

Authority Monitoring Report 2013-2017

*Reporting on the progress of Westminster City Council's spatial planning policies
and built environment initiatives in delivering sustainable development*

March 2019



Westminster City Hall, 64 Victoria Street, London SW1E 6QP
<https://www.westminster.gov.uk/planning-policy>

Table of Contents

1. Introduction.....	5
2. Planning policy: progress on the Local Development Scheme.....	9
3. Neighbourhood planning	12
4. Consultation and engagement	14
4.1 Duty to cooperate / Partnership working.....	14
4.2 Statement of community involvement.....	18
4.3 Other consultations	18
5. Policy analysis	20
5.1 Housing delivery.....	20
Housing trajectory in Westminster	20
Housing trajectory in the Opportunity areas	21
Paddington Opportunity Area	21
Victoria Opportunity Area	22
Tottenham Court Opportunity Area	23
Affordable housing trajectory in Westminster	23
Affordable housing tenure mix	24
5.2 Economy	25
Office and other B1 floorspace	25
Office floorspace trajectory in Westminster	25
Office floorspace trajectory in the Central Activities Zone	27
Office floorspace trajectory in the Core Central Activities Zone	28
Office floorspace trajectory in the Opportunity Areas	29
Paddington Opportunity Area	29
Victoria Opportunity Area	29
Tottenham Court Road Opportunity Area	30
Office to residential floorspace change of use	31
Office to residential floorspace in Westminster	31
Office to residential in the Central Activities Zone (CAZ)	33
Office to residential in the Core Central Activities Zone (CAZ)	33
Retail	34
Visitor accommodation	36
Hotels trajectory	36
Short-term letting	37
Entertainment uses	38
Entertainment in Westminster	38
Entertainment in the Central Activities Zone	39
Entertainment in the West End Stress Area	39
Entertainment in the Edgware Road Stress Area	40
Entertainment in the Queensway/Bayswater Stress Area	40
5.3 Open space and environment	42
Open Space	42
Biodiversity	42
Air quality	43
Noise pollution	44
5.4 Design, heritage and built environment	46
Design awards	46
Historic environment	46

Conservation Areas.....	46
Heritage at Risk.....	46
World Heritage Site and View Management.....	47
5.5 Walking and cycling	48
6. Assets of community value.....	49
7 Community Infrastructure Levy (CIL) and Planning obligations	51
7.1 The Mayoral and Westminster City Council Community Infrastructure Levy (CIL) ...	51
The Mayoral Community Infrastructure Levy (CIL).....	51
The Westminster City Council Community Infrastructure Levy (CIL).....	51
7.2 Planning obligations	53
8 Conclusions and looking ahead	55

1. Introduction

- 1.1 This is the Westminster City Council's Authority Monitoring Report (AMR) (formerly the "Local Development Framework Annual Monitoring Report") covering the period between 1 April 2013 to 31 March 2017. This report is produced for the purposes of section 35 of the Planning and Compulsory Purchase Act 2004 (as amended) and regulation 34 of the Town and Country Planning (England) Regulations 2012.
- 1.2 The council is required to monitor the policies within the City Plan and collect data relevant to its preparation, review, alteration, replacement or alteration. The AMR plays an important role in this, helping ensure that the City Plan is effective, evidence based and updated when necessary. A proportionate approach is taken – detailed monitoring of each of the 47 policies in the City Plan would not be the most effective use of resources and a broader brush approach is best suited to give an indication about the direction of travel. However, this report is a good indicator of how Westminster adapts to the significant pressures it faces, such as population growth and changes in the economy. It is being used to help support development of a new Local Plan setting out planning policies into the 2040s.
- 1.3 This document:
- reports on progress in preparing the local plan documents set out in the Local Development Scheme (LDS).
 - provides details of neighbourhood development orders or development plans between 2013-2014 and 2016-2017
 - gives details about where the council has co-operated or worked in partnership with other local authorities or bodies.
 - sets out the progress being made against the policies detailed in the current Westminster's City Plan (November 2016).
 - reports on the implementation of the Community Infrastructure Levy (CIL) and Section 106 Planning Obligations between 2013-2014 and 2016-2017
- 1.4 This report relies upon several data sources but the main one is the council's own planning decisions analysis system and annual pipeline surveys. Previously, data was collected in individual databases or pipelines breaking down uses by use class such as C3 residential (Respipe), B1 office sqm (Offpipe) etc. and reported in our past Annual Monitoring Reports. We are now using a single, comprehensive database covering all types of development. In moving to this, the data have been cleansed to address errors arising from glitches in the software used for recording the land use, square metrage and residential units and also with our Access ("Pipeline") databases. As a result, some data in this report may differ from that previously reported.
- 1.5 This AMR feeds into the Mayor of London's London Plan Annual Monitoring Report produced to provide information about progress in implementing the

policies and addressing the objectives of the London Plan and showing performance against key indicators.

1.6 Westminster's City Plan¹ sets a spatial vision to remain a global world class city, while improving its sustainable performance, valuing its heritage and accommodating growth and change to ensure continued economic success and provide a high quality of life and environment for its residents, workers and visitors. The Plan sets out seven strategic objectives to support delivery of this vision:

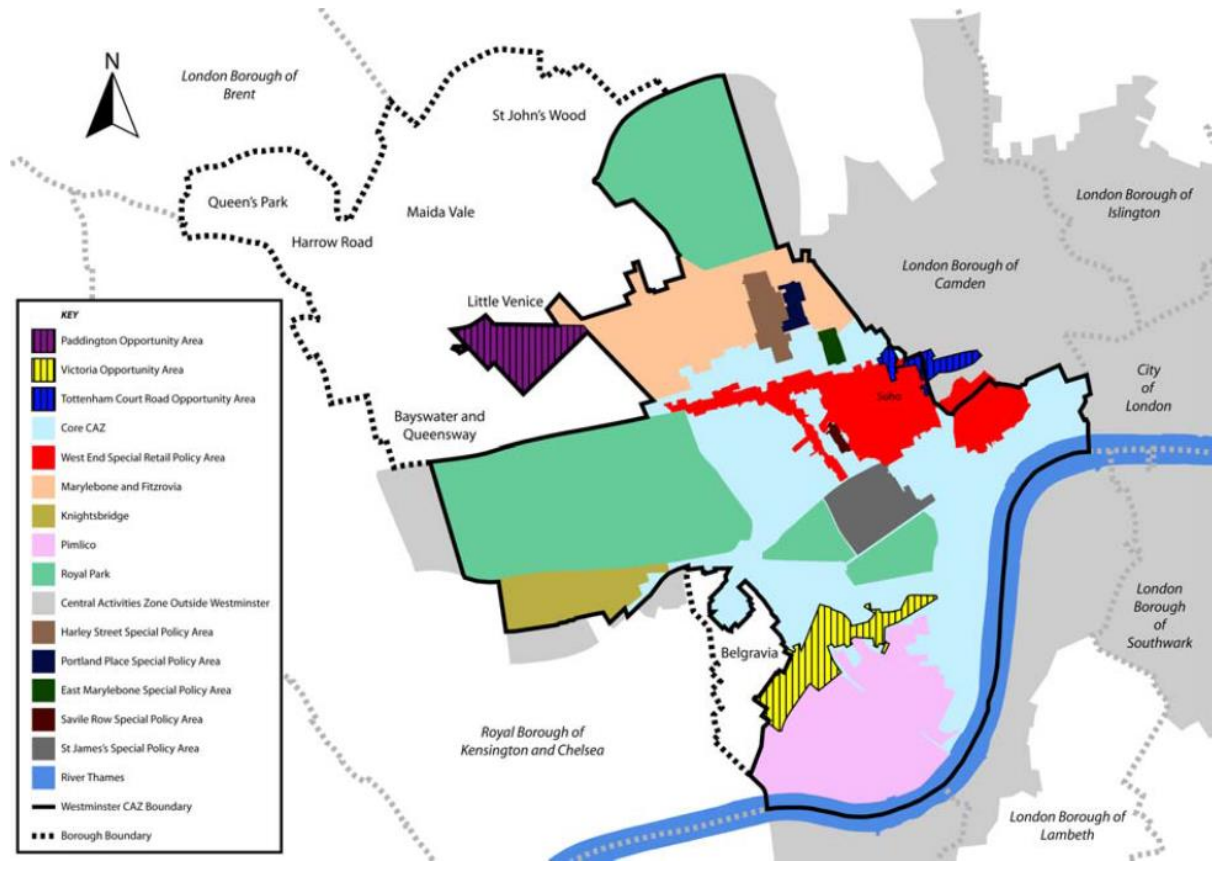
- Strategic objective 1 (SO1): To accommodate sustainable growth and change that will contribute to Westminster's role as the heart of a pre-eminent world class city, building on its internationally-renowned business, retail, cultural, tourism and entertainment functions within the Central Activities Zone; to support the unique economic breadth and diversity of the West End and its fringe areas including the Opportunity Areas; whilst maintaining its unique and historic character, mix, functions, and townscapes.
- Strategic objective 2 (SO2): To sensitively upgrade Westminster's building stock to secure sustainable and inclusive exemplary design which minimises energy and resource consumption and the production of waste, reduces the impacts of local environmental pollution and meets both today's needs and those of the future, including the effects of a changing climate; creating attractive places that function well whilst ensuring that the historic character and integrity of Westminster's built fabric and places is protected and enhanced.
- Strategic objective 3 (SO3): To maintain and enhance the quality of life, health and well-being of Westminster's residential communities; ensuring that Westminster's residents can benefit from growth and change, providing more employment and housing opportunities, safety and security, and better public transport and local services; to work with our partners to foster economic vitality and diversity, improved learning and skills, and improved life chances in areas of deprivation.
- Strategic objective 4 (SO4): To increase the supply of good quality housing to meet Westminster's housing target, and to meet housing needs, including the provision of affordable housing and homes for those with special needs; whilst ensuring that new housing in commercial areas coexists alongside the business activity and an appropriate balance of uses is maintained.
- Strategic objective 5 (SO5): To manage the pressures on the city from its national and international roles and functions, supporting business communities and tourism, and ensuring a safe and enjoyable visitor experience.

¹ Adopted in November 2016 consolidated with all changes since November 2013

- Strategic objective 6 (SO6): To accommodate the safe and efficient movement of growing numbers of people entering and moving around Westminster by facilitating major improvements to the public transport system, improving the public realm and pedestrian environment, managing vehicular traffic, and making walking and cycling safer and more enjoyable.
 - Strategic objective 7 (SO7): To protect and enhance Westminster's open spaces, civic spaces and Blue Ribbon Network, and Westminster's biodiversity; including protecting the unique character and openness of the Royal Parks and other open spaces; and to manage these spaces to ensure areas of relative tranquillity in a city with a daytime population increased everyday by over one million workers and visitors.
- 1.7 The current Westminster City Plan (adopted in November 2016) contains 47 policies to deliver these objectives. Chapter 5 of this document sets out performance against the main policies across the period covered by this report.
- 1.8 Important steps have been taken these last years to ensure the council faces the challenges of being a global city whilst respecting its vision and strategic objectives. These steps will culminate in the publication of an entirely new City Plan to provide a comprehensive, up-to-date statement of planning policies for Westminster into the 2040s; this AMR will play an important role in providing the evidence base to support the new policies.
- 1.9 This report gives information about development trends across Westminster as a whole and for different parts of the borough - in particular:
- The Central Activities Zone (CAZ): the area of central London where planning policy recognises the importance of strategic finance, specialist retail, tourist and cultural uses and activities as well as residential and more local functions. The CAZ covers parts of 10 London boroughs; in Westminster it includes the Paddington, Tottenham Court Road and Victoria opportunity areas, the West End, Marylebone, Fitzrovia, Knightsbridge, Pimlico and the Royal Parks.
 - The Core CAZ: In Westminster this is the part of the CAZ where strategic commercial functions dominate.
 - Named Streets: streets in Marylebone and Fitzrovia which are treated as part of the Core CAZ although they fall outside its area: Edgware Road, Baker street, Marylebone Road, Portland Place, Park Crescent and Great Portland Street.
 - Opportunity areas: Areas defined in the London Plan as providing London's principal opportunities for development. In Westminster these are at Paddington, Tottenham Court Road (an area straddling the boundary with Camden) and Victoria.
 - The North Westminster Economic Development Area (NWEDA): Westminster's principal area of economic renewal, in the north-west of the borough covering Church Street, Westbourne, Harrow Road and Queen's Park wards.

These areas are shown in Figure 1:

Figure 1: Westminster's spatial designations



2. Planning policy: progress on the Local Development Scheme



- 2.1 From time to time, the council publishes updates to its “Local Development Scheme” (LDS) – a formal document setting out the council’s work programme for preparing its local plan and other strategic planning policies. This is a legal requirement under the Planning and Compulsory Purchase Act 2004. One of the purposes of this AMR is to explain the progress the council has made in delivering against the LDS.
- 2.2 For the period covered by this report, the council was working to the LDS published in March 2015. This explained the council’s intention to make a number of discrete, topic-based revisions to Westminster’s City Plan: Strategic Policies adopted in November 2013. Two City Plan revisions were adopted dealing with:
- Basements and mixed use policy (adopted by Full Council on 13th July 2016); and
 - Special policy areas and revision of the Policies Map (adopted by Full Council on 9th November 2016).
- 2.3 The Special Policy Areas revision adopted in November 2016 also consolidated all previous changes to the City Plan made since November 2013.
- 2.4 In June 2017, the council published a new LDS. This explained its intention to start working on a complete revision of the City Plan instead of continuing with discrete topic-based revisions. This will ensure the council has a single, comprehensive, up-to-date statement of its strategic planning policies to underpin planning decision-making in ways that deliver its strategic objectives. The new City Plan will also replace the remaining saved Unitary Development Plan policies (adopted in 2007) and, alongside the London Plan and any made Neighbourhoods Plans, will form Westminster’s statutory development plan for use in taking planning decisions. Having a single local plan document has long been a council ambition, and it has been decided that moving quickly to make this a reality would be the most effective use of its resources.
- 2.5 This approach will help the council ensure it delivers key local, London and national priorities, providing certainty for all those involved in the development process.
- 2.6 This revision will take forward the changes consulted on informally through topic-based booklets the council published for consultation between October

2013 and March 2015, taking into account the comments received then and changes to the policy environment. Accordingly, the new Westminster's City Plan will include:

- A new strategic vision and objectives.
- A new focus on delivery of housing and affordable housing in particular. The priority for delivery of affordable housing delivered through the planning system to be actual units than through payments in lieu will be strengthened. The proportion of intermediate housing sought will be increased and provision made for post-permission reviews of scheme viability to address cases where changes to market conditions mean more affordable housing can be provided up to the level set in policy. Mixed use policies will be revised and simplified to help deliver more affordable housing while supporting economic growth.
- A focus on joint working across the public sector to make the most efficient use of land assets.
- New approaches to the Central Activities Zone, the West End and the North Westminster Economic Development Area and separate policies for the Church Street/Edgware Road Housing Zone and the other housing renewal areas.
- Clarification of the policy position on higher buildings, guided by the outcomes of the 'Building Height – Getting the Right Kind of Growth for Westminster' consultation carried out in spring 2017.

2.7 The first formal steps in the process to produce a new City Plan were taken in the summer of 2017 with the "Consultation on the scope of the proposed revision" (the first stage of consultation required under the local planning legislation, referred to as the Regulation 18 stage). The second stage of consultation will take place in late 2018 / early 2019. Before it can be formally adopted there will be an Examination in Public, conducted by an independent inspector. The council's policies will continue to be supported by an analysis of existing background information and new research to ensure the plan is based on robust evidence – including that set out in this report.

2.8 Finally, the LDS notes that the council approved its Community Infrastructure Levy (CIL) charging schedule on 20th January 2016, with charging starting on 1 May 2016.

2.9 The council has published only one supplementary planning document over the years covered by this report. This dealt with "Basement development in Westminster" and was published in 2014. No further supplementary guidance will be published relating to current policy; a comprehensive audit of existing supplementary guidance is being undertaken alongside the City Plan review with a view to ensuring an update suite after the new Plan is adopted.

2.10 Between 2013 and 2017, the council has made two Article 4 Directions to withdraw specific permitted development rights in allocated areas, as follows (Figure 6):

Figure 2: Article 4 Directions that have come into force from 2013 to 2017

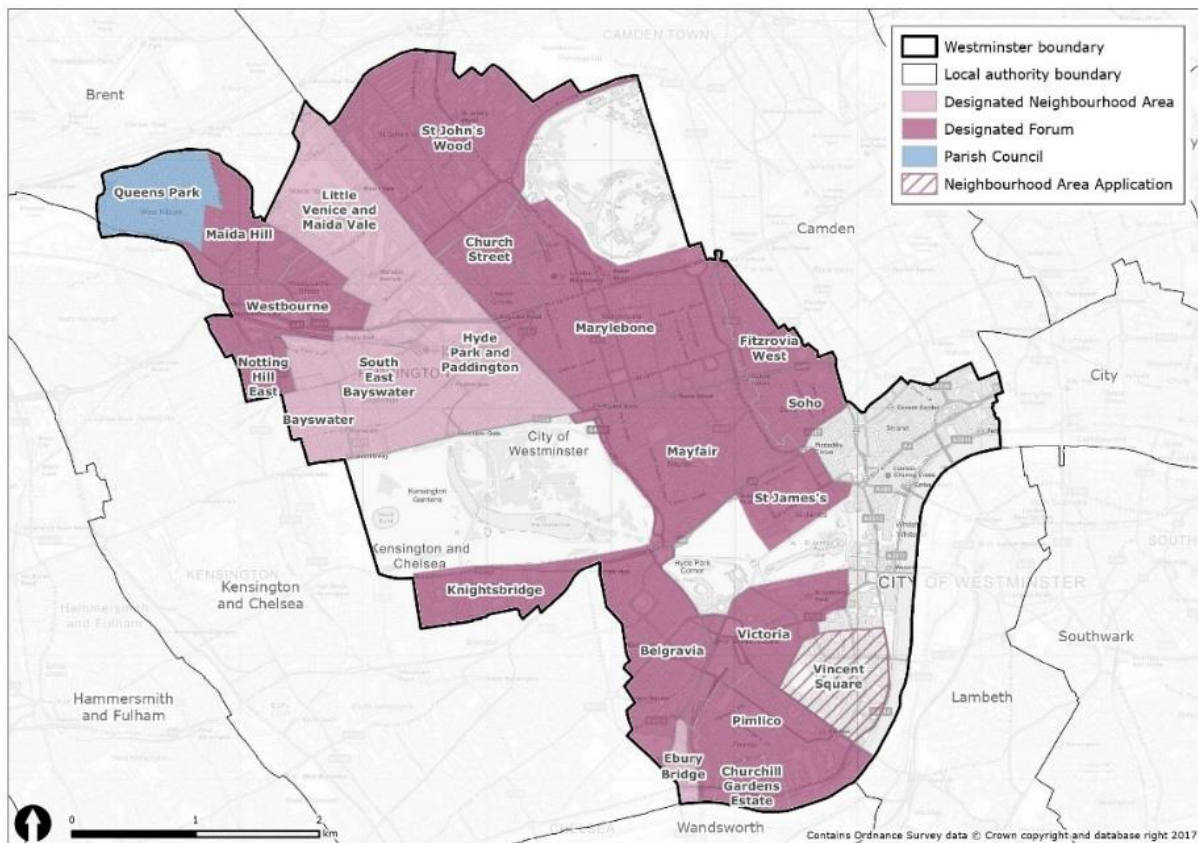
Article 4 Directions		
Development type	Date Article 4 came into force	Area
Basement development	31 st July 2016	City wide
Changes of use from A1 (shops) to A2 (financial and professional services)	1 st January 2017	Core Central Activities Zone and the designated shopping centres throughout the city

2.11 At time of writing work was under way with a view to adopting a Direction covering changes of use from B1(a) offices to C3 dwelling houses in the Westminster Central Activities Zone (CAZ), intended to come into force from May 2019. This reflects national government's decision to put permitted development rights originally intended to be temporary on a permanent basis and to remove a current exemption covering the London CAZ currently set out in regulations.

3. Neighbourhood planning

- 3.1 Westminster City Council has a statutory duty to support Neighbourhood Forums in preparing neighbourhood plans for their areas. These plans, prepared by local communities, should help shape and direct development in their neighbourhood. They are subject to consultation requirements and examination, and when 'made', form part of the development plan. They need to be consistent with Westminster's own strategic planning policies as well as regional and national policies.
- 3.2 The City Council has formally designated a total of 21 neighbourhood areas covering the majority of the area of the City of Westminster, as shown in the following figure (Figure 1):

Figure 3: Westminster's Neighbourhood areas



Source: Westminster City Council

- 3.3 To prepare a neighbourhood plan a neighbourhood forum must be established and formally designated by the council. Across the neighbourhood areas, a total of 15 neighbourhood forums have been designated: Belgravia, Church Street, Fitzrovia (West), Hyde Park and Paddington, Knightsbridge, Maida Hill, Marylebone, Mayfair, Notting Hill East, Pimlico, Soho, St James's, St Johns Wood, Victoria, Westbourne. In addition, as a Parish Council, Queens Park Community Council also has power to undertake neighbourhood planning for their area.

- 3.4 The process for making a neighbourhood plan is set out in legislation. It requires public consultation and examination by an independent examiner. If the examiner finds the plan meets basic conditions set out in legislation – including the requirement that it is consistent with strategic policies in the City Plan – it can proceed to a referendum of local residents (in commercial areas there is a separate vote for businesses). If successful, the plan then forms part of the statutory development plan and its policies are taken into account in taking planning decisions in the neighbourhood concerned.
- 3.5 Between 2013 and 2017, no neighbourhood plans were officially submitted to the council or made.
- 3.6 Further details on neighbourhood planning in Westminster are provided at <https://www.westminster.gov.uk/neighbourhood-planning>

Policy implications

- Westminster City Council has supported Neighbourhood Forums in the preparation of Neighbourhood Plans.
- When Neighbourhood Plans are adopted, they will, together with Westminster's City Plan, the London Plan make up the statutory development plan for the City of Westminster.
- The new City Plan will be prepared to provide a clear framework for neighbourhood planning, in particular identifying strategic policies with which neighbourhood plans will be expected to be in conformity.

4. Consultation and engagement

4.1 Duty to cooperate / Partnership working

4.1.1 The council is one of a number of organisations working to manage and deliver change across Westminster. Many of Westminster's issues require partnership working with a range of organisations and across local authority boundaries. Partnership working has helped the council deliver the spatial vision of Westminster's City Plan and many of its policy objectives.

4.1.2 The City Plan explains how the council has a strong record of effective partnership working. It works closely - formally and informally - with other public authorities, agencies (national, regional and local) and stakeholders.

4.1.3 This approach has been formalised through the duty to cooperate set out in the Localism Act 2011. This requires the council to work with other boroughs and a range of other agencies and authorities, including the Mayor of London and Transport for London, in carrying out its strategic planning activities. The extent to which this duty has been met is a key issue in deciding whether the council's planning documents are sound.

4.1.4 The following table (Table 1) summarises some of Westminster's partnerships:

Table 1: Key Partnerships with Westminster City Council

Level	Partnership	Examples of projects / achievements	Stakeholders involved
National	Central Government	Changes to legislation and guidance	Various Departments and Ministries, particularly Ministry of Housing, Local Government and Communities
Regional	Greater London Authority	Statutory bodies who are key delivery partners for the City Plan.	Greater London Authority and the wider GLA group family (including the Mayor's Office for Policing and Crime). Various departments at national government level who often have funding and monitoring functions.
	Transport for London	Edgware Road two-way project, Vauxhall Bridge roundabout.	Westminster City Council, NWEC, local residents.
	Crossrail	Paddington, New Bond Street and Tottenham Court Road stations	Westminster City Council, NWEC, local residents.

Sub Regional	Central London Forward	Central London Forward is an organisation created and funded by seven of the central London boroughs to ensure that they, and other agencies can consider matters on a sub-regional basis. It provides a forum for boroughs to come together to ensure their plans fit within the Central London context, as well as ensuring resolution of cross-boundary issues.	Westminster City Council, City of London, Royal Borough of Kensington & Chelsea, London Boroughs of Islington, Southwark, and Lambeth.
	Cross River Partnership	The partnership was originally formed to deliver cross-river infrastructure projects such as the Millennium Bridge and the Golden Jubilee Footbridges. It has since diversified to deliver a wide range of cross-borough regeneration projects to facilitate economic growth, sustainable employment, carbon reduction and quality place-making.	Westminster City Council, City of London, Royal Borough of Kensington and Chelsea, London Boroughs of Lambeth, Southwark, Camden and Islington, Greater London Authority, Transport for London, Network Rail, Groundwork London, London and Partners, South Bank Employers Group and nine Business Improvement Districts.
	Sub-regional housing partnership	Established by the Greater London Authority, this partnership works to assess housing needs, markets and capacity to provide the strategic housing evidence base (Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment) required by the National Planning Policy Framework, and inform regional housing targets as set out in the London Plan.	Westminster City Council and London Boroughs of Camden, Islington, Enfield, Barnet, Hackney and Haringey.
Sub regional / Local Areas	Cross-borough working	Westminster City Council works closely with neighbouring boroughs. This includes preparation of joint evidence base, delivery of area-based public realm improvements, and co-ordination of regeneration projects and designated shopping centres near borough boundaries. The Localism Act places a duty to cooperate in relation to planning sustainable development.	Neighbouring (or wider) local authorities as appropriate – in particular the Corporation of the City of London and the boroughs of Brent, Camden, Lambeth and the Royal Borough of Kensington and Chelsea.
City wide	Chief Executives' Stakeholder Group	The group's main objective is to support key local organisations in working to improve the quality of life and wellbeing in Westminster. The group meets to share intelligence and ideas and to build positive and mutually supportive relationships.	Westminster City Council, Metropolitan Police, NHS, JobCentre Plus, Westminster Equalities Partnership, Voluntary Action

			Westminster, community groups, and the business and housing sectors.
	Westminster Health and Wellbeing Board	Through the Health and Wellbeing Board, the council has a responsibility to join up local health services, social care and health improvement services. The main functions of the Board include assessing the needs of the local population and developing a strategy to tackle those needs.	Westminster City Council, NHS, Westminster Community Network, Westminster Local Involvement Network, Central London Clinical Commissioning Group, West London Clinical Commissioning Group
	Housing Association Chief Executives' Group	Regular meetings between the City Council and key private registered providers of affordable housing to discuss housing needs in the city and approaches to meeting them	Westminster City Council and senior staff in key registered providers
	The Biodiversity Partnership (Established 2000)	A partnership of organisations and individuals, the main objective of the partnership is to ensure a healthy future for wildlife in Westminster. This partnership has produced Westminster's Biodiversity Action Plan, writing, producing and monitoring the seven Habitat Action Plans.	Westminster City Council, and several adjoining councils CityWest Homes, Environment Agency, Natural England, London Wildlife Trust, several landowners, British Hedgehog Preservation Society, Greenspace Information for Greater London, Living Roofs org, London Bat Group, River Thames Society, Royal Society for the Protection of Birds, Thames Estuary Partnership, Thames 21, The British Trust for Ornithology, The Thorney Island Society, Volunteers working in association with partner organisations and many more
	Open Forum / Westminster Area Forums	Mechanism to involve local residents and businesses in local policy decisions, a method to find out ways to access services, identify people's views on these services and to find out what people think of the council.	Westminster City Council, local residents
Local Area	Queens Park Community Council	Queens Park Community Council	Queens Park Community Council and residents of the Queen's Park ward

	Neighbourhood Forums	Neighbourhood Forums	Belgravia, Church Street Ward, Churchill Gardens, Fitzrovia (West), Hyde Park and Paddington, Knightsbridge, Maida Hill, Marylebone, Mayfair, Notting Hill East, Pimlico, Soho, St James's, St John's Wood, Victoria, Westbourne.
	Area based steering groups	Westminster City Council works with a range of stakeholders to deliver a range of area based initiatives and/or projects to improve the quality of areas within Westminster. Other groups have been developed to manage areas, for example the Savile Row Strategic Group. This group oversees land use issues and public realm projects, and develops training and skills opportunities locally.	Westminster City Council works with a range of stakeholders, these include landowners, Greater London Authority, Transport for London, Business Improvement Districts, and others
	Business Improvement Districts	These locally controlled partnerships are made up of groups of businesses. These include Paddington, Baker Street, New West End Company (around Oxford Regent and Bond Street), Heart of London (around Leicester Square and Piccadilly Circus), North Bank (around the Strand), Victoria, Victoria Westminster and Piccadilly & St James's. Within these areas business occupiers pay an additional levy to fund improvements to their local areas, often in conjunction with voluntary contributions with landowners.	Westminster City Council and groups of local businesses
	SW1st	A scheme to place local people into jobs with existing employers and those jobs created by the construction and subsequent occupation of new developments.	Westminster City Council and partners
	West End Partnership	Public and private sector partners have come together as the West End Partnership (WEP) to agree a long term vision for the West End and deliver a 15 year Investment Programme to secure London's position as a leading global city – attracting businesses, talent and visitors.	Westminster City Council, London First, London Borough of Camden, Metropolitan Police Service, Royal Opera House, Soho Society, Transport for London and other members.

Source: Westminster City Council (Jan 2018)

4.1.5 Westminster City Council also has working relationship with a wide range of other authorities and agencies such as Historic England, London Waste Planning Forum, Greener Heritage, Central North Flood Partnership Group, Marine Management Organisation, River and Canal Trust, Royal Parks,

Network Rail, Crossrail, National Health Service etc. The Council meets periodically with these organisations to discuss strategic planning issues, fulfilling the duty to cooperate.

4.2 Statement of community involvement

4.2.1 In 2014 the council published a new Statement of Community Involvement (SCI). This document explains how we involve the community in the planning process, including the principles for consultation on planning policy documents and applications.

4.3 Other consultations

4.3.1 When the council consults on its planning policies, it uses an engagement database with over 900 stakeholders saved on it. The following list (Table 2) is a summary of the most important consultations the council has undertaken from 2013 to 2017 in carrying forward the work explained in this AMR:

Table 2: Planning policies consultation processes

Planning policy		Consultation date
Revision to the City Plan - Informal booklets consultation	Informal booklets were published to engage people with the council's changes to the City Plan and seek a broad range of views about the future direction. These booklets form the background for the forthcoming formal consultation: <ul style="list-style-type: none"> ○ Basements ○ Mayfair and St James's ○ Flood Risk ○ Housing Need, Delivery and Quality ○ Westminster's Economy ○ Food, Drink, Entertainment, Tourism Arts and Culture ○ Social and Community uses ○ Affordable Housing ○ Mixed Use and Office to Residential Conversion ○ Heritage, Views and Tall Buildings ○ Design ○ Health, Well-being and Personal Safety ○ Planning and Pollution Control ○ Open Space and Green Infrastructure ○ Public Realm and Advertisements ○ Transport and Movement ○ Spatial Policy and Implementation ○ Energy ○ West End 	2013-2015
Cycling Strategy	The council consulted on the draft Cycling Strategy	December 2013 – January 2014
Article 4 Direction, Formal pre-submission consultation -	The council consulted on the making of an Article 4 Direction for basement development, and on the making of an Article 4 Direction for office to residential development. The latter was withdrawn	October 2015-December 2015 and

Basements and Mixed use	following announcements from government on the temporary exemption for London's Central Activities Zone. A new permanent direction will be made to come into effect when the temporary exemption expires in May 2019.	
Revision to the City Plan	The council consulted on the basements and mixed use revision.	June 2015-September 2015
Revision to the City Plan	The council consulted on the special policy areas and policies map revision.	December 2015-February 2016
Walking Strategy	The council consulted on the draft Walking Strategy.	June 2016-September 2016
Article 4 Direction, Formal pre-submission consultation – Change of use from shops to financial and professional services	The council consulted on the making of an Article 4 Direction to remove permitted development rights for changes of use from A1 (shops) to A2 (financial and professional services) in the Core Central Activities Zone and the designated shopping centres throughout the city.	October 2016–December 2016
Traffic order consultations	The council has consulted on 17 “quietway” and cycleway consultations	2015-2017

5. Policy analysis

5.1 Housing delivery

Objectives Monitored	SO2 SO3 SO4	
Policies Monitored	S1	Mixed Use in the Central Activities Zone
	S3	Paddington Opportunity Area
	S4	Victoria Opportunity Area
	S5	Tottenham Court Road Opportunity Area
	S14	Optimising Housing Delivery
	S16	Affordable Housing
	S20	Offices and Other B1 Floorspace

Housing trajectory in Westminster

5.1.1 One of the council's objectives is to provide good quality housing and meet the GLA housing target detailed in the London Plan for Westminster. Between 2011 and 2016 this target was 770 residential units per year; from 2016 to date the target has been 1,068 units.

5.1.2 Table 3 shows the net number of residential units delivered against the target set for Westminster through the London Plan since 2013, as well as the units under construction or granted planning permission but not started at the end of the period under review:

Table 3: Net residential units and GLA targets for Westminster

Westminster						
	Net conventional C3 Units	Net non-conventional units (hostel, HMO)	Vacant Units returning to use ²	Total All Units	GLA Housing Target ³	Overview
2016/17 Completions	1344	-10	183	1517	1068	+
2015/16 Completions	902	-59	183	1026	1068	-
2014/15 Completions	734	12	183	929	770	+
2013/14 Completions	532	45	183	760	770	-
Under construction (August 17)	6374	-597	183	5960	1068	+
Not started (August 17)	2646	-17	183	2812	1068	+

Source: City of Westminster Database (January 2018)

² "Vacants returning to use" is an average of actual units monitored by the Council's Homeless Officer (now defunct) 2004-2010 1098/6 years = 183. The GLA calculate it by deleting the number of vacants on the council tax list from the previous year which we consider inaccurate as it will include second homes.

³ Westminster's housing target rose from 770 to 1,068 units per year following the 2013 Strategic Housing Land Availability Assessment carried out by the GLA.

- 5.1.3 Between April 2013 and March 2017, the GLA annual housing target for Westminster through the London Plan was exceeded - there was delivery of 556 units against a target of 3,676 units.
- 5.1.4 At the end of the period there were nearly 6,000 units under construction and a further 2,800 units granted planning permission but not started. These new homes include schemes involving changes of use from offices such as the Scotland Yard site in the Victoria Opportunity Area (268 units) and 190 Strand (204 units). This source of residential development has now been constrained by a change in policy (Policy S20) to protect office use in the Core CAZ. This is discussed in more detail under the Office section (Chapter 5.2).
- 5.1.5 The largest scheme under construction was West End Green on Edgware Road (672 units) and other significant contributors include the sites at Chelsea Barracks (449 units) and the old post office depot, Rathbone Square (162 units).

Policy implications

- **Policy S14** has been working effectively. Across the development cycle Westminster is delivering sufficient new homes to meet the GLA target.
- Future versions of this monitoring report will report delivery against a new housing target.
- Given the council's renewed commitment to stepping up housing delivery there is a need to refresh this policy, taking account of changes to national and regional policy and guidance.

Housing trajectory in the Opportunity areas

Paddington Opportunity Area

- 5.1.6 The City Plan (policy S3) sets a minimum figure for housing delivery in the Paddington Opportunity Area of 1,000 new homes across the period 2011-2031.
- 5.1.7 This benchmark will be met before this date. Nearly 900 units have already been completed since April 2011. Over 350 units have been completed since April 2014 with a further 927 units under construction. The following table (Table 4) shows this data:

Table 4: Residential units and GLA targets in the Paddington Opportunity Area

Paddington Opportunity Area		
	Net conventional C3 Units	GLA Housing Target (1,000 new homes 2011 – 2031) Overview
2016/17 Completions	150	+
2015/16 Completions	0	
2014/15 Completions	201	+
2013/14 Completions	0	

Under construction (August 17)	927	+
Not started (August 17)	7	+

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S3** has been working effectively, supporting delivery of housing on a scale meeting and exceeding the City Plan target for new homes in the Paddington Opportunity Area.
- The policy will be refreshed to take account of development in the Opportunity Area and latest information about development capacity there.

Victoria Opportunity Area

5.1.8 The City Plan (policy S4) sets a minimum target for housing in the Victoria Opportunity Area of 1,000 new homes to be delivered during the period 2011-2031.

5.1.9 The target is likely to be met. Since April 2011, nearly 350 units have been completed with 252 units completed since April 2013. There are a further 550 units under construction with over half being built at the Scotland Yard site on Victoria Street (268 units). The following table (Table 5) summarises the data:

Table 5: Residential units and GLA targets in the Victoria Opportunity Area

Victoria Opportunity Area		
	Net conventional C3 Units	GLA Housing Target (1,000 new homes 2011 – 2031) Overview
2016/17 Completions	108	+
2015/16 Completions	131	+
2014/15 Completions	-1	-
2013/14 Completions	14	+
Under construction (August 17)	550	+
Not started (August 17)	114	+

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S4** has been working effectively, supporting delivery of the necessary residential units to meet, and probably exceed, the City Plan target for new homes in the Victoria Opportunity Area.
- The policy will be refreshed to take account of development in the Opportunity Area and latest information about development capacity there.

Tottenham Court Opportunity Area

5.1.10 The City Plan target for the Tottenham Court Opportunity Area (policy S5) is set at 420 new homes that need to be delivered during the period 2011-2031. However, this target is split between Westminster and Camden's Boroughs. The requirement for the provision of residential floorspace is applied flexibly here where planned transport or public realm improvements will benefit the community to meet other strategic priorities. Several sites in the area have been used to provide ticket halls for the Elizabeth Line.

5.1.11 Although only 31 units have been built in the Westminster portion of the Tottenham Court Road Opportunity Area since 2014 a further 249 units were under construction at the end of the period. The following table (Table 6) shows the data:

Table 6: Residential units and GLA targets in the Tottenham Court Road Opportunity Area

Tottenham Court Road Opportunity Area		
	Net conventional C3 Units	GLA Housing Target (420 new homes including Camden 2011 – 2031) Overview
2016/17 Completions	18	+
2015/16 Completions	0	
2014/15 Completions	13	+
2013/14 Completions	0	
Under construction (August 17)	249	+
Not started (August 17)	0	

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S5** has been working effectively in supporting provision of a mix of residential and commercial uses in the Tottenham Court Road Opportunity Area.
- The policy will be refreshed to take account of development in the Opportunity Area and latest information about development capacity there.

Affordable housing trajectory in Westminster

5.1.12 The council's aim is to exceed provision of 30% of all new homes as affordable across Westminster. Over the last four years 3,512 units have been completed of which 429 were affordable, amounting to 12.2%. Where it has not been possible to provide on-site or off-site affordable units the council has agreed a total payment in lieu of nearly £84 million from completed schemes in the past three years. These payments are pooled in the council's Affordable Housing Fund, which plays an important part in funding the council's programme to deliver 2,000 new affordable homes by 2023.

5.1.13 Seventeen per cent of residential schemes under construction and 16% of 'not started' schemes are affordable units. The following table (Table 7) summarises the data:

Table 7: Affordable residential units and targets in Westminster

Westminster					
	Net conventional C3 Units	Net affordable units	% of Target	WCC Target	Agreed Payment in Lieu of affordable units
2016/17 Completions	1344	156	12%	30%	£ 33,960,160
2015/16 Completions	902	179	20%	30%	£ 29,534,064
2014/15 Completions	734	48	7%	30%	£ 13,535,242
2013/14 Completions	532	46	9%	30%	£ 6,823,575
Under construction (August 17)	6374	1089	17%	30%	£ 418,614,492
Not started (August 17)	2646	436	16%	30%	£ 131,117,822

Source: City of Westminster Database (January 2018)

Policy implications

- In order to step up delivery of affordable housing, the council announced a new approach to use of its adopted planning policies to step up delivery of affordable housing, such as a greater emphasis on the requirement for on-site provision and the introduction of post-permission viability reviews.
- The new City Plan will increase the percentage affordable housing requirement and set out stronger, clearer policies on affordable housing to support delivery of more affordable housing.

Affordable housing tenure mix

5.1.14 London Plan policy states that 60% of affordable housing provision should be for social/affordable rent and 40% for intermediate rent or sale, emphasising the importance of giving impetus to a strong and diverse intermediate housing sector. Given the fact that intermediate housing makes up around 1.5% of Westminster's housing stock, the council has announced its intention to move towards a 60% intermediate: 40% social rented split to enable it to meet a wider range of housing need. This approach will be taken forward in the revision to the City Plan.

5.1.15 Over the years 2013/14 - 2016/17 47% of the gross affordable units completed were social units and 53% were intermediate. The following table (Table 8) summarises this data:

Table 8: Affordable housing tenure mix in Westminster

Westminster				
	Gross Social Rented Units	Gross Affordable Rent	Gross Intermediate Units	Gross Affordable units
2016/17 Completions	86 (55%)	0	70 (45%)	156
2015/16 Completions	64 (35%)	0	117 (65%)	181
2014/15 Completions	27 (54%)	0	23 (46%)	50
2013/14 Completions	45 (51%)	0	44 (49%)	89
Under construction (August 17)	702 (51%)	17 (1%)	670 (48%)	1,389
Not started (August 17)	337 (57%)	9 (2%)	247 (42%)	593

Source: City of Westminster Database (January 2018)

Policy implications

- The proportions delivered over this period did not fully reflect current regional policy.
- The council is working to grow the intermediate sector from a very low base of 1.5% of all housing stock.

5.2 Economy

Office and other B1 floorspace

Objectives Monitored	SO1 SO2 SO5
Policies Monitored	S20 Offices and Other B1 Floorspace

Office floorspace trajectory in Westminster

5.2.1 In recent years, Westminster has experienced significant losses of office floorspace (use class B1): between 2013/14 and 2016/17 this trend continued with a net loss of over -233,000 sqm. Table 9 shows this data:

Table 9: Office floorspace variation in Westminster

Westminster				
	Net B1 Loss sqm	Net B1 Gain sqm	Total Net B1 sqm	Target (774,000 sqm B1 2016/17 - 2036/37) Overview
2016/17 Completions	-156,133	52,968	-103,165	-
2015/16 Completions	-89,426	77,691	-11,735	-
2014/15 Completions	-109,648	22,095	-87,553	-
2013/14 Completions	-71,077	39,850	-31,227	-
Under construction (August 17)	-521,554	157,120	-364,434	-
Not started (August 17)	-363,706	69,880	-293,826	-

Source: City of Westminster Database (January 2018)

5.2.2 The pipeline also holds big net losses of B1 floorspace (364,000 sqm to be lost under construction and 294,000 sqm 'not started').

5.2.3 New office floorspace is being built, with over 193,000 sqm completed between 2013 and 2017. However, there were more schemes where B1 floorspace was lost, with losses amounting to -426,000 sqm and resulting in a negative net loss of B1 floorspace.

5.2.4 In the past years the main driver has been the loss of office floorspace to residential use arising from the higher values that could be realised as a result. New residential floorspace accounted for 61% of all new floorspace in completed schemes with a net loss of office floorspace between 2013/14 and 2016/17. For 'under construction' schemes the loss of office floorspace is lower with new residential floorspace accounting for 57%. In 'not started' schemes it was 66%.

5.2.5 However, office floorspace is not just being lost to residential use. In completed schemes with a net loss of office floorspace, A1 retail uses made up 9% of new floorspace; D1 uses made up 6%, C1 hotel uses 7% and A3 restaurants and cafes 3% and 14% to other uses.

Policy implications

- Westminster has suffered big losses of office floorspace. If this continues there are risks that the objective to deliver additional B1 Office floorspace to accommodate new jobs could be compromised.
- The change of use from office to residential use has been the main force affecting the stock office floorspace.

- In 2016 the council introduced new policies on mixed use (S1) and offices and other B1 floorspace (S20) to control the loss of office floorspace to residential use in the Core CAZ, Opportunity Areas and the Named Streets.
- The council has consulted on an Article 4 Direction to lift the permitted development rights for change of use from office to residential in the Westminster CAZ. If confirmed this will come into force in May 2019.
- Revision of the City Plan will give an opportunity to ensure appropriate encouragement and protection of office uses are put in place.

Office floorspace trajectory in the Central Activities Zone

5.2.6 The Central Activities Zone is home to most of Westminster's commercial uses with office floorspace being the biggest land use, occupying 34% of the total here. Between 2013/14 and 2016/17 the trend for office loss in the CAZ continued, with a completed net loss of over 218,000 sqm. There are further significant net losses in the pipeline – of 350,000 sqm in schemes under construction B1 sqm and 278,000 sqm in those as yet un-started.

5.2.7 New office floorspace is being built in the CAZ with over 189,000 sqm completed in the period but there are more schemes where it was lost amounting to 407,000 sqm.

5.2.8 The biggest office loss in the CAZ is the 2016/17 completion of Abell House and Cleland House (John Islip Street) which has provided 275 new flats (occupying 41,000 sqm).

5.2.9 Table 10 summarises the data:

Table 10: Office floorspace in the Central Activities Zone (CAZ)

Central Activities Zone (CAZ) (including Core CAZ)			
	Net B1 Loss sqm	Net B1 Gain sqm	Total Net B1 sqm
2016/17 Completions	-153,404	52,849	-100,555
2015/16 Completions	-79,498	77,102	-2,396
2014/15 Completions	-105,993	21,294	-84,699
2013/14 Completions	-67,979	38,075	-29,904
Under construction (August 17)	-505,027	155,362	-349,665
Not started (August 17)	-347,326	68,838	-278,488

Source: City of Westminster Database (January 2018)

Office floorspace trajectory in the Core Central Activities Zone⁴

5.2.10 As with the wider CAZ, the Core CAZ witnessed office losses between 2013/14 and 2016/17 amounting to a net loss of over -172,000 sqm. The pipeline also holds big net losses of 333,000 sqm of under construction B1 sqm and -273,000 sqm of not started losses.

5.2.11 New office floorspace is being built in the Core CAZ with over 189,000 sqm completed in the period but there are more schemes where it was lost amounting to -407,000 sqm.

5.2.12 Table 11 summarises the data:

Table 11: Office floorspace in the Core Central Activities Zone (CAZ)

Core Central Activities Zone			
	Net B1 Loss sqm	Net B1 Gain sqm	Total Net B1 sqm
2016/17 Completions	-136,852	50,632	-86,220
2015/16 Completions	-69,885	75,384	5,499
2014/15 Completions	-98,053	19,702	-78,351
2013/14 Completions	-48,440	35,910	-12,530
Under construction (August 17)	-44,4710	111,822	-332,888
Not started (August 17)	-298,974	26,199	-272,775

Source: City of Westminster Database (January 2018)

Policy implications

- The council introduced **Policy S20** in 2016 to control the loss of office floorspace to residential use in the Core CAZ, Opportunity Areas and the Named Streets. To help stem office loss in the Core CAZ only residential conversions schemes where the benefits of the proposed residential floorspace outweighs the contribution made by the existing office stock will be permitted. This policy change has not yet had a significant impact on reducing the loss of offices.
- The council has consulted on an Article 4 Direction to remove permitted development rights for changes of use from B1a (offices) to C3 (dwelling houses) in Westminster's Central Activities Zone. If confirmed it will come into effect in May 2019.
- Revision of the City Plan will give an opportunity to ensure appropriate encouragement and protection of office uses are put in place.

⁴ Figures in the "Office floorspace trajectory in the Core Central Activities Zone" section are not in addition to those reported on the section "Office floorspace trajectory in the Central Activities Zone"

Office floorspace trajectory in the Opportunity Areas

Paddington Opportunity Area

5.2.13 Paddington Opportunity Area has been one of the largest opportunity sites in London over the past 15 years, witnessing huge change from a run-down derelict canal basin to a thriving mixed use destination with headquarter buildings, shops and retail. Most of the large development opportunities in the area are now built out, but there are significant amounts of office floorspace in the pipeline with 43,000 sqm under construction and 37,000 sq m consented but not yet started. Merchant Square has sites under construction for over 23,000 sqm of office sqm and the Triangle Site adjacent to Paddington Station has permission for 34,000 sqm of office floorspace. In 2015/16 the conversion of 3,000 sqm of office floorspace to hotel use was completed at Tournamount House, Paddington Station. Since 2010 over 35,000 sqm of office floorspace has been completed so this loss can be subsumed in this area.

5.2.14 The City Plan target of providing over 5,000 new jobs in the Opportunity Area has already been met. The floorspace in the pipeline could result in provision equal to twice the target.

5.2.15 Table 12 summarises the data:

Table 12: Office floorspace in the Paddington Opportunity Area

Paddington Opportunity Area				
	Net B1 Loss sqm	Net B1 Gain sqm	Total Net B1 sqm	GLA Target 5000 jobs 2011 2031 Overview
2016/17 Completions	0	1,289	1,289	+
2015/16 Completions	-3,015	0	-3,015	-
2014/15 Completions	0	0	0	
2013/14 Completions	0	0	0	
Under construction (August 17)	0	42,694	42,694	+
Not started (August 17)	-1,500	38,278	36,778	+

Source: City of Westminster Database (January 2018)

Victoria Opportunity Area

5.12.16 The City Plan sets a job target for the area of 4,000 jobs for the period 2011-2031.

5.2.17 The Victoria Opportunity Area has bucked the wider trend of office floorspace loss over the last four years, with a net gain of over 45,000 sqm. This includes 32,000 sqm completed in 2016/17 at the Nova site on Victoria Street and

21,000 sqm provided in 2013/14 at the former Selbourne House at 60 Victoria Street. These two recent completions provide space for over 4,000 jobs meeting the GLA's target.

5.2.18 However, there are also significant office losses in the pipeline of -83,000 sqm under construction and -10,000 not started. The redevelopment of Scotland Yard accounts for half of this loss. Portland House but has permission to change to residential use – if implemented (although its owners have indicated that it will not be) this would result in the net loss of -41,000 sqm of office floorspace and a gain to 53,000 sqm of residential use.

5.2.19 Table 13 summarises the data:

Table 13: Office floorspace in the Victoria Opportunity Area

Victoria Opportunity Area				
	Net B1 Loss sqm	Net B1 Gain sqm	Total Net B1 sqm	GLA Target 4000 jobs 2011 2031 Overview
2016/17 Completions	-6,112	31,750	25,638	+
2015/16 Completions	-27,012	27,277	265	+
2014/15 Completions	0	0	0	
2013/14 Completions	-1,249	20,618	19,369	+
Under construction (August 17)	-93,454	10,284	-83,170	-
Not started (August 17)	327	-10,437	-10,110	-

Source: City of Westminster Database (January 2018)

Tottenham Court Road Opportunity Area

5.2.20 The City Plan sets a target of providing 5,000 jobs in the Tottenham Court Road Opportunity Area for the period 2011-2031. The opportunity area (which straddles the Westminster/Camden boundary) includes several large sites which are being redeveloped to serve the construction of the Elizabeth Line and to provide new stations and ticket halls. Over 16,000 sqm of office use is under construction at the main Tottenham Court Road site. The former Western District sorting office in Rathbone Place will also accommodate 25,000 sqm of office floorspace. Well over half the target of 5,000 new jobs will be provided at these two sites in Westminster and by 2031 the target will be met by future windfall sites in both Westminster and Camden.

5.2.21 Table 14 summarises the position:

Table 14: Office floorspace in the Tottenham Court Road Opportunity Area

Tottenham Court Road Opportunity Area				
	Net B1 Loss sqm	Net B1 Gain sqm	Total Net B1 sqm	GLA Target 5000 jobs 2011 2031 Overview
2016/17 Completions	0	0	0	
2015/16 Completions	0	0	0	
2014/15 Completions	0	0	0	
2013/14 Completions	0	0	0	
Under construction (August 17)	-9,731	41,851	32,120	+
Not started (August 17)	0	-705	-705	-

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S3** has proved extremely effective. The employment target has been exceeded in the Paddington Opportunity Area.
- **Policy S4** has worked effectively in the Victoria Opportunity Area. Although there has been development of more residential use and loss of office floorspace in the pipeline, Victoria is characterised by existing office use and by 2031 windfall sites will be developed redressing the balance.
- **Policy S5** is now reaching fruition and the Tottenham Court Road area will provide the targeted employment opportunities in the near future.
- New City Plan policies will promote future office growth in these opportunity areas.
- To stem the loss of office floorspace the council introduced a **policy (S20)** in 2016 where the loss of office floorspace to residential use in the Core CAZ, Opportunity Areas and the Named Streets will only be permitted if the proposal outweighs the contribution of the office stock. The success of this policy will be picked up in the next monitoring report, however early indications evidenced by the continued loss of office floorspace in the CAZ are that the policy is not as effective as hoped.

Office to residential floorspace change of use

Office to residential floorspace in Westminster

5.2.22 As we have seen, Westminster's office stock has been declining over the past years with the biggest driver being the office to residential conversion. This is due to the disparity between office and residential values and, prior to 2016, no policy protection for the office land use. Office blocks have provided a source for conversion and redevelopment, supported by the Government through permitted development rights introduced in 2013. The Central Activities Zone has seen the biggest losses, and in 2015 the council

announced a change in practice to limit office to residential conversions. This was backed by a revision to Westminster's City Plan that made changes to the mixed use policy in incentivise office growth which was formally adopted in July 2016.

5.2.23 New residential floorspace accounted for 61% of all new floorspace in completed schemes with a net loss of office floorspace between 2013/14 and 2016/17. For schemes under construction the loss of office floorspace is higher with new residential floorspace accounting for 57%. In 'not started' schemes the percentage is 66%.

5.2.24 The data analysed (table 15) are based upon completed planning permissions with a net loss of B1 office floorspace and a net increase in residential floorspace.

Table 15: Office to residential losses in Westminster

Westminster					
Year	Number of permissions	Net B1 sqm Loss	Net C3 sqm gain	Net C3 Units	Net Affordable Units
2013/14 Completion	102	-45,748	48,665	345	31
2014/15 Completion	108	-74,031	79,101	431	1
2015/16 Completion	70	-62,714	61,322	440	40
2016/17 Completion	94	-125,552	144,288	899	93
Grand Total	374	-308,045	333,376	2,115	165
Permitted not started	189	-318,611	393,603	2,073	210
Under Construction	148	-418,727	599,942	2,682	81
Grand Total	337	-737,338	993,545	4,755	291

Source: City of Westminster Database (January 2018)

5.2.25 Redevelopments and some change of use permissions may not result in a metre-for-metre change between net office and residential floorspace as smaller office buildings are replaced with larger residential buildings or a mix of uses (e.g. change of use from office 500 sqm to residential use 300 sqm and medical use 200 sqm).

5.2.26 Between April 2013 – March 2017 8,000 sqm of office floorspace has been lost across the city as a whole to schemes creating residential floorspace. These have provided 333,000 sqm of residential sqm and 2,115 residential units. Some 8% of the completed residential units were affordable. A further potential net loss of 737,000 of office floorspace is in the pipeline, which could create 4,755 units. Six per cent of residential units in the pipeline from office to residential conversions/redevelopments are affordable.

Office to residential in the Central Activities Zone (CAZ)

5.2.27 Between April 2013 – March 2017 293,000 sqm of office floorspace has been lost to schemes creating residential floorspace in the CAZ. These have provided 315,000 sqm of residential sqm and 1,972 residential units.

5.2.28 A further potential net loss of 710,000 sqm of office floorspace is in the pipeline which could create 4,368 units. Six per cent of residential units in the pipeline from office to residential conversions/redevelopments are affordable. The following table (Table 16) summarises the data:

Table 16: Office to residential floorspace in the Central Activities Zone (CAZ)

Central Activities Zone (CAZ)					
Year	Number of permissions	Net B1 sqm Loss	Net C3 sqm gain	Net C3 Units	Net Affordable Units
2013/14 Completion	85	-43,318	44,900	311	31
2014/15 Completion	92	-70,575	74,659	400	1
2015/16 Completion	61	-56,233	54,353	403	40
2016/17 Completion	80	-122,823	141,318	858	93
Grand Total	318	-292,949	315,230	1,972	165
Permitted not started	155	-302,453	323,534	1,818	201
Under Construction	134	-407,747	579,196	2,550	56
Grand Total	289	-710,200	902,730	4,368	257

Source: City of Westminster Database (January 2018)

Office to residential in the Core Central Activities Zone (CAZ)

5.2.29 Between April 2013 – March 2017 250,000 sqm of office floorspace has been lost to schemes creating residential floorspace in the Core CAZ. These have provided 271,000 sqm of residential sqm and 1,684 residential units. Six per cent of completed residential units from office to residential conversions/redevelopments were affordable. Table 17 summarises the position:

Table 17: Office to residential floorspace in the Core Central Activities Zone

Core Central Activities Zone (CAZ)					
Year	Number of permissions	Net B1 sqm Loss	Net C3 sqm gain	Net C3 Units	Net Affordable Units
2013/14 Completion	60	-26,657	27,344	217	0
2014/15 Completion	78	-64,177	67,856	344	0
2015/16 Completion	52	-51,705	49,783	354	25
2016/17 Completion	58	-107,954	125,512	769	82
Grand Total	248	-250,493	270,495	1,684	107
Permitted not started	127	-259,965	277,422	1,527	110
Under Construction	109	-359,267	502,641	2,121	41
Grand Total	236	-619,232	780,063	3,648	151

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S20** in the City Plan has been revised to help stem office loss in the Core CAZ. Only residential conversions schemes where the benefits of the proposal residential floorspace outweighs the contribution made by the existing office stock will now be permitted. The effectiveness of these policies will require monitoring with further policy changes made if necessary.

Retail

Objectives Monitored	SO1 SO2 SO5	
Policies Monitored	S6	Core Central Activities Zone
	S21	Retail

5.2.30 There was a significant increase in net retail floorspace delivered in 2016/17. The largest retail development was located in Oxford Street and provides approximately 6,000 sqm retail floorspace over seven floors. Table 18) summarises the position:

Table 18: Retail floorspace completions in Westminster

Westminster	
	Total Net A1 sqm
2016/17 Completions	22,301
2015/16 Completions	10,054
2014/15 Completions	26,825
2013/14 Completions	8,657
Under construction (August 17)	39,569
Not started (August 17)	14,427

Source: City of Westminster Database (January 2018)

5.2.31 The largest unimplemented retail planning permissions are located in Long Acre, Aybrook Street, New Bond Street and Floral Street. Altogether they will be increasing the net area of retail space by more than 10,000 sqm.

5.2.32 Within the CAZ, retail floorspace delivered has increased significantly, providing an additional 22,447 sqm. This marks the second highest level of completed retail schemes during the last seven years, following a year of the lowest record during the same period. Table 19 shows the position:

Table 19: Retail floorspace in the Central Activities Zone

Central Activities Zone (CAZ)	
	Total Net A1 sqm
2016/17 Completions	22,447
2015/16 Completions	8,979
2014/15 Completions	27,169
2013/14 Completions	9,797
Under construction (August 17)	37,987
Not started (August 17)	24,915

Source: City of Westminster Database (January 2018)

5.2.33 In the Core CAZ, retail floorspace completed in 2016/17 amounted to 20,335 sqm, a considerable increase over the previous year. Outside the Core CAZ, however, the schemes that have received planning permission but have not yet started are, when implemented, expected to decrease the retail floorspace there by approximately 4,000 sqm. Within Core CAZ unimplemented permissions could increase retail floorspace by a further 18,377 sqm. Table 20 summarises the data:

Table 20: Retail floorspace in the Core Central Activities Zone

Core Central Activities Zone (CCAZ)	
	Total Net A1 sqm
2016/17 Completions	20,335
2015/16 Completions	9,987
2014/15 Completions	25,857
2013/14 Completions	8,542
Under construction (August 17)	34,803
Not started (August 17)	18,377

Source: City of Westminster Database (January 2018)

5.2.34 Half of the retail floorspace growth is within the West End Special Retail Policy Area (WESRPA), covering Oxford, Regent and Bond streets, generating 51% of the net completions. Outside the WESRPA, a major development in Terminus Place (outside Victoria Station) will increase the net retail floorspace by 3,791 sqm when completed. Smaller schemes in Victoria Street, Lupus Street and Queensway, reduced the retail floorspace by 1,200 sqm in total. Table 21 summarises the data:

Table 21: Retail floorspace in the West End Special Retail Policy Area

West End Special Retail Policy Area	
	Total Net A1 sqm
2016/17 Completions	11,278
2015/16 Completions	1,923
2014/15 Completions	15,987
2013/14 Completions	3,740
Under construction (August 17)	9,256
Not started (August 17)	11,341

Source: City of Westminster Database (January 2018)

Policy implications
<ul style="list-style-type: none"> • Policy S6 has worked effectively in supporting retail floorspace throughout the Core Central Activities Zone. • Policy S7 has been effective in maintaining, improved and delivering retail space. • Policy S21 has worked effectively in protecting A1 uses and directing new growth in the designated shopping centres. • These policies are being refreshed as part of the revision of the City Plan. The new policies will reflect changes in the retail sector and provide an approach to management of centres more responsive to current trends.

Visitor accommodation

Objectives Monitored	SO1 SO2 SO5
Policies Monitored	S23 Hotels and conference facilities

Hotels trajectory

5.2.35 In 2016/17, Westminster's net hotel floorspace decreased by 6,416 sqm, with the total net hotel bedrooms reduced by 131 rooms. This is the first time since 2011/12 that there has been a decrease in the hotel floorspace.

Developments at Terminus Place and Craven Hill Gardens have contributed to these net losses, resulting in a total loss of 238 rooms. However, nearly 3000 rooms are under construction. The position is as shown in Table 22:

Table 22: Hotel floorspace completions in Westminster

Westminster		
	Net C1 sqm	Net C1 Bed rooms
2016/17 Completions	-6,416	-131
2015/16 Completions	2,264	39
2014/15 Completions	14,481	375
2013/14 Completions	22,432	233
Under construction (August 17)	190,021	2,899
Not started (August 17)	74,094	746

Source: City of Westminster Database (January 2018)

5.2.36 Within the CAZ a total of 213 sqm net additional hotel floorspace and 52 net hotel rooms were delivered in 2016/17. The largest hotel completed in the CAZ was in Dacre Street. Outside the CAZ, net hotel rooms dropped by 183 and the total net floorspace by 6,629 sqm. The position is summarised in Table 23:

Table 23: Hotel floorspace completions in the Central Activities Zones

Central Activities Zone (CAZ)		
	Net C1 sqm	Net C1 Bed rooms
2016/17 Completions	213	52
2015/16 Completions	3,181	96
2014/15 Completions	14,719	394
2013/14 Completions	22,136	230
Under construction (August 17)	196,876	3,075
Not started (August 17)	65,556	718

Source: City of Westminster Database (January 2018)

5.2.37 Although there has been a net loss of C1 floorspace and hotel rooms at a city level, a significant number of C1 developments are under construction which will increase the number of hotel rooms again. These developments are mainly in the CAZ.

Policy implications

- Over the period covered by the AMR, **policy S23** has been effective in directing new hotels to the areas it sets out, including the Central Activities Zone. The policy will be refreshed as part of the revision of the City Plan.

Short-term letting

5.2.38 Under regulations made under the Deregulation Act 2015, short-term letting a property is now lawful under certain circumstances without the need for planning permission. Accordingly, the number of properties that are used to provide short-term or nightly-let accommodation has increased enormously. Between 2013 and 2017, only one property has been granted planning permission to be used to provide permanent short-term accommodation.

5.2.39 The council does not have its own data showing how many properties in the city are being used to provide nightly-let accommodation. However, a report published by the Institute of Public Policy Research (December 2016) with data from Airbnb assessed the issue. According to this report, Westminster is one of the Boroughs where nightly letting has increased the most since 2011 and where the proportion of entire home listings versus single rooms listings is higher. The report also shows that in 2015, about a quarter of all homes listed for short-term letting in the city were rented for more than 90 nights and are therefore considered commercial lettings. The council receives a significant level of complaints about properties allegedly being used to provide short-term accommodation and has established a specialist task force to take a coordinated approach to the issue. Table 24 gives details of the level of enforcement action taken in this area; it reflects an increasing number of

complaints. The position will be monitored and updated reports will be given in future AMRs.

Table 24: Short-term letting Enforcement data

	2015	2016	2017
Enforcement cases opened	283	413	424
Planning Contravention Notices served	113	180	106
Served Enforcement Notices	8	13	4
Enforcement cases closed	434	759	202

Source: Westminster City Council (March 2018)

Policy implications

- A significant number of residential properties throughout the city are used to provide short-term or nightly-let accommodation.
- Tackling the negative impacts of nightly letting effectively is a council priority, with a coordinated approach taken to dealing with its negative impacts. The council will continue to lobby Government and the Mayor for effective action to deal with the issue, its implications for the amenity of residents and businesses and for the availability of mainstream housing at a time of increasing need.
- The importance of this issue will be flagged up in the revised City Plan.

Entertainment uses

Objectives Monitored	SO1 SO2 SO5	
Policies Monitored	S6	Core Central Activities Zone
	S8	Marylebone and Fitzrovia
	S13	Outside the CAZ and NWEDA
	S24	Entertainment uses

Entertainment in Westminster

5.2.40 There has been a net gain of nearly 20,000 sqm in café and restaurant floorspace in Westminster (A3 use class) in the four years covered by this report. The largest gain was seen in 2015/16 - 8,816 sqm net additional floorspace. Although in 2016/2017 the A3 floorspace gain was not that significant, there are a large number of relevant permissions currently under construction and these will lead to a significant rise in café and restaurant floorspace.

5.2.41 There has been a net loss of drinking establishment floorspace (A4 use class) over the period covered, totalling -7,233 sqm. Nearly half of this net loss came in 2016/17 where there was a net loss of four drinking establishments comprising 3,496 sqm of floorspace; this includes two re-development sites in Wigmore Street and Haymarket that both led to floorspace losses of over 800 sqm each. The position is shown in Table 25:

Table 25: Entertainment floorspace in Westminster

Westminster			
	Net A3 sqm	Net A4 sqm	Net A4 Units
2016/17 Completions	4,688	-3,496	-4
2015/16 Completions	8,816	-1,496	0
2014/15 Completions	4,918	-907	-1
2013/14 Completions	1,533	-1,334	-2
Under construction (August 17)	13,868	-6,715	-10
Not started (August 17)	16,618	-2,486	-1

Source: City of Westminster Database (January 2018)

Entertainment in the Central Activities Zone

5.2.42 Nearly all the gains in café and restaurant net floorspace were a result of completed permissions within the Central Activities Zone. Likewise, 84% of net drinking establishment floorspace loss was in the Central Activities Zone. This shows that most of the changes in entertainment floorspace trends in Westminster are taking place in the Central Activities Zone - as would be expected. This trend is replicated in schemes that have not yet been completed but are under construction; for example, there are ten schemes that are under construction that will lead to a loss in drinking establishments and nine of these are within the Central Activities Zone. The position is shown in Table 26:

Table 26: Entertainment floorspace in the Central Activities Zone

Central Activities Zone			
	Net A3 sqm	Net A4 sqm	Net A4 Units
2016/17 Completions	4,685	-2,924	-4
2015/16 Completions	7,350	-1,496	0
2014/15 Completions	5,684	-283	1
2013/14 Completions	1,545	-360	0
Under construction (August 17)	10,983	-5,567	-9
Not started (August 17)	16,630	-1,920	1

Source: City of Westminster Database (January 2018)

Entertainment in the West End Stress Area

5.2.43 The council has identified areas where it considers restaurants, cafes, takeaways, public houses, bars and other entertainment uses have become concentrated to an extent that harm is being caused to residential amenity, the interests of other commercial uses, the local environment and to the character and function of the locality. These are termed “stress areas” and have been designated in the West End, Edgware Road and Queensway.

5.2.44 In 2016/17 there was a net loss of café and restaurant floorspace in the West End Stress Area. This was the first time in the period covered by the AMR where there was a net loss. A major re-development in Berners Street led to 1,465 sqm of floorspace being lost. The position is shown in table 27.

5.2.45 There were only two completed permissions that led to a change in drinking establishment floorspace in the West End Stress Area. Two drinking establishment units were lost amounting to a net loss of 1,452 sqm; both schemes were major re-developments, the first was in Oxford Street and the second in Haymarket.

Table 27: Entertainment floorspace in the West End Stress Area

West End Stress Area			
	Net A3 sqm	Net A4 sqm	Net A4 Units
2016/17 Completions	-278	-1,452	-2
2015/16 Completions	2,821	-209	0
2014/15 Completions	2,544	-103	1
2013/14 Completions	577	-597	-1
Under construction (August 17)	2,884	-1,098	-1
Not started (August 17)	8,784	-659	-1

Source: City of Westminster Database (January 2018)

Entertainment in the Edgware Road Stress Area

5.2.46 There have been very few changes in café and restaurant and/or drinking establishment floorspace in the period covered in the Edgware Road Stress Area. In 2016/17 there were no completed permissions leading to a change in either types of floorspace. One permission currently under construction will see a 990sqm gain in café and restaurant floorspace in Bryanston Street. The position is shown in Table 28:

Table 28: Entertainment floorspace in the Edgware Road Stress Area

Edgware Road Stress Area			
	Net A3 sqm	Net A4 sqm	Net A4 Units
2016/17 Completions	0	0	0
2015/16 Completions	79	0	0
2014/15 Completions	0	0	0
2013/14 Completions	-445	0	0
Under construction (August 17)	990	-596	0
Not started (August 17)	-853	0	0

Source: City of Westminster Database (January 2018)

Entertainment in the Queensway/Bayswater Stress Area

5.2.47 As with the Edgware Road Stress Area, the Queensway/Bayswater Stress Area had no completed permissions leading to a change in café and restaurant and/or drinking establishment floorspace in 2016/17. Table 29 summarises the data:

Table 29: Entertainment floorspace in the Queensway/Bayswater Stress Area

Queensway/Bayswater Stress Area			
	Net A3 sqm	Net A4 sqm	Net A4 Units
2016/17 Completions	0	0	
2015/16 Completions	480	0	0
2014/15 Completions	-870	0	0
2013/14 Completions	0	0	0
Under construction (August 17)	61	0	0
Not started (August 17)	-51	0	0

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S24** has worked effectively in steering the right type of entertainment use growth in the desired areas, especially A3 uses in the Central Activities Zone, and in limiting detrimental growth in new entertainment uses in the Stress Areas.
- **Policy S6** has been effective in supporting a reduction in the number of entertainment uses within the West End Stress Area that would result in an increased concentration of late-night uses.
- **Policy S8** was, in part, set up to limit the number of entertainment uses within the Edgware Road Stress Area; an area that already has a large number of entertainment uses. So far, the policy has helped support a reduction in the number of entertainment uses within the stress area.
- **Policy S13** has worked effectively in limiting entertainment uses within the Queensway/Westbourne Grove Stress Area.
- The new City Plan will set out a new policy framework for these uses which promotes a flexible and managed approach, recognising differences between the evening and night-time economies.

5.3 Open space and environment

Objectives Monitored	S07	
Policies Monitored	S35	Open Space
	S31	Air Quality
	S32	Noise pollution
	S36	Sites of Importance for Nature Conservation
	S38	Biodiversity and Green Infrastructure

Open Space

5.3.1 There has been a net gain in open space in Westminster over the period covered by this report. During this time there has only been one completed permission that has led to a change in open space; a major residential development at Middlesex Hospital in the West End in 2015/16.

5.3.2 There were several proposals for an additional gain of open space that were under construction at the end of the period covered by this report. The largest of these include the re-development of the North Westminster Community School in North Wharf Road and the re-development of Chelsea Barracks on Chelsea Bridge Road. The outcome is summarised in Table 30:

Table 30: Open Space floorspace in Westminster

Westminster			
	Net Open Space Loss sqm	Net Open Space Gain sqm	Total Net Open Space sqm
2016/17 Completions	0	0	0
2015/16 Completions	0	5,836	5,836
2014/15 Completions	0	0	0
2013/14 Completions	0	0	0
Under construction (August 17)	-3,354	12,147	8,793
Not started (August 17)	-1,499	6,339	4,840

Source: City of Westminster Database (January 2018)

Policy implications

- **Policy S35** has been effective in securing more open space in the city and protecting against any loss of open space.

Biodiversity

5.3.3 Since 2013 to 2017, there has been no loss of Sites of Importance for Nature Conservation (SINCs). Westminster has 33 SINCs.

Policy implications

- **Policy S36 and Policy S38** have been effective.

Air quality

5.3.4 Westminster's air quality is poor as a result of a complex urban environment at the heart of London (and the centre of its transport infrastructure) with a very high number of vehicles travelling on the high density of roads, buildings and emissions from boilers used to heat buildings. The highest levels of pollution are along the busiest roads and at major junctions. The 2014 residents' survey shows that air quality is perceived as an increasing problem by a quarter of residents.

5.3.5 The council monitors the levels of two air pollutants: nitrogen dioxide (NO₂) and particulate matter (PM₁₀)⁵. The following tables (Table 31 and Table 32) show the evolution of Nitrogen Dioxide (NO₂) levels in four different locations:

Table 31: Annual Mean NO₂ Ratified and Bias-adjusted Monitoring Results (□g m⁻³)

Site ID	Site type	Valid data capture for monitoring period % ^a	Valid data capture 2016 % ^b	Annual Mean Concentration (µg m ⁻³)						
				2010 ^c	2011 ^c	2012 ^c	2013 ^c	2014 ^c	2015 ^c	2016 ^c
Marylebone Road	Automatic	98	98	98	97	94	85	94	88	87
Horseferry Road	Automatic	84	84	49	41	39	45	46	39	37
Oxford Street	Automatic	94	94	N/A	N/A	N/A	135	143 (73%)*	135	87
Strand	Automatic	90	90	N/A	N/A	N/A	N/A	N/A	122 (60%)	101

Source: Westminster City Council Air Quality Annual Status Report for 2016 (May 2017)

Table 32: Annual Mean PM₁₀ Automatic Monitoring Results (□g m⁻³)

Site ID	Valid data capture for monitoring period % ^a	Valid data capture 2016 % ^b	Annual Mean Concentration (µg m ⁻³)						
			2010 ^c	2011 ^c	2012 ^c	2013 ^c	2014 ^c	2015 ^c	2016 ^c
Marylebone Road	90	90	35	41	38	33	31	30	29
Marylebone Road FDMS	95	95	32	38	31	29	26	24	26
Horseferry Road	95	95	21 (56%)*	19	18	N/A	19	17	17

Source: Westminster City Council Air Quality Annual Status Report for 2016 (May 2017)

5.3.6 The data show that there were exceedances of the NO₂ annual mean air quality objective at all monitoring sites with the exception of Horseferry Road

⁵ The council only measures air quality in a number of locations. Accordingly, making generalisations across the city should take into account the limits of the data.

and that there were no exceedances of the PM₁₀ annual mean air quality objective in 2016. Although air quality has gradually improved in recent years as result of policies to reduce emissions, the monitoring data indicate that NO₂ concentration still exceeds the EU limit values both on the short and long term objective limit, whilst particulate matter (PM₁₀ and PM_{2.5}) both meet the EU objectives. However, all three concentrations exceed the World Health Organisation's annual mean guidelines.

5.3.7 During the period covered by this report, the council has published an Air Quality Action Plan (2013 – 2018) and a Greener City Action Plan (2015-2025). The council has integrated air quality into its transport and planning strategies and has adopted robust air quality planning policy and integrated action to improve air quality into its Local Implementation Plan funding schedule. In 2016 the council adopted a revised Code of Construction Practice which regulates the management and enforcement of construction sites in Westminster and has implemented the London Plan air quality policies.

5.3.8 In July 2016, Westminster City Council won £1million funding from the Mayor of London for a Low Emission Neighbourhood (LEN) in the Marylebone area. The council has worked with a number of different stakeholders in the area to devise a 3-year programme to change behaviour and improve streetscape and public realm to create an environment that encourages an improvement in air quality. As part of the Marylebone LEN programme, the council is undertaking a project aimed at reducing vehicle trips from delivery and servicing vehicles in the area and promoting consolidated procurement via an area wide 'buyers' scheme'.

5.3.9 In August 2016, the council created an Air Quality Task Group. The group sought views and evidence from local residents and workers in Westminster and looked into the health impacts of air pollution. In addition, the task group commissioned an independent evidence review from King's College London.

Policy implications

- **Policy S31** is starting to be successful and Westminster is working to improve air quality. Policy will be updated and strengthened in the new City Plan.

Noise pollution

5.3.10 In 2016/17 the council noise team received 17,598 complaints. The Westminster Noise Strategy (2010) identifies that average noise levels in Westminster are 62 decibels (dB) LAeq6 in the day (07:00 – 19:00 hrs) and 55.7dB LAeq in the night (23:00 – 07:00 hrs). Westminster's noise levels exceed the World Health Organisation (WHO) guidelines. Most complaints were received in relation to noise originating from residential premises (over

⁶ LAeq Ambient noise is normally measured as LAeq. LAeq T is the equivalent A-weighted sound pressure level that gives the energy average of a fluctuating sound level measured over a specified time duration. LAm_{ax}. The maximum A-weighted, sound pressure for a discrete event or over a specific time period (LAm_{ax} T).

40%), followed by noise incidents on streets (27.6%) and commercial premises (11.5%). The majority of complaints received in 2016/17 originated from the West End (354,000) and St. James's (244,000). Westminster City Council has also seen an increasing number of noise complaints made regarding Pedit-cabs which are not controllable via planning policy.

5.3.11 During the period covered by this report, the council published a Greener City Action Plan (2015-2025) that sets out how its actions have helped reduce noise levels and complaints. However, the predicted increase in population will prove a challenge in managing a healthy living environment. Pressures on accommodation will mean that people will be closer to noise. Although policy will promote high standards of soundproofing, planning policy alone will be of limited effectiveness in influencing noise-generating uses that already exist in a dense urban environment such as Westminster. The challenge of 24-hour transportation services will also increase the impact of noise in Westminster. In 2016 the council published a new Code of Construction Practice to help control and manage construction impacts like noise on sites throughout Westminster.

5.3.12 In 2010, the government published a noise policy statement for England which sets a framework to assess and manage environmental noise, in particular road and rail vehicles. Westminster is working to implement the Government's Noise Actions Plan.

Policy implications

- **Policy S32** has been effective in contributing to addressing new sources of noise pollution and introducing new policies to reduce it and its impacts. Policy will be updated in the revised City Plan.

5.4 Design, heritage and built environment

Objectives Monitored	SO2	
Policies Monitored	S25	Heritage
	S26	Views
	S28	Design

Design awards

5.4.1 The period saw several schemes and new developments in Westminster received design awards and commendations, including those given by the Civic Trust, New London Architecture, and the Royal Institution of British Architects.

Policy implications

- **Policy S28** has been effective in ensuring that new developments in Westminster have incorporated exemplary standards of inclusive urban design and architecture.
- Revision of the City Plan will provide an opportunity to ensure an updated policy framework that will encourage the highest quality of sustainable design, incorporating current standards, while also protecting and enhancing Westminster's heritage.

Historic environment

Conservation Areas

5.4.2 There are 56 conservation areas in Westminster. A draft Conservation Area Audit has been prepared for the Belgravia Conservation Area and will be put through the process for adoption in due course. There are eight other conservation areas which currently do not have an audit in place. The Council intends to prepare audits for these outstanding areas in due course.

Heritage at Risk

5.4.3 From 2013 to 2017, the number of buildings on the Heritage at Risk Register has reduced from 23 to 20 buildings. The following table (Table 34) shows the buildings by risk priority:

Table 34: Heritage at Risk 2017

Westminster	
Risk priority	Number of buildings
A (Immediate risk no solution agreed)	0
B (Immediate risk solution agreed)	1
C (Slow decay, no solution agreed)	6
D (Slow decay, solution agreed)	9
E (under repair with no user identified)	1
F (repair in progress)	3
Total	20

Source: Historic England (2017)

5.4.4 Since 2013, the number of buildings in immediate risk (Historic England's highest priority for action) has dropped from 6 to 1. None of Westminster's conservation areas or historic parks and gardens are on the Heritage at Risk register.

World Heritage Site and View Management

5.4.5 The Palace of Westminster and Westminster Abbey including Saint Margaret's Church is inscribed as a UNESCO World Heritage Site (WHS) in recognition of its Outstanding Universal Value. The World Heritage Committee has raised concerns in a number of recent decisions with regards to the protection of the site and in particular large scale development projects in its vicinity, at Vauxhall/ Nine Elms and Elizabeth House in Lambeth, outside the City of Westminster. Much of this has been permitted and is now under construction. A Monitoring Mission visited the site in February 2017, and published a number of recommendations to improve protection of the site which were adopted by the World Heritage Committee in its 2017 decision (ref 41COM 7B.55). Since this time the council has been working with key stakeholders including the Mayor of London and neighbouring boroughs on development of a management plan for the WHS to ensure protection for the Site is strengthened and its outstanding universal value is protected and enhanced in future decisions.

Policy implications

- **Policy S25 and S26** have been effective. However, UNESCO have raised concerns about the Palace of Westminster/ Westminster Abbey World Heritage Site. The council will continue to work with the Mayor of London and adjoining boroughs to ensure the World Heritage Site is protected effectively.

5.5 Walking and cycling

Objectives Monitored	SO6	
Policies Monitored	S41	Pedestrian movement and sustainable transport

5.5.1 One of the Westminster's City Plan objectives is to make walking and cycling more enjoyable and safer to encourage more sustainable modes of travel. The number of pedestrians hurt on the roads has remained roughly level over the last four years with a slight welcome decline of -3% on the 2015 figure. The position is shown in Table 36:

Table 36: Number of pedestrian casualties

Year	Pedestrian Casualties	% Difference to previous year
2016	455	-3
2015	471	0
2014	469	1
2013	466	1
Total	1,861	

Source: Transport for London fact sheet (2017)

5.5.2 After an increase in the number of cycling casualties from 405 to 457 between 2013 and 2014 the number of cycling accidents and casualties reduced to 358 in 2016. This fall came at the same time as improvements to the cycle superhighways running through Westminster which provides cyclists with their own dedicated lanes separated from traffic. The position is shown in Table 37:

Table 37: Number of cycling casualties

Year	Cycling Casualties	% Difference to previous year
2016	358	-12
2015	406	-11
2014	457	13%
2013	405	-9
Total	1,626	

Source: Transport for London fact sheet (2017)

Policy implications

- **Policy S41** has been effective in helping to reduce pedestrian and cycling casualties. New walking and cycling strategies will contribute to delivering safer environments for pedestrians and all road users.
- These policies will be updated and strengthened as necessary as part of the City Plan revision.

6. Assets of community value

- 6.1 Under the Localism Act 2011 and supporting regulations, local community groups can apply to the council to designate local assets providing a function valuable to the community. If the nomination is successful, a moratorium applies giving community groups that may wish to buy the asset 6 months to make a bid should the asset come up for sale. It gives voluntary and community groups the chance to save important local places like pubs, libraries and village shops.
- 6.2 Between 2013 and 2017, Westminster received 22 valid nominations, of which nine were successful in being designated (40%) and 13 were rejected. In March 2017, Westminster had 9 listed ACVs:
- four public houses (44%),
 - three open spaces (33%),
 - one community hall,
 - one further education college.
- 6.3 The successful nominations are set out in the table below:

Table 35: Successful nominations as Assets of Community Value

Successful Nominations			
Description of the land nominated as an asset of community value.	Address of land nominated	Details of the nominating council or body	Date added to list
The Clifton Hotel	96 Clifton Hotel, London, NW8 0JT	St. John's Wood Society	11.02.2015
The Star Public House	38 St. John's Wood Terrace, NW8 6LS	St. John's Wood Society	13.02.2015
The Swan and Edgar Public House	Linhope Street, London, NW1 6LH	Save the Linhope Street Local Group	06.05.2015
Queen's Park Hall/All Stars Boxing Gym	576 Harrow Road, London, W10 4NJ	Queen's Park Community Council	08.01.2016
The Carlton Tavern	The Carlton Vale, London, NW6 5EU	The Carlton Vale Phoenix Association Community Organisation	02.02.2016
St George's Square Gardens	SW1	Pimlico Toy Library	16.05.2016
Pimlico Gardens	SW1	Pimlico Toy Library	16.05.2016
Essendine Wild Garden	24 Essendine Mansions, Essendine Road, London W9	Essendine Residents Association	01.12.2016
Westminster Kingsway College	15 Peter Street, Soho, London W1F 0HS	Berwick Street Community Group	17.01.2017

Source: City of Westminster Database (October 2017)

Policy implications

- The council has not approved any special planning policy in relation to the Assets of Community Value and planning legislation does not cover them. However, they are referred to as material planning consideration when assessing planning applications.

7 Community Infrastructure Levy (CIL) and Planning obligations

Objectives Monitored	1 2 6	
Policies Monitored	S33	Delivering Infrastructure and Planning Obligations

7.1 The Mayoral and Westminster City Council Community Infrastructure Levy (CIL)

The Mayoral Community Infrastructure Levy (CIL)

7.1 The Mayor of London's Community Infrastructure Levy (CIL) applies to almost all new developments across Greater London that have been granted planning permission since 1 April 2012. The Levy raises money towards Crossrail 1⁷ and is collected by the London boroughs on behalf of the Mayor. The Mayoral CIL charge is £50 per square metre of net floorspace for all uses in Westminster. Further information on the Mayoral CIL can be found on the council's website⁸.

7.2 Table 38 shows the Mayoral CIL monies collected by Westminster City Council since 2012:

Table 38: Mayoral CIL monies collected by the council by financial year

	FY 2012/2013	FY 2013/2014	FY 2014/2015	FY 2015/2016	FY 2016/2017
Q1		£484,048	£1,363,255	£2,720,639	£4,369,161
Q2		£2,137,483	£2,449,284	£1,247,363	£2,317,645
Q3	£1,582,056	£798,956	£2,115,956	£620,929	£4,160,749
Q4	£570,417	£1,154,394	£1,710,380	£2,678,714	£2,528,870
Total	£2,152,473	£4,574,881	£7,638,875	£7,267,645	£13,376,424

Source: Westminster Council Database (Jan 2018)

The Westminster City Council Community Infrastructure Levy (CIL)

7.3 The Westminster Community Infrastructure Levy came into effect on 1 May 2016. Westminster CIL enables the council to raise funds to deliver infrastructure that is required to support the development and growth of their area.

⁷ <https://www.westminster.gov.uk/crossrail>

⁸ <https://www.westminster.gov.uk/cil>

7.4 More information about the Westminster CIL can be found on the council's website⁹, including the list which sets out the kinds of infrastructure on which the council may spend CIL. Between 2016 and 2017, Westminster's CIL has raised a total of £2,564,232. The following table (Table 39) shows the Westminster CIL monies collected by Westminster City Council since it was introduced broken down by quarters:

Table 39: Westminster CIL monies collected by the council by financial year

	FY 2016/2017
Q1	
Q2	
Q3	£285,918
Q4	£2,278,314
Total	£2,564,232

Source: Westminster Council Database (Jan 2018)

7.5 The council has established the arrangement for governance of CIL following the CIL Regulations 2010 (as amended) and National Planning Practice Guidance (2014) for its apportionment. The following two tables (Tables 40 and 41) show the portions of Westminster CIL receipts and the receipts since 2016:

Table 40: Portions of Westminster CIL receipts

Portion	Percentage of receipts	Process
Strategic Portion	70 - 80%	Spend decided by council according to its strategic infrastructure priorities. Spend can be anywhere within Westminster - or outside – providing the infrastructure funded is required to support development in Westminster.
Neighbourhood Portion	Currently 15% of CIL collected in respect of development in each neighbourhood capped at £100 per council tax dwelling. This increases to 25% (uncapped) in places where a neighbourhood plan is in place.	Queen's Park: neighbourhood portion passed to the Community Council who decide what to spend it on.
		Elsewhere: funding retained by the Council and spent by it in agreement with the neighbourhood forum in the neighbourhood in which development paying a CIL has taken place. A process for the spend of the Neighbourhood Portion is being designed and will be reported in forthcoming AMRs.

⁹ <https://www.westminster.gov.uk/westminster-cil>

CIL Administrative Expenses Portion	5% of CIL collected	Spend applied to costs of administrative expenses for collection and enforcement in line with legal restrictions on the use of this funding. (N.B. 4% of the Mayoral CIL collected by the council can also be retained for this purpose). This includes the costs of officers administering the CIL and Planning and Enforcement officers.
-------------------------------------	---------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Source: Westminster Council (Jan 2018)

Table 41: Portions of Westminster CIL receipts

Portion	FY 2016/2017
Strategic Portion	£2,056,056
Neighbourhood Portion	£379,964
Admin Portion	£128,212
Total	£2,564,232

Source: Westminster Council Database (Jan 2018)

7.2 Planning obligations

- 7.7 Section 106 of the Town and Country Planning Act 1990 (as amended) enables the council to seek payments or other measures to help make a new development acceptable in planning terms that would otherwise be refused permission. The legislation also enables developers to make unilateral undertakings which have similar effect. These planning obligations are also used to secure affordable housing and for other measures to mitigate the specific impacts of a development. The following table (Table 42) shows details of potential and received Section 106 Obligations for 2016-17:

Table 42: Potential and Received Section 106 obligations

Obligation Type	Total Potential Financial Contributions included in agreements signed in the period 1 April 2016 – 31 March 2017	Total Section 106 Financial Contributions Received in the period 1 April 2016 – 31 March 2017
Affordable Housing	£148,548,343	£68,249,317
Bus Stops	£18,000	£0
Carbon Offset	£794,380	£209,452
Code of Construction Monitoring	£1,523,253	£700,019
Community	£1,300,343	£193,506
Crossrail*	£8,880,242	£0
*Amount payable will be less where a CIL payment has been paid on the site		
Cycling / Cycle Parking	£200,000	£0
Education	£1,132,518	£991,824

Employment and Training	£50,000	£55,094
Legible London	£8,909	£0
Paddington Green Environmental Improvements	£100,000	£0
Paddington Social and Community Fund	£0	£617,403
Parking Mitigation	£52,508	£123,452
PATEMS projects (Paddington Area Traffic and Environmental Management)	£0	£471,047
PATS projects (Paddington Areas Transport - Public Transport)		£135,486
Play Space	£146,298	£0
Public Arts and Monuments	£82,651	£82,651
Public Realm Improvements	£12,569,000	£2,480,807
Theatres	£600,000	£0
Trees	£35,000	£10,094
TOTAL	£176,041,445	£74,320,152

Source: Westminster City Council Database (March 2017)

7.8 Section 106 funds have substantially contributed to the enhancement of neighbourhoods affected by development and permitted the funding of much needed affordable housing.

Policy implications

- **Policy S33** has been effective in enabling the council to provide new infrastructure in neighbourhoods affected by development. It will be updated as part of the City Plan revision.

8 Conclusions and looking ahead

- 8.1 As this AMR shows, the City Plan's policies have been broadly effective across the period covered. There are some areas, however, where policies can be strengthened and clarified. With this in mind all the policies in the Plan are currently being reviewed to take account of changing context, national and regional policy and ensure they are fully up to date.
- 8.2 In June 2017 the council published a Regulation 18 Notice stating that it intended to undertake a full review of the Local Plan. The council considers this is an opportunity to reconsider its strategic vision, objectives and policies. It also provides an opportunity to update figures, take into account the progress realised against the targets and adapt the local policies to the new targets set out in the new draft London Plan.
- 8.3 Public consultation on a draft new City Plan will take place over the winter of 2018/2019. The new plan will provide strong policy direction to continue to shape Westminster's built environment for the next 20 years.

Westminster City Hall, 64 Victoria Street, London SW1E 6QP
<https://www.westminster.gov.uk/planning-policy>