State, supported the need for a safeguarding line but not to the

extent of that depicted in the replacement UDP. As Edgware Road is part of the main strategic road network, Transport for London [TfL] needed to give approval to the revised widening line. TfL has accepted that the safeguarding line should be redrawn as determined by the Inspector and the Secretary of State. To resolve objections the council scaled back the safeguarding line in the UDP.

- 1.7 In light of the legislation on Environmental Assessment of Plans and Programmes Regulations 2004, issued by the Office of the Deputy Prime Minister (ODPM), (now referred to as the department of Communities and Local Government (CLG)), the city council is required to carry out a Strategic Environmental Assessment (SEA) of any UDP that is not by 21<sup>st</sup> July 2006. However, Regulation 6(2) also states that if an authority decides that an assessment is not feasible and informs the public of its decision it is not necessary to undertake a SEA. The council felt it was neither practical nor feasible to undertake a SEA of the RUDP. The Cabinet Member for Planning agreed and consultation was carried out. The council received no objections to its approach on the SEA.
- 1.8 Therefore on the 16<sup>th</sup> October 2006, Cabinet agreed not to undertake a SEA of the RUDP. At the same meeting after consideration it was agreed the modified Policy TRANS 18 should also be included in the RUDP. It is now anticipated that Full Council will adopt the RUDP on the 24<sup>th</sup> January 2007.
- 1.9 The RUDP will replace the Unitary Development Plan Adopted by the council in July 1997.
- 1.10 The monitoring period in this report is based upon the financial year from the 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006.
- 1.11 The report covers all the core output indicators for which the authority is required to provide information in government guidance. It has also developed local indicators to reflect the particular circumstances of the city to help it in assessing whether policies are achieving the outcomes expected.
- 1.12 Comments or questions about this report should be made to the city council's City Planning Group, Planning & City Development Department, Westminster City Hall, 64 Victoria Street, London SW1E 6QP, who can be contacted on telephone number 020 7641 2457 / 3345 / 2860 / 2503 / 3478, fax number 020 7641 3050 and at e-mail address [ldf@westminster.gov.uk](mailto:ldf@westminster.gov.uk).

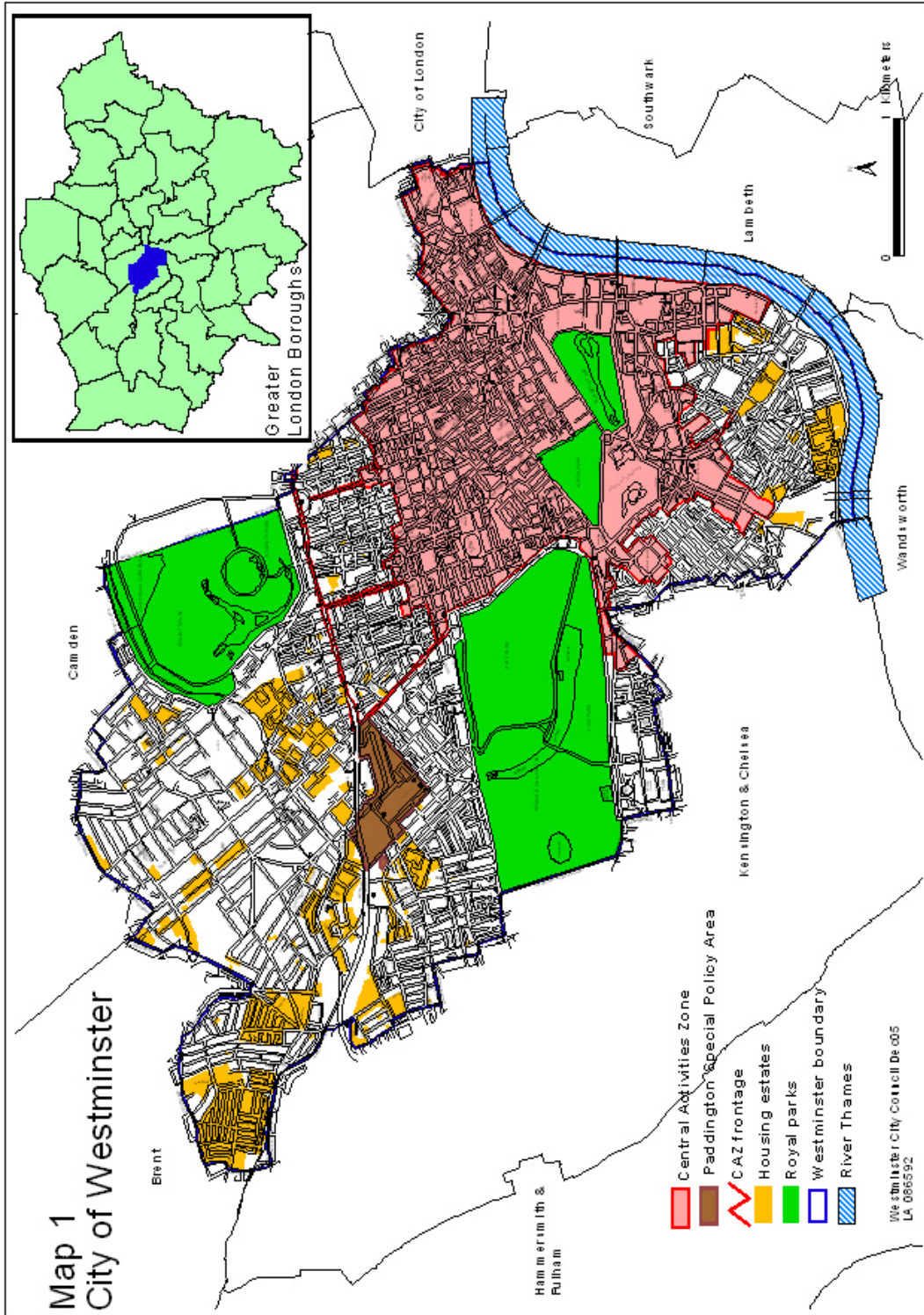
## **2 BACKGROUND TO WESTMINSTER**

### **2.1 International, national and regional context**

- 2.1.1 The City of Westminster is a central London borough covering an area of 2,204ha, about 8.5 sq miles, on the north side of the River Thames, at the heart of the national capital, the largest city in the European Union, and a 'world city'. London is set in Britain's most densely populated region, the south-east of England, with its large urban areas, large numbers of middle sized towns and cities, intensely occupied countryside, and its pattern of commuting to work in service industries has characteristics found throughout much of north-west Europe.
- 2.1.2 Westminster's area accommodates many of the functions of the monarchy and state, including Buckingham Palace, the Houses of Parliament, Whitehall and the Royal Courts of Justice. It is a centre for the headquarters of national and international organisations associated with business and trade, and a location of regional, national and international significance for retailing, higher education, religious affairs, the medical, legal and other professions, media, arts, culture, entertainment and tourism. Many of these activities are concentrated in the Central Activities Zone, shown on Map 1 below, where planning policies protect and encourage mixed uses. Westminster's importance to London is reflected in the fact that during the 2012 Olympic and Paralympic Games, the city will host five events including archery, beach volleyball, cycling, the marathon and the triathlon.
- 2.1.3 The city includes all or part of five Royal Parks, nineteen historic squares and gardens, over 11,000 buildings which are listed as having special architectural or historic interest and 54 conservation areas which cover 78 % of the city's area. It has four of London's main line railway termini with two, Paddington and Victoria, having direct connections to Heathrow and Gatwick airports; and ten out of twelve London Underground lines, including the network's busiest underground station at Victoria. To the north and west of the Central Activities Zone and to its south as far as the River Thames, housing, in a wide variety of built forms, is the principal land use.
- 2.1.4 Because of the scale and quality of many of its buildings, Westminster is commonly perceived to be a wealthy city. It would be more accurate, however, to describe it as a city with considerable wealth and extensive need. For example, of figures provided by the Department of Communities and Local Government show that the city has four wards, which are among the 20 most disadvantaged in Greater London.<sup>1</sup>

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



## 2.2 Population

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

**Table 2.1: Estimated resident population, 2001 - 2005**

| Year | Population total | Change on previous year |         |
|------|------------------|-------------------------|---------|
|      |                  | Number                  | Percent |
| 2001 | 203,300          |                         |         |
| 2002 | 214,400          | +11,100                 | +5.5    |
| 2003 | 222,000          | +7,600                  | +3.5    |
| 2004 | 230,000          | +8,000                  | +3.6    |
| 2005 | 244,400          | +14,400                 | +6.3    |

Source: ONS Mid-Year Estimates of Population, 2001 to 2005

2.2.2 Of all the London boroughs, Westminster (14,400) experienced the largest population growth, followed by the Royal Borough of Kensington and Chelsea (12,200) and Camden (9,000). Over 90% of the latest increase in Westminster's population is due to net migration. This contrasts with 64% which represents the national average and 32% the London average. (Since October 2005 the council has paid for 265 rough sleepers to return home to countries in Eastern Europe). Westminster continues to be dominated by young adults (20-64) who make up 72% of the population. The population of older people (65+) remains stable at around 10%.

2.2.3 Looking to the future, there is likely to be continued population growth, largely as a result of immigration from outside the UK, the population will become more diverse and there will be more young people. Some predictions suggest Westminster's population could be as large as 350,000 by 2016. However, a more conservative estimate suggests 301,000. Either growth scenario will place considerable pressure on the city in terms of additional housing supply, transport infrastructure and other services. At present, Westminster is on target to supply enough housing to meet population growth.

## 2.3 Employment

2.3.1 The Annual Business Inquiry reported a total of 500,000 jobs in the city in 2004, an increase of 0.5 % on the previous year. Table 2.2 below summarises the results of the Inquiry, from which it can be seen that just over three-quarters of these jobs were full-time. The service sector is by far the largest employer with relatively few jobs, now less than 4 %, in manufacturing and construction. Finance, information technology, and other similar business activities [36%], followed by distribution, hotels and restaurants [26%], and public administration, education and health [18%] are the three largest employment groupings. Most of these jobs are located within the Central Activities Zone] and its Frontages and in the Paddington Special Policy Area, close to Paddington Station [see Map 1 above].



**Table 2.2: Jobs in Westminster, Greater London and Great Britain, 2004**

| <i>Type/sector</i>                              | <b>Westminster</b> |                | <i>Area</i><br><b>Greater London</b> | <b>Great Britain</b> |
|---|--------------------|----------------|--------------------------------------|----------------------|
|   | <i>No</i>          | <i>Percent</i> | <i>Percent</i>                       | <i>Percent</i>       |
| Full-time                                       | 417,611            | 75.9           | 73.7                                 | 68.0                 |
| Part-time                                       | 132,412            | 24.1           | 26.3                                 | 32.0                 |
| Total   | 550,024            |                |                                      |                      |
| <i>Type/sector</i>                              | <b>Westminster</b> |                | <i>Area</i><br><b>Greater London</b> | <b>Great Britain</b> |
|   | <i>No</i>          | <i>Percent</i> | <i>Percent</i>                       | <i>Percent</i>       |
| Construction                                    | 4,356              | 0.8            | 3.0                                  | 4.5                  |
| Manufacturing                                   | 16,010             | 2.9            | 5.5                                  | 11.9                 |
| Services:                                       | 527,544            | 95.9           | 91.2                                 | 82.1                 |
| <i>Of which:</i>                                |                    |                |                                      |                      |
| <i>Distribution, hotels and restaurants</i>     | 140,920            | 25.6           | 22.3                                 | 24.7                 |
| <i>Finance, IT, other business activities</i>   | 198,023            | 36.0           | 31.6                                 | 20.0                 |
| <i>Public administration, education, health</i> | 99,388             | 18.1           | 22.7                                 | 26.4                 |
| <i>Other services</i>                           | 62,877             | 11.4           | 7.0                                  | 5.1                  |
| <i>Transport and communications</i>             | 26,336             | 4.8            | 7.7                                  | 5.9                  |
| Other   | 2,114              | 0.4            | 0.3                                  | 1.5                  |

Source: Annual Business Inquiry 2004 Employee Analysis

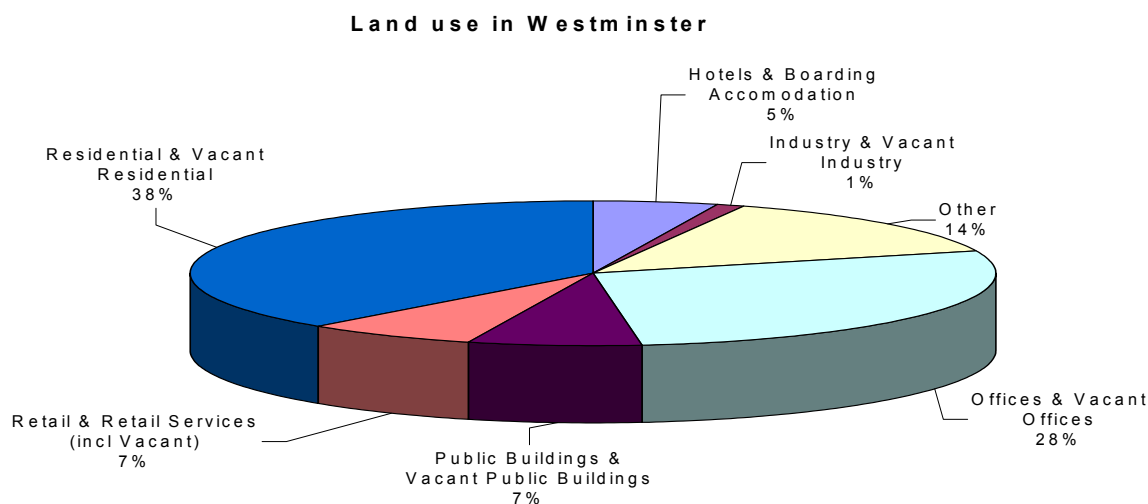
### 2.3.2 Local Authority Business Growth Incentive

The Local Authority Business Growth Incentive (LABGI) is a Government programme that allows local authorities to retain a proportion of local business rates as an incentive to support economic growth and inward investment. LABGI allocations received by each authority are dependent on growth in the rateable values of non-domestic properties (i.e. business rates tax base). Individual baseline and growth targets are set and measured for each local authority, and obtaining LABGI money is dependent on achieving a certain level of growth in the business rates tax base. In 2005/06 Westminster has been awarded £3,805,299 - the maximum the Westminster City Council could receive under the LABGI scheme.

- 2.3.3 Cabinet subsequently agreed that Westminster's LABGI grant for 2005/06 be ring fenced for the purposes of promoting economic growth in Westminster in line with the Council's Economic Development Strategy and the Enterprise theme of One City. The council has established a 'Civic Enterprise Fund' which will provide resources for a range of projects across the City to benefit enterprise and encourage residents to start new businesses.

## 2.4 Land Use

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



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

## 2.5 Planning applications

2.5.1 Westminster is one of the busiest planning authorities in the country. In the last two years the council has handled an average of 6,800 planning applications a year in the categories of application monitored by the Department for Communities and Local Government (CLG), and almost 10,000 applications a year if all categories are taken into account.

**Table 2.3: Planning applications determined by Westminster City Council, April 2004 to March 2006**

| Type of application   | 2004/2005    | 2005/2006    |
|-----------------------|--------------|--------------|
| Major                 | 84           | 76           |
| Minor                 | 2,250        | 2,269        |
| Change of use         | 309          | 297          |
| Householder proposal  | 496          | 476          |
| Advertisements        | 1,578        | 1,732        |
| Listed buildings, etc | 1,576        | 1,531        |
| Other                 | 467          | 609          |
| <b>Total</b>          | <b>6,760</b> | <b>6,990</b> |

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

- 2.5.2 As with last year, the council met the targets set by the government for processing planning applications in the twelve months to March 2006. Just over 75% of major decisions were dealt with within 13 weeks, exceeding the CLG target of 60%. Likewise, 73% of all minor decisions [minor, change of use, householder, adverts and listed buildings, etc] were dealt with within eight weeks, surpassing the target of 65%.

**Table 2.4: Planning applications determined by time taken, April 2005 to March 2006**

| <i>Type of application</i> | <i>Total No</i> | <i>Less than 8 weeks</i> |                | <i>8-13 weeks</i> |                | <i>More than 13 weeks</i> |                |
|----------------------------|-----------------|--------------------------|----------------|-------------------|----------------|---------------------------|----------------|
|                            |                 | <i>No</i>                | <i>Percent</i> | <i>No</i>         | <i>Percent</i> | <i>No</i>                 | <i>Percent</i> |
| Major                      | 76              | 24                       | 32             | 33                | 43             | 19                        | 25             |
| Minor                      | 2,269           | 1,650                    | 73             | 291               | 13             | 328                       | 14             |
| Change of use              | 297             | 163                      | 55             | 48                | 16             | 86                        | 29             |
| Householder                | 476             | 340                      | 71             | 81                | 17             | 55                        | 12             |
| Advertisement              | 1,732           | 1,705                    | 98             | 21                | 1              | 6                         | 1              |
| Listed buildings           | 1,531           | 1,179                    | 77             | 158               | 10             | 194                       | 13             |
| Other                      | 609             | 508                      | 83             | 38                | 6              | 63                        | 10             |
| <b>Total</b>               | <b>6,990</b>    | <b>5,569</b>             | <b>80</b>      | <b>670</b>        | <b>10</b>      | <b>751</b>                | <b>10</b>      |

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

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

**Table 2.5: All planning applications received and determined April 2004 to March 2006**

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

Source: Westminster City Council applications database

## 2.6 Appeals

- 2.6.1 In the two years from April 2004 to March 2006, a total of 456 appeals were determined by the Secretary of State or the Planning Inspectorate in respect of planning applications made to the council. Just over two-thirds of these appeals were dismissed. The council believes its success in securing these dismissals reflects the robustness of its policies. A high proportion of appeals related to applications refused on the grounds of design. In the twelve months to March 2006, the council was successful in 99 [66%] of the 150 appeals made on these grounds.

**Table 2.6: Appeals determined, by outcome, 2004-2006**

| Year          | Allowed    |           | Part allowed,<br>part dismissed |          | Dismissed  |           | Total      |
|---------------|------------|-----------|---------------------------------|----------|------------|-----------|------------|
|               | No         | Percent   | No                              | Percent  | No         | Percent   |            |
| 2004/2005     | 70         | 32        | 5                               | 2        | 141        | 65        | 216        |
| 2005/2006     | 76         | 32        | 5                               | 2        | 159        | 66        | 240        |
| <b>Totals</b> | <b>146</b> | <b>32</b> | <b>10</b>                       | <b>2</b> | <b>300</b> | <b>66</b> | <b>456</b> |

Source: Westminster City Council appeals database

## 2.7 Section 106 agreements

2.7.1 Table 2.7 below gives details of money payable to the council in agreements under s106 of the Town and Country Planning Act 1990. It details developments approved by the authority during the two years from April 2004 to March 2006. The table also provides details where funding is allocated for various works and activities. The table does not include details of developments where the developer/applicant will make a contribution 'in kind' to benefit the wider community or where they have agreed funding and carry out works to enhance or improve a development. It should be noted that in some instances the developer might decide not to carry out the developments concerned. In such cases the council will not receive any payments from the developer.

2.7.2 The assessment of agreements detailed below relates to s106 legal agreements *signed* each financial year. Information reported previously through the AMR related to s106 legal agreements *agreed at Committee* each financial year. The change in reporting reflects the fact that agreements signed rather than agreements agreed represents a clearer analysis of the current situation and likely s106 receipts.

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

| Type of Contribution                          | 2004/05    | 2005/06    |
|---|------------|------------|
| <i>Social / Community Contributions:</i>      |            |            |
| Affordable Housing                            | £8,821,135 | £9,137,365 |
| CCTV / Security                               | £1,104,000 | £928,220   |
| Community Benefits                            | £446,740   | £619,000   |
| Education, Training, Employment               | £0         | £545,303   |
| Code of Construction Practice                 | £80,000    | £125,000   |
| Public Art                                    | £1,380,000 | £1,120,000 |
| <i>Highway / Environmental Contributions:</i> |            |            |
| Cycle Paths / Works                           | £0         | £6,000     |
| Environmental Improvements / Open Space       | £581,472   | £1,284,000 |
| Highway Works                                 | £1,584,032 | £1,435,300 |
| Parking Space Shortfall Mitigation            | £97,000    | £164,000   |
| Pedestrian Works                              | £0         | £260,000   |
| Public Transport Infrastructure               | £0         | £0         |

|  |                    |                    |
|--|--------------------|--------------------|
| Streetscene Works                              | £164,310           | £180,000           |
| Paddington / Victoria Specific Benefits:       |                    |                    |
| Highways and Environment Works – Paddington    | £1,130,000         | £0                 |
| Public Transport Improvements – Paddington     | £1,250,000         | £0                 |
| Social and Community Fund Account – Paddington | £1,620,000         | £215,000           |
| Public Transport Improvements - Victoria       | £60,000            | £13,000            |
| <b>TOTAL</b>                                   | <b>£18,318,689</b> | <b>£16,032,188</b> |

Source: Westminster City Council Section 106 monitoring system

2.7.3 This year's section 106 contribution is lower than last year's. This is due to the completion of parts of the Paddington redevelopments. In 2005/06 no contributions were received for Highways and Environmental works and Public Transport Improvements related to the Paddington developments. In the past, these two elements have made a significant contribution to the overall total (i.e. £2,380,000 for 2004/05).

### **3 CONTEXTUAL CHANGES**

- 3.1 During the twelve months covered by this report, there were significant changes to the context in which the council carried out its functions as a local planning authority.

#### **National**

- 3.2 During summer 2006 the Office of the Deputy Prime Minister was replaced and renamed the Department for Communities and Local Government (CLG). In July 2005 government published a consultation paper on casinos, that proposes to give the council more control over casinos in the city. These changes have been suggested a part of the Gambling Act 2005. This paper was followed by changes to the Use Classes Order, in August 2005. A new circular was produced on Planning Obligations in July 2006; this identified changes in the negotiation of planning obligations, in order to implement the reforms of 2003. This has been classed as interim legislation to precede the adoption of Planning Gain Supplement. Two planning policy statements were published which dealt with specialised areas of planning - Biodiversity and Geological Conservation PPS9 and Planning for Sustainable Waste Management PPS10.
- 3.3 Other proposed changes to legislation introduced during this period included, the Interim Report by Kate Barker into the Land Use Planning System (July 2006) The Planning Gain Supplement was published for consultation in December 2005. This suggested some significant changes to the current obligation system including a standard planning charge alongside collection and distribution of section 106 contributions to be co-ordinated by Government. The council will continue to respond and review its policy approach to these changes in light of any future legislation submitted.

#### **London wide**

- 3.4 In May 2005 the Mayor published draft alterations to the London Plan. This was followed in October 2005 by a sub regional development framework for Central London. Both documents have implications on the spatial development of the city and the city council has responded to both documents. The Westminster City Council has also responded in detail to the Government's Final Proposals for Additional Powers and Responsibilities for London's Mayor and Assembly.
- 3.5 The Mayor of London published supplementary planning guidance on Housing and Sustainable Design and Construction. A best practice guide has also been produced assisting in the formation of Developments Plan Policies for Biodiversity. A draft Supplementary Planning Guidance Note was published for comment on London's View Management Framework.

#### **Westminster**

- 3.6 In November 2005 Westminster published for consultation "One City" a white paper for Westminster covering the period 2006-2011. This replaces the Civic Renewal programme. One City focuses on Westminster's communities with the aim of empowering people to play a fuller life in the city. This will inform the development of the Local Development Framework.
- 3.7 During the year, the council itself published three supplementary planning guidance notes dealing with Flags in Soho, November 2005, Tables and Chairs on the Highway and Enforcement [Fourth Edition] both in April 2005. It

has issued for public comment supplementary planning and design guidance on Chinatown, a draft Open Space Strategy, Entertainment Uses in Westminster, Inclusive Access and Design, Planning Obligations, Plant and Machinery, Satellite Dishes / Telecommunications equipment and Tables and Chairs in Covent Garden. The council issued draft, or final, planning briefs for four sites in the city during the year. In addition, the council consulted upon and Adopted five Conservation Area Audits as guidance. It also prepared and consulted on the draft Soho Action Plan in 2006.

## **4 LOCAL DEVELOPMENT SCHEME**

- 4.1 Within the context of creating the Local Development Framework [LDF] for Westminster, a key responsibility of the local planning authority is to produce a Local Development Scheme [LDS]. The council Adopted its first scheme for the city in March 2005: its purpose is to show which documents the authority will produce as part of its LDF during a three-year period. The LDS has been reviewed and updated and the revised version, published in December 2006, looks forward to 2010.
- 4.2 The Local Development Scheme identifies the replacement UDP and related supplementary planning guidance as providing comprehensive policy coverage for a full three years from the adoption of the replacement UDP. It has not been possible to adhere to the provisional timetable for adopting the replacement UDP, as set out in the LDS published earlier in 2005. This is because of extended discussions with the Government Office for London, the Greater London Authority and Ministers over revised affordable housing policies after a direction was issued by the First Secretary of State under s17 of the Town and Country Planning Act 1990. It was delayed further due to the public response to Policy TRANS 18 [A] Road Improvements in the Transport chapter. The changes in the latter TRANS 18 [A] policy reflected the need to modify a road safeguarding line along the Edgware Road. As a result, it is now expected that the RUDP will be Adopted on the 24 January 2007.
- 4.3 The Statement of Community Involvement was submitted to the Secretary of State during April 2006. The binding report of the independent inspector appointed by the Secretary of State was received at the end of October 2006. The document was judged to of met six of the nine tests of soundness, only minor amendments were required to the document to satisfy these tests. It is anticipated the SCI will be Adopted by the end of January 2007. The Core Strategy is also meeting the milestones as reflected in the first Annual Monitoring Report.
- 4.4 The timetable for the production of the Generic Development Control Policies Development Plan Document has been reprogrammed and will start earlier in January 2007 rather than June 2007 as identified in the first AMR. This reflects the council's recognition that work needs to start earlier to ensure the replacement policies will be in place by January 2010. The revised timetable can be seen in the diagram in Appendix 1 to this report.
- 4.5 The Open Space Strategy and Public Realm Development Plan Documents are now being prepared as separate SPD documents with separate time frames. The Open Space Strategy Supplementary Planning Document should be Adopted in March 2007. The Open Space Strategy element has not slipped and will be Adopted earlier than identified in the previous AMR. However, The Public Realm Strategy SPD is due to be completed by December 2007. This slippage in the timetable is due to the need to gather information separately on public realm issues and the need to engage with other departments to ensure key issues covered in the SPD are reflected in their strategies. This approach will ensure a holistic approach is taken to improve and manage Westminster's public realm. These problems have been beyond the control of this City Planning Group. These revised timetables are shown below.



**Table 4.1: Timetable for progressing Local Development Scheme items**

**[a] Adoption of replacement UDP**

*Key milestones*

|  |                |
|--|----------------|
| Publication of modifications           | July 2006      |
| Representations on modifications       | September 2006 |
| Consideration of representations       | October 2006   |
| Adoption of plan, if no inquiry needed | January 2007   |

**[b] Adoption of Statement of Community Involvement**

*Key milestones*

|   |              |
|---|--------------|
| Submission of Statement to Secretary of State | April 2006   |
| Receipt of inspector's report                 | October 2006 |
| Adoption and publication of document          | January 2007 |

**[c] Adoption of Core Strategy DPD**

*Key Milestones*

|   |                |
|---|----------------|
| Evidence gathering and initial consultation | January 2006   |
| Start production of the document            | March 2006     |
| Publication of issues and options           | March 2007     |
| Publication of preferred options            | October 2007   |
| Submission to Secretary of State            | May 2008       |
| Pre-examination meeting                     | September 2008 |
| Public examination                          | November 2008  |
| Adoption and publication of document        | October 2009   |

**[d] Adoption of Open Space Strategy SPD**

*Key Milestones*

|   |                            |
|---|----------------------------|
| Evidence gathering and initial consultation | January 2004 – April 2005  |
| Prepare draft SPD                           | June – July 2006           |
| Public participation on draft SPD           | July – September 2006      |
| Representations and finalise SPD<br>2006    | October – December<br>2006 |
| Adoption                                    | January – March 2007       |

**[e] Adoption of Public Realm Strategy SPD**

*Key Milestones*

|   |                              |
|---|------------------------------|
| Evidence gathering and initial consultation<br>2005 | April 2004- December<br>2005 |
| Prepare draft SPD                                   | January 2006- May 2007       |
| Public participation on draft SPD                   | June – July 2007             |
| Representations and finalise SPD                    | August – September 2007      |
| Adoption  | April - December 2007        |

## 5 MONITORING FRAMEWORK

- 5.1 Westminster City Council has undertaken the systematic monitoring of development activity since 1990 and has reported the main points in previous monitoring reports. The most recent of these to pre date the first AMR, covering the years 1997 to 2001 was issued in 2003. Details of the land uses covered by monitoring and the extent of survey coverage are set out in Table 5.1 below. Originally the surveys covered housing, office and hotel developments, but they were later extended to cover entertainment uses [restaurants and cafés, pubs and bars, and night clubs], retail uses, and hostels. Because the surveys involve following the progress of proposals from the application stage, through permissions and construction to completion, the databases are known as ‘pipelines’.
- 5.2 In previous years the surveys were carried out between February and April so that they covered development undertaken in the preceding calendar year. In 2006 the surveys started in late April so that they match the financial year required in the regulations relating to AMR’s. This transition year has meant that permissions granted between January 2005 and March 2005 have been included in this monitoring period. The pipelines have been extended to cover industrial uses, research and development uses and storage. The council now monitors sustainability issues relating to planning permissions based upon energy, water, pollution, materials, transport, ecology and health and well-being.

**Table 5.1: Development monitoring activity, 1990 to 2006, and proposals**

| <i>Land Use monitored</i>   | <i>Details of monitoring activity</i>  |
|---|--|
| Residential units [‘Respipe’]   | From 1990 to 1999, all planning permissions over five units. From 2000, all proposed losses and gains of residential units. No further changes proposed. |
| Office floorspace [‘Offpipe’]   | Started 1990. Office permissions over 1,000 sq m. Threshold lowered to 200 sq m 05/06  |
| Hotel rooms [‘Hotpipe’]   | Started 1990. All proposed gains and losses of hotel rooms. No changes proposed.   |
| Public houses and bars, cafés and restaurants and nightclubs [‘Entspipe’] | Started 2001. All proposed gains and losses of entertainments floorspace. A4 and A5 uses monitored from 05/06 onwards.                                   |
| Retail [‘Shopipe’]  | Started 2003. All shop floorspace gains and losses. Permissions from 2001 to 2003 added 05/06  |
| Hostel uses [‘Hostpipe’]  | Started 2003. All hostel space gains and losses. No changes proposed.  |
| Industrial, research and development and storage uses [‘Indpipe’]         | Started 2005. All ‘business development floorspace gains and losses.   |
| Sustainability Analysis System  | Started 2006. Records benefits obtained from planning permissions relating to energy (renewable sources), water (urban drainage systems,                 |

conservation etc), pollution (noise reduction measures, light spill etc), materials (ecohome/Breeam standard), ecology (green roof, species protection etc) and health and well being (recycling, ducting from cafes, open space provision etc)

- 5.3 The city council has an internal research network to exchange and collate information held by various departments within the organisation. This network has helped in the preparation of this report. The council, along with its partners in The Westminster Partnership, including the local Primary Care Trust, the Metropolitan Police and government agencies, is establishing a “research observatory” (City of Westminster Statistics COWSTAT) where data can be stored, shared and analysed. It is hoped that this resource will be available from early 2007. The council also shares cross boundary information and research methods with other boroughs in the Central London sub-region as set out in the London Plan. The council has continued to contribute to the London Development Database administered by the Greater London Authority. Pages from this database became available online [[www.ldd.london.gov.uk](http://www.ldd.london.gov.uk)] towards the end of 2005.
- 5.4 The government’s good practice guidance to local planning authorities lists the matters which they should cover as ‘core’ indicators in Annual Monitoring Reports. These issues are dealt with in Section 6 of this report, with the exception of minerals, where the council has no duties as a minerals planning authority.

## 6 MONITORING RESULTS

### 6.1 Business Development

6.1.1 Government guidance requires authorities to monitor:

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

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

6.1.3 Offices are the principal form of commercial activity in Westminster with a stock of 9 million sq m of floorspace and indeed the office stock is almost as large as that in the City of London [7.4 million sq m] and in the Docklands [2.3 million sq m]<sup>2</sup> combined. Whilst the council aims to encourage commercial activity, it also seeks to protect the many other activities which operate in the city and which are important to character and function.

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

6.1.5 The development plan policies encourage economic activity and direct larger scale business development to the CAZ, the CAZ Frontages and the Paddington Special Policy Area [PSPA] where it is most appropriately located. The PSPA is an important regeneration area where the city council wishes to bring back into use a large area of underused land for mixed business development and housing. Table 6.1 below summarises the office floorspace completed in Westminster in 2004 and 2005/6. Nearly 270,000sqm of new or refurbished office space was completed in Westminster during this period.

**Table 6.1: Office floorspace completed, 2004 to 05/06, and in the pipeline**

| Year | Existing<br>Floorspace | Proposed<br>Floorspace | sq m<br>Net change |
|------|------------------------|------------------------|--------------------|
|------|------------------------|------------------------|--------------------|

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

|                            |                |                |                |
|----------------------------|----------------|----------------|----------------|
| 2004                       | 81,536         | 95,101         | 13,565         |
| 05/06                      | 221,309        | 174,731        | -46,578        |
| <b>Total</b>               | <b>302,845</b> | <b>269,832</b> | <b>-33,013</b> |
| Under construction in 05/6 | 278,256        | 600,563        | 322,307        |
| Unimplemented at 06/06     | 102,431        | 125,322        | 22,891         |

Source: Offpipe

- 6.1.6 The table indicates, however, that there has been an overall net loss to the office stock of 33,000sqm. This net loss can be explained by two major developments completed during the monitoring period. The former government offices complex at 2 Marsham Street has been replaced by a mixed use development comprising new HQ offices for the Home Office and 131 new residential units, including 33 affordable housing units. This involved a reduction in office space on this site of nearly 26,000sqm. At 199 Knightsbridge, a former large office scheme has been replaced with a residential scheme comprising 165 new residential units but involving the loss of 37,000sqm of office space. If these two schemes are discounted there would have been a net addition to the city's office stock of 30,000sqm.
- 6.1.7 Table 6.1 also indicates the future office pipeline. Over 600,000 sq m of office floorspace was under construction at mid-2006. When completed this would contribute 322,300 sq m net additional office floorspace in the city. In addition to this there was further 125,000 sq m of office floorspace in the pipeline, permitted but yet to be implemented.
- 6.1.8 Table 6.2 below shows the distribution of new office floorspace completed in the city, by policy area. During 2005/6 the policies continued to be successful in directing over 96% of all office development to the CAZ and its frontages and the PSPA, and restricting office growth outside these areas. Outside the CAZ, its frontages and the PSPA, there was a small overall increase in office floorspace of under 2,000sqm in this period, reflecting the restraint policies and the priority given to housing in these areas. Whilst only a small amount of office space was completed with in PSPA during this period some 363,000 sq m is under construction within the PSPA and due to be completed within the next two years.

