

# Ebury Bridge Centre, Sutherland Street, London SW1 Planning Brief



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PLANNING & CITY DEVELOPMENT

Ebury Bridge Centre Panning Brief

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## Executive Summary

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Westminster Adult Education Service (WAES) and their consultants have considered their service strategy for the 21<sup>st</sup> Century and have concluded that their existing premises are poorly located and unsuitable for the range of activities that they wish to provide. In 2006 WAES developed a property strategy which concluded that by disposing of their two main sites, which includes the Ebury Bridge Centre, funding could be raised to build a state of the art centre on an alternative site within the city. On 10<sup>th</sup> December 2007 the council's Cabinet approved the principle of the strategy and agreed that further design work could be commissioned in respect of developing proposals for a new purpose built facility at the council owned site at Moxon Street, W1.

This planning brief has therefore been prepared in response to the development opportunities that have arisen as a result of the council's review of its operational requirements for WAES. It comprises one in a suite of interlinked briefs that have been produced in order to respond to the overall WAES Property Strategy. The purpose of the planning briefs is to set out the council's detailed planning considerations, giving a clear steer on the planning policy requirements for the various sites affected by the WAES property strategy

The continued use of the Ebury Bridge site as a community facility is encouraged in recognition of the essential role of community facilities. Subject to addressing policies of the *UDP*, redevelopment of the site for residential purposes, incorporating an alternative community facility may also be an appropriate form of development. Development at the site would need to consider the relationship with the railway line carefully and incorporate sustainable design measures. The form and design and buildings on the site must also be appropriate to the setting of the adjacent Peabody Estate and Pimlico Conservation Areas, and must not materially harm daylight and sunlight to neighbouring residential properties.

## 1.0 Introduction

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- 1.1 The Ebury Bridge Centre is located on Sutherland Street in the south-west of the city. It is currently occupied by Westminster Adult Education Service (WAES). This planning brief has been prepared in response to a property strategy which has been developed by WAES to identify ways in which the buildings they use can promote and improve their core services. Their goal is to ensure that the excellence of their current educational service is not only sustained but is greatly enhanced through the provision of quality and purpose built accommodation. The property strategy concludes that by disposing of the two main WAES sites (Amberley Road and Ebury Bridge) funding can be raised to build a state of the art centre on an alternative site within the City.
- 1.2 The purpose of this brief is therefore to set out the City of Westminster's planning considerations relating to the disposal and potential redevelopment of the Ebury Bridge site. The brief provides a site specific supplement to the provisions of the *City of Westminster Unitary Development Plan (UDP)*, (*Adopted 2007*), and sets out the matters which would be required to be addressed in a planning application for the redevelopment of the site. Accordingly, it provides information for potential developers and their consultants and representatives, surrounding landowners, residents and other stakeholders.
- 1.3 This brief is a revised version of the draft planning brief for the Ebury Bridge Centre that was approved on 16 June 2008 by the Planning Sub-Committee (Planning Briefs and Local Development Framework) for public consultation. The draft brief was the subject of extensive consultation with key stakeholders and where appropriate the main issues raised have been addressed in the revisions to the brief. A full report setting out the planning considerations on the representations made was presented to the Planning Sub-Committee (Planning Briefs and Local Development Framework) on 14 October 2008.
- 1.4 On 14 October 2008 the Planning Sub-Committee (Planning Briefs and Local Development Framework) agreed to recommend to the Cabinet Member for Built Environment that the revised brief be adopted as a Supplementary Planning Document (SPD). Following the incorporation of minor amendments requested by the committee the Cabinet Member for Built Environment agreed to adopt this brief as an SPD. It is therefore a material consideration in determining any planning applications for the site.
- 1.5 Relevant Government legislation requires Development Plan Documents (DPD) and Supplementary Planning Documents (SPD) to be subject to sustainability appraisals incorporating Strategic Environmental Assessment (SEA). Included at **Appendix 1** is a sustainability appraisal of this planning brief which has incorporated the requirements of *Planning Policy Statement 12 (PPS 12)* and the *SEA Directive*, and is based on the methodology set out in the ODPM document *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (November 2005)*. This amends an initial

sustainability appraisal of the consultation draft of this brief. The Sustainability Appraisal process has informed the policy guidance set out in this planning brief.

## 2.0 Background and Planning Brief Objectives

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### **Background to the brief**

- 2.1 The Westminster Adult Education Service (WAES) is one of the largest providers of local authority adult education in the United Kingdom and has developed as a highly successful provider in the education and training sector gaining a reputation as one of the leading services nationally. This was externally verified following an inspection by the Adult Learning Inspectorate (ALI) in November 2005. The Inspectorate did however, highlight in the report the inadequacies of the accommodation within which WAES operates. In response, and as part of the 'One City' programme, the council has made a commitment to improve the accommodation for WAES.
- 2.2 WAES currently operates from two main centres, one in the North of Westminster (Amberley Centre) and one in the South (Ebury Bridge Centre) and, in addition, it delivers classes in over 80 other venues across Westminster. The report from the ALI inspection advised that action was urgently needed to address the poor accommodation being used. A full inspection, commissioned by the council, of the Service's two main centres at Amberley and Ebury has now been undertaken and concludes that both centres are no longer fit for purpose. In addition, the buildings are expensive to maintain and their costs are likely to increase.
- 2.3 The WAES *Property Strategy (2006)* provides a further assessment of the WAES estate in the context of the operational requirements and considers a number of options to improve the teaching facilities. The strategy concludes that the council should sell both the Amberley and Ebury sites and use the capital receipts to provide a new, state of the art, purpose built main centre on an alternative site in the City of Westminster along with three additional satellite centres across the city. One of the satellite facilities will be included in Pimlico School, which is approximately 0.5km from the Ebury Bridge Centre. Implementation of this option would therefore render the Amberley and Ebury Bridge sites surplus to the requirements of WAES (except insofar as any satellite centre might be located within a development of the Amberley site).
- 2.4 A joint report by the council's Director of Finance and Resources and Director of Adult Social Services on the status of the property strategy was presented to the council's Cabinet on 10 December 2007. Following their consideration the principle of the strategy was approved and it was agreed that further design work would be commissioned in respect of developing proposals for a new purpose built facility at the council owned site at Moxon Street, W1. It was also agreed that an application be submitted to the Learning and Skills Council for funding towards this Centre and that the matter be further considered in Spring 2008 in the light of the detailed feasibility study, the outcome of the funding application, further work on planning risks, and public consultation to be carried out by WAES.
- 2.5 A further report on the status of the WAES property strategy was presented to the council's Cabinet on the 14<sup>th</sup> April 2008. This report confirmed that an

application to the LSC for funding had been submitted in January 2008. Cabinet also reaffirmed its support for the location of the new WAES centre at Moxon Street.

- 2.6 On 29<sup>th</sup> April 2008 the National Committee of the LSC considered the application for funding and formally ratified the full amount sought of £9.2 million.

### **Planning Brief Objectives**

- 2.7 This planning brief has therefore been prepared in response to the development opportunities that have arisen as a result of the council's review of its land ownership and operational requirements for WAES. It comprises one in a suite of interlinked briefs that have been produced in order to respond to the overall WAES Property Strategy. This brief should therefore also be read in conjunction with the planning briefs for the following sites:

- Amberley Centre, Amberley Road, W9 (planning brief, February 2009)
- Moxon Street Car Park, W1 (planning brief, February 2009)
- Prince of Wales Junction, Harrow Road, W9 (the possible location of a new 'satellite' centre will be considered in the draft planning brief which is currently being prepared for this site)

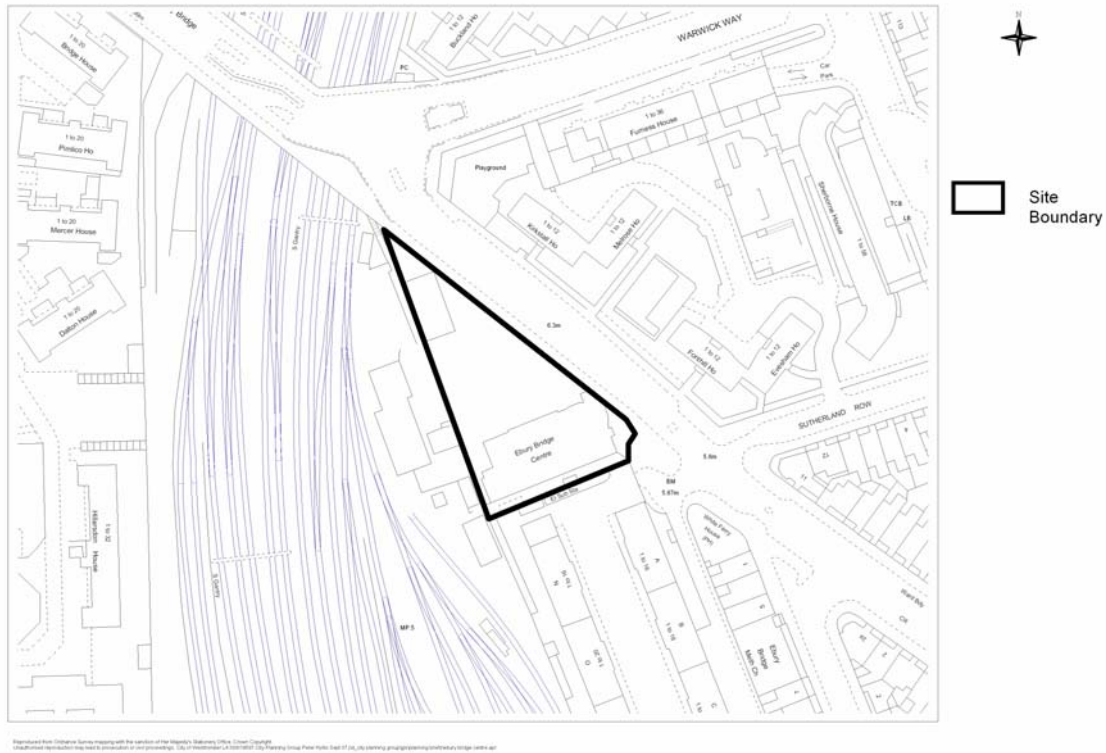
- 2.8 The purpose of the planning brief is to set out the council's detailed planning considerations, giving a clear steer on the planning policy requirements for the various sites. In summary this brief seeks to:

- set out in detail the opportunities and challenges for the Ebury Centre site's redevelopment
- outline the relevant planning policy
- promote appropriate land uses which address the planning policy context and represent an appropriate response to the existing character of the area
- promote a mix of suitable land uses which adhere to the core components of the *UDP*, in a development of high quality architecture and urban design
- provide a framework for local and stakeholder consultation
- assist the planning application and development processes to meet the council's policies and local needs.



