

# St Mary's Hospital & Post Office Sites, W2



draft planning brief

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Produced by:	City of Westminster City Planning Group City Hall, 64 Victoria Street London SW1E 6QP
Contact:	Hannah Berriman e-mail <a href="mailto:hberriman@westminster.gov.uk">hberriman@westminster.gov.uk</a> ☎ 020 7641 2418 Fax: 020 7641 8535

## 1 Executive Summary

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- 1.1 This Brief forms part of a suite of three Draft Planning Briefs that outline the Council's aspirations for several development sites in and around the Paddington Special Policy Area (PSPA). These Briefs should be read in conjunction with one another and Plan 1 indicates the sites under consideration.

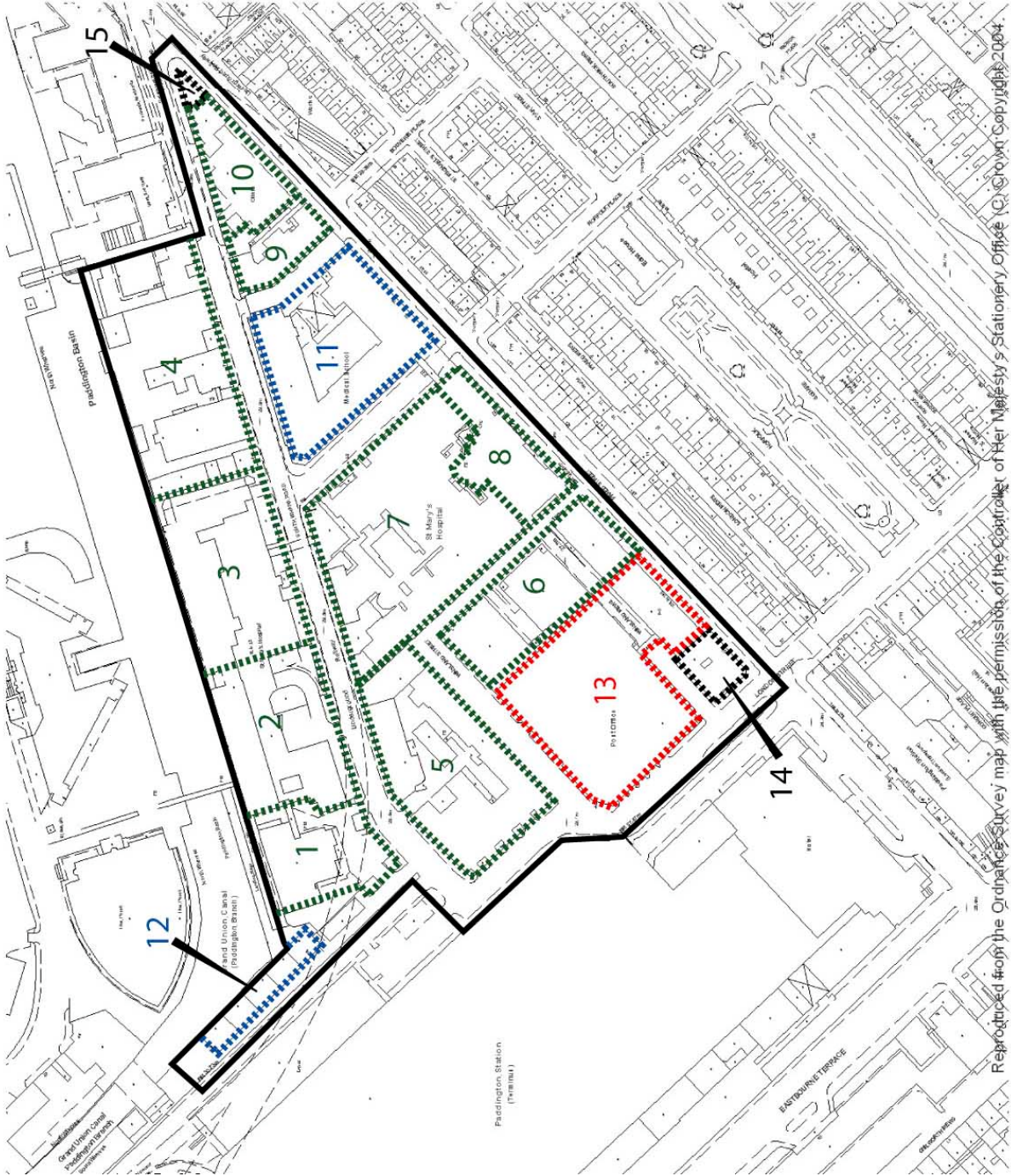
This Brief outlines:

- the characteristics of the existing St Mary's Hospital & Post Office sites
  - the planning policies which affect them
  - and the Council's aspirations for the site, with two main options
- 1.2 The land to which this brief relates lies immediately to the South of Paddington Basin and is bounded by the Basin, Praed Street and London Street (see Figure 1 below). The majority of the site is occupied by St. Mary's hospital. The Post Office and Imperial College Medical School also occupy buildings in the area. In addition, the eastern-most tip of the site, the former Grand Junction public house is occupied by Paddington First and the London Crown Hotel forms the southern-most tip.
- 1.3 A previous planning Brief for the site was adopted in January 2001, taking into account issues raised by the planning applications submitted on 30<sup>th</sup> June 2000 for the redevelopment of the Hospital and Medical School. This Draft Brief has been prepared to take account of revised proposals which could include the relocation of the Paddington Health Campus (PHC) north of the Basin and the release of the current St Mary's site for other uses. This Brief includes the policy information for the PHC to be located within the existing site and for this new option. The planning context for the former is derived from the resolution of the 22<sup>nd</sup> August 2002 Major Planning Applications committee to grant outline planning permission subject to the completion of a S.106 legal agreement. The committee report and minutes of this meeting are set out in full in Appendix 1 and in Figure 2 below. The City Council's consideration of the relocation of the PHC to the north of the Basin are set out in the associated Draft Brief for North Westminster Community School (NWCS) / Grand Union Buildings (GUB) and Windings sites.
- 1.4 The new development opportunities for the St Mary's and Post office sites described in this Draft Brief outline the potential for a mixed-use development that can incorporate residential, commercial, educational, leisure and health uses in a high-quality, waterside location. Special consideration will need to be given to the provision of affordable housing, the regeneration of Praed Street and the waterfront, together with improved pedestrian and vehicular access into and through the site.