**Table 6.2: Office floorspace completed, 2004 to 05/06, by Policy Area**

|                            | <i>Existing<br/>Floorspace</i> | <i>Proposed<br/>Floorspace</i> | <i>sq m<br/>Net change</i> |
|----------------------------|--------------------------------|--------------------------------|----------------------------|
| Central Activities Zone    | 216,176                        | 168,550                        | -47,626                    |
| Paddington SPA             | 1,674                          | 837                            | -837                       |
| North-West Westminster SPA | 0                              | 0                              | 0                          |
| Rest of Westminster        | 3,459                          | 5344                           | 1,885                      |
| <b>Total</b>               | <b>221,309</b>                 | <b>174,731</b>                 | <b>-46,578</b>             |

Source: Offpipe

- 6.1.9 Despite the policy in the replacement UDP to encourage new business development in the North-West Westminster Special Policy Area, there were no office completions in that area during the two years in question even though the AMR has been extended to cover smaller scale business developments within the North-West Westminster area from 2005. This policy

area will be reviewed in relation to the Westminster City Council's One City programme and the emerging Core Strategy for the LDF.

- 6.1.10 **Industrial uses** Although industrial uses occupy less than 1% of the total floorspace in Westminster. In Westminster, industrial uses are not typical of other parts of the country, as a result the council has commissioned consultants to gain a more detailed understanding of the nature and requirements of industrial uses many of which are referred to as Creative Industries. The study will also review the impact that planning policies have on their location and activity. The outcomes of this study will inform the Creative Industries section of the future AMR.
- 6.1.11 **Creative Industries** The Creative industries definition has been adapted by the Department of Culture Media and Sport. These industries are defined as those that have their origin in individual creativity, skill and talent and which have a potential for wealth and job creation through the generation and exploitation of intellectual property. The creative economy in Westminster employs over 83,000 people, accounting for over 15% of all employment in the city<sup>3</sup> and contributes to more creative industry employment than any other London borough. More than any other borough, Westminster experienced the largest growth in creative jobs growth between 2003-2004<sup>4</sup>.
- 6.1.12 Creative industries are mainly located in and around Soho, East Marylebone and Covent Garden. There are also small-scale industrial premises in other parts of Westminster, particularly in mews properties. Policies in the UDP aim to protect existing, and encourage new, light industrial floorspace within the Creative Industries Special Policy Area, and aim to protect existing small-scale industrial uses elsewhere in Westminster.

| <i>Year of permission</i>  | <i>Existing Floorspace</i> | <i>Proposed Floorspace</i> | <i>sq m Net change</i> |
|----------------------------|----------------------------|----------------------------|------------------------|
| 05/06                      | 1,119                      | 298                        | -821                   |
| <b>Total</b>               | 1,119                      | 298                        | -821                   |
| Under construction in 2006 | 872                        | 2,288                      | 1,416                  |
| Unimplemented at 2006      | 2,430                      | 458                        | -1972                  |

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

- 6.1.13 For the first time the council has monitored completion of industrial floorspace in the AMR. Table 6.3 indicates that in 2005/06 under 300sqm of light industrial floorspace was completed in Westminster and there was a loss of over 800 sqm of light industrial floorspace. However, at mid-2006, over 2,000 sqm of light industrial floorspace was under construction and this would represent a net addition to the stock of over 1,140sqm when completed. Most of this future growth will be within the Creative Industries Special Policy Area.

<sup>3</sup> Nomis (Annual Business Inquiry) Figures obtained 2004 using the accepted DCMS (SIC) definition of creative industries.

<sup>4</sup> Nomis (Annual Business Inquiry) 2004.

**Table 6.4: General Industrial and Warehousing floorspace completed, 05/06 and pipeline**

| <i>Year of permission</i>  | <i>Existing Floorspace</i> | <i>Proposed Floorspace</i> | <i>sq m Net change</i> |
|----------------------------|----------------------------|----------------------------|------------------------|
| 05/06                      | 1,626                      | 259                        | -1367                  |
| <b>Total</b>               | 1,626                      | 259                        | -1367                  |
| Under construction in 2006 | 2,253                      | 0                          | -2,253                 |
| Unimplemented at 2006      | 891                        | 1,375                      | 544                    |

Source: Indpipe

6.1.14 Table 6.4 shows that there continued to be a decline in the extent of general industrial and warehousing floorspace in the city, particularly the latter, with a net loss in completed schemes of over 1,300 sqm and future loss in schemes under construction of over 2,500 sqm. Most of these losses will occur outside central Westminster and the PSPA where housing is the highest priority use. In many cases the loss of these industrial uses resulted in new or converted housing and often in improved local amenity.

6.1.15 There is no Strategic Industrial Land in Westminster therefore we are unable to survey this information.

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

**Table 6.5: Hotel development completed, 2004 to 05/06 and in the pipeline**

| <i>Year</i>                | <i>Proposals</i> | <i>Existing Bedrooms</i> | <i>Proposed Bedrooms</i> | <i>bedrooms Net change</i> |
|----------------------------|------------------|--------------------------|--------------------------|----------------------------|
| 2004                       | 6                | 495                      | 619                      | 124                        |
| 05/06                      | 11               | 491                      | 748                      | 257                        |
| <b>Total</b>               | <b>17</b>        | <b>986</b>               | <b>1,367</b>             | <b>381</b>                 |
| Under construction in 2006 |                  | 728                      | 1,319                    | 591                        |
| Unimplemented at 2006      |                  | 792                      | 1,293                    | 501                        |

Source: Hotpipe

**Table 6.6: Hotel development completed, 2004 to 05/06, by Policy Area**

| <i>Policy Area</i>      | <i>Proposals</i> | <i>Existing Bedrooms</i> | <i>Proposed Bedrooms</i> | <i>bedrooms Net change</i> |
|-------------------------|------------------|--------------------------|--------------------------|----------------------------|
| Central Activities Zone | 7                | 458                      | 792                      | 334                        |
| Outside CAZ             | 10               | 528                      | 575                      | 47                         |
| <b>Total</b>            | <b>17</b>        | <b>986</b>               | <b>1,367</b>             | <b>381</b>                 |

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

- 6.1.17 Table 6.5 shows that during 2004 and 2005/6, 17 schemes involving hotel development were completed in Westminster with almost 1,370 bedrooms constructed, representing an addition of 381 bedrooms to Westminster's total stock. A further 1,319 bedrooms were under construction in mid - 2006 that will lead to an additional 591 bedrooms to the city's hotel stock when completed.
- 6.1.18 Table 6.6 shows that during 2004 and 2005/6, 7 new or extended hotels were opened in Central Westminster providing an additional 334 bedrooms to the hotel stock in the CAZ or on CAZ frontages. Major new hotels opened include the Courthouse Kempinski Hotel in Great Marlborough Street. Although 575 new or refurbished hotel bedrooms were completed outside Central Westminster during 2004 and 2005/6, this represented a net increase of only 47 bedrooms.
- 6.1.19 The pattern of hotel development reflects the UDP policy approach, which guides new hotels to Central Westminster and the PSPA, allows for some small scale additions to existing hotels elsewhere but also provides scope for the conversion of some hotels to housing use outside central Westminster where they give rise to amenity problems. 60% of all new or refurbished hotel bedrooms were completed in Central Westminster during 2004 and 2005/6 and 88% of the additions to the city's hotel bedrooms stock occurred in Central Westminster.
- 6.1.20 **Loss of employment land to housing** Development plan policies do not allocate land in the city solely for employment purposes. However, the council has monitored the conversion of offices to housing since 1992, when a surplus of office space and market activity led to the increasing use of former offices as a new form of housing supply. Table 6.7 shows that 127 residential units were provided in the city during 2004 and 2005/6 from the conversion of offices to housing. In the period between 1997 and 2001 planning permission was given to a total of 263 conversion proposals involving 1,213 units, so that conversion activity has recently been on a lesser scale than before and fewer residential units were provided from this source in 2005/6 than in 2004.

**Table 6.7: Housing converted from offices, 2004 to 05/06**

| <i>Year</i>  | <i>Floorspace<br/>sq m</i> | <i>Housing units<br/>completed</i> |
|--------------|----------------------------|------------------------------------|
| 2004         | 14,345                     | 79                                 |
| 05/06        | 6,563                      | 48                                 |
| <b>Total</b> | <b>20,908</b>              | <b>127</b>                         |

Source: Respipe

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



## 6.2 Housing

### 6.2.1 The government's guidance requires authorities to

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

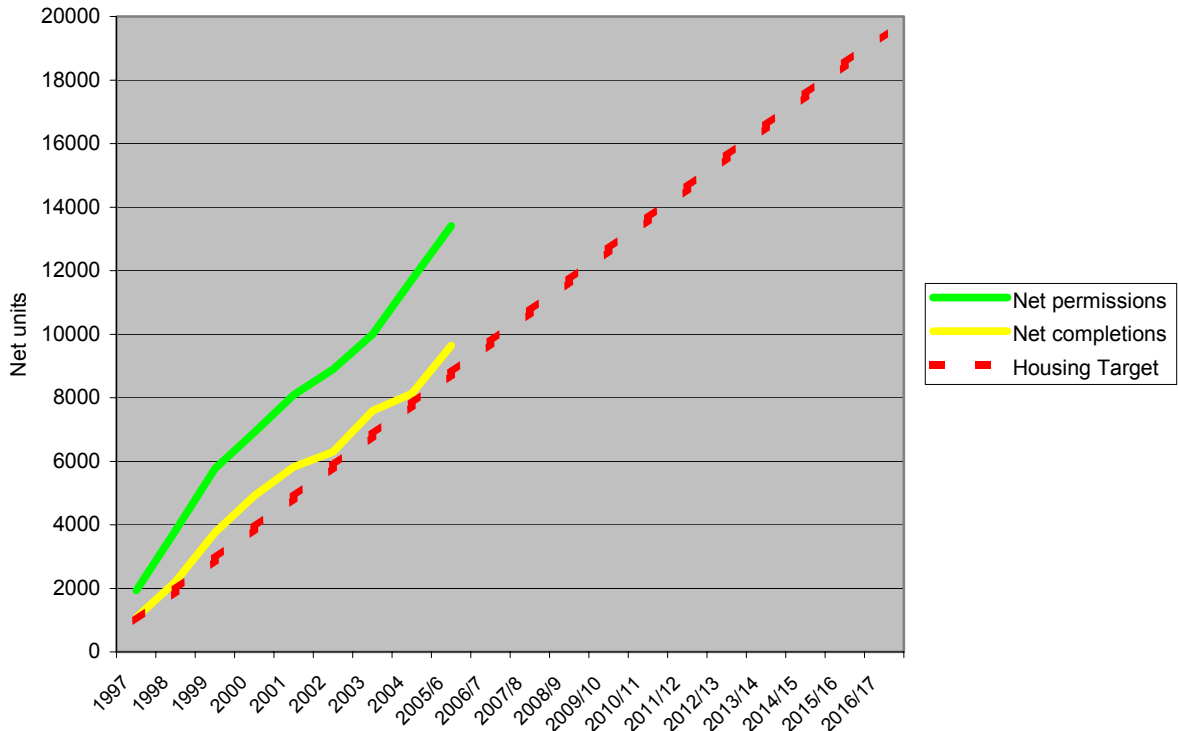
### 6.2.2 It also requires authorities to monitor:

[b] the percentage of new and converted dwellings built on previously developed land;  
[c] the percentage of new dwellings completed at various density 'bands'; and  
[d] the number of affordable housing completions.

**6.2.3 Housing trajectory** The council's 1997 development plan and the replacement UDP due to be adopted in January 2007 attach the highest priority to housing. In general terms, policies make housing the preferred use on many sites and restrict the development options of others so that only housing development can take place. In the replacement UDP, Policy STRA 14 seeks to prevent the loss of housing to other uses, and to secure the maximum amount of housing. STRA 14 also sets out the strategic target for affordable housing. Policy STRA 15 seeks to require a variety of housing types to meet current and future demand for housing, including a variety of sizes and tenures. Policy STRA 16 seeks to protect and improve the residential environment and residents' amenities and make best use of the city's housing stock. These strategic policies are carried through into more detailed policies within the Housing chapter of the replacement UDP.

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

Figure 1: Cumulative Residential Permissions and Completions 1997-2005/6



6.2.5 Figure 1 above illustrates the cumulative number of residential units permitted in Westminster since 1997, in relation to the target in the replacement UDP and London Plan. Between 1997 and 2005/6, planning permission was given for developments in the city providing for an additional 13,413 residential units, an average of 1,490 residential units a year.

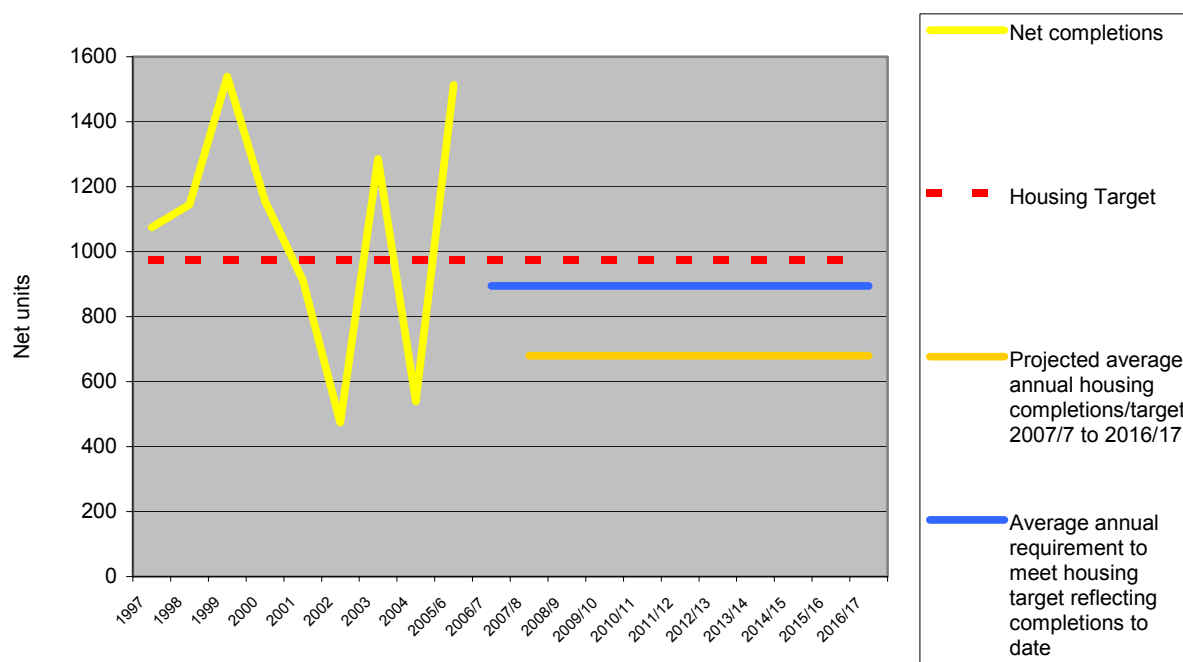
6.2.6 A net total of 9,639 residential units were completed in the nine years from 1997 to 2005/6, an average rate of 1,071 additional units per year. This exceeds the development plan target by 10%. In the year 2005/6, a net addition of 1,513 residential units were completed in Westminster.

6.2.7 If the city is to meet the London Plan target, 9,841 additional dwellings are required within Westminster over the remaining 11 years of the housing target period, a rate of just under 895 units per year.

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

6.2.9 The Draft Alterations to the London Plan sets out a new target of 6,800 additional homes to be developed in Westminster between 2007/8 and 2016/17. The annualised figure of 680 units is lower than the current 974 homes per year target, and reflects the future scarcity of large sites suitable for residential development. The new target is shown in Figure 2 as is the projected average annual completion rate up to 2016/17.

**Figure 2: Housing Trajectory 1997-2016/17**



**6.2.10 Use of previously developed land** All residential developments in the city over the period 1997 to 2005/6 took place on previously developed land.

**6.2.11 Residential density** The nature of much of Westminster’s built fabric and the high land values [some of the highest in the country] which prevail, do not allow for low density residential development. These factors, combined with planning policies seeking high-density residential schemes, encourage developers to provide well designed, high-density housing. As can be seen from Table 6.8 below, only 2 % of new housing completed in 2005/6 was built at a density below 50 units per hectare. Lower densities mostly occur in the more spacious parts of the city, such as St John’s Wood, where conservation policies preserving character and appearance are an important consideration.

**Table 6.8: Density of new residential development, 2005/06**

| Density                         | Dwellings completed<br>Percent |
|---------------------------------|--------------------------------|
| Lower than 30 dwellings/hectare | 0.72                           |
| 30 to 50 dwellings/hectare      | 1.21                           |
| Over 50 dwellings/hectare       | 98.07                          |

Source: London Development Database

**6.2.12 Affordable housing** A total of 2,264 affordable units were completed between the beginning of 1997 and the end of 2005/6. This represents 23.5% of all completed residential units, although the figure varies considerably from year to year. Affordable housing includes completions secured on sites by means of Section 106 agreements, completions by or for Registered Social Landlords, plus individual properties that have been secured for social housing where planning permission was not required. In the year 2005/6, 298

affordable units were completed, representing nearly 20% of the dwellings completed in that year. This included schemes with a significant number of affordable units at the new Home Office, Marsham Street, at Neville House, Page Street and Hermitage Street, Paddington.

**Table 6.9: Affordable housing completed in Westminster, 1997 to 2005/6**

| Year         | Affordable Housing |              |              | dwellings completed |                       |
|--------------|--------------------|--------------|--------------|---------------------|-----------------------|
|              | Sec 106            | Non-s.106    | Total        | All Housing Total   | Affordable percentage |
| 1997         | 0                  | 181          | 181          | 1,075               | 30.5                  |
| 1998         | 0                  | 247          | 247          | 1,145               | 21.6                  |
| 1999         | 21                 | 177          | 198          | 1,539               | 12.9                  |
| 2000         | 30                 | 355          | 385          | 1,156               | 33.3                  |
| 2001         | 97                 | 204          | 301          | 912                 | 33.0                  |
| 2002         | 141                | 206          | 347          | 474                 | 73.2                  |
| 2003         | 62                 | 92           | 154          | 1,286               | 12.0                  |
| 2004         | 88                 | 65           | 153          | 539                 | 28.4                  |
| 2005/6       | 284                | 14           | 298          | 1,513               | 19.7                  |
| <b>Total</b> | <b>723</b>         | <b>1,541</b> | <b>2,264</b> | <b>9,639</b>        | <b>23.5</b>           |

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

6.2.13 Table 6.9 shows that the overall proportion of housing provided in the city which meets the definition of 'affordable' falls short of the 50% strategic target for Greater London as a whole, set out in the London Plan published in February 2004. However, it should be borne in mind that small schemes do not trigger the threshold for affordable housing, and that the UDP affordable housing percentage has varied since 1997. Between 1997 and 2000 [shaded lightly in the table] the city council's policy and practice was for 25% of housing on sites of 15 units or more to be affordable, and from 2001 onwards [shaded more heavily] the requirement was increased to 30%. The policy has now been modified so that there is a strategic target of 50% affordable housing (the percentage is stepped from 10% to 30% and 10% to 50% depending upon scheme size and location) on schemes providing 10 or more units. This latest variation has been used for development control purposes since January 2006. However, completions of housing developments often follow a year or more behind planning permission.

6.2.14 **Short Term Lets** Short term letting is defined as temporary sleeping accommodation occupied by the same person for less than 90 consecutive nights. It is concentrated in central, affluent areas, in close proximity to services, tourist attractions and commercial centres. Research into the extent of the problem has been updated for the monitoring period 2005/2006 (initial results are published below) and further results will be published in the next Annual Monitoring Report. This practice causes several problems for Westminster. It reduces the availability of permanent housing and long lease housing forcing up rental values and it can affect the amenity of residents who share a block with short-term lets present. The Greater London Council (General Powers) Acts 1973 and 1983 allows Westminster City Council to

control short-term letting as through UDP policies H1 (preventing the loss of housing) and H2 (preventing the use of housing by non-permanent residents).  
**Financial Year 2005/2006 (April 2005-March 2006)**

Short Term Lets (STL) Investigations Opened: 546

Enforcement Notices Issued: 10

**N.B.** Due to the time lag which occurs in the enforcement process, STL investigations opened in 2005/2006 are unlikely to be turned into Enforcement Notices in the same period. Also, the Enforcement Notices figures only run up to August 2005, so only part of the 2005/6 financial year is covered.

**6.2.15 Housing Commission** In September 2005 Westminster City Council established an independent Housing Commission charged with the task of identifying new and creative ways to combat the city's shortage of affordable housing. The scope of the Commission was based upon assisting the council in providing new ways to:

- Ensure that a variety of quality homes are available to Westminster residents with a range of housing needs,
- Best deliver 'intermediate' market solutions,
- Address more effectively and prevent problems of homelessness, overcrowding and other forms of housing need.

The Housing Commission's Report was published in September 2006, and provides a series of recommendations in relation to: managing demand effectively with robust approach to increasing supply; using the planning system; social housing; the private rented sector; the intermediate housing market; and, the provision of comprehensive housing advice. A number of the 'planning related' recommendations will be taken forward by the council in the Core Strategy to be developed as part of the new Local Development Framework.

## **6.3 Transport**

6.3.1 The government's guidance requires authorities to monitor:

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

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

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

Victoria Coach Station and two river bus terminals. Accordingly, all residential development completed in the city during the year 05/06 was located within thirty minutes' public transport time of a general practitioner's surgery, a hospital, primary and secondary schools, areas of employment; and a major retail centre.

## **6.4 Local Services**

6.4.1 The government's guidance requires authorities to monitor:

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

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

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

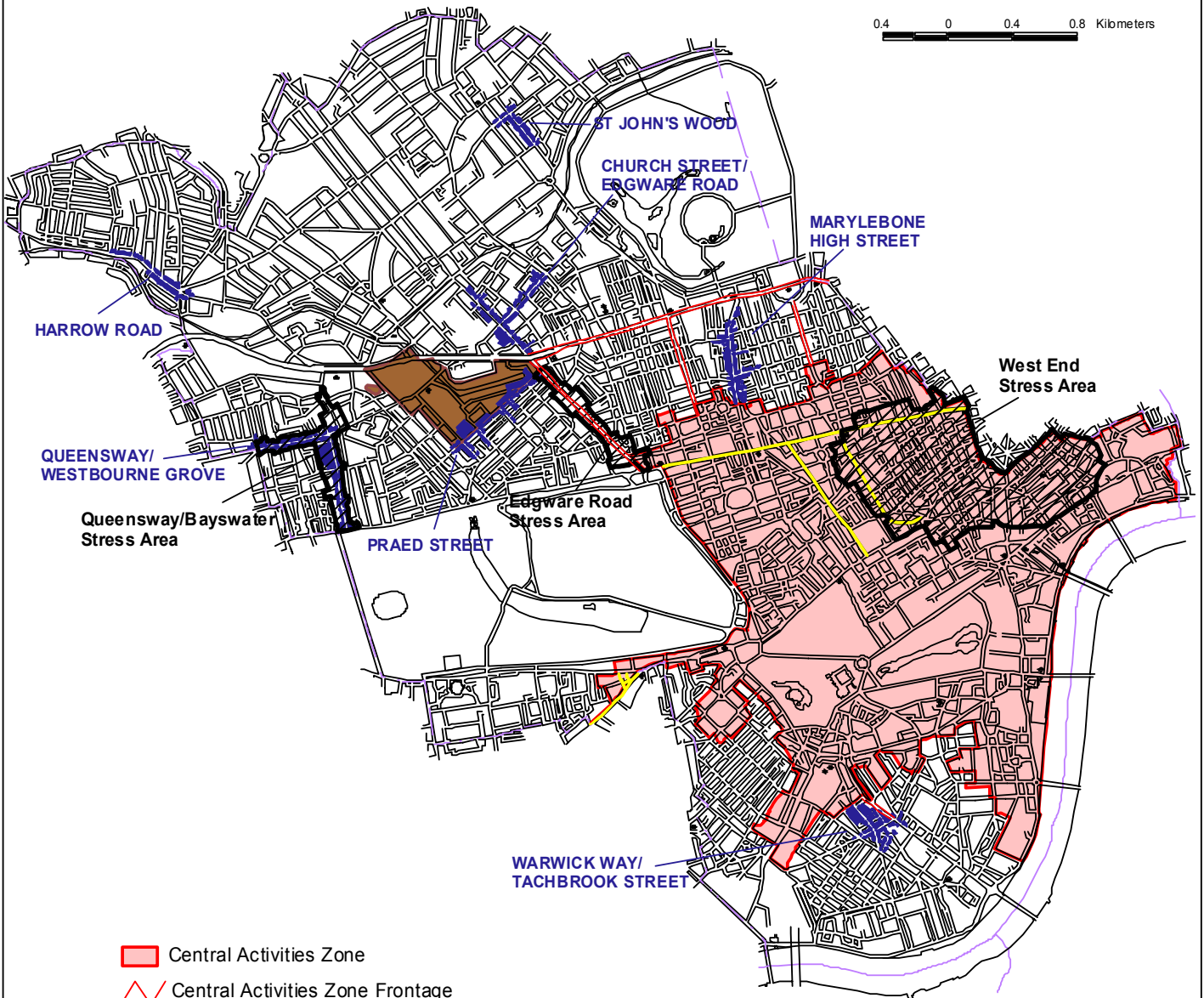
6.4.2 In this report offices are covered in the section above dealing with business development.

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

# MAP 2 MAIN POLICY AREAS IN WESTMINSTER



0.4 0 0.4 0.8 Kilometers



- Central Activities Zone
- Central Activities Zone Frontage
- Paddington Special Policy Area
- Stress Area
- Primary Shopping Frontage/International Shopping Centre
- District Shopping Centre

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

- 6.4.4 The Central Activities Zone has a wide range of shopping facilities. These include the primary frontages of Oxford, Regent and Bond Streets in the West End and part of the Knightsbridge centre extending into Kensington and Chelsea. There are also a number of smaller shopping frontages which have specialist functions, and areas which provide local facilities for people living or working nearby. The replacement UDP sets out policies to protect the vitality and viability of these shopping areas, by ensuring that retail development is concentrated within them.
- 6.4.5 *Shopping floorspace in Westminster.* The replacement UDP seeks to ensure that existing shopping facilities are protected and, where appropriate, new shops are provided. Policy STRA 10 aims to maintain and increase the number and range of shops in the city, while policy SS1 is a general policy establishing the principle of protection for uses in Use Class A1.
- 6.4.6 Table 6.10 below shows that there was a net gain in the total amount of A1 shop floorspace in Westminster in both 2004 and 2005/6, with 5,300 sq m in the latter year. Schemes under construction at the end of 05/06 will provide a further net increase of 17,300 sq m and there is a net gain of 13,900 sq m in schemes with planning permission.

**Table 6.10: Change in shop floorspace, 2004 and 05/06, and in the pipeline**

|                       |                      |               |               | sq m              |
|-----------------------|----------------------|---------------|---------------|-------------------|
| <i>Year completed</i> | <i>No of schemes</i> | <i>Losses</i> | <i>Gains</i>  | <i>Net Change</i> |
| 2004                  | 40                   | 4,578         | 14,162        | 9,584             |
| 05/06                 | 87                   | 8,469         | 13,798        | 5,329             |
| <b>Total</b>          | <b>127</b>           | <b>13,047</b> | <b>27,960</b> | <b>14,913</b>     |
| Under construction    | 96                   | 40,092        | 57,390        | 17,298            |
| Unimplemented         | 132                  | 23,519        | 37,432        | 13,913            |

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

- 6.4.7 *Shopping floorspace in the Central Activities Zone.* Almost all the net increase in A1 floorspace occurred in the Central Activities Zone. Achieving increases in shopping floorspace within the CAZ fulfils the aim of policy STRA 11, which is to maintain and enhance the West End and Knightsbridge as shopping centres of international importance. It also demonstrates the effectiveness of policies SS3, SS4 and SS5, which protect existing shop floorspace and encourage the provision of new shopping facilities in the CAZ. The policies are ensuring that shopping facilities are being renewed and more shopping floorspace is being provided.
- 6.4.8 In both 2004 and 2005/6, the net increase in A1 floorspace in the CAZ was more than the total net increase for the whole of the city, 'compensating' for a loss of A1 floorspace outside the designated centres.



**Table 6.11: Change in shop floorspace in the Central Activities Zone, 2004 and 05/06, and in the pipeline**

| sq m                  |                      |               |               |                   |
|-----------------------|----------------------|---------------|---------------|-------------------|
| <i>Year completed</i> | <i>No of schemes</i> | <i>Losses</i> | <i>Gains</i>  | <i>Net Change</i> |
| 2004                  | 22                   | 2,292         | 12,542        | 10,250            |
| 05/06                 | 59                   | 4,823         | 11,159        | 6,636             |
| <b>Total</b>          | <b>81</b>            | <b>7,115</b>  | <b>23,701</b> | <b>16,886</b>     |
| Under construction    | 61                   | 33,747        | 50,029        | 16,282            |
| Unimplemented         | 73                   | 20,661        | 32,470        | 11,809            |

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

**Table 6.12: Change in shop floorspace in the Primary Frontages International Centres, 2004 and 05/06, and in the pipeline**

| sq m                  |                      |               |               |                   |
|-----------------------|----------------------|---------------|---------------|-------------------|
| <i>Year completed</i> | <i>No of schemes</i> | <i>Losses</i> | <i>Gains</i>  | <i>Net Change</i> |
| 2004                  | 6                    | 340           | 5,030         | 4,690             |
| 05/06                 | 6                    | 2,148         | 7,790         | 5,642             |
| <b>Total</b>          | <b>12</b>            | <b>2,488</b>  | <b>12,820</b> | <b>10,332</b>     |
| Under construction    | 1                    | 0             | 106           | 106               |
| Unimplemented         | 3                    | 984           | 2435          | 1,451             |

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

- 6.4.9 *Shopping floorspace inside the International Centres' Primary Shopping Frontages.* There was a significant amount of retail development in the Primary Frontages in 2004 and 2005/6, when a total net change of 10,300 sq m was implemented. In addition, there was over 100 sq m of A1 sq m under construction in 2005/6, and 1,450 sq m in the pipeline. This accords with UDP Policies SS 3 and SS 4 aimed at enhancing shopping in the International Centres' Primary Frontages and including new retail floorspace in the CAZ and CAZ Frontages.
- 6.4.10 *Shopping floorspace outside the Central Activities Zone.* There was a net loss in A1 shop floorspace of 904 sq m in all of the District Centres combined. This included 1 large scheme in Marylebone High Street, changing an A1 bakery use of 310 sq m to a sui generis mixed-use bakery/café. In Pread Street a further 250 sq m of A1 was lost to an A2 use.
- 6.4.11 There was also a loss of 310 sq m in the Local Centres between 2004 and 2005/6, well over half of which arose from the loss of a single A1 use to an A2 use in Blandford Street.
- 6.4.12 There was no significant development of shopping facilities outside the shopping areas designated in the UDP. This accords with Policy SS 11 of the UDP, which aims to guide appropriate major new shopping development to existing shopping centres, in line with government guidance in PPS 6.

- 6.4.13 *Financial and professional services floorspace.* Monitoring of Use Class A2 floorspace was started at the beginning of 2004. The total of Class A2 floorspace in Westminster increased by 1,321 sq m in during the year, with almost all of this increase in the Central Activities Zone. However, there is a small net loss of A2 floorspace in schemes currently under construction within the Central Activities Zone. In the District and Local Centres, floorspace in Class A2 use has either remained constant or there has been small net gains during the year.
- 6.4.14 **Leisure and entertainment development** Westminster has some 3,000 entertainment uses, providing for a wide range of activities which include restaurants, takeaways, public houses and bars, night clubs, music and dancing premises [including live music venues], cinemas and casinos. During previous monitoring periods most of these uses fell within Use Classes A3 or D2. In April 2005 The Town and Country Planning (Use Classes) Amendment Order introduced new A4 and A5 Classes and re-classified nightclubs (previously in Class D2) as a sui-generis use (SG). In April 2006 further amendments moved casino use from Class D2 to sui-generis. These changes are reflected in this years report but make comparisons (of specific entertainment uses) with previous AMR's difficult.
- 6.4.15 The general aim of the city council's entertainment policies is to control the location, size and activities of entertainment uses in order to safeguard residential amenity, local environmental quality and the established character and function of various parts of the city.
- 6.4.16 Because of the cumulative adverse effects of large numbers of entertainment uses, some areas of the city have reached a point where material harm is being caused including the loss of residential amenity, impacts on other commercial uses, adverse effects on the public realm and inappropriate change to their character and function. Three areas where this has occurred have been designated as Stress Areas in the replacement UDP. These areas, shown on Map 2, are in Soho and Covent Garden, part of the Edgware Road and part of Queensway and Bayswater. Outside these Stress Areas, the great majority of entertainment uses are located within the Central Activities Zone.
- 6.4.17 The replacement Unitary Development Plan contains criteria based polices for the control of entertainment uses. These policies take into account three sets of factors: [a] the location of premises; whether they are outside the CAZ, inside it, or inside a Stress Area; [b] the type of entertainment use; whether it is a restaurant or café (A3), pub or bar (A4), takeaway (A5) or other entertainment use such as night-club or casino (sui-generis) live music and dance venues or bingo hall (D2); and [c] the size of the use, usually measured by its gross floorspace.
- 6.4.18 In broad terms the policy seeks to restrain the scale of entertainment uses in the Stress Areas because of their cumulatively adverse effects. This particular policy approach, which arises from the recommendations of the Inspector holding the replacement UDP public inquiry, has been in operation since the early part of 2004. The data in the tables below may not therefore show the full effects of its current approach. However, the council has operated policies to restrain entertainment uses in designated Stress Areas and elsewhere in the city from 2001.

6.4.19 *Entertainment floorspace in Westminster* Table 6.12 below gives details of changes in floorspace in Use Class A3 and D2 uses in the city as a whole.

**Table 6.13: Change in Use Class A3, A4, A5, D2 and SG floorspace, 2004 to 05/06**

| sq m           |              |               |               |              |              |              |
|----------------|--------------|---------------|---------------|--------------|--------------|--------------|
| Year completed | Use Class A3 |               |               | Use Class A4 |              |              |
|                | Losses       | Gains         | Net Change    | Losses       | Gains        | Net Change   |
| 2004           | 1,688        | 1,612         | -76           |              |              |              |
| 05/06          | 4,489        | 8,392         | 3,503         | 797          | 627          | -170         |
| <b>Total</b>   | <b>6,577</b> | <b>10,004</b> | <b>3,427</b>  | <b>797</b>   | <b>627</b>   | <b>-170</b>  |
| Year completed | Use Class A5 |               |               | Use Class D2 |              |              |
|                | Losses       | Gains         | Net Change    | Losses       | Gains        | Net Change   |
| 2004           |              |               |               | 2,772        | 2,173        | -599         |
| 05/06          | 0            | 0             | 0             | 1,372        | 5,906        | 4,534        |
| <b>Total</b>   | <b>0</b>     | <b>0</b>      | <b>0</b>      | <b>4,144</b> | <b>8,079</b> | <b>3,935</b> |
| Year completed | Use Class SG |               |               |              |              |              |
|                | Losses       | Gains         | Net Change    |              |              |              |
| 2004           |              |               |               |              |              |              |
| 05/06          | 5,782        | 879           | -4,903        |              |              |              |
| <b>Total</b>   | <b>5,782</b> | <b>879</b>    | <b>-4,903</b> |              |              |              |

Source: Entspipe

6.4.20 This shows that, over the period 2004 to 2005/06 there was a combined net increase of about 2,300 sq.m of entertainment floorspace throughout the city. The large loss of sui-generis floorspace (4,903 sq. m) and increase of 3,935 sq.m Class D2 floorspace was largely the result of one application involving a change of use from a nightclub to a casino, which took place prior to casino use being re-classified as sui-generis. The table shows that there was a net increase of 3,427 sq. of Class A3 floorspace throughout the city but a 170 sq.m loss in Class A4 floorspace.

6.4.21 *Entertainment floorspace in the Central Activities Zone* Table 6.14 gives details of changes in floorspace in Use Class A3 and D2 uses in the Central Activities Zone.

**Table 6.14: Change in Use Class A3, A4, A5, D2 and SG floorspace in the Central Activities Zone, 2004 to 05/06**

| sq m           |              |              |              |              |            |            |
|----------------|--------------|--------------|--------------|--------------|------------|------------|
| Year completed | Use Class A3 |              |              | Use Class A4 |            |            |
|                | Losses       | Gains        | Net Change   | Losses       | Gains      | Net Change |
| 2004           | 1,310        | 844          | -466         |              |            |            |
| 05/06          | 1,444        | 6,284        | 4,840        | 523          | 612        | 89         |
| <b>Total</b>   | <b>2,754</b> | <b>7,128</b> | <b>4,374</b> | <b>523</b>   | <b>612</b> | <b>89</b>  |

| Year completed | Use Class A5 |          |            | Use Class D2 |              |              |
|----------------|--------------|----------|------------|--------------|--------------|--------------|
|                | Losses       | Gains    | Net Change | Losses       | Gains        | Net Change   |
| 2004           |              |          |            | 2,772        | 2,173        | -599         |
| 05/06          | 0            | 0        | 0          | 1,114        | 5,906        | 4,792        |
| <b>Total</b>   | <b>0</b>     | <b>0</b> | <b>0</b>   | <b>3,886</b> | <b>8,079</b> | <b>4,193</b> |

| Year completed | Use Class SG |             |               |
|----------------|--------------|-------------|---------------|
|                | Losses       | Gains       | Net Change    |
| 2004           |              |             |               |
| 05/06          | 5,580        | 1,89        | -5,391        |
| <b>Total</b>   | <b>5,580</b> | <b>1,89</b> | <b>-5,391</b> |

Source: Entspipe

6.4.22 This table shows that, over the period 2004 to 2005/06 there was a net increase of some 3,260 sq.m entertainment floorspace inside the CAZ. As in table 6.14 above, the changes between the sui generis and D2 Use Class are mainly the result of one application. The table shows that there was a net increase in 4,374 sq.m Class A3 floorspace and a small increase of 89 sq m in Class A4 floorspace.

6.4.23 *Entertainment floorspace in the Stress Areas* Table 6.15 gives details of changes in floorspace in Use Class A3 and D2 uses in the three Stress Areas shown in Map 2.

**Table 6.15: Change in Use Class A3, A4, A5, D2 and SG floorspace in the Stress Areas, 2004 to 05/06**

|                |              |              |               |              |              |              | sq m |
|----------------|--------------|--------------|---------------|--------------|--------------|--------------|------|
| Year completed | Use Class A3 |              |               | Use Class A4 |              |              |      |
|                | Losses       | Gains        | Net Change    | Losses       | Gains        | Net Change   |      |
| 2004           | 0            | 72           | 72            |              |              |              |      |
| 05/06          | 2,373        | 3,405        | 1,032         | 125          | 544          | 419          |      |
| <b>Total</b>   | <b>2,373</b> | <b>3,477</b> | <b>1,104</b>  | <b>125</b>   | <b>544</b>   | <b>419</b>   |      |
| Year completed | Use Class A5 |              |               | Use Class D2 |              |              |      |
|                | Losses       | Gains        | Net Change    | Losses       | Gains        | Net Change   |      |
| 2004           |              |              |               | 366          | 77           | -289         |      |
| 05/06          | 0            | 0            | 0             | 258          | 4,233        | 3,975        |      |
| <b>Total</b>   | <b>0</b>     | <b>0</b>     | <b>0</b>      | <b>624</b>   | <b>4,310</b> | <b>3,686</b> |      |
| Year completed | Use Class SG |              |               |              |              |              |      |
|                | Losses       | Gains        | Net Change    |              |              |              |      |
| 2004           |              |              |               |              |              |              |      |
| 05/06          | 5,580        | 0            | -5,580        |              |              |              |      |
| <b>Total</b>   | <b>5,580</b> | <b>0</b>     | <b>-5,580</b> |              |              |              |      |

Source: Entspipe

6.4.24 This table shows that in the three Stress Areas, there was net loss of some 370 sq.m of entertainment floorspace between 2004 and 2005/06, showing the city council's restraint policies taking effect.

6.4.25 *Theatres*. There are 38 theatres in Westminster, almost all of them in the Central Activities Zone. During the monitoring period there were no planning applications involving extensions to these theatres. The city council has a Theatreland Initiative (commenced March 2005) which involves streetscape works and lighting to improve the streets around the theatres and the profile of 'Theatreland'.

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

The Green Flag award is the national standard for parks and green spaces in England and Wales. There are 104 open spaces in Westminster eligible for the award. The largest of these are the five Royal Parks, covering a total of 394 ha and accounting for 84% of the total eligible area in the city. The Royal Parks Agency, which manages these open spaces, achieved Green Flag standard for Regent's Park [132 ha] during the monitoring period.

6.4.27 Westminster City Council maintained three Green Flag awards during the 12 months to March 2006 on its own sites. These were for Paddington Recreation Ground [10.6 ha], St John's Wood Church grounds [1.9 ha] and Victoria Embankment Gardens [4 ha]. These had also reached the standard in the preceding year.

## 6.5 Waste

6.5.1 The government's guidance requires authorities to monitor:

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

6.5.2 **New waste management facilities** There are no sites in the city which are used for landfill and incineration purposes, or to provide other facilities for processing and disposal of waste. No waste management sites were opened or closed in the city during the year. The Civic Amenity sites serving Westminster are those operated by Western Riverside Waste Authority at Smugglers Way, Wandsworth and at Cringle Dock, Battersea and that operated by Camden Borough Council at Regis Road, Kentish Town.

6.5.3 **Amount of waste managed** In the 12 months to March 2006 Westminster collected 189,924 tonnes of municipal waste. Of this 59% came from commercial sources, with household waste accounting for 30.5%, street cleansing 10%, commercial and parks waste 0.5%. Westminster is unique in that a high proportion of waste collected comes from commercial sources. The type of waste collected reflects, of course, Westminster's position as an important commercial, entertainment and tourist centre.

**Table 6.16: Disposal of municipal waste, by method**

| <i>Method</i>   | <i>Tonnes</i>  | <i>Percent</i> |
|-----------------|----------------|----------------|
| Composted       | 950            | 0.5            |
| Energy Recovery | 137,125        | 72.2           |
| Landfill        | 35,136         | 18.5           |
| Recycled        | 16,713         | 8.8            |
| <b>Total</b>    | <b>189,924</b> |                |

Source: Westminster City Council Waste Strategy

6.5.4 Waste collected by the council and not recycled is taken either to the South East London Combined Heat and Power (SELCHP) waste-to-energy plant at Deptford or to one of three transfer stations from where it is transported for disposal. Most of the waste for landfill is taken to the transfer station at Alperton (Brent) and onwards to landfill sites in Buckinghamshire. The council's contractors guarantee a maximum annual capacity of landfill for 300,000 tonnes and energy recovery of 150,000 tonnes. The SELCHP plant has a total annual capacity of 420,000 tonnes. The proportion of waste sent to landfill [22.6%] is exceptionally low when compared with other London boroughs and most other local authorities.

6.5.5 The city council faces a difficult challenge in meeting Government and the Mayor's targets for reducing waste. In particular, it faces a tough task in meeting statutory composting and recycling targets as street litter makes up 25% of the household waste stream, security issues limit service delivery, 89% of householders live in flats and annual population turnover is 22%. Despite these challenges the city reduced its municipal waste by 18,400

tonnes compared to the previous year. Presently, there is an added pressure from a proliferation of free newspapers and magazines distributed widely on the streets of the city. It is likely that this will effect the waste tonnage figures covered in the next report. To overcome these challenges the council has established services for recycling from doorsteps, gardens, estates and mansion blocks that it will continue to develop. In addition, a dense network of on-street facilities are provided for residents, visitors and commuters which will develop as appropriate over the lifetime of the waste plan. The council will also take other significant measures to reduce the amount of waste sent to landfill by a further 75% between 2004 and 2016; developing waste minimisation and re-use strategies; reducing the amount of litter generated by commuters/tourists and recycling more of what is generated; and introducing recycling services at major special events.

- 6.5.6 A household recycling level of 17.69% was achieved against the 2005/2006 target of 18%. There is no government target for recycling of commercial waste, whether as part of municipal waste or otherwise.

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

- 6.6.1 The government's guidance requires authorities to provide information about the number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.
- 6.6.2 The council consults the Environment Agency on issues relating to Thames- and canal-side developments, water quality and conservation. The council referred thirteen cases to the Agency and no planning permissions were granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality between April 2005 to March 2006. No objections were raised by the Agency to any of the applications referred to it during that time.

## **6.7 Biodiversity**

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

[a] changes in areas and populations of biodiversity importance, including change in priority habitats and species, by type; and  
[b] changes in areas designated for their intrinsic environmental value, including sites of international, national, regional, sub-regional or local significance.

- 6.7.2 **Changes in habitats and species** Despite its intensely urban aspect, Westminster has a diverse ecology. In order to protect and encourage biodiversity, the council has formed the Westminster Biodiversity Partnership, which prepared a local Biodiversity Action Plan in November 2000. In 2005/2006 the council brought partners together at a workshop event entitled: *Giving Fresh Momentum to the Westminster Biodiversity Action Plan (BAP)*. It was agreed by those partners participating that the early Westminster BAP needed updating to align with national and regional BAP priority habitats/species and reflect new biodiversity priorities in Westminster. The WBAP update is scheduled for 2006/2007.

The plan identifies priority habitats and species, which are especially important in Westminster, London and the UK: these are dealt with in Table 6.17 and 6.18 below. They are either of particular value, are in danger or are flagship species whose protection will result in benefit to many other sorts of wildlife.

**Table 6.17: Permitted changes to priority habitat, 2005 and 2006**

| <i>Habitat</i>                 | <i>Existing Area<br/>ha</i> | <i>Permitted change</i> |                |
|--------------------------------|-----------------------------|-------------------------|----------------|
|                                |                             | <i>ha</i>               | <i>Percent</i> |
| Parkland                       | 438                         | 0                       | 0              |
| Small parks and garden squares | 90                          | 0                       | 0              |
| Vertical habitats              | 1,543.32                    | 0                       | 0              |
| Water's edge                   | 3                           | 0                       | 0              |

Sources: Westminster Biodiversity Action Plan, Decisions Analysis System

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

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



with London Biological Records Centre: Greenspace Information for Greater London (GIGL). Data on protected species and BAP priority species were obtained from GIGL and will be provided annually. Mapped patterns of distribution for the following species of importance see Table 6.18 below, are considered when determining planning application :

**Table 6.18: Species of biodiversity importance to Westminster, 2005-2006**

**Status in Westminster: breeding (B), present (P) and no data (N)**

**European Protected Species**

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

**UK Protected Species**

- Bats (all species) (P)
- Schedule 1 birds: black redstart (N), peregrine falcon (P)
- All wild birds, partially protected

**London BAP (Biodiversity Action Plan) priority species**

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

**Westminster BAP priority species**

Note: These priorities are due to be reviewed by the Westminster Biodiversity Partnership in 2006/2007.

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

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

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

- 6.7.8 Westminster has two further 'layers' of designated sites of importance for nature conservation. These are sites of Borough Importance, totalling 23ha and divided into two grades with Grade 1, comprising five sites and Grade 2 comprising seven sites; and fourteen sites of Local Importance, which total 26ha. St John's Wood Church grounds are also designated as a Local Nature Reserve.
- 6.7.9 All these sites are valuable open spaces, which bring biodiversity to local residents and to Londoners generally, and they are protected in Policy ENV17 in the replacement UDP. Development is permitted at these sites only where it will enhance the open space and protect its biodiversity. There were no losses of any of these sites during the monitoring period.
- 6.7.10 *Progress* During the last year an internal Planning & Biodiversity Liaison Group was formed and a workshop was held to facilitate dialogue between planning officers and an action plan agreed to protect and enhance biodiversity as part of the planning process in Westminster. The first of a series of *Planning for Wildlife E-Bulletins* was launched in 2005/06, disseminating information within the council on facts and figures about wildlife in Westminster, good planning practice for biodiversity, case study examples from across the UK and biodiversity training seminars for Westminster planners.

## **6.8 Renewable Energy**

- 6.8.1 The government's guidance requires authorities to monitor renewable energy capacity installed by type.
- 6.8.2 Although Westminster has a dense urban fabric, with significant coverage of Conservation Areas and over 11,000 listed buildings, the replacement UDP, at Policy ENV1, encourages developers to develop sustainable buildings including the provision of renewable energy where appropriate. It is hoped that better data relating to renewable energy will be provided in later reports as the database recording sustainable issues associated with planning permissions is developed. The council published supplementary planning guidance on 'Sustainable Buildings' in March 2003 encouraging the use of renewable energy in the city. In addition to this guidance another Supplementary Planning Document on Design and Space Standards for Housing is currently being produced by the council.
- 6.8.3 Westminster City Council gave planning permission for five proposals for renewable energy installations between April 2005 and March 2006, three for solar panels, and two for photovoltaic panels. All of the applications submitted were approved by the council. The London Transport Museum in Covent Garden is a grade II building which will use photovoltaic panels to power its displays, activities and public areas. The aim is to reduce carbon emissions and cut energy costs.

## 6.9 Sustainability

- 6.9.1 To support and assess the success of applying sustainable development principles and practises the council has initiated a Sustainable Analysis System (SAS). This system was set up in April 2006 and will provide more meaningful figures in the next AMR. It will document where and how the application of planning policy has been responsible for an increase in sustainable development across the city. It provides information that not only supports and informs spatial planning policy but also contributes to wider local authority service provision.
- 6.9.2 The council is constantly looking at ways to improve and expand the Sustainable Analysis System and is at present considering the addition of a further seven indicators which are,
- Percentage of planning applications that have implemented green house gas emissions policies and support climate change adaptation.
  - Number of planning applications that have contributed to creating cohesive, inclusive and safe communities with appropriate levels of social and community facilities
  - Number of planning applications that have contributed to the reduction of the fear of crime and actual crime.
  - Percentage of planning applications that have instigated sustainable design and construction policies
  - Number of planning application incorporating sustainable urban drainage to protect surface and ground water quality an minimise flood risk
  - Number of planning applications that have contributed to the enhancement off the public realm and street environment.
  - Number of planning applications that have contributed to the protection, enhancement and increase in the provision of open space.

Once approved the council will seek the implementation of these indicators and these will inform any future policy review and the next AMR.

- 6.9.3 **Go Green Board:** Westminster City Council has reaffirmed its commitment to protecting the environment and championing sustainable development by establishing the Go Green Board, chaired by the Cabinet Member for Street Environment. It will be the key mechanism through which specific programmes of action will be identified and commitments at the highest level maintained. The Board has begun by reviewing environmental performance and trends, identifying priorities, developing proposals and programmes of action, and will sponsor projects relating to mainstreaming environmental sustainability within the organisation.

## **7 POLICY ASSESSMENT**

- 7.1 This year there has been a substantial increase in the resident population of Westminster. This is the largest growth of all the London boroughs with the number of residents now standing at 244,400 an increase of 14,400 residents. This figure is almost double the increase of 8,000 in 2004.
- 7.2 Population growth on this level will continue to place pressure on housing delivery in Westminster. Currently the net total of residential units completed exceeds the housing targets identified in the UDP by 10% and will meet the targets within the London Plan. Over the longer term, if development rates continue, Westminster should be able to meet the targets in the UDP. However, several of the Borough's large housing sites have been built and this is a factor that will have a significant impact on the pattern of housing delivery. This will need to be monitored and reviewed as necessary.
- 7.3 One area of policy which has been amended in the UDP and which effects future monitoring are policies relating to affordable housing where there has been an adjustment to the council's policies to acknowledge the strategic affordable housing target for Greater London as set out in the London Plan.
- 7.4 Although it does not set housing targets for individual boroughs, the London Plan, published in February 2004, requires boroughs to take account of the strategic target for Greater London that half of additional housing provided should be in the form of affordable housing. The council has agreed revised affordable housing policies, which will be Adopted in January 2007. It believes these will help the city to make a greater contribution in due course to the strategic affordable housing target. To support the increased supply for housing, in October 2006, a planning brief for Chelsea Barracks was adopted. This site offers the opportunity for a significant housing development on this 5 hectare site and could provide an indicative capacity in the region of 1300 to 1600 residential units.
- 7.5 Furthermore, it is worth bearing in mind that the housing developments currently being built in the city are schemes implemented from permissions given under earlier policies. Many schemes starting construction in 2007 will similarly be implementing older planning consents. In all probability, therefore, it will be two years or more before it will be possible to assess the effects of any new policies on the provision of affordable housing and on all forms of house building in the city.
- 7.6 Policies to encourage new businesses in the NWSPA will be reviewed to assess whether it is necessary to strengthen existing policies or to create more effective policies within the Local Development Framework.
- 7.7 For the first time light industrial floorspace has been monitored in the AMR. This has identified a net increase of 1,140 sq m of this type of floorspace. The growth currently is located in and around Soho, East Marylebone and Covent Garden. Therefore, it is considered that the policies in the replacement UDP (COM 8 and COM 9 retaining and the provision of light industrial floorspace) are working. However, this report is only a 'snapshot' and to be more meaningful the policies need to be monitored over a greater time frame. Only then their effectiveness can be assessed, with confidence and any policy amendments made accordingly.

- 7.8 This report highlights a number of sustainability indicators that will be introduced next year to assist the city council in monitoring the effectiveness of its policies on sustainability.

## **8 SUMMARY AND CONCLUSIONS**

- 8.1 Through both its Adopted and replacement Unitary Development Plans and the emerging Local Development Framework the council seeks to maintain, enhance and manage the living and working environments of this internationally renowned city. To do this, the council has a planning strategy with six main aims. In turn these aims accord with the London Plan and with the community strategy, called the 'Westminster City Plan'.
- 8.2 In November 2006 council's Local Strategic Partnership, the Westminster City Partnership, Adopted revised City Plan to replace the 2002 City Plan. The replacement UDP was prepared taking into account the objectives of the 2002 City Plan and the Civic Renewal programme. Therefore, it is difficult to assess the replacement UDP in light of new priorities identified in the latest 'Westminster City Plan'. However, the development of Westminster's Local Development Framework, provides the opportunity to ensure that the planning strategy for Westminster is robust and reflects the spatial priorities of the revised City Plan.
- 8.3 Therefore, this Annual Monitoring Report sets out the position the city is in relation to the priorities identified in the 2002 Westminster City Plan and the established planning strategy for Westminster in the replacement UDP.

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

- 8.4 Most new shopping floorspace was built inside the Central Activities Zone between 2005/2006. The council's shopping policies have ensured that existing retail floorspace is protected and new shopping floorspace is being provided. The West End and Knightsbridge remain as shopping centres of international importance.
- 8.5 To effectively manage the balance between residential amenity and entertainment and leisure areas, which are attractive to a wide range of users, in the West End, Edgware Road and Bayswater/Queensway, the council has Adopted policies to limit some new entertainment uses. In many respects these areas have reached capacity. The success of the policies is linked to a decrease in the number of new pubs, clubs, restaurants and cafés being granted permission in these Stress Areas. Guidance on further entertainment uses in these and other areas of the CAZ is provided in a draft Entertainment Supplementary Planning Guidance note produced in early 2006. A final version of the note will be published in mid 2007.
- 8.6 To help meet the demands of its nationally important tourist industry the council has continued to approve most new hotels and bedrooms within the Central Activities Zone. This is to lessen the detrimental effects on the residential communities located predominately outside that Zone and to strengthen the links between hotels and tourism and leisure sectors.
- 8.7 A key area of economic activity in Westminster is in the creative industries sector. This sector adds to the mix of uses and activities within the city. It includes companies within the film, television, radio, performing arts, architecture, advertising, art, antiques, software and computer services, libraries museums and designer fashion industry. In recognition of the importance of this sector the council will continue to retain and provide

additional floorspace for these uses. A study into the creative industries was launched in the late 2006 and the results will help to inform both the LDF and Westminster City Council's Economic Development Strategy.

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

- 8.8 Over 500,000 people work in Westminster. Most are employed in the service sectors including finance, information technology, public administration and other business activities. Mixed use proposals are encouraged in order to maintain economic vitality and diversity. Office and commercial activity has been encouraged within the Central Activities Zone and Paddington Special Policy Area. Over the last two years more than 60,000 sq m of new office floorspace has been built in the Paddington Special Policy Area. An additional 363,000 sq m of office space is under construction. This area offers some of the largest development opportunities in central London close to some of the poorest areas in London.

## **3 Building sustainable communities**

- 8.9 Sustainable residential communities are being achieved in Westminster by safeguarding existing housing and encouraging the construction of new homes. The London Plan and the council's replacement UDP set a minimum target of constructing 19,480 new homes in Westminster in the 20 years from 1997 and 2016. By March 2006, 9,639 residential units had been built. The council had surpassed its target at this point by 10%. Since 1997, 2,264 affordable units have been provided.

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

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

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

- 8.11 Conservation areas cover over three-quarters of Westminster reflecting the city's rich architectural and historic heritage. New buildings in the city have won a number of Civic Trust Awards demonstrating that new buildings that are well designed can fit sympathetically with the existing urban fabric. Westminster has many green spaces such as the six Royal Parks and small parks and garden squares accounting for over 500 ha. This type of land use is given the highest protection.

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

- 8.12 Less than a quarter of the city's municipal waste now goes to landfill and household recycling has reached 17.69% against the target of 18%. The use of renewable energy sources is encouraged in Westminster. One proposal, for a wind turbine on a tower block in Pimlico, is the first of its kind and is

being monitored with a view to expanding the scheme to other council-run buildings. The city is also keen to protect and encourage its biodiversity. Specific species habitats are protected and encouraged such as encouraging new bat boxes to be erected and the planting of hawthorn.





## **APPENDIX 2: INFORMATION SOURCES**

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

### **Land Use Survey**

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

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

### **Decisions Analysis System**

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

### **Sustainable Analysis System**

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

### **'Pipelines'**

To determine whether specific schemes have been implemented, the city council also makes use of its own bespoke 'pipeline' databases for certain land use proposals. Based on DAS information, 'pipelines' are updated by site visits to

determine the status of current developments. Details of these are given in Section 5 above.

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

#### **London Development Database (LDD)**

In addition to the pipeline databases, the council also contributes to and uses the GLA's London Development Database, formerly known as London Development Monitoring System (LDMS). This is a London-wide monitoring scheme, set up in 1989, which monitors all 'major development' schemes, to assist with the preparation and monitoring of the London Plan. The LDD defines 'major' developments as those involving over 1,000 sq m of office floorspace, hotel or hostel developments involving ten or more rooms, and residential developments involving ten or more self contained units. Since 2000 all residential schemes have been monitored. In conjunction with the 'pipeline' surveys, site visits are carried out annually to determine whether proposals have been implemented or completed since the last survey.

## **APPENDIX 3: CLASSIFICATION OF PLANNING APPLICATIONS**

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

### **Major Developments**

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

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

### **Minor developments**

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

#### *Changes of Use*

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

#### *Householder*

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

### **Advertisements**

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

### **Listed Building Consents and Conservation Area Consents**

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