## 3.0 The Site, Planning History and Surrounding Location

- 3.1 The Ebury Bridge Centre is located on Sutherland Street, at the western edge of Pimlico, in the south of the city. The triangle shaped site is bound by Sutherland Street to the east, Peabody Avenue to the south and the overground railway lines from Victoria to the west. The Ebury Bridge Centre's main building is located at the southern part of the site and Westminster council has a temporary cleansing depot currently occupying the northern part of the site. There is a shared pedestrian and vehicular access to the site from Sutherland Street. The site area is 0.2 hectares (see Map 1 below).



Map 1 – Site location Plan

- 3.2 Ebury Bridge Centre is a red brick Victorian building originally constructed as a school. The building viewed from the north has a five part structure. The floor to ceiling heights vary. The central section of the building is three storeys above ground level plus a recessed roof storey. To the west and east there are five storey to seven storey sections; these do not exceed the roof line of the central section. Finally, to the east there is a much lower section of three storeys on the Sutherland Street frontage (see photograph below). Much of the southern elevation has three tall storeys, with part rising to a fourth storey.



Ebury Bridge Centre Building

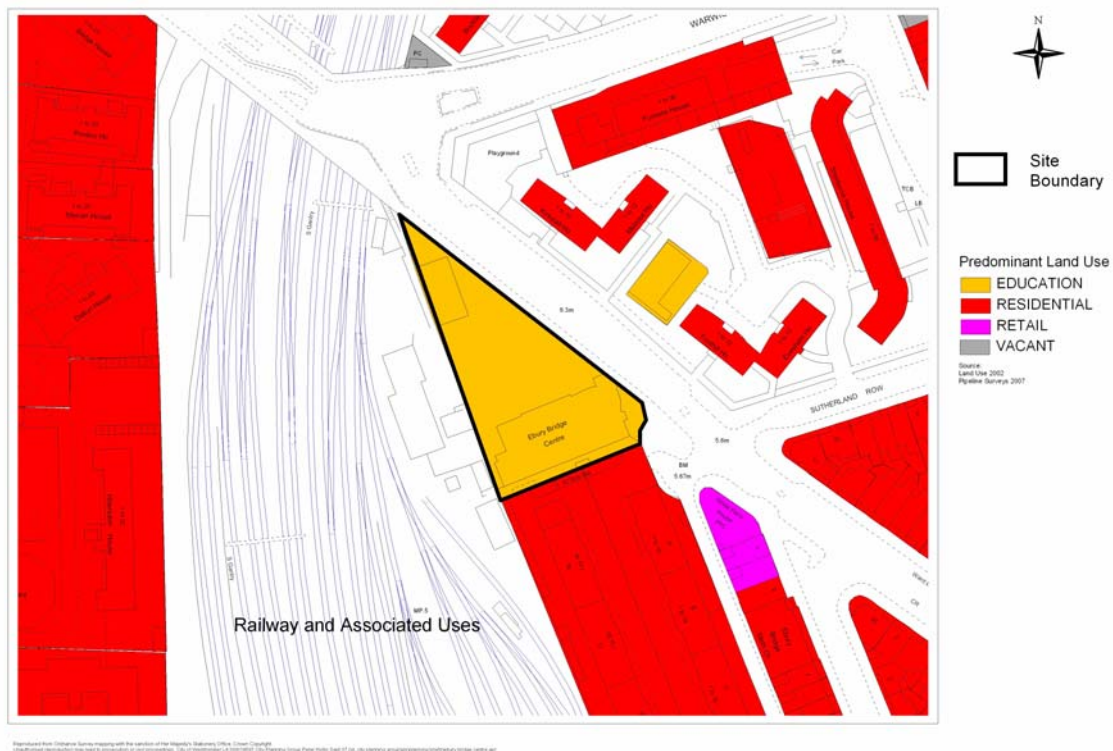
- 3.3 The building although a good example of its type, is not of sufficient special architectural or historic interest to warrant listing, but does have some attractive architectural features. The main building and the school keeper's building to the side of the main building are in a poor state of repair.
- 3.4 There has been a number of alterations to the building including a single storey extension to the ground level at the front of the building and the rebuilding of part of its upper floors. The ground level extension is of reasonable quality and does not materially harm the appearance of the building, but equally does not represent a very sensitive response to its architecture.
- 3.5 The building faces north onto a court yard in which there are three disabled parking bays and the cleansing depot. The cleansing depot is located on the northern part of the site on an area previously used for car parking for the Ebury Bridge Centre and which was originally the school playground. The cleansing depot has a temporary planning permission expiring on 31 January 2009. There are provisions for the relocation of the depot to Grosvenor Waterside development in 2009.
- 3.6 The cleansing depot is fenced off from the Ebury Bridge Centre building and courtyard and is occupied by two single-storey portacabins which accommodate the cleansing depot offices. Much of the remainder of the depot site is given over to parking.
- Planning history**
- 3.7 The Ebury Bridge Centre building was originally constructed for education purposes. There have been several applications for a variety of minor

alterations to the Ebury Centre building such as the replacement of windows. More significantly, in 1993 permission was granted for the glass panelled entrance canopy (92/07134).

- 3.8 Temporary permission was granted for the use of the car parking area to the northern part of the site as a Westminster City Council Cleansing depot in 2003. A further temporary permission for the continued use was granted in 2005, permitting the use of the site as a cleansing depot to 31 January 2009.

**Surrounding location**

- 3.9 The Ebury Bridge Centre is located in a residential area. Buckingham Palace Road some 230 metres to the north-west of the site is characterised by a mixture of residential and major office uses with the intensity of commercial development increasing north along Buckingham Palace Road towards Victoria. However, the predominant use on streets surrounding the site is residential (see Map 2, below).

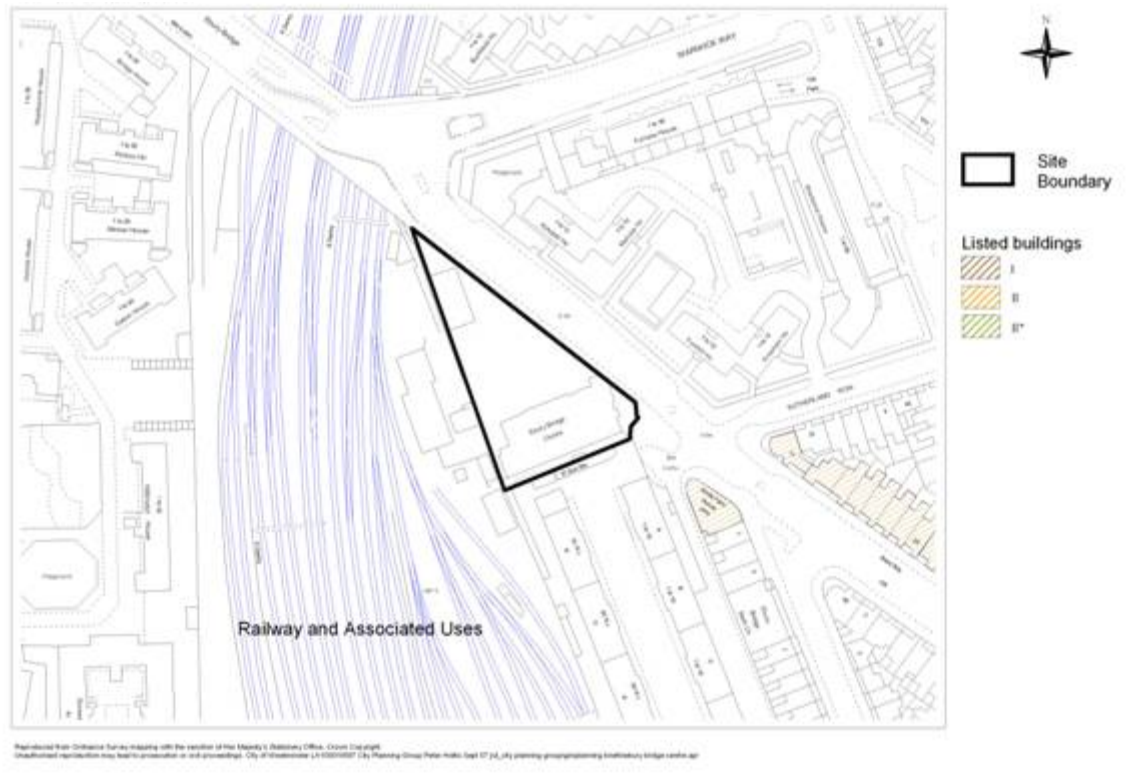


Map 2 – Land Uses

- 3.10 The architectural character of the area around the site is diverse. There is an interesting juxtaposition of architectural styles and periods including grand mid 19th century classical terraces, late 19th century tenement style blocks, post-war low rise housing estates and the Victorian Ebury Centre former school building itself. Building heights in the area immediately surrounding are

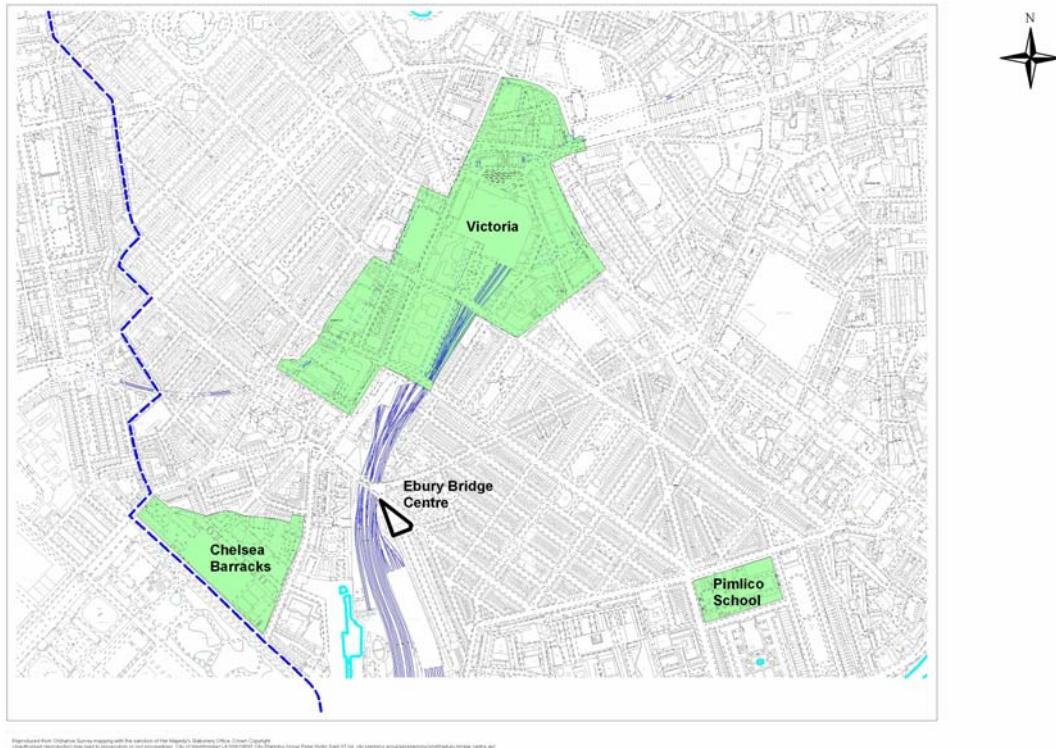
generally from four to six storeys. Glastonbury House on Warwick Way is the only exception to this and rises to twenty-two storeys.

- 3.11 The post-war Abbots Manor housing estate (built in stages from 1950s – 1970s), is located to the east of the site. The southern part of the housing estate, nearest to the site, is predominantly composed of six storey blocks arranged around a central green housing amenity space.
- 3.12 Abbots Manor Nursery is located on Abbots Manor housing estate. It is a single storey portacabin sandwiched between Fonthill House and the adjacent Kirkstall House on what would have been housing estate open space (areas of communal open space for residents of the housing estate). The nursery has a small all-weather play area associated with it and the perimeter is heavily planted including a number of mature trees. Further to the north is a small children's play area in a slightly sunken area at the junction of Sutherland Street and Ebury Bridge.
- 3.13 Peabody Avenue Conservation Area is immediately to the south of the site. The rear of the Ebury Centre faces the two four storey tenement style residential blocks that flank either side of the Avenue, and benefits from views along the whole Avenue's length. The tenement buildings date from the 1870s although there is a more recent extension to the southern end of the tenement. There are views from the south of the site to Battersea Power Station. The Grosvenor Waterside development is also visible from Sutherland Street to the south west of the site.
- 3.14 Pimlico conservation area reaches to within 20 metres of the site. Turpentine Lane, to the south east, is a narrow, attractive street lined by terraces and modern, well integrated stucco terrace infill development. The Grade II listed White Ferry House Public House sits at the junction of Turpentine Lane and Sutherland Street and beyond this are the 19th century cream stucco terraces of Pimlico. The terraces are in the classical tradition predominantly of four to five storeys over a basement. There are a number of listed buildings in the Conservation area including the White Ferry pub, and no's 13-31 Sutherland Street, which are Grade II listed, in relatively close proximity to the site (see Map 3, below).



Map 3 Listed Buildings

- 3.15 The railway line is to the west of the site, which separates Pimlico from the Ebury Estate and other residential areas to the north west. The railway line extends south past the Peabody estate. Parallel with the railway lines is an operational train depot. There is a signalling facility and the major train sidings and shed which serve the east, or Kent side of Victoria Station and accommodate South Eastern trains.
- 3.16 In terms of the wider strategic planning policy context, the Ebury Bridge Centre site is within 600 metres of Victoria Station, the heart of one of the City's major areas of change and development. To the north east lies Victoria Station (4.53 hectares) and Victoria Coach Station (a split site of 1.36 hectares) which are identified as opportunity areas in the *Westminster UDP* (OP8). Victoria is also designated as an 'Area for Intensification' in the *London Plan*. The extensive redevelopment potential of sites in the Victoria area is the subject of the council's *Victoria Area Planning Brief adopted in 2006* (see Map 4, below).



Map 4 – Wider Planning Context (showing Victoria, Chelsea Barracks and Pimlico School Planning Brief areas)

### **Constraints and potential for development**

- 3.17 The Ebury Bridge Centre is in a prominent location on the bridge and is visible from Ebury Estate on the other side of the railway to the north west of the site. The building is not listed, and there are no other listed buildings or structures on the site. While the site is not within a Conservation Area, it should be noted that it abuts the Peabody Avenue Conservation Area and is also adjacent to the Pimlico Conservation Area. Therefore particular regard will be had to the proposed scale, massing and layout. More detail on the appropriate design response is set out in Section 6 of this planning brief.
- 3.18 The Council is not aware of any plans for either the signalling facility or major train sidings and shed to the west of the site to be relocated, so until advised otherwise it is assumed they will remain in their current uses. However, if these uses were to change the relationship to the Ebury Bridge site would need to be reconsidered. The need to retain access to the railway line from the site will need to be established with Network Rail and considered in any redevelopment.
- 3.19 Redevelopment should encompass the whole site, including the north part of the site currently used temporarily as a cleansing depot. A comprehensive redevelopment will avoid prejudicing future development on the north of the site and will potentially allow a better design solution. It is intended that the

depot will be re-provided in 2009 within the Grosvenor Waterside development, on the other side of the railway lines, to the south of the site.

## 4.0 Planning Policy Framework

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- 4.1 This brief provides guidance to potential developers on the uses and form of development that may be considered acceptable on the planning brief site. The brief sets out the planning policies and other material considerations relevant to the development of the site, which will be taken into account by the council in considering any application. Proposals will be judged on their merits against the criteria set out in this planning brief, the current adopted *Unitary Development Plan (UDP) 2007*, the emerging *Local Development Framework (LDF)*, the *London Plan* and relevant national guidance notes, policies and instruments.
- 4.2 The statutory development plan for Westminster is the *UDP*, adopted January 2007. The council intends to “save” all the policies in the *UDP* for a minimum of 3 years, until at least January 2010. Some *UDP* policies may be saved beyond 3 years, subject to the approval of the Secretary of State. During this time the *Core Strategy Development Plan Document (DPD)* and *City Management DPD* are being prepared which when adopted, will supersede *UDP* policies.
- 4.3 The *London Plan (consolidated with changes since 2004) (2008)* is the Spatial Development Strategy for Greater London and together with the *City of Westminster’s UDP*, they form the current as well as the most important development plans to be considered for the purpose of understanding the policy context for this planning brief.
- 4.4 The London Plan includes an indicative Central Activities Zone (CAZ), which extends a considerable way beyond Westminster’s CAZ shown in the *UDP*, and the previous version of the CAZ in the London Plan. Different *UDP* policies apply to sites inside and outside of the CAZ, for reasons explained in the *UDP*. The Ebury Bridge site is located outside of the CAZ as determined by the *UDP*; however, it falls within the London Plan’s extended zone. The council has sought legal advice on the implications of this and has concluded that whilst this is a material consideration the London plan relies on forthcoming Development Plan Documents and other, as yet unpublished, policy documents for the implementation of the revised CAZ. In due course the council will need to define the boundary of the CAZ within its administrative area.
- 4.5 In addition to the strategic policy framework set out in the *London Plan*, and the *UDP*, the following supplementary planning guidance and documents will also be pertinent to the development of this site.
- The Government’s Planning Policy Guidance (PPG) notes and replacement Planning Policy Statements (PPS), particularly:
    - *PPS1 (Delivering Sustainable Development)*,
    - *PPS3 (Housing)*
    - *PPS12 (Local Spatial Planning)*,
    - *PPG13 (Transport)*,



- *PPS25 (Development and Flood Risk)*
- *The Mayor's Transport Strategy and revisions (2001 & 2004);*
- *The City of Westminster's 5 Year One City Programme, launched November 2005;*
- *The Westminster City Plan (Westminster's Sustainable Communities Strategy) adopted November 2006;*
- *The City Of Westminster Victoria Area Planning Brief, adopted 2006;*
- *The City of Westminster Open Space Strategy, Supplementary Planning Document, 2007*
- *The City of Westminster's various other Supplementary Planning Guidance / Documents.*

## 5.0 Potential Land Uses

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- 5.1 This section considers the possible range of land uses which may be considered acceptable in any redevelopment proposals for the site. The land uses set out are not exhaustive and all proposals will be assessed on the impacts of proposed uses and development form on the townscape and amenity of nearby residential communities. All redevelopment proposals should accord with the relevant policies and criteria set out in the *UDP*.

### **Social and Community Facilities**

- 5.2 The *UDP* seeks to ensure that there is an adequate range of community facilities across Westminster (*policy SOC 1*). However, the *UDP* recognises that the operation and management of these services are beyond its scope. The release of the Ebury Centre site for redevelopment stems from the objective to provide a new replacement main Westminster Adult Education Centre and 3 supporting satellite centres. The WAES property strategy concluded that a central main centre location would be much more accessible by public transport than the Ebury Bridge and Amberley centres. Furthermore, in addition to a new main centre facility they are proposing to develop three 'satellite centres' one of which will be located near the Ebury Bridge site at Pimlico School (which is approximately 0.5km away).
- 5.3 The existing use of the Ebury Bridge Centre site is for education purposes (planning use class D1) and there is temporary permission for use of part of the site as a cleansing depot (*sui generis*). The use of the site for education purposes is considered to be a community use and as such, is subject to *policy SOC1* which sets out a general presumption against the loss of community facilities. While use of the whole site for an alternative community use would be supported, *Policy SOC1* does allow for the redevelopment of community facilities for alternate uses where the facility is surplus to the needs of the existing provider and a replacement facility is provided: (a) on the same site; (b) in parts of Westminster where there is a need for the facility; or (c) elsewhere in Westminster (*UDP, paragraph 6.14*).
- 5.4 From a planning perspective in order to satisfy the requirements of policies *STRA 5* and *SOC1* the issues to consider are focussed on whether the needs of the City's residents will be met by an adult education service which is fit for purpose in both quantitative and qualitative terms and in geographical distribution. For these reasons the planning brief requires a full and detailed impact assessment to be provided for consideration as part of any planning application that includes the loss of the site as an adult education centre. This impact assessment should justify, in detail, the decision to locate the main WAES centre on the Moxon Street site and include an analysis of why alternative sites were not considered appropriate. It should also include detailed information on why the existing sites are unsuitable. This assessment must also incorporate the following information:

- Details of the existing and proposed availability, suitability and accessibility of facilities to serve the needs of the whole community demonstrating how the proposed strategy provides an enhanced service for its users. This analysis should cover the whole of the City and information should be broken down on an area by area basis. It would be useful if information could be gathered by post codes to ensure that an accurate assessment is made. This assessment should also consider public transport accessibility for each area.
- Details of the existing adult education programmes on offer by other providers and their geographical distribution.
- Justification of why the loss of the service in each location of the City is considered to be acceptable demonstrating how the adult educational needs of the residents in each area of the City would still be met. This should also include consideration of adult education services by other providers.
- Information on how the proposed satellite centres would assist in meeting demand along with detail on what the commitment is to the location of the satellite centres, including information on the feasibility of locating the north area satellite centre on the Amberley site.
- Review of existing floorspace against that proposed providing a full justification of any decrease or increase in floorspace. (The planning consideration normally relates to gross floorspace, but this review could usefully assess as well the existing and proposed net usable WAES floorspace, given the inefficiency of the existing buildings).
- Details of how the WAES service will be maintained throughout the implementation of proposals for each site including the construction period of the new main centre and various satellite centres. This should include details of overall project timescales and a clear commitment to demonstrate how a full WAES service is to be retained throughout the project.  
Assurances would be sought to reflect the following:
  - that no existing sites will be closed until the new main purpose built centre has opened;
  - that the Amberley Centre will not close until the north satellite centre has opened (or if this centre is to be part of the Amberley site redevelopment, how services will continue to be provided in the north during the development work);
  - that the Ebury Bridge Centre will not close until the south satellite centre (within the redeveloped Pimlico School) has opened;
  - that the existing premises in Soho (Frith Street) will not close until a new Central satellite centre has opened (or if Frith Street is to be refurbished and reused, how services will continue to be provided in the area during the development work).
- Details of the public consultation exercise to be carried out by WAES in accordance with the resolution of the council's Cabinet on 10<sup>th</sup> December 2007. This should include full details of the extent of consultation and public responses.

5.5 The impact assessment should provide a means by which the effects of the WAES proposals on the community and how it functions can be better understood. In some cases this type of assessment can assist in supporting

the case for an exception to be made to some relevant *UDP* criteria. The assessment should be written as a public document to be submitted as part of a planning application. The report, and consultation responses to it, will be taken in to account when making a decision on the merits of development proposals for the various sites and how they affect the community.

- 5.6 In the event that the impact assessment provides the justification that the Ebury Bridge site is surplus to the WAES services needs *Paragraph 6.14* of the *UDP* allows the consideration of the loss of a community facility if an adequate replacement facility is provided. Notwithstanding this, the *UDP* also recognises that the redevelopment of a community facility for another use could allow a better community facility to be provided. Policy *SOC 1* of the *UDP* stipulates that where the facility is surplus to the needs of the existing provider, any new development on the site should include an alternative community facility which is needed in the area. Whilst under the current proposals WAES have advised that their facility would be replaced elsewhere in Westminster any proposed redevelopment of the site should aim to provide an alternative community facility that is needed in the area and to compensate for the loss of the current sole use of this site for community uses.
- 5.7 Developers should consult with the community at the earliest opportunity and in advance of submitting a planning application not least in relation to any onsite community facility. Developers are encouraged to work closely with the South Westminster Renewal Partnership (see section 9.0 for contact details), who will be able to facilitate links to local stakeholders and provide advice on community priorities. As part of this pre-application consultation, early engagement with Westminster Primary Care Trust (PCT) is also encouraged. Westminster PCT has advised that the Ebury site is located in one of their greatest areas of health need and would like to explore whether the site would be suitable for PCT facility.

### **Residential**

- 5.8 The site is outside of Central Activities Zone and the *UDP* states that the Council will seek to maximise the amount of new housing (*Policy STRA 14*) and to maximise the amount of land or buildings in residential use (*Policy H3*). The character of the surrounding area and close proximity of the residential Peabody Avenue suggests residential use or a residential led use may be appropriate on this site, subject to satisfactorily addressing the community facility policies highlighted above. Regard should be had to the Council's policies for housing, which are contained in Chapter 3 of the *UDP*.
- 5.9 The site lies in an area with a zoned residential density range of 250-500 habitable rooms per hectare (*Policy H 11 (A)*). The site is in close proximity to public transport facilities; however, public transport access is not the sole factor in determining appropriate density; the character of the area and relationship with surrounding buildings is an essential consideration. The council is generally more concerned that proposed developments meet other policies in the plan than the measure of their housing density.
- 5.10 In line with policies *STRA 14* and *H 4* of the *UDP*, the Council will seek the provision of affordable housing as part of any housing development of 10 or

more residential units on this site. The amount of affordable housing required will be assessed in accordance with paragraph 3.42 of the *UDP* which deals with affordable housing provision in this location and in particular part (b) which relates to land which has a low existing use value. Paragraph 3.43 defines ‘land having a low existing use value’ as sites with no existing buildings or limited development by general standards of the locality, and sites for which there is little effective demand for their current use other than by their present or most recent occupier. It is recognised in Westminster that such sites are often used for social and community services. On the basis that the planning brief site is currently used as an adult education centre, where the return on such use is likely to be limited, and that the WAES property strategy identifies the buildings as no longer being required by WAES, as a consequence of their condition, it is considered that the site has a ‘low existing use value’.

5.11 The affordable housing provision in any residential scheme should accord with paragraph 3.42(b) and Table 3.2 of the *UDP* namely:

a) where the number of additional units proposed falls within the range from ten to 24, the proportion sought is stepped from 10% to 50% as set out in the table below:

	<b>Additional residential units in scheme</b>	<b>Affordable units sought</b>
	10	1
	11	2
	12, 13	3
	14	4
	15	5
	16, 17	6
	18	7
	19, 20	8
	21	9
	22, 23	10
	24	11
50%	25 or more	50%

b) where the number of additional units proposed is 25 or more, 50% of the additional units shall be affordable.

5.12 The council will require key worker housing to be provided as part of the affordable housing component in any new development. As a general guideline, where 30% of affordable housing is provided on site, 5% of this housing will comprise key worker housing. In developments where the percentage of affordable housing is greater than 30%, the allocation of affordable housing units will be based on a housing needs assessment to be conducted in the context of the Housing sub-regional framework. The housing needs assessment will be undertaken to ensure that the mix of affordable housing will meet immediate and longer term needs of households requiring housing, including key workers.

- 5.13 The council will also take into account whether there will be particular costs associated with the development of the site, or the provision of affordable housing would make it difficult to meet other planning objectives that need to be given priority in developing the site.
- 5.14 An appropriate mix of residential unit sizes should be provided in order to meet housing need in the city. In accordance with *UDP Policy H 5(B)*, the Council will require a range of unit sizes and that at least 33% of residential units should be of family size (i.e. 4 + habitable rooms, providing 3+ bedrooms) and will require 5% of this family housing to have five or more habitable rooms.
- 5.15 In accordance with *Policy H 8*, the Council will require that all new housing units meet the Lifetime Homes Standard, and that 10% of the dwellings should be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. This percentage applies to both the market and affordable housing elements in any residential scheme. In addition, dedicated off-street parking spaces must be provided in association with these units.
- 5.16 High quality, accessible, and safe communal amenity space should be included in any redevelopment of the site. Provision of private amenity space is also encouraged. *Policy H 10* sets out the requirement for the provision of amenity space, gardens, balconies, and roof gardens. Where appropriate, regard should also be had to *Policy SOC 6 (A)* of the *UDP*, which requires children's play space and facilities to be provided as part of new developments which include 25 or more family housing units.
- 5.17 Other types of residential development that may be considered appropriate, subject to satisfying the necessary amenity criteria, could include schemes with 100% Affordable Housing, 100% Key Worker housing or the provision for special needs accommodation.
- 5.18 For residential development proposals exceeding 50 units, the Council requires on site community provision (*Policy H10*). However, as indicated in paragraph 5.6 above, development at the site should aim to provide an alternative community facility that is needed in the area.

### **Open Space**

- 5.19 The site is partially within an area designated in the *UDP* as a Priority Area for Additional Open Space (Pimlico Area). The *Westminster City Council Open Space Strategy (2007)* comprehensively assesses open space provision in Westminster and identifies areas of deficiency within the City.

### **Uses Unlikely to be Acceptable**

- 5.20 The site characteristics and policy context indicate that a social and community use or a residential-led development which includes an element of community facility provision would be the preferred development of the site. If uses other than community or residential uses are proposed, they should be appropriate to the locality and consistent with the character of the Ebury Centre site and the residential areas which adjoin it.

- 5.21 The appropriateness of uses other than those identified above would be determined in accordance with the policies in the *UDP* relevant to the particular type of use. As the site is outside the *Central Activities Zone (CAZ)*, it is not suitable for Central London activities such as hotels or entertainment uses. Policies on cultural and entertainment uses are set out in Chapter 8 of the *UDP*. These policies apply to class A3 restaurant and cafe, class A4 drinking, class A5 takeaway, and certain D2 assembly and leisure uses nightclubs, D2 leisure uses and casinos. This type of use will not be acceptable in this predominantly residential area outside the CAZ, as it would be contrary to policies *TACE 8-10* of the *UDP*.

## 6.0 Conservation, Design and Sustainable Development

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### **General Design Principles**

- 6.1 Development at the Ebury Centre site must contribute to the aim, set out in *UDP Policy STRA 27*, to promote the highest standards of sustainable urban design and architecture and be subject to the detailed design principles set out in *Policy DES 1* including requirements to make proper provision for people with disabilities. The design of any social and community facility should comply with the requirements set out in the *Disability Discrimination Act, 2005*. A Design and Access Statement will be required with the submission of any planning application.
- 6.2 The site is in a sensitive location; it is surrounded by residential uses and located adjacent to two distinctive areas of architectural and historic interest. In addition, it is prominent in many long views, such as those from Peabody Avenue, Sutherland Street and when viewed from the Ebury Estate to the north-west. The location and size of the Ebury Centre Site means development will have a significant impact on the character of this area of the City.
- 6.3 The Ebury Bridge Centre is not statutorily listed and is not within a conservation area. Demolition at this site is likely to be acceptable in principle. However, consideration could be given to the renovation and development of the existing building for alternative uses. The site is immediately adjacent to Peabody Avenue and Pimlico Conservation Areas. The design of any new building must provide an appropriate response to the character and setting of these Conservation Areas.
- 6.4 The site is also in the wider setting of the Grade II listed White Ferry House Public House on Sutherland Street, the Grade II corner property at number 11 and the Grade II listed terrace at numbers 13 -31 Sutherland Street. Therefore, *Policy DES 10 (D)* is relevant, as planning permission will not be granted where it would adversely affect the wider setting of a listed building. The form of development on the site, especially on the Sutherland Street frontage should seek to enhance the setting of the White Ferry Public House.
- 6.5 The surrounding area is residential in nature and any development at the Ebury site should protect existing amenity and where possible enhance existing residential amenity.
- 6.6 The railway line runs the length of the west of the site and careful consideration will need to be given to the relationship between development at the site and the railway and ancillary infrastructure. The need to retain access to the railway line from the site will need to be established. If access is required this will need to be re-provided as part of any development on the site.



### **Building height and mass restrictions**

- 6.7 Careful consideration should be given to the height, scale and massing of development at the site. Reinforcing the links with the Pimlico conservation area is an important objective. Due to the fall of land towards Sutherland Street, the buildings read as a taller element set against Pimlico and Peabody Avenue. Any new development should not exceed the height of the existing Ebury Bridge Centre building. The height, scale and massing at the south east corner of the site, fronting onto Sutherland Street, should continue to mirror scale and massing of adjacent development in Pimlico and it is therefore envisaged that development will need to be stepped down towards the southern part of the site. In addition, careful thought will need to be given to the development's relationship with Kirkstall House and Fonthill House on the opposite side of Sutherland Street. Here it is expected that, in order to maintain and strengthen the important relationship with the Peabody Avenue Conservation Area and listed public house, development should be lower than these buildings. In terms of the area's grain, it is considered that the characteristic urban character of Pimlico should be studied and should inform the disposition of buildings across the site. Monolithic elevations should be avoided and development should be detailed with an appropriate rhythm and modulation.

### **Public realm**

- 6.8 Sutherland Street and Ebury Bridge Road have a markedly inactive frontage as a result of the perimeter wall along the Sutherland Street frontage of the site which continues along the street onto Ebury Bridge, creating a barrier with the railway line. This inactivity at ground level is compounded by the set back of Abbots Manor housing blocks on the north-east side of the street. Development at the Ebury Bridge Centre should introduce interest and activity on the Sutherland Street frontage. The orientation and design of any new building should relate well to Sutherland Street and activate the ground level frontage. The incorporation of a community facility may have a role in introducing activity at ground level.

### **Open space**

- 6.9 The site is partially within an area designated as a Priority Area for Additional Open Space (Pimlico Area) and a design that includes high quality useable communal amenity space will be encouraged.
- 6.10 The Open Space Strategy identifies a particular open space deficiency in terms of access to local parks, small local parks and pocket parks as being in the south of the City (*Open Space Strategy*, paragraph 2.20). Priority Areas for Additional Open Space are defined in the *Open Space Strategy* as:
- areas which are in or very close to 'areas of deficiency' but which also have populations with high numbers of children, low car ownership and low levels of private gardens*
- 6.11 The *UDP* states that within Priority Areas for Additional Open Space, the Council will encourage the provision of new and enhanced open space. In

addition the Council may also request owners to make private open space available for public use in areas lacking in adequate provision.

- 6.12 In light of this, and in accordance with *UDP Policy ENV 15*, the Council will encourage the incorporation of an element of public open space in any redevelopment. Designing communal amenity space to allow public access may be appropriate in certain circumstances. Provision of communal residential amenity space is a policy requirement; if site constraints preclude incorporation of *public* open space, it may be appropriate to secure a commuted sum (see section 8 of this brief).

### **Sustainable Development**

- 6.13 The site represents an opportunity to demonstrate best practice in the design and construction of new buildings which utilises sustainable design and construction principles. The council has stated a clear policy aim to promote the efficient use of materials and the reduction of energy and water consumption in the *UDP (Policy STRA 33: Sustainable design, construction and management of buildings)*. Accordingly, the council will strongly encourage that best practice sustainable development principles are adhered to in the design and construction of any future development on the site.
- 6.14 The development of the site should conform to all relevant aspects of the City of Westminster Supplementary Planning Guidance on *Sustainable Buildings (2003)*. Accordingly the design and construction of the development should conform with each section of the guidance, namely: design, energy, air, water and drainage, land, landscape and wildlife, transport, waste, materials, noise and site practices.
- 6.15 The council will expect developers to address sustainable design criteria set out in *Policy ENV 1* and will require the incorporation of sustainable design and construction measures including renewable energy generating plant to meet a proportion of the demand generated from the development. The feasibility of linking the development into the existing Pimlico District Heating System should be investigated.
- 6.16 The Code for Sustainable Homes measures the sustainability of a new home against categories of sustainable design, rating the 'whole home' as a complete package. The Code uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home. The Code sets minimum standards for energy and water use at each level and, within England, replaces the EcoHomes scheme, developed by the Building Research Establishment (BRE).
- 6.17 On the 27 February 2008 the Government confirmed that a mandatory rating against the Code for Sustainable Homes will be implemented for new homes from 1 May 2008. All social housing now must be built to Code 3, with all housing to follow in 2010. From 2013 the target is that all housing built will meet Code 4 as a minimum, and from 2016 all housing will need to meet Code 6. Therefore, depending on when proposals come forward for this site, they will need to respond to those standards and their successors.

- 6.18 The Ebury site falls within flood risk area 3. In accordance with Planning Policy Statement 25 the council is currently preparing a Strategic Flood Risk Assessment (SFRA). The sequential test requires all uses (with the exception of minor development and change of use) to be located in areas of the least possible flood risk (i.e. Flood Zone 1) and only where this is not possible should they then be located in higher risk Flood Zones. Given the complexity of development in Westminster, the general lack of 'available sites' and requirement to meet our housing targets it is very difficult to fully comply with the sequential test. Social and community uses in particular need to be located in areas where they serve the local population to avoid the need to travel.
- 6.19 Planning Policy Statement 25 also allows for the sequential test to take place within a Flood Zone to locate development within the lowest possible area of flooding within this Zone. Work has been in progress to develop a Strategic Flood Risk Assessment (SFRA) for Westminster. The analysis undertaken as part of this assessment has shown that the Ebury site is located in the lowest possible area of flooding within Flood Zone 3. The site is located outside the area that would be flooded if a breach in the Embankment were to occur known as 'the residual risk area' and the likelihood of flooding within the area around the Ebury Centre has a 1 in 1000 year annual probability.
- 6.20 The council will expect development to ensure measures are in place to control surface water run off as required in UDP Policy ENV9. Run-off should be managed as close to the site as possible and sustainable urban drainage systems should be incorporated. Green roofs have a role in attenuating storm water run off and also have a number of wider sustainability benefits. They can attract local biodiversity by providing important habitats for wasteland flora, invertebrates and birds. The council encourages measures such as this to provide habitats that will encourage local biodiversity. It is recommended that developers consult the English Nature report *Green Roofs: their Existing Status and Potential for Conserving Biodiversity in Urban Areas* (Report Number 498) for further information.
- 6.21 Measures to minimise noise impacts to the future occupiers from the railway will need to be an integral element of the design. *Policy ENV 6*, Noise Pollution sets out measures to protect noise sensitive uses (including residential properties and education establishments) from noise disturbance. Development at this site will need to incorporate protection from existing noise levels particularly that associated with the railway. Measures to minimise and contain noise during the construction phase should also be employed.
- 6.22 The *UDP* states that residential developments in areas subject to high levels of existing noise exposure will require measures including design features and sound insulation to protect residents from such external noise (paragraph 9.83). This is a particularly important consideration at this site given the proximity to the railway. Any residential development should enable the World Health Organisation guidelines levels to be met which is:
- *Indoors: 35 dB L<sub>Aeq16</sub>, daytime, to prevent interference of speech and moderate annoyance.*

- *Inside bedrooms, night time 30 dB  $L_{Aeq8}$ /45 dB  $L_{AMAX}$ , to prevent sleep disturbance*
- 6.23 New development should be designed to ensure there is no material loss in daylight/ sunlight and should ensure the replacement accommodation receives sufficient light in line with *UDP Policy ENV13*. The development should meet the standards set out in the Building Research Establishment (BRE) publication, *Site Layout Planning for Daylight and Sunlight* (1991). In addition, as highlighted in *UDP* paragraph 9.230, the Council will aim to ensure that there is a predominantly daylight appearance for habitable rooms to residential buildings and as such minimum daylight values will normally be unacceptable. Development at the site should not result in a significant increase in the sense of enclosure or overlooking. Attempts should be made to minimise any shadowing impacts on neighbouring development including the Peabody Avenue Estate and the Abbots Manor Estate blocks on Sutherland Street.
- 6.24 In line with *Policy ENV 12*, provisions must be made for the storage of waste in all development and provision should also be made for the separation of recyclable materials by each household, with at least half of the storage space for sorting recyclables.
- 6.25 Planning Policy Statement 23: Planning and Pollution Control (PPS 23), and 'Model Procedures for the Management of Contaminated Land CLR11'. This provides a 'risk management framework when dealing with land affected by contamination. There is no evidence that land contamination is present or indication likely.
- 6.26 Applicants will be required to complete those elements of the Environmental Performance Statement applicable to their proposals as set out in Annex 9.1 of the *UDP*. The council would encourage independent appraisal of the sustainability of the building and where the development exceeds 50 residential units (or the large development thresholds set out in Table 9.2 of the *UDP* for other uses), an independent appraisal will be required.

## 7.0 Transport, Highways and Parking

- 7.1 The Council will assess development proposals at this site for their individual and cumulative impact in contributing to traffic generation, congestion, parking, safety, public transport, cyclists and pedestrians in line with policy *TRANS 14(A)*.
- 7.2 Shared pedestrian and vehicular access to the site is from Sutherland Street, which is within a Controlled Parking Zone (CPZ) and has, since February 2007, been within the Western Extension to the Congestion Charging Zone. The site is well served by public transport. The C10 bus (Canada Water – Victoria) serves the site and Buckingham Palace Road is served by bus routes route C10 as well as routes 11, 44, 211, 239 and C1. Victoria Station, served by the Circle, District and Victoria Lines as well as mainline destinations, is within 800 metres of the site, see Map 5 below



Map 5 – Public Transport Network

- 7.3 In considering proposals at this site the council will take account of the likely servicing requirements, the additional traffic generation impacts, highway considerations, and the overall effect on residential amenity. Where the development meets or exceeds the person or vehicle trip thresholds in

Appendix 4.1 of the *UDP*, a Transport Assessment will be required. Assessments of transport impacts will be undertaken with reference to the volume of development proposed or anticipated in the adjacent area, including Victoria and Chelsea Barracks.

- 7.4 Consideration should be given to ensuring safe pedestrian movement, particularly where there are shared vehicular and pedestrian access points or routes through the site. Pedestrian movement should be prioritised. As highlighted in section 6 above, the needs of people with disabilities should be taken into account in the design of any new building.
- 7.5 The Council will require cycle parking standards in any new development to the standards set out in *UDP* Appendix 4.2. The *UDP* indicates that cycle parking spaces for residents and staff should be off street, covered, lit and secure. Parking for visitors may be provided in prominent locations near entrances.
- 7.6 The Council will apply the car parking standards set out in *UDP Policies TRANS 21 – 24* (see Appendix 4.2 of the *UDP*). The amount of car parking that will need to be provided for a community facility is assessed on a case by case basis and will depend on the traffic generation impacts of the facility proposed. For residential uses, the Council will normally require parking spaces to be provided on the basis of a maximum provision of 1 car space per residential unit of two bedrooms or less and 1.5 spaces three or more bedrooms. In order to reduce the number of parking spaces, the Council would support proposals for on-site car sharing/leasing such as a 'car club scheme'. *Policy TRANS 23* applies to parking for residential developments, and states that parking should be provided off street.
- 7.7 In accordance with *Policy TRANS 24* for mixed use developments, there is a requirement for residential parking to be retained permanently and solely for use by residents only within the development.
- 7.8 *Policy TRANS 20* sets out requirements for off-street servicing. The policy states that convenient access for service vehicles, including emergency vehicles, to meet the demand of the development should be accommodated on site.

## 8.0 Planning Obligations

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- 8.1 The aim of this planning brief is to enable the development of the site to proceed in accordance with the requirements outlined in the brief and to ensure that any development meets the objective of the *UDP* and the needs of the public and other stakeholders. The council encourage pre-application discussions with its Planning and City Development Department who may draw on specialist advice from statutory consultees or other local stakeholders as appropriate.
- 8.2 The brief also gives the opportunity to establish any necessary planning benefits at an early stage taking into account the needs and requirements of key stakeholders. There is a balance to be struck between the need for schemes to mitigate the impacts which they give rise to, contribute to the City and promote economic prosperity. Planning benefits would usually be secured as 'Planning Obligations' through the use of planning conditions or Section 106 (S106) Legal Agreements.
- 8.3 The Planning Act (2008) contains provisions for local planning authorities to introduce a community infrastructure levy (CIL). CIL is a charge on developments that would be used to fund supporting infrastructure. If implemented it would be used to replace those aspects of the current s106 arrangements related to infrastructure contributions. Detailed regulations are expected in 2009. The council's general approach to planning obligations is set out in UDP Policy *STRA 7* and further site specific issues are detailed in individual planning briefs. The council's guidance will be reviewed once more information on CIL and any change to the scope of planning obligations becomes available. If implemented, under the new system the council will produce an annual investment plan for the Community Infrastructure Levy.
- 8.4 The council's supplementary guidance on planning obligations, *Supplementary Planning Guidance on Planning Obligations*, was adopted in January 2008. Future updates to this Supplementary Planning Guidance will depend on the progress of the Council's emerging *Local Development Framework (LDF)* and greater clarity of Central Government's views.
- 8.5 Accordingly, the council will use the existing national and local guidance available at the time to negotiate the best method of addressing and ameliorating the impacts of any proposal submitted in accordance with this brief.
- 8.6 In summary the following list provides the details of the types of planning benefits that may be sought from the redevelopment of the site. These are not in order of priority and will of course be dependent upon the final type of development that comes forward.
- Provision of social and community facilities

- Provision of public open space on site and or contribution to the enhancement of public open space;
- Provision of affordable housing;
- Education financial contributions;
- Provision of any transport improvements necessary to allow any vehicle and pedestrian trips generated by a development to gain safe access to the transport networks
- Public realm contributions; and
- Public transport contributions
- Health financial contributions may also be sought pending finalisation of the Westminster Primary Care Trust Strategy.

8.7 In light of the proximity to Victoria, which has been identified as a major area of change, in determining the planning contribution at this site, regard should be had to the principles set out in *Victoria Area Planning Brief*. A key principle for development at Victoria is to ensure that proposals do not harm the residential amenity of the Victoria Area, and to ensure integration of developments with the local community. The *Victoria Area Planning Brief* sets out the Council's proposals to develop a Victoria Social and Community Fund, to be established to facilitate this integration. Proposals at this site should have regard to these principles and any implications of the Victoria Social and Community Fund.



## 9.0 Contacts and Further Information

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### **CITY OF WESTMINSTER CONTACTS**

#### **Department of Planning and City Development**

Sara Dilmamode	Policy, <i>UDP</i> and planning brief issues	020 7641 3983
Mike Gray	Design issues	020 7641 2931
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#### **Department of Transportation**

Sean Dwyer	Transport Policy Issues	020 7641 3326
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#### **Department of Environment and Leisure**

Rebecca Cloke	Open Space / Public Realm	020 7641 3433
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#### **Department of Finance**

Andrew Holdsworthwild, Access and Inclusion Manager		020 7641 6347
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#### **South Westminster Partnership**

Sue Hannah	South Westminster Renewal & Community Engagement	020 7222 0303
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## Appendix 1 Sustainability Appraisal

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# Sustainability Appraisal

Ebury Bridge Education Centre Sutherland Street,  
London SW1V  
Planning Brief

## 1. Introduction

- 1.1 This is a sustainability appraisal of the Ebury Bridge Adult Education Centre, Sutherland Street. This sustainability appraisal assesses the likely economic, environmental and social effects of the brief and their consequential impact on the achievement of sustainable development. An initial sustainability appraisal was undertaken of the draft planning brief and was the subject of consultation with statutory consultees and other stakeholders. Consultation responses received, including those from the Environment Agency and Natural England have been considered in this revised sustainability appraisal.
- 1.2 The purpose of this sustainability appraisal is to ensure that the provisions set out in the planning brief assist in the aim of achieving sustainable development. It is important for the council (as well as a statutory requirement) that future change and development is sustainable and avoids or minimises negative impacts on the environment.
- 1.3 This sustainability appraisal fulfils the requirements set out in *Planning and Compulsory Purchase Act 2004* and incorporates requirements for Strategic Environmental Assessment as set out in the *Environmental Assessment of Plans and Programmes Regulations 2004*. The sustainability appraisal complies with *Planning Policy Statement 12* and the approach to preparing this Strategic Environmental Assessment is based on the methodology set out in the *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (ODPM, November 2005)*.

## 2. Policy Context - Westminster's Local Development Framework

- 2.1 Westminster council is drawing up a new plan to guide future development in Westminster. The new plan is called the *Local Development Framework (LDF)*. It will be made up of a portfolio of planning documents that together will set out the planning policies for Westminster. The most important of these is the *Core Strategy*. This will contain the overall planning vision and strategic policies for the City. The other planning documents will flow from it, and will contain more detailed policies and proposals to implement its strategy.
- 2.2 The current development plan for Westminster is the *Unitary Development Plan (UDP)*. It was adopted in January 2007 and will remain in force until it is superseded by the *Core Strategy* and other Development Plan Documents that form part of *LDF*.
- 2.3 The Ebury Bridge Centre Planning Brief provides a site specific supplement to the provisions of the *City of Westminster Unitary Development Plan (UDP)*, (*Adopted 2007*), and sets out the matters which would be required to be addressed in a planning application for

the redevelopment of the site. The Ebury Bridge Planning Brief has been developed so as to be consistent with the emerging Core Strategy and has been prepared in line with the process for preparing LDF Supplementary planning documents.

### **3. Approach to Sustainability Appraisal**

- 3.1 A sustainability appraisal of Westminster's *LDF Core Strategy Preferred Options* has already been undertaken. The first stage in the appraisal process was the production of a *Scoping Report*. The *Scoping Report* sets out the context and baseline information in order to provide a starting point from which to appraise the effects of implementing the *LDF*. To provide a sound base for analysis the report identified relevant plans and strategies, programmes, key sustainability issues and problems, and set out a detailed sustainability framework through which the appraisal of the *LDF* can take place. Westminster's *Draft Sustainability Appraisal Scoping Report* was made available for consultation in April 2007. It can be downloaded from the council's website.
- 3.2 The *LDF Core Strategy* will contain the overall planning vision and strategic policies for the City, and therefore acts as the principal plan for which development proposals will be assessed against. On this basis the sustainability framework developed through the *Scoping Report* on the Core Strategy will be common to all *Development Plan Documents* and *Supplementary Planning Documents*, including the Ebury Centre Planning Brief.
- 3.3 The initial sustainability issues identified in the *Scoping Report* are, in summary:
- Increasing pressure on the natural and built environment – air quality, open space, biodiversity, historic buildings and sites
  - Waste and recycling
  - Road transport and congestion and need for better provision for pedestrians and cyclists
  - Noise and its impact upon human health
  - Climate change; climate change adaptation
  - Sustainable building policies
  - Supply of appropriate housing type and tenure
  - The creation of sustainable, cohesive and inclusive communities
  - Maintaining economic diversity and improve local opportunities
- 3.4 The *Scoping Report* identifies 17 sustainability objectives which provide a framework for assessing *Development Plan Documents* and *Supplementary Planning Documents*:
1. To create cohesive, inclusive and safe communities with appropriate levels of social and community facilities

2. To reduce the fear of crime and actual crime
  3. To ensure the provision of appropriate housing types to reduce homelessness; reduce overcrowded households and meet the demand for affordable housing and family-sized units
  4. To promote and improve health and well-being
  5. To reduce greenhouse gas emissions and support climate change adaptation
  6. To require the application of sustainable design and construction in all new developments and refurbishment of existing buildings.
  7. To a) minimise flood risk and promote sustainable urban drainage and b) protect surface and ground water quality
  8. To protect, enhance and create environments that encourage and support biodiversity
  9. To improve air quality
  10. To reduce noise and the impact of noise
  11. To reduce the need to travel; the use of private motorised vehicular transport, as well as encourage walking, cycling and the use of public transport
  12. To reduce waste production and increase recycling, recovery and re-use of all waste
  13. To protect and enhance the historic environment and architectural, archaeological and cultural heritage
  14. To enhance the public realm and street environment
  15. To protect, enhance, and seek opportunities to increase, open space throughout the City
  16. To ensure equality of opportunity and improve opportunities for education, training and employment
  17. To maintain economic diversity, increase local opportunity and support sustainable economic growth
- 3.5 The policy assumptions set out in the planning brief have been appraised against each of the 17 sustainability indicators, tabled 1 to 17 in a central column in the table attached. The results are expressed as follows:
- + denotes a broadly positive effect**
  - denotes a broadly negative effect**
  - = denotes an uncertain effect, or perhaps a combination of positive and negative effects**
  - =/+ uncertain, but perhaps becoming more positive over time**
- 3.6 The results of the assessment in against this framework of 17 sustainability objectives are set out in the next section 4 of this report.



#### 4. Sustainability Appraisal Matrix of Planning Brief

<p>The <b>Planning Brief for Ebury Bridge Centre</b> is in response to the Westminster Adult Education Property Strategy which involves the relocation of the Adult Education Centre to a purpose built centre elsewhere in the City. It sets out in details the opportunities and constraints affecting the site and outlines the relevant planning policy.</p> <p>The continued use of the site as a community facility is encouraged in recognition of the essential role of community facilities. Subject to addressing policies of the <i>UDP</i>, redevelopment of the site for residential purposes, incorporating an alternative community facility may also be an appropriate form of development. Development at the site would need to consider the relationship with the railway line carefully and incorporate sustainable design measures. The form and design and buildings on the site must also be appropriate to the setting of the adjacent Peabody Estate and Pimlico Conservation Areas, and must not materially harm daylight and sunlight to neighbouring residential properties.</p>	Sustainability Objective summarised	Score	<p><b>Commentary</b></p> <ul style="list-style-type: none"> <li>Improved building design and changes to the orientation of development on site could positively impact on public realm and safety issues.</li> <li>Increased residential development, could contribute to meeting housing need, but could lead to increased pressure on social and physical infrastructure. Mitigation measures will be needed. The site is also in area of open space deficiency so this needs to be recognised.</li> <li>Short terms negative environmental impacts associated with construction impacts. However, the current development has low energy efficiency standards and a new development could incorporate better sustainability standards leading to better environmental performance over the longer term.</li> <li>The site is in a sensitive location in conservation terms, but potential for better design and orientation of development at the site enhancing the area.</li> <li>Noise impacts potentially very significant in terms of future occupants due to proximity of railway.</li> <li>Site is in a location of high public transport access. Reducing need to travel needs to be considered in the context of the wider Westminster Adult Education Service property strategy.</li> </ul> <p><b>Overall Aggregate Assessment Rating</b>  <b>Environmental</b> =/+    <b>Social</b> +    <b>Economic</b> =</p>
	1. cohesive, safe communities	+	
	2. reduce crime/ fear	+	
	3. housing types	+	
	4. health and well-being	=	
	5. climate change	=/+	
	6. sustainable design	+	
	7. flood risk and water quality	=/+	
	8. biodiversity	=/+	
	9. air quality	=/+	
	10. noise	=	
	11. reduce travel	=	
	12. reduce waste	=	
	13. cultural heritage	=/+	
	14. public realm/streets	+	
	15. open space	=	
	16. equality of opportunity	=	
	17. economic diversity and growth	=	

## 5. Conclusions

- 5.1 The sustainability appraisal of the brief against the sustainability objectives suggests that the provisions of the Ebury Bridge Centre planning brief will have a neutral and dependent on implementation a positive impact on the sustainable development, particularly over the longer term.

### Environmental Impacts

- 5.2 During construction negative impacts on local air quality and noise may occur. However, these impacts may be minimised and potentially mitigated through control of construction. These short term impacts are to some degree counter balanced by potential longer term positive environmental benefits, including in relation to climate change.
- 5.3 New development at the site will need to be more efficient in terms of energy use than existing and incorporating sustainable design and construction measures is encouraged in the planning brief. The brief encourages the incorporation of sustainable design measures in any new building or building redevelopment to meet *UDP* standards.
- 5.4 The proximity to the railway means that noise issues for future occupiers is an important issue for consideration and an important factor in ensuring the suitability. Similarly this is recognised and highlighted in the planning brief.
- 5.5 Impacts on biodiversity are anticipated to be neutral in the short term but measures to promote local biodiversity could lead to positive impacts in the medium and longer term. Promoting local biodiversity is recognised as an important objective and the planning brief advocates the incorporation of design features to encourage biodiversity.
- 5.6 The site is in an area with excellent public transport links. While residents and workers in the immediate area using the existing adult education facility may have to travel further, this is potentially offset by the wider WAES strategy. The WAES strategy advocates a new purpose built facility in a more accessible location in the city and a satellite centre as part of Pimlico School which is in relatively close proximity to the Ebury Bridge Centre site.
- 5.7 The building is in a sensitive location, adjacent to two conservation areas and is in the setting of two listed buildings. There is significant potential to enhance the setting of the conservation areas but this is dependent on form and design of any new development. This is recognised in the brief and specific guidance in relation to massing and scale is included.

- 5.8 Enlivening the Sutherland Road frontage at ground floor level and the introduction of residential uses at this sight will contribute to environmental objectives concerned with improving the public realm. It may also contribute to social objectives discussed in more detail below as incorporation of residential development at the site will increase natural surveillance onto Sutherland Street and may contribute to the aim to safe community objectives and to reducing (fear) of crime.

### **Social and Economic Impacts**

- 5.9 The loss of an adult education centre in this location could have a negative impact for residents in the immediate area in terms of access to education provision and linked issues of local economic opportunity. However, as indicated in the planning brief, the alternative uses proposed at the Ebury Bridge Centre site, respond to a strategy set by the Westminster Adult Education Service which stipulates that a purpose built centre in a more central location will suit the needs of their students more satisfactorily. The planning brief recognises that the operation and management of social and community services are beyond the scope of planning policies and as such accepts that the future of the service will be guided by the service itself. The planning brief does however, set out the criteria against which the loss of a social and community use on this site will be set against and this includes ensuring that adequate replacement facilities are provided and which meet the educational needs of the residents in this part of the city.
- 5.10 A residential or residential led development would contribute to meeting housing need. The requirements for housing types is set out in line with UDP policies, which in turn reflects the housing need in Westminster in terms of tenure and unit size mix. However, increased intensity of residential development will put pressure on social as well as environmental infrastructure. Development at higher densities will exacerbate this situation as well as affect the council's ability to achieve its targets around sustainable development in the City Plan.
- 5.11 In response, the planning brief encourages the use of planning benefits to ensure that either 'in kind' works or financial contributions are sought from any future development of the site. This includes financial contributions to offset impacts and increased demand on social facilities and transport (see section 8, of the planning brief). The brief encourages provision of an element of community space on site as part of any redevelopment. Additionally, Increasing access to open space and ensuring adequate play space is a particular priority in the location as it is in area of open space deficiency.

- 1.4 This sustainability appraisal has ensured greater consideration of how adverse impacts can be minimised and has led to amendments to the brief which will potentially lead to beneficial impacts on the 17 sustainability objectives. On 14 October 2008 the Planning Sub-Committee (Planning Briefs and Local Development Framework) agreed to recommend to the Cabinet Member for Built Environment that the planning brief be adopted as a supplementary planning document (SPD). Following the incorporation of minor amendments requested by the committee the Cabinet Member for Built Environment agreed to adopt the brief as an SPD.
- 5.12 The significant sustainability effects of implementing the SPD will be monitored to help identify unforeseen adverse effects and to enable remedial action to be taken. These effects will be monitored using Local and/or Core Indicators. The Council prepares an Annual Monitoring Report to assess the implementation of the Local Development Scheme and the extent to which policies in the Local Development Documents are being achieved. The Ebury Bridge Centre Planning Brief SPD will be included in this process.

## Glossary

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

### **Affordable housing**

Subsidised housing at below market prices or rents intended for those households who cannot afford housing at market rates. The accommodation is usually managed by an registered social landlord (RSL)

### **Change of use**

Planning Permission is required for a change of use unless it falls within the same use class or it is allowed by the General Permitted Development Order.

### **Character**

The distinctive or typical quality of an area as described by its historic fabric; appearance; townscape; and other land uses.

### **Circulars**

Government publications explaining procedural matters and legislation.

### **City Plan**

The 'community strategy' for the City of Westminster, prepared under s4 of the Local Government Act 2000, and agreed by the Westminster City Partnership in 2002, which is intended to promote the economic, social and environmental well-being of the city. The strategic policies in the Unitary Development Plan reflect the six aims set out in the City Plan. A new community strategy was published in November 2006.

### **Code of Construction Practice**

A code of practice setting out environmental standards and constructions procedures for major developments.

### **Commercial Floorspace**

Floorspace utilised by the following uses: offices, industry, warehousing, showrooms, hotels, retail, entertainment and private educational, health and leisure facilities, other than social and community uses that are principally provided by the public sector. This does not include residential use.

### **Committee**

**(Planning and City Development Committee, Planning Applications Sub-Committee and Planning Sub-Committee (Planning Briefs and Local Development Framework))**

The above Committees have powers to make most decisions in respect of planning applications, planning policy, planning briefs and other development

control matters. Made up of elected councillors in proportion to the political complexion of the council. Members of the Committees are not bound to follow the recommendations of planning officers when taking their decisions.

**Commuted sum**

A financial payment made, in accordance with a planning agreement, by a developer towards the provision of, for example, affordable housing.

**Conditions**

A restriction or qualification imposed when planning permission or other consent is granted under the Planning Acts. Conditions are required in law to be necessary, relevant to planning, directly related to the development to be permitted,

**Conservation Area**

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

**Department of Communities and Local Government (DCLG)**

Government department, established in 2006, responsible for community cohesion and equality, for housing, urban regeneration, planning and local government.

**Development**

The carrying out of building, engineering, mining or other operations in, on, over or under the land; or the making of any material change in the use of any buildings or other land, as defined in the Town and County Planning Act 1990 as amended. Unless it is defined under the Act as 'permitted development', planning permission is required for the carrying out of any development of land.

**Development Briefs**

A form of supplementary planning guidance that sets out the council's preferred development options for a site. Also known as planning briefs.

**Development Plan**

Under the Planning and Compulsory Purchase Act 2004, in Greater London the development plan comprises the spatial development strategy prepared by the Mayor of London (known as the London Plan) and until they are replaced by development plan documents prepared under that Act, the unitary development plans prepared by the London Boroughs. If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan, unless material considerations indicate otherwise.

### **Entertainment Use**

Uses within Class A3 (Restaurants and Cafes) A4 (Drinking Establishments) and A5 (Hot Food Take-Aways) and other entertainment uses where the primary activity is use as a nightclub, live music and dance venue, discotheque, entertainment centre, dance hall, casino or bingo hall. These are mostly uses where the greatest attendances occur during the evening or at night. Most of these uses fall within Class D2 of the Revised (2005) Use Classes Order 1987. It does not include theatres.

### **Environmental Inspectorate**

Westminster City Council Inspectors operating in relation to the construction of major developments, to agree routine working arrangements for individual sites and ensure compliance with the Code of Construction Practice.

### **Greater London Authority (GLA)**

The GLA is part of the strategic government of London established on 3 July 2000. It is made up of a directly elected mayor and a separately elected Assembly. The Mayor prepares plans on issues from transport to the environment and from culture to land use, directs the GLA and sets budgets for the GLA, Transport for London, the London Development Agency, the Metropolitan Police and London's fire services. The Assembly is also able to investigate other issues of importance to Londoners, publish its findings and recommendations and make proposals to the Mayor.

### **Gross Floorspace**

Method of assessing the extent of building (or land) occupied by a use. This should be measured to include the overall dimensions of the building on each floor both above and below ground, including the thickness of all internal walls, half the thickness of party walls and the full thickness of external walls. If a site covers more than one property, party walls should be measured as internal walls except those party walls to properties not falling within the site. Gross floorspace should include all the following:

- stairs and lift shafts (to be measured for each floor);
- lobbies, corridors, reception areas;
- cloakrooms and toilets;
- storage and roofed plant areas (but see 'k' below);
- kitchens, cafeterias etc;
- operational voids e.g. for air conditioning ducting (to be measured for each floor);
- vaults.

Gross floorspace should exclude all the following:

- voids in atria;
- internal lightwells;
- double or triple height areas should be measured only once e.g. conference halls, theatres

- screened but unroofed plant area or plant areas and other operational voids which are not reasonably capable of commercial or residential use;
- car parking space, loading/ servicing bays and areas exclusively reserved for refuse storage.

In assessing entertainment uses against Policies TACE 8, TACE 9 and TACE 10, gross floorspace will be taken, in addition, to include open areas within the curtilage of the premises, such as forecourts, which are to be used for as the positioning of tables and chairs for customers' use. Such open areas will be excluded from the calculation of gross floorspace under Policy CENT3.

### **Key workers**

Person having skills in an employment sector important to the functioning of Central London in which employers have severe difficulties in recruiting and retaining staff. Some categories of key worker are eligible for special forms of housing assistance.

### **Listed building**

A building contained in a list of buildings of special architectural or historic interest prepared by the Secretary of State for the Environment. Before any work can be carried out which affects the character or appearance of a listed building, inside or out, listed building consent is required.

### **Local Area Agreement**

Three-year agreement setting out key priorities for the local area agreed between government (GoL), Westminster City Council and the Westminster City Partnership.

### **Local Development Framework (LDF)**

The new plan-making system, introduced by the Planning and Compulsory Purchase Act 2004 requires local planning authorities to prepare a local development framework, which will comprise development plan documents, which will form part of the statutory Development Plan and supplementary planning documents which will provide additional detail. The framework will also include the statement of community involvement, the local development scheme and the annual monitoring report.

### **London Plan**

Title given to the spatial development strategy for Greater London prepared by the Mayor of London under Part VIII of the Greater London Authority Act 1999 and published by the Greater London Authority in February 2004 (consolidated with changes since 2004 and published in 2008). Unitary Development Plans prepared by London Boroughs are required to be in general conformity with the London Plan.



### **Material considerations**

A factor which a local planning authority may take into account in making a decision on a planning application before it. In certain circumstances, such a factor, or a combination of them, may be sufficient to lead the authority to determine the application other than in accordance with the provisions of the development plan. Where that occurs, the factor or factors involved must, by law, be genuine planning matters, relating to the development and use of land, and must fairly and reasonably relate to the application concerned.

### **Mayor of London**

The mayor has an extensive strategic planning role, in particular producing the Spatial Development Strategy for London. Westminster's UDP has to be in general conformity with the London Plan.

### **Office of the Deputy Prime Minister (ODPM)**

Government department responsible between 2002 and 2006 for regional and local government (including the regional Government Offices), housing, planning, regeneration and neighbourhood renewal. The ODPM is now the Department for Communities and Local Government.

### **Permitted development**

Some development does not require planning permission from the council. Blanket permission is given by the General Permitted Development Order.

### **Planning agreement**

See planning obligation.

### **Planning Brief**

A form of SPG that sets out the council's preferred development options for a site. Also known as development briefs.

### **Planning obligation**

A form of planning benefit secured through a legal agreement or undertaking within the provisions of s106 of the Town and Country Planning Act 1990. This may be either an agreement between a local planning authority and an organisation or individual having an interest in land; or a unilateral undertaking given by an applicant for planning permission. An obligation usually involves a restriction on the use or development of land; or a specific requirement about an operation or activity to be carried out on land; or a requirement that land should only be used in a specified way; or the payment of a sum or sums of money.

### **Planning permission**

A written consent to the carrying out of development issued by a local planning authority or, on appeal, by a Planning Inspector or the Secretary of State. The permission is normally subject to conditions and will lapse if the development is not started within a stated period of time. Planning permission for buildings may

be in outline where the principle is approved, subject to the later submission of further applications for the approval of reserved matters.

**Planning Policy Guidance Notes (PPG)**

Government policy notes which contain advice on a wide variety of planning issues. PPGs are being replaced by PPSs.

**Planning Policy Statements (PPS)**

Government policy statements (replacing PPGs) which contain guidance on planning issues.

**Public Art**

Permanent or temporary physical works of art visible to the general public, whether as part of a building or freestanding: can include sculpture, lighting effects, and the designed treatment of street furniture, paving, railings and signs.

**Registered Social Landlord (RSL)**

Organisation registered with the Housing Corporation under the provisions in Chapter 1 of the Housing Act 1996. The organizations concerned may be housing associations which are registered charities, or non-profit-making provident societies or companies. They must provide housing kept available for letting, and meet other requirements set out in the Act.

**Residential Use**

As set out in the Use Classes Order (C3) Dwelling Houses unless otherwise stated.

**Section 38(6) (formerly 54A)**

The provision within the Planning and Compulsory Purchase Act (2004) which contains the principle of the development plan-led system. Planning decisions must be made in accordance with the development plan unless material considerations indicate otherwise.

**Section 106 agreement**

An agreement or undertaking made under s106 of the Town and Country Planning Act 1990 to secure planning obligations. Sections 46 and 47 of the Planning and Compulsory Purchase Act (2004) give the Secretary of State the power to make regulations to replace S106, but these powers have not yet been taken up.

**Social, Community and Cultural Facilities**

Most social, community and cultural facilities are in classes C2, D1 and D2 of the Use Classes Order. Such facilities can include social service uses, health facilities, some leisure and recreation facilities such as libraries, theatres and general social uses such as community meeting facilities and community halls etc.

**Spatial Development Strategy (SDS)**

Document setting out a broad strategy for land use and development in Greater London prepared by the Mayor of London under Part VIII of the Greater London Authority Act 1999 and published as the London Plan by the Greater London Authority in February 2004. Unitary Development Plans prepared by London Boroughs are required to be in general conformity with the London Plan.

**Supplementary Planning Documents (SPD) (formerly SPG)**

Formally adopted policy statements that either elaborate key policies set out in the UDP/LDF or set out how policies apply to a particular site. They are prepared to cover particular development topics, or area-based issues, such as planning briefs. SPDs will consist of the main document, a sustainability appraisal, an equalities impact assessment and a consultation plan. Recent SPDs are a material consideration in the determination of planning applications.

**Transport for London (TfL)**

TfL is a functional body of the Greater London Authority, accountable to the Mayor with responsibility for delivering an integrated and sustainable transport strategy for London.

**Westminster City Partnership**

The Westminster Local Strategic Partnership that produces the City Plan, which is the Community Strategy for Westminster.

**UDP (Unitary Development Plan)**

Plan prepared under Part II, Chapter 1 of the Town and Country Planning Act 1990 by a local planning authority for its area. Every London borough was required to prepare a unitary development plan for its area under the provisions of that Act. Unitary development plans will be replaced by a local development framework prepared under the provisions in the Planning and Compulsory Purchase Act 2004. Westminster's Unitary Development Plan (UDP) was adopted by Full Council on the 24 January 2007.

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# City of Westminster

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