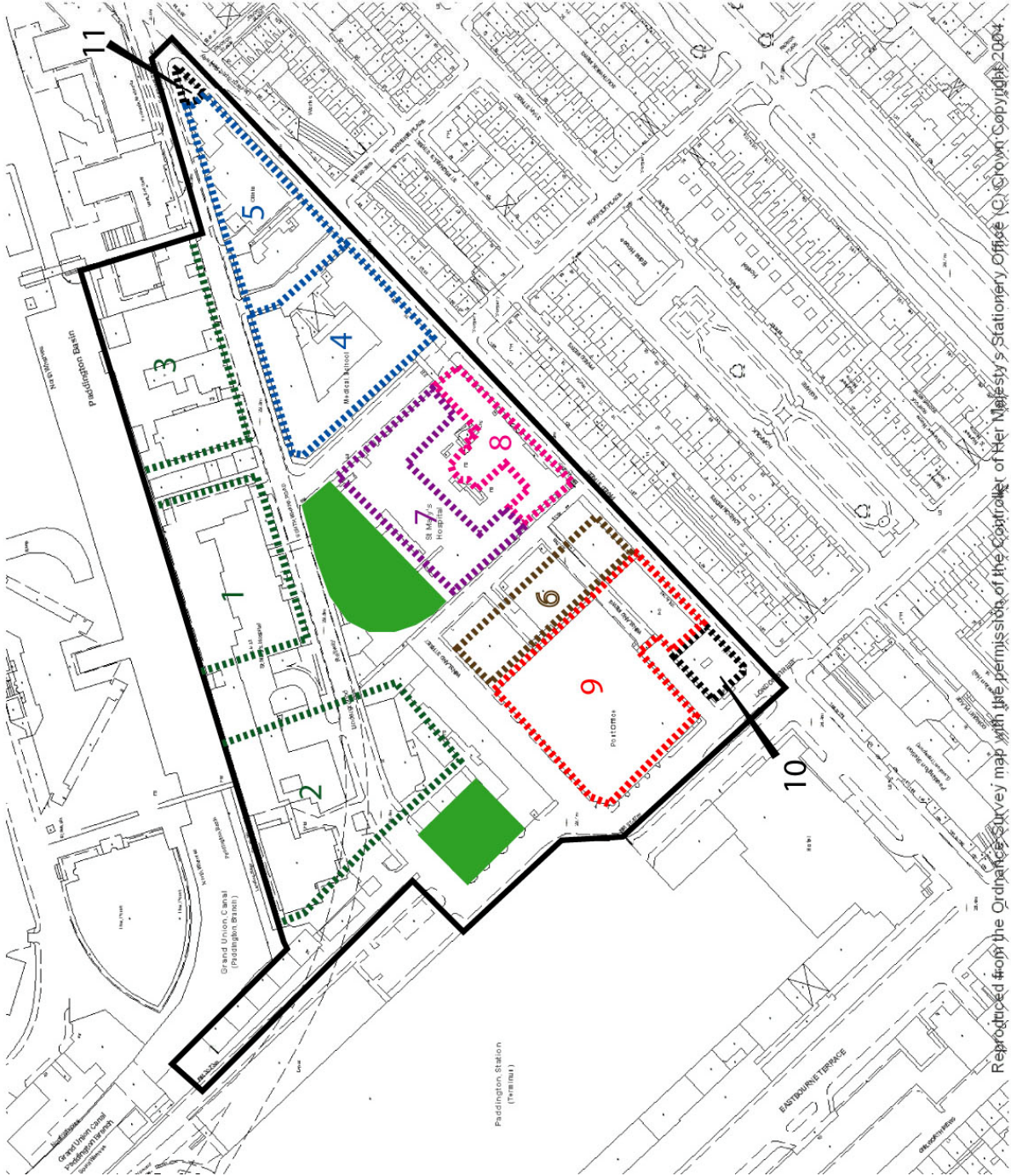
Figure 1. Existing uses

- Key**
- Hospital sites**
1. Paterson Wing
  2. Ambulance deck & boilers
  3. Queen Elizabeth the Queen Mother building
  4. Acrow Site
  5. Mint Wing (listed)
  6. Temporary buildings
  7. Old hospital
  8. Clarence Wing (1904 - listed)
  9. Salton House
  10. Praed St Clinic
- Medical school**
11. Medical School 1933
  12. 16 South Wharf Road
- Post office**
13. **Sorting office and counter building**
- Other uses**
14. Crown Hotel
  15. Former Grand Junction P.H. (Paddington First)



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- City of Westminster**  
**Figure 2. August 2002**  
**intended to approve scheme.**
- Key**
- Hospital sites**
1. Queen Elizabeth the Queen Mother building
  2. St Mary's addition
  3. Harefield & Brompton
- Medical school**
4. Medical School 1933
  5. Extension
- Mixed use buildings**
6. Retail & Health club
- Primary Health Care**
7. Primary care and Creche
- Residential**
8. Clarence wing converted
- Post office**
9. Sorting office and counter building
- Other uses**
10. Crown Hotel
  11. Former Grand Junction P.H. (Paddington First)
- Open space



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## 2 Introduction: Purpose of the Brief

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- 2.1 The whole of the Brief site lies within the Paddington Special Policy Area (PSPA) which was introduced into the Westminster Unitary Development Plan (UDP) in 1988 to ensure the proper planning of an area with considerable development pressure on a number of major sites. The City Council wants the Paddington Special Policy Area to continue to be developed as a mixed-use area with an attractive and distinctive character of its own. This requires co-operation between the various landowners in order that the development of the separate sites is carried out in a co-ordinated manner. The PSPA chapter in the UDP sets out the overall policy context. The latest position on sites within the PSPA is detailed in the PSPA factsheet available online at: [www.westminster.gov.uk/environment/planning/paddington/Factsheet.cfm](http://www.westminster.gov.uk/environment/planning/paddington/Factsheet.cfm)
- 2.2 The purpose of this Brief is to examine the characteristics of the site, the policies which affect it, the demands now being placed on it and set out the relevant issues that need to be addressed. It does not seek to promote any specific development option, but is intended to ensure that the proper development of the site takes place in a co-ordinated manner to meet the objectives set out in the Unitary Development Plan.
- 2.3 This Brief is addressed to a number of parties who have an interest in the site:
- Ward Councillors
  - The residents and businesses in the area and their various representative organisations including the Single Regeneration Budget partnerships and for Paddington BID, and local amenity societies
  - The Greater London Authority (GLA) and Transport for London (TfL) with their strategic planning and transportation interests
  - Development interests in both the Hospital and Post Office Brief site and in adjacent sites within the PSPA, particularly NetworkRail for Paddington Station, and British Waterways in relation to the canal basin
  - The bodies responsible for the conservation of London's architectural heritage, including English Heritage and CABE
- 2.4 A planning Brief (called 'St Mary's Hospital') was originally issued for the site covered by this Brief in September 1991. Because of changing circumstances it was updated and sent out for consultation, in April 1998, May 2000 and then in December 2000, taking into account issues raised by the planning applications submitted on 30<sup>th</sup> June 2000 for the Hospital and Medical School, Span 4 of the Station and Phase 3 of Paddington Basin. This updated draft brief focuses on the revised application for the site that was approved by Committee on 22<sup>nd</sup> August 2002, subject to the completion of a S.106 legal agreement. It also includes an option for the PHC to move to the north side of the Basin, freeing up the site to the south for a comprehensive mixed-use development. Until planning applications for the Brief site are approved and built, further alterations may need to be made to the Brief.

### **3 Description of the Site and its Surroundings**

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3.1 Any proposals for the Brief site will be expected to take into account both the approved and emerging proposals on the surrounding sites and also contribute to meeting the overall objectives for the PSPA. The planning history of the site is included in Appendix 2 and the buildings are described in Appendix 3.

3.2 The Brief site is surrounded:

To the north by two newly built office developments, The Point and Waterside, across the basin. The development sites at the North of the Basin and North Westminster Community School (NWCS) are described in the Draft Planning Brief for these sites on North Wharf Road.

To the east by the newly built West End Quay, a predominantly residential scheme with ground floor retail (A1 & A3 uses).

To the south by Praed Street shopping and hotel where Single Regeneration Budget funding has been allocated and a potential BID is being developed to improve and regenerate the area down to Sussex Gardens.

To the west by Span 4 of Paddington Station (Listed Grade I), Red Star Parcels Depot and the Great Western Hotel (Listed Grade II). Planning permission and Listed Building Consent to redevelop Span 4 of the Station has been agreed by Committee but not yet issued as the legal agreement is still under negotiation. The Brief for Paddington Station is also currently being revised and due to go to Planning and Development Committee in January 2005

### **4 Policy Context**

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#### ***Statutory Planning Framework***

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

- The Government's raft of Guidance documents (see Appendix 4 for a list of relevant policy guidance and background documents)
- The London Plan – Spatial Development Strategy for Greater London;
- The City of Westminster's UDP (informed by its Civic Renewal programme and City Plan – its community strategy), which is going through its final adoption processes at the time of writing, and may be the only relevant UDP version by the time this brief is read. Until formal adoption, the 1997 Plan remains the formal Development Plan and a material consideration is the pre inquiry version of the replacement UDP (August 2002) plus the modifications published in May 2004 and the further modifications published in September and December 2004.

### ***The London Plan***

4.2 The Mayor's Spatial Development Strategy (SDS) for London was published in draft form in June 2002 and was adopted in February 2004. It provides a common spatial framework for all of the Mayor's strategies and policies. This replaces RPG3 and the plan period is to 2020. The Mayor of London has several strategic issues that affect this site:

- Paddington is designated as an 'Opportunity Area' for housing, employment and public transport access and as a site for major regeneration, promoting social inclusion and sustained urban renewal.
- Paddington Basin also forms part of the 'blue ribbon' network, which regards waterways as catalysts for regeneration that can enhance the attractiveness of sites.
- Paddington is north of the edge of the Central Activities Zone and is on the proposed Crossrail 1 route with a new station under Eastbourne Terrace to the west of this site.

### ***Civic Renewal***

4.3 In September 2001 the City Council launched its Civic Renewal agenda. This sets out the Council's corporate guiding principles and targets for regenerating the City of Westminster and building a strong, vibrant community. The targets for the Civic Renewal Programme are based on the following themes:

- Customer First
- City Investment
- Education Guarantee
- Clean Streets
- City Guardian

### ***The City Plan***

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

- Putting the customer first
- The City Investment Programme
- Improving and protecting housing and neighbourhoods
- Investing in education
- Cleaning and greening the City
- Guarding the City
- Promoting a healthier Westminster



### ***The City of Westminster Unitary Development Plan***

- 4.5 Strategic policies for the City are in Part 1 of the UDP and detailed policies for the PSPA are set out in Chapter 5. These policies will be applied in conjunction with other policies in the plan. When taking into account the planning framework for any redevelopment the following UDP principles are most relevant:
- To grant planning permission for Central London Activities as part of the overall aim of promoting mixed-use development in the PSPA (Policies STRA 8 and PSPA 2 – 4)
  - To encourage area wide regeneration (Policy PSPA 1)
  - To control traffic and parking impacts from development (Policy PSPA 5)
  - To create a high quality sustainable environment (PSPA 6)
  - To retain and improve St Mary's hospital facilities (PSPA 7)
  - To actively seek and secure planning obligations and the provision of related benefits in all types of development (STRA 7)
- 4.6 Key constraints and opportunities are in the UDP and set out on the Proposals map, but a simplified set, that also shows the distribution of nearby listed buildings, is set out in Plan 2.
- 4.7 The Council's draft replacement Unitary Development Plan (RUDP) has been the subject of a Direction under section 17(1) of the Town and Country Planning Act 1990, issued by the First Secretary of State on 9 December 2004. The Direction relates only to policies for affordable housing, but it prevents the adoption of the whole plan. The weight to be afforded to all parts of the draft plan other than affordable housing is unaffected by this Direction.
- 4.8 On 17 December 2004 the City Council's Director of Legal Services wrote to the Secretary of State advising of the City Council's intention to challenge the Direction in the Courts unless it has been withdrawn by 7<sup>th</sup> January 2005. The Direction is therefore now in dispute, and the City Council has been advised that the affordable housing policies in the draft RUDP should now continue to be afforded the same weight as they had prior to the Direction being issued, unless and until the Direction is confirmed by the Courts. The RUDP is a material consideration of significant weight, as it has reached the very final stage of preparation prior to its adoption.

### ***Section 106 Agreements in the PSPA***

- 4.9 Westminster has produced Draft Supplementary Planning Guidance (SPG) on S.106 agreements, issued for consultation in October 2003. The SPG sets out priorities for benefits and identifies the ways in which these priorities can be applied to individual development proposals. It introduces the concept of funding pools for the priority benefits under seven headings:

- Housing and Affordable Housing (including Key Worker provision)
- Area Transport and Environmental Management Studies
- City Management
- Education Training and Employment
- Environmental Improvements and Management of Open Spaces
- Public Transport Infrastructure
- Social Community and Culture

4.10 In terms of the PSPA as a whole, it is one of the largest development sites in London and is expected to be developed over the next 10 years. The developers, transport operators and others have jointly formed the Paddington Waterside Partnership (PWP) to manage this process (the membership of the PWP is given in Appendix 5). The City Council, together with the PWP, in consultation with the local community, have drawn up a programme of initiatives to manage both the impact of construction, (such as traffic and noise) and achieve necessary improvements arising from the developments through Section 106 legal agreements. These include:

- affordable (key worker) housing
- contributions to PATS3 / PATEMS (see 6.22)
- Long Term Vehicular access (LTVA) into Paddington Station
- education
- training and employment benefits linked to Paddington First
- environmental and public realm improvements
- highways works, public transport improvements
- contributions to Social and Community Fund Account (SCFA)
- compliance with the Code of Construction Practice

4.11 The benefits under negotiation for the August 2002 scheme (see Appendix 1) for the redevelopment of St Mary's will obviously be of relevance for a new scheme, but the benefits to be negotiated will not be identical

## **5 Options for Future Use**

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### ***Overall Strategy***

- 5.1 Any proposals for the Hospital, Post Office and adjoining eastern part of Paddington Station (Phase 2 of NetworkRail's Masterplan) should be part of an integrated strategy covering the three sites. This is particularly important for the Hospital and Station sites because of their physical connection via the listed Mint Wing (see Section 5.10 for further details).
- 5.2 The Council (UDP policy PSPA7) wants to safeguard the future of St Mary's Hospital as it will be the only general, teaching hospital remaining in Westminster when the Middlesex Hospital closes in 2005/06. As outlined in the introduction, it is now the case that the PHC is considering the possibility

to relocate to the north side of the basin, on North Wharf Road. Therefore, this brief also outlines a second strategy for mixed-use development of the existing hospital and Post Office sites for non-medical purposes, but within the established PSPA policy context. This redevelopment would be in line with UDP policy PSPA7, since it would be conditional on PHC first being successfully relocated to the north of the basin.

- 5.3 The City Council wants the PSPA to be a mixed-use area. The PSPA policies in the adopted UDP aim to achieve a balance of different uses, both for the PSPA overall and for each site within it. Individual schemes will need to be justified on this basis.

### ***Option1: Paddington Health Campus (PHC)***

- 5.4 St Mary's Hospital will be the sole remaining acute care hospital in the City of Westminster once the Middlesex Hospital closes. It provides a full range of acute services, and accident and emergency care for the local population, commuters and visitors to central London. It is also a major teaching hospital, its services being provided in close association with the Imperial College's Medical School. It is involved in a range of pioneering work and research and provides specialist services, many of which have established an international reputation. The Lindo Wing provides private medical care. The Hospital employs about 3,000 people. Apart from the QEQM building opened in 1988, St Mary's continues to operate from a mix of separate, mainly old or temporary and, in some cases, wholly inadequate buildings.
- 5.5 The national NHS strategy is to improve hospital facilities so that services and buildings are flexible, to concentrate highly specialist services on fewer sites and to promote closer partnership working with those providing care to the local community. The intention is to concentrate the health related uses on part of the site so that surplus land and buildings (at Paddington and elsewhere) can then be released for development to help fund the new hospitals. The proposed new hospital developments at Paddington depend on securing funding from the release of hospital land and through a Private Finance Initiative (PFI). In addition the NHS has to look to private capital to finance developments.
- 5.6 Imperial College's academic strategy includes the continued clinical teaching of medical undergraduates at the St Mary's site. It intends to develop the main medical school building as a centre for clinical and medical research a role that will expand if more specialist services are relocated onto the site.
- 5.7 The most recent application for the redevelopment of the St Mary's site was approved at Committee, subject to the completion of a S.106 agreement, on 22<sup>nd</sup> August 2002. The Committee report and minute is set out in Appendix 1 and a summary of the proposal is outlined in the chart below. The associated S.106 legal agreement remains under discussion and therefore the proposal is regarded as a 'minded to approve' scheme. It should be noted that revised

proposals that involve a considerable increase in floorspace, to meet new NHS operational requirements, would not be acceptable on this site. The size and bulk of the proposed buildings that Committee was minded to approve in August 2002, was only allowed because of the special circumstances of the hospital and its relatively inflexible demand for floorspace. A commercial/residential development of this scale and bulk would not be acceptable.

<b>Use</b>	<b>Aug 2002*</b> <b>Above Grade m<sup>2</sup></b>	<b>Aug 2002*</b> <b>Total Area m<sup>2</sup></b>
Existing (QEQM, Clarence Wing)	40,718	43,968
Medical School	17,821	17, 821
New clinical buildings	95,493	109,476
New academic buildings	15,889	18,550
Office/support buildings	14,847	22,342
Residential - Keyworker Total	11, 449 (258 beds) (388 beds)	23,818
Car Parking	(500 spaces)	

\*Aug 2002 details from PHC

### ***Option2: Mixed Use Development***

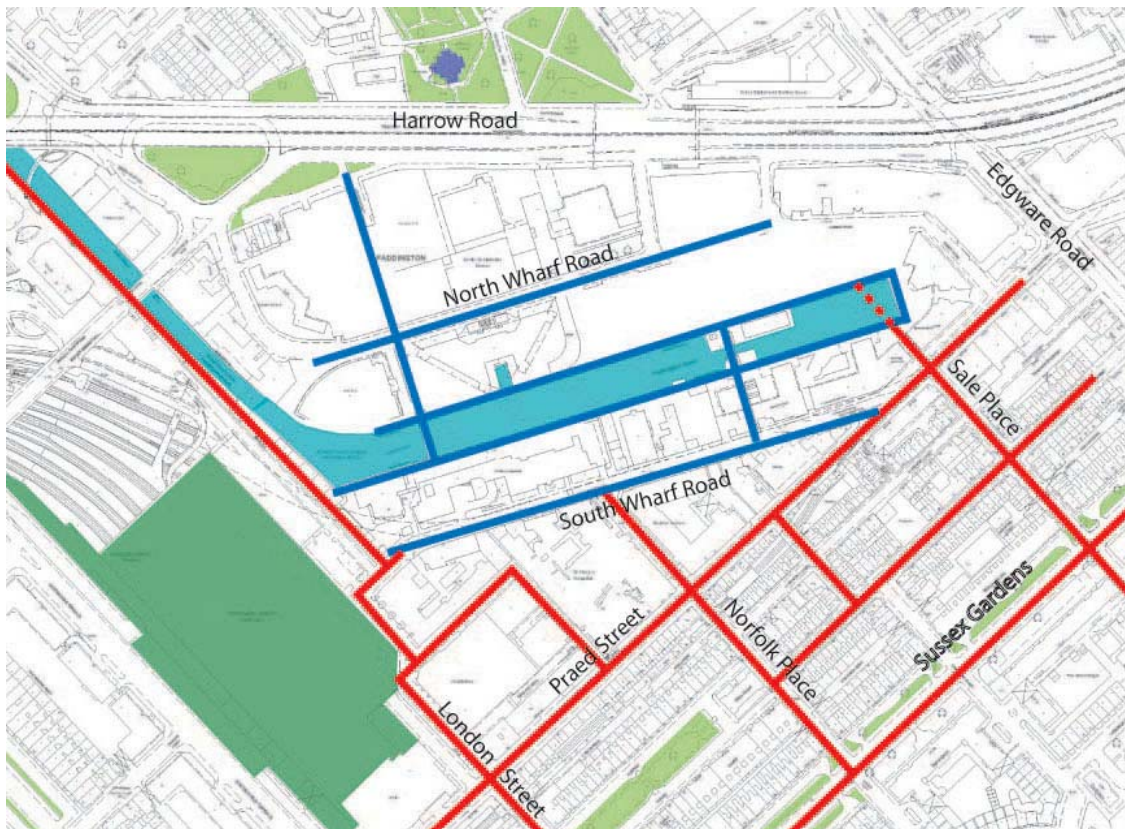
- 5.8 The situation has arisen where the PHC is assessing an option to move to the site already cleared or soon to be vacated, north of Paddington Basin. This will provide the opportunity for the comprehensive redevelopment of the Post Office (discussed in the following section) and St Mary's sites as a mixed-use scheme. Paddington Basin is already being redeveloped and regenerated to

become a thriving commercial, residential and leisure area. Any new proposals should aim to achieve increased accessibility and connectivity and environment and less traffic impact on local roads. All buildings and open spaces should achieve architectural excellence and promote the highest quality of detail, design and townscape purpose.

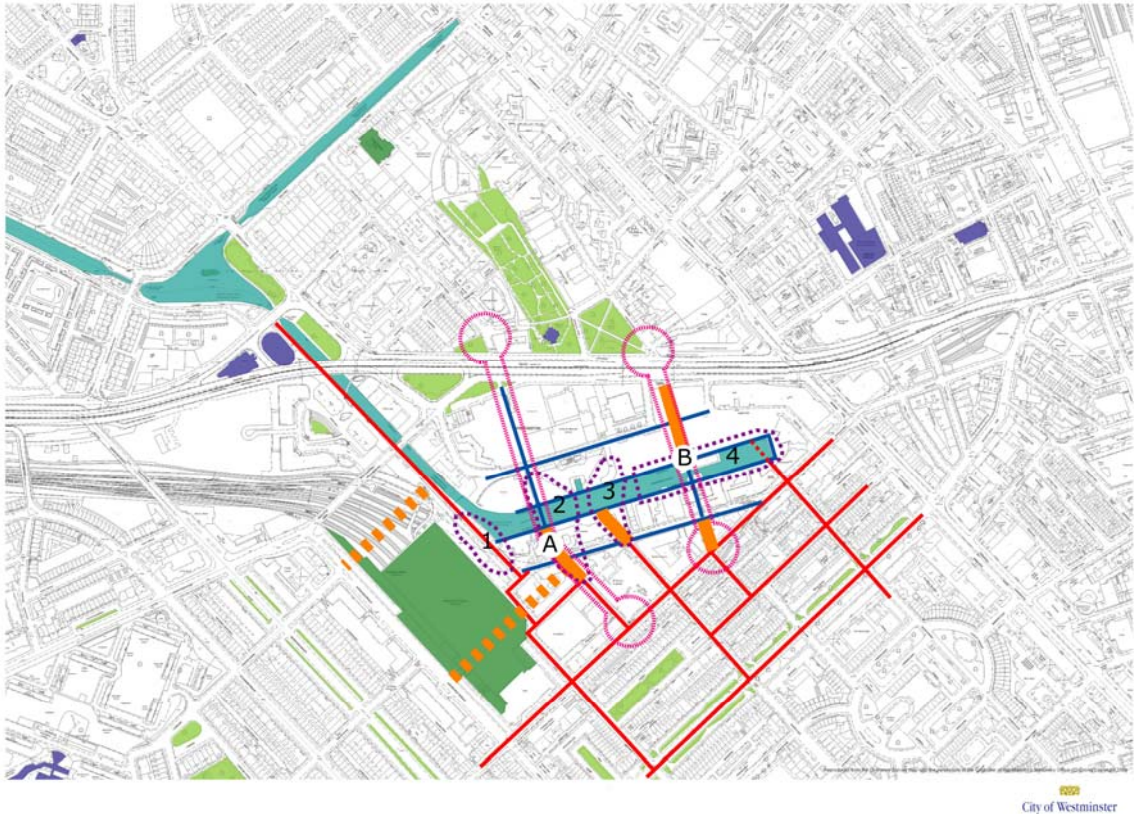
- 5.9 In September 2004, Paddington Health Campus and Paddington Development Corporation Ltd (PDCL) jointly prepared a masterplan for Paddington Basin. It investigates how, by combining their land ownership around Paddington Basin, a health campus and mixed-use development can best be achieved. Both of the sites, north and south of the Basin, have the benefit of planning permission, with the southern scheme subject to the completion of Section 106 agreement, and thus the masterplan builds on the significant features of these two applications. It details the development of a health campus with residential uses to the north of the basin and a comprehensive mixed-use redevelopment to the south. Integral to these plans, it demonstrates how the developments can open up the canal to public use and enhance the areas around the basin. It also outlines the potential for two new routes, a mixed-use street and a healthcare street, to run through the site and re-connect Paddington. The reconsideration of the brief site is in line with the proposals to move the PHC north, although the masterplan itself is work-in-progress and remains open for consideration. A revised version of the masterplan is expected by way of a response to this draft brief.
- 5.10 Two listed buildings are located within the site - the Clarence Wing and Mint Wing, both listed Grade II. There is a presumption in favour of their retention as stated in Government Guidance in PPG 15 and UDP Policy DES 10. Any proposal for demolition must be considered with reference to the stringent process set out in PPG 15. The current "minded to approve" scheme for St Mary's Hospital proposes the demolition of the Mint Wing. This, however, was considered in the light of the proposed redevelopment for hospital purposes and the substantial benefits to the community of the proposed open space, linkages to the station and improved layout of the area. Any new proposal for demolition would need to make its own case in accordance with the requirements of PPG 15. It is also assumed that the Imperial College Medical School will be retained due to the recent modernisation of this building which is also of architectural and historical interest.
- 5.11 The rationalisation of the site will involve the demolition of the Queen Elizabeth the Queen Mother (QEQM) building. The loss of the mass and bulk of this building will provide the opportunity to set a new standard for the site. The design and orientation of the proposed buildings should reflect the fact that this is a prominent waterside site leading back to streets of traditional Victorian proportions. The construction and design of the buildings should also reflect the high standards of retained and newly developed buildings, structures and landscaping.
- 5.12 In terms of building heights, developments on the southern water's edge should reflect the height (including the shoulder height) of the Point and the Waterside. These existing building should set the standard in terms of scale,

massing and proximity to the canal, allowing the creation of light, airy open spaces and new through-routes. The buildings between the Basin and Praed Street should step gently down towards the buildings of typical Victorian proportions that line Praed Street, in order to avoid adverse impact on the Bayswater Conservation Area and strategic views. The replacement building heights should take account of the previous permissions but it should be noted that proposals approved at Committee in August 2002 were considered to be the very maximum development potential on the site, in response to the special case presented by the hospital's needs and their particular physical requirements. The bulk, massing, height and proximity to the canal of the current QEQM would not be acceptable for any new proposed building.

- 5.13 This rationalisation of the site will provide increased opportunity for pedestrian movement, views and vistas, new streets and boardwalks. UDP policy PSPA6, which aims to ensure the development of a high quality sustainable environment, details the requirements for pedestrian access, routes through the site and public open space. It is anticipated that new through-fares will be developed, including a north-south mixed-use street running from Praed Street to St Mary's Terrace and a second from, Paddington Green to Praed Street at Bouverie Place (see Figures 3 & 4 below).



*The blue grid is orientated on the alignment of the basin and the red grid is orientated on the alignment of the approach arm, which is parallel to the pre-existing Roman Road. The first connection has been made at Sale Place with a pontoon proposed to continue the route across the water, but further connections need across the Basin need to be made.*



*New links and new spaces. This is a suggested set of links and spaces that will complete the transformation of Paddington Basin. "A" is Hermitage Way; "B" is Helix Way. The dotted links in orange under Paddington Terminus relate to CrossRail proposals.*

**Route A** needs a new link through the site of the present Ambulance deck to Winsland Street with a new, 5m wide bridge at quayside level. This will be the principal cycle route through the PSPA and will link two parts of the London Cycle Network at the same time.

**Route B** needs a link through the site subject of this brief and a mall or arcade through the building that will replace an existing nurses home. Norfolk Place can be extended to the waterside and open up a new open space.

**Open Spaces:**

- 1: Interchange with the station and focus for tourist and water activity
- 2: Principal open space to replace the pear shaped space in the 2002 Hospital permission – relates across the water to the space between the point and Waterside.
- 3: Secondary space without a cross-basin link to open up the vista from the south.
- 4: Basin head area – smaller indented spaces linked across the water by the Helix Bridge and the proposed pontoon with café.

5.14 As promoted in the London Plan, waterside spaces should be exploited and enhanced for their positive contribution to the public realm. The canalside should be opened up for public use to provide a string of open spaces that will have different scales characters and purpose (entrance area, visitor area, quiet area and continuous quayside). A major waterside space could be created on the north-south basin crossing, providing a plaza capable of

hosting a wide range of activities. This could act as a tourist gateway into the area along pedestrian desire lines from public transport nodes and would provide access to water-based activities e.g. moorings for boat trips. Mixed-use ground floor activities in the area would create a buzzing, vibrant place in what would become the heart of the commercial quarter and assist in the economic regeneration of the shopping and hotel area. This space will be expected to provide enhanced environmental quality, including greater levels of sunlight and improved links to the canalside walkway.

- 5.15 The development of the brief site will also provide a further catalyst for the regeneration of Praed Street. This shopping street is the focus of a Business Improvement District (BID) which aims to promote security, cleanliness and the wide-ranging regeneration of the area and will provide a contact-point for those involved in the regeneration of the area. Regeneration bodies and programmes should ensure co-ordination between their various initiatives to maximise the benefits that can be achieved. The proposal for the formation of the BID will be put to the vote for the relevant businesses in February 2005 and if it proves successful, it will run for three years.
- 5.16 In terms of land-use, residential, business, education and limited leisure and retail (A1 / A3) opportunities will be acceptable. Residential buildings should take advantage of the waterside location and commercial buildings should exploit the proximity to various transport linkages. In terms of the provision of residential accommodation, any developments on the sites being reconsidered will need to address the residential deficit that will potentially caused by the non-construction of the Windings (Paddington Basin, Phase II, Buildings D&E). This is dealt with in the Paddington Basin Phase 2, section 106 legal agreement for this development. Residential (and affordable / key worker housing) will need be provided on site as the uppermost priority.
- 5.17 The City of Westminster College wants to move from their premises at Paddington Green. It has made representations to move to the NWCS site on North Wharf Road. Whilst this remains a preference, the area to the south of the basin, with excellent transport links, high environmental quality and close proximity to businesses and other educational institutions could also provide an alternative and possibly better location for the relocated college (for further details see the City of Westminster College draft brief).

## **6 Detailed Land Use and Development Issues**

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### ***Land Uses***

#### **Office/Commercial**

- 6.1 Office use on the St Mary's site is acceptable as part of an agreed, overall, cohesive and comprehensive approach to redevelop the site in line with UDP Policy PSPA7, which supports the retention and improvement of the hospital facilities. Other policies that are important are those relating to design,



transportation and environmental improvement issues. The south western end of the site remains the preferred location for commercial development. Such development should meet a variety of employment needs to create vitality and diversity while respecting the character of the area (PSPA 3). If all or part of the Post Office buildings were to become available for redevelopment linking this to the adjoining St Mary's Hospital site as part of a larger development site would help achieve the cohesive approach required for a commercial development scheme.

## Housing

- 6.2 The City Council is concerned to protect the amenity of both existing and proposed residential accommodation within or adjoining the site. Particular attention is drawn therefore to the standards concerning the residential environment, daylight, sunlight and overlooking.
- 6.3 Within an overall mixed-use approach to development as part of a comprehensive development strategy for the site the City Council wishes to encourage the introduction of residential uses (UDP PSPA 2). This must not however be at the expense of the priority to retain and improve the St Mary's Hospital facilities, including affordable accommodation for essential staff. There are also important amenity considerations associated with locating housing next to a busy hospital. In the context of a mixed-use development the eastern or southern part of the site could be considered for housing, but only if they were not required for hospital use and there was a clear alternative strategy agreed for the new hospital development. The general presumption in the UDP in favour of residential uses does not override the primacy of Policy PSPA 7, which aims to secure the retention and improvement of St Mary's Hospital and associated facilities. However, with the emerging proposals to relocate the PHC to the north of the Basin, residential schemes will be encouraged on the site.
- 6.4 Affordable Housing (see Section 4.7 & 4.8, above): In all substantial residential developments (currently defined as 15 or more units) it is the City Council's policy (UDP H4) to seek the provision of affordable housing for permanent residents at a range of prices or rents. The City Council normally requires that 30% of the units on site should be affordable, of which 5% should be for key workers. Additional accommodation for hospital staff could meet the Council's policies for affordable housing. It should be stressed that the deficit of residential accommodation that may be caused by the non-construction of the Windings will need to be compensated on the southern site.
- 6.5 Hostel Accommodation: St Mary's Hospital has a specific need for hostel accommodation for staff including nurses, students, doctors on call and patients. This is currently provided on site at Salton House which is run by the Kensington Housing Trust. Any proposals to redevelop or change the use of Salton House would normally require the replacement of the accommodation either elsewhere on the main St Mary's site or on a suitable alternative site nearby or with good public transport links to the St Mary's site, such as the Carlton Gate site off the Harrow Road. What is important is that any

alternative site should be convenient for both staff and patients. Where a hostel does become surplus and it can be shown that there is no demonstrable demand for it by other organisations the City Council will seek to secure its adaptation to permanent residential use, including the provision of affordable housing. (See UDP Policy H6)

- 6.6 Housing Mix and Family Housing: The City Council wants to encourage families to live in Westminster. In line with UDP Policy H5, the City Council will require a full range of dwelling sizes. This should include a proportion of family sized (4+ habitable rooms providing 3+ bedrooms) units, both of affordable and private sector. High quality amenity and private open space should be included for the family sized units in particular. Where possible, this should be in the form of private ground floor amenity space or courtyards but could also include balconies and roof gardens.

### **Shopping and Services**

- 6.7 Development proposals on the St Mary's Brief site and 'Circle' SRB and BID partnerships provide the opportunity for significant improvements to the Praed Street shopping and hotel area, including long term management. Praed Street is classified as a District Shopping Centre serving many of the new residents, workers and hotel guests within the PSPA. Retail and service uses should take account of the overall planning policy for the PSPA which is to increase pedestrian activity and reinforce key public routes 'internal' to the site. The location of retail facilities along South Wharf Road should not be at the expense of Praed Street and the canal. Any development on the Praed Street frontage should enhance the centre and contribute to its long term vitality and viability. The Council will seek a varied streetscape that respects the listed Clarence Wing with a mix of retail and service uses that increases local choice. Food and drink premises should not take up more than a third of any retail/restaurant (A1/A3) floorspace. The ground floor of the Medical School was originally designed to be occupied by retail units and their use as intended would be welcome. The PSPA policy context for new retail outlets is provided by UDP Policy PSPA2, the aim of which is to ensure that new developments serve the needs of residents and workers. In terms of uses such as bars and restaurants, there is a scheme of times for these uses to close within in the PSPA. The terminal hours are between 23.00 and midnight, depending on use in this location. This is set out in guidance approved 31<sup>st</sup> October 2002. Very large developments, such as superstores, are unacceptable because of the traffic and parking they generate, the scale of the buildings, the priority for employment and residential use and the amount of retail already allowed preclude any justification for a major retail use. The City Council wants the branch post office to remain close to its current location and retain its current operational capacity.
- 6.8 Apart from the Praed Street frontage, as part of the mixed-use option, there will also be scope for retail or service uses on the canalside and as part of the link between the Brief site and Paddington Station.

## **Hotels**

6.9 The UDP states (Policy PSPA 7) that new hotels will not normally be permitted within the PSPA with the focus on refurbishing or expanding existing hotels. However the Government is keen to promote tourism and hotel development. The UDP therefore proposes ( Policy PSPA4) that hotels may be acceptable but only if they do not prejudice the provision of other preferred uses and provided that:

- traffic generated can be contained within the site (taxis and coaches) and be routed directly onto the strategic road network
- the amenities of local residents (existing and new) are protected.
- the wider impact on the surrounding residential area, key traffic junctions, and on existing uses, including the Hospital, are satisfactory.

## **Leisure, Recreation and Open Space**

6.10 UDP policy PSPA 6 aims to ensure that the leisure and open space requirements of residents and workers are met and that such uses contribute to the mix of uses in the area. New facilities should therefore be provided as part of any development. Most important for the Brief site is the need to provide some public open space for sitting out in any redevelopment scheme linked to canalside and other pedestrian routes. In addition, the Paddington Waterside Partnership, comprising the main developers involved in the PSPA, is assessing the potential for new community recreation and arts facilities. The developer(s) of the St Mary's Brief site would be expected to meet the policy through this agency and in co-operation with others, for example in relation to the replacement of the Grand Union Building facility planned for employment use, if this is not build. The Grand Union Building scheme included a cinema and the re-provision of such a use on this site should be investigated as part of a comprehensive scheme.

## **Education and Social Facilities**

6.11 One of the benefits which the UDP Policy PSPA2 seeks is the provision of new or additional social and community facilities, to serve residents, workers and visitors, and adjoining residential communities. The City Council is currently assessing the impact of all the PSPA developments on its services and resources in order to help determine what community facilities, such as health or education facilities or meeting places, would be appropriate. The City Council wants the existing Fleming Museum, which has many educational links, to remain *in situ*.

## **Post Office Site Issues**

6.12 The Royal Mail Group (RMG) is the third key landowner within the Brief site. The West London Mail Centre operates 24 hours a day, with 800 employees and 47 operational vehicles based at the site. The physical link between the

Post Office and Paddington Station was severed in 1996 with the opening of the national road-rail Distribution Centre at Willesden, now closed to rail traffic and rail services are under review. In 2003 RMG closed the Post Office underground railway.

- 6.13 The Royal Mail is proposing to close its Praed Street Mail Centre as part of a wider London review. If the Post Office's Paddington site is vacated some time in the future, the City Council would want to see the branch post office /counter-service on Praed Street retained in the vicinity in suitable premises. Post Office Ltd is restructuring its network of urban post offices by closing, relocating and modernising certain branches under the Urban Network Reinvention Programme. The closure of three post offices in North Westminster, at Clifton Road, Sutherland Avenue and Park Road was recently proposed and two of these closures have now been confirmed. Thus the Council would strongly object to further closures in this area, and specifically the closure or reduction in size of the Praed Street counter-service.
- 6.14 Redevelopment of the Post Office site could involve mixed-use proposals, comprising of a balance of retail, office and residential uses. Any redevelopment scheme would have to be co-ordinated with the proposals for the adjoining Hospital and Station sites. Indeed, proposals for a mixed-use development of the site may involve the adjacent St Mary's blocks to the east of the Post Office site. The Post Office occupies a key, pivotal position in PSPA between the Station and the Hospital. Although the sites could all be developed independently a joint scheme could provide the best solution in design and function terms and enhance the opportunities this side of the PSPA.
- 6.15 The Post Office underground railway (Mail Rail) ran from Paddington to Whitechapel in east London linking the Central London Mail Centres and was used as a conduit for mail processing. It was important to the RMG and there is great concern over its closure. A private company called MetroFreight has previously looked at the possibility of converting the Mail Rail to carry goods as well as mail between central London and the road rail distribution centre at Willesden, although it now appears that the scheme will not be implemented in the foreseeable future.
- 6.16 The potential for future use of Mail Rail will need to be safeguarded in any proposals for the site and will be conditioned and/or governed by a clause in a legal agreement.

### ***Relationship to NetworkRail's proposals for Paddington Station***

- 6.17 To the west of the Brief site is NetworkRail's Paddington Station. The two sites are physically linked. The listed Mint Wing of the Hospital has a flying freehold over the most easterly station platforms below. The current proposals for the Hospital site include the redevelopment of the Mint Wing incorporating a new pedestrian link into Paddington Station. In 1994 a 'Grampian' condition was attached to the grant of planning permission and accompanying legal agreement to ensure that the demolition of the Mint Wing could not take place unless a

scheme for providing a link to the station had been approved and a contract entered into for the carrying out and completion of the works.

6.18 In 1996 NetworkRail issued a consultation document on its Masterplan for Paddington Station. Phase 1 focused on improvements to the main concourse and the Lawn area of the station including a baggage check-in for Heathrow Express and was completed in 1999. Planning permission and Listed Building Consent for Phase 2 were granted, subject to the completion of a S.106 legal agreement, by Committee on 31<sup>st</sup> July 2003, for part redevelopment of the Station, involving three inter-related developments:

- The demolition of the Listed Span 4 and the London Street Deck to extend the concourse, provide new station entrances and passenger facilities including shops and restaurants (class A1/A3 uses).
- Within the Span 4 area to reconfigure the platforms and insert an additional 15<sup>th</sup> platform to create a unified concourse, increase platform capacity and operational flexibility.
- Above the Span 4 area to provide taxi and servicing decks accessed from Bishops Bridge Road with offices above arranged in three buildings of part 7/8/10 and 13 storeys towards the southern end of the development.

The S.106 legal agreement will secure funding towards PATS3, PATEMS, LTVA and SCFA, the implementation of a public realm strategy, adherence to the Code of Construction programme, and measures relating to phasing, taxi management, glazing and escalators. This agreement has not yet been completed.

6.19 It is the Council's view that the developments on the Station site and the adjoining Hospital site must physically inter-relate in a coherent way. This applies both to their appearance and function. A revised draft planning brief for Paddington Station and Environs will be presented to Planning and Development Committee in January 2005.

6.20 Issues which must be addressed, jointly, in schemes for either site are:

- The scale and detailing of buildings, and associated public areas and routes including their relationship to each other and the setting of the listed Span 4 of Paddington Station and the Mint Wing if retained.
- The vehicular servicing of the sites including the use of London Street – particularly to avoid attracting station traffic.
- The provision of a clearly visible, logical, convenient and accessible eastern entrance to the station linking to desire-line pedestrian routes into and through both sites. These pedestrian routes to have priority over vehicular traffic.

- Clear, concise, self explanatory pedestrian and vehicular signage linking through to destinations including buses and underground stations, the Accident and Emergency department of the Hospital etc.
- A well integrated and consistent treatment of the public realm between the sites, especially surfaces, lighting, planting and accessibility.
- The effect of development on either site on the microclimate, (wind, shadowing etc.) particularly on open spaces and pedestrian routes.
- The future of 16 South Wharf Road. Its retention is desirable in townscape terms but will need to be considered in the light of the condition of the buildings, the phasing of any development, the use of the canalside space, pedestrian routes and access to any new buildings.
- The timing of any development on the two sites particularly in relation to providing a new entrance to the station and the cumulative effects of construction.

6.21 There would be major benefits in pursuing a joint scheme including the Post Office which lies between the two sites. However, all the sites could be developed independently provided any new proposals address the issues above and comply with the Council's overall strategy as contained in this Brief and in the UDP policies for the PSPA.

### ***Transport***

#### **PATS3 & PATEMS**

- 6.22 The two key documents are the Paddington Area Transport Study (PATS3) which relates to public transport and the Paddington Area Traffic and Environmental Management Study (PATEMS) which relates to vehicular traffic and the environment.
- 6.23 To mitigate the effects of construction traffic and the additional load on the highway network new development may bring the Paddington Area Traffic and Environmental Management Study (PATEMS) is a package of schemes to deal with these issues. It identifies a range of suitable traffic management and calming measures to reduce the impact of traffic (speed, noise and volume), improve the physical environment, increase on street parking provision and reduce accidents. An evaluation framework was developed to help decide a suitable package of measures based on environment and townscape, safety, accessibility, traffic and parking criteria. It is particularly important to address the possible migration of traffic to residential areas and the measures in the study or revisions of it to deal with new issues will be the basis for contributions required to offset the effects of redevelopment.
- 6.24 The Paddington Area Transport Study 3 (PATS3) is a mechanism for establishing appropriate contributions to fund passenger transport

improvements through Section 106 legal agreements. Contributions will be negotiated on a site by site basis. The PATS concluded that the PSPA developments would lead to capacity problems at the Bakerloo, District/Circle and Hammersmith & City Line Underground stations. It has been updated taking into account the background growth in the use of public transport, London Underground's long term plans for the Circle Line, the proposed new Crossrail service and the proposed improvements to the Hammersmith and City Line station. The PSPA developers will be expected to contribute to improvements to the infrastructure to mitigate the impacts arising from their developments.

- 6.25 As part of upgrading access to the Station, the City Council in conjunction with NetworkRail and BAA have agreed a scheme called the Long Term Vehicular Access (LTVA) to Paddington Station. This involves a major rebuilding and widening of Bishop's Bridge Road from the junction with Eastbourne Terrace to the Harrow Road roundabout. This will include demolishing the three existing bridges spanning the railway lines, Goods Yard site and canal, and replacing them with a new larger structure. The scheme started in 2003 and is due to complete in March 2006. Various traffic and environmental schemes have been identified to minimise the disruption and severance for the two years during which the bridge will be closed. One of these which benefited the Hospital was the improvement of the London Street/Praed Street junction for pedestrians, which was implemented in 2001.
- 6.26 A number of other highway works, which will affect the St. Mary's site, are proposed in connection with other developments and schemes in the PSPA. These include improvements to the Praed Street / South Wharf Road junction and Praed Street / Edgware Road junctions.
- 6.27 In addition, all proposals will require a Traffic Impact Assessment to predict the impact on the surrounding transport networks and should make use of VisSim transport modelling in all submissions.

### **Pedestrian Access**

- 6.28 In any redevelopment, the City Council wants to see the development of pedestrian routes which are safe, convenient, pleasant to use, are without steps, and avoid conflict with vehicular traffic or provide safe street crossings. They should also provide good links to public transport. Any new proposals would require studies to be carried out to assess the impact on the surrounding area including the junctions on Praed Street.
- 6.29 The PATS identified a need for better pedestrian access from the Goods Yard and Basin development sites to the Hammersmith and City Line Underground and mainline stations. The redevelopment of the Hospital and Post Office sites presents unique opportunities to provide a new pedestrian access into Paddington station linking directly to the west end of the St. Mary's site and the other Paddington Basin sites. A pedestrian entrance to the station at these locations will improve access not only to mainline rail services, but also

to the underground, particularly the Bakerloo line and will reduce pedestrian / vehicle conflict at the Praed Street / London Street junction.

- 6.30 One possible location for the new access to the station would be the site of the Mint Wing. Part of its basement forms part of the station platform area. A direct access (by stairs / escalator and lift) could therefore be provided from the site of the Mint Wing to the station Lawn area. The current applications for both Span 4 of the station and for the hospital include such an access although not relating to each other. The provision of a satisfactory, jointly agreed, station access at this point is the only policy justification considered acceptable by the City Council for the demolition of the listed Mint Wing. Demolition would be conditional on the implementation of the access and would be subject to a legal agreement with the City Council, Transport for London and NetworkRail as well as the developer of this part of the St Mary's site.

### **Cycling**

- 6.31 Any new proposals for the St Mary's site must incorporate adequate and safe access and parking for cycles. Cycle parking standards are set out in the UDP.

### **Car Parking**

- 6.32 The City Council has been successful in imposing tight parking standards on all of the PSPA developments, thereby reducing future traffic generation. The following revised standards for residential and commercial developments in the PSPA were agreed in March 1998:

Residential - A maximum provision of:

- 1 space per unit for units of 3 bedrooms or more;
- 0.75 spaces per unit for units of 2 bedrooms;
- 0.5 spaces per unit for 1 bedroom / studio units.

Offices and Retail - A maximum provision of

- 1 space for every 1500 sq. m.

Standards for other land uses, including a proportion for people with disabilities, are set out in the UDP. The need for adequate parking for hospital staff, visitors and servicing is recognised.

- 6.33 The currently proposed vehicle access, car parking and servicing proposals for the hospital option have been considered acceptable. The main issues that need to be addressed are set out below.
- i) The phasing of car parking provision for the Hospital. There is likely to be a considerable shortfall in off street parking provision for the Hospital during construction. The developers are required to propose acceptable alternative sites for parking on an interim basis during



construction. Construction of the underground car park should take place as part of Phase 1 of any phased development.

- ii) The method of controlling access to the underground car parks to prevent use by commuters and other visitors before 6.00pm
- iii) The design of the pedestrian access and if appropriate the re-location of the gates in Norfolk Place.
- iv) On street parking for visitors (including orange / blue badge holders) should be retained in South Wharf Road and / or Winsland Street.
- v) If developers propose to apply to turn part of South Wharf Road into a private road, the existing parking meters / pay and display machines would need to be replaced by a different method of control. The City Council would need to be compensated for loss of income from this parking.
- vi) All service access to the development should be provided from the underground car park, rather than on-street.
- vii) Unimpeded and uninterrupted means of servicing, vehicular access and operational parking arrangements must be maintained 24 hours a day 7 days a week to the Post Office's Mail Centre as long as this continues to operate.
- viii) Any proposals for the St. Mary's site must incorporate adequate access for ambulances and operational services to all hospital buildings and the commercial development.
- ix) Vehicular traffic setting down or picking up passengers for the station must not use London Street.
- x) Pedestrian / vehicular conflict must be minimised, pedestrian routes given priority within the site and covered set down and pick up facilities provided.

### ***Design and Conservation***

- 6.34 The City Council will expect any substantial new development proposals to display architecture of the highest standard and will undertake detailed consultation with the Commission for Architecture and the Built Environment and English Heritage. All new proposals must accord with the Unitary Development Plan (Urban Design and Conservation – Chapter 10), the Sustainable Buildings SPG (March 2003) and the Design Matters SPG (October, 2001). The City Council expects a coherent approach and an urban design statement will be required. The design, layout scale and form of development must not be overbearing with excessive bulk, footprint and lack of permeability. Any new development must integrate well with surrounding

buildings (existing and proposed) and sites to create and enhance coherent linkages and relationships to the urban form both within and beyond the site boundaries. In this respect linkages are required to the adjacent sites along and across the canal, to Paddington Station, Praed Street and Edgware Road.

- 6.35 These physical linkages must inform the layout, public routes and open spaces and in turn influence the layout, size and shape of the buildings. (UDP Policy DES2). They should form an attractive and conscious sequence of routes and spaces. There should be significant public space providing pleasant surroundings to sit in and walk through. These routes and spaces must be designed and constructed to a high standard in accordance with the detailed advice in the British Waterways Waterspace Strategy for Paddington Basin (1997) and the City Council's 'Guidelines for Canalside Development' (1992) and UDP Policy DES13. The bulk and height of the buildings immediately adjoining these spaces, particularly along the canal basin should be commensurate with the size and proportion of the spaces themselves and avoid dominating the routes and spaces.
- 6.36 If the mixed-use option is followed, it is expected that the height, modelling and massing of buildings will take account of the minded to approve scheme but will be improved so as to relate better to the scale of the adjoining listed buildings and be consistent with the form, profile and modelling of the built schemes on the north side of the Basin. The demolition of the QEQM, Paterson Wing and power plant buildings are required as part of the mixed-use redevelopment, to set a new standard for the site (please refer to the Mixed Use Option section 5.12). In terms of the PHC scheme on the site, improvements to the QEQM Building, in line with the August 2002 minded to approve scheme, will be required to enhance the form, profile and relationship with neighbouring buildings of the existing building (UDP Policy DES1 & DES2).
- 6.37 The applicants must ensure the architects engaged are capable of achieving the highest standards of design. It is a basic expectation that whilst the design treatment should be of a contemporary style or styles it should have a timeless quality. Within an overall discipline of scale, proportion and solid to void relationships there should be a creative variety of buildings and architectural treatments. The use of large areas of elevational glass or metal cladding would not be welcomed. In particular, the ground and first floors of all buildings should be devised and detailed to be of human scale and provide architectural and townscape interest.

### **Listed Buildings**

- 6.38 The site contains two Grade II listed buildings. They are the Clarence and Mint Wings and are described in detail in Appendix 3. The Grade I listed Paddington Station and the Grade II listed Great Western Royal Hotel adjoin the site to the west. The character, special interest and setting of all these important listed buildings must not be adversely affected by development proposals for the Brief site. The City Council will formally consult English

Heritage on any application for planning permission which would affect the setting of any listed building within or on the boundaries of the site. In addition English Heritage will have powers of direction over any application for listed building consent. There is a presumption against the loss of any listed building (UDP Policy DES10).

- 6.39 Any case for the demolition of the Mint Wing, or parts of the Clarence Wing must persuasively meet the considerations in PPG 15 relating to the condition of the building, adequacy of efforts to retain it in use and the merits of alternative proposals. Although the current "minded to approve" scheme for St Mary's Hospital proposes the demolition of the Mint Wing, this was considered in the light of the proposed redevelopment for hospital purposes and the substantial benefits to the community of the proposed open space, linkages to the station and improved layout of the area. Any new proposal for demolition would need to make its own case in accordance with the requirements of PPG 15.
- 6.40 The Clarence Wing forms part of the main hospital buildings and also houses the Sir Alexander Fleming Museum. The City Council would expect to see the Clarence Wing conserved and sensitively adapted, and the museum use retained. Following extensive research in 2002, the original hospital building in Norfolk Place is acknowledged as being so altered that despite some interest it is not considered to be of sufficient merit so as to warrant statutory designation or retention.
- 6.41 There is a proposal to designate Brunel's first line of the Great Western Railway (GWR) as a World Heritage Site (UDP Policy DES16). This proposal is actively being considered by English Heritage and ICOMOS and may be developed further for formal consideration in 2007. In addition to Paddington Station, the Mint Wing may also be involved.

### **Conservation Areas**

- 6.42 The Bayswater Conservation Area lies predominantly to the south of Praed Street but also now includes the southern Praed Street frontage. The Conservation Area Audit, conducted in July 2000, recommended that the Bayswater Conservation Area be extended to include the southern frontage of Praed Street, which consists of modest brick built terraced properties of the 1880s and shopfronts. After consultation, it was considered that this extended designation was appropriate and thus has been adopted. St Mary's and the Post Office site are clearly visible from Praed Street and due to the local topography, parts of the western side of St Mary's are also visible from other parts of the Conservation Area (e.g. Cleveland Terrace and Chilworth Street). Any development proposals within the Brief site will need to preserve or enhance the character of the Bayswater Conservation Area (UDP Policy DES9).

## **Local Views and High Buildings**

- 6.43 Local views should be protected or enhanced by development proposals. Key views into and out of the site need to be given careful consideration (UDP Policy DES14 & 15). Regard should be had to views of new buildings from the 30 viewpoints listed in Appendix 6.
- 6.44 A 'High Buildings Study covering the city of Westminster was published in September 2000. It has led to strengthened policies in the revised UDP and such buildings are unlikely to be acceptable except on the most exceptional basis. Where they are acceptable the silhouette, crown and bulk of the building are important considerations as are the impacts from ground level and surrounding areas. Night time lighting impact (UDP Policy DES7), and problems arising from wind turbulence, sound deflection and overshadowing all need to be satisfactorily dealt with. Environmental impact studies, models (ideally in a suitably verified and computer generated format) and photomontages showing potential impacts from all important vantage points must be carried out to examine these issues. (UDP Policy DES3).
- 6.45 Any new development should minimise any adverse effects on the visual and recreational quality of the canal. In order to prevent overshadowing and/or a potential canyon effect new buildings framing the canal should, as a general rule, show some variety in massing and silhouette and be set back from the water's edge. In any scheme for the site, the demolition of the Paterson wing, power plant and QEQM building are required in order to meet the policy context of the UDP. The existing QEQM Building does not set a precedent for the bulk or mass of any new canalside buildings. Some openings between buildings should be included to provide attractive pedestrian routes and spaces and allow sunlight to penetrate to the water.

## **Townscape Detail**

- 6.46 The design of open spaces, including surface and boundary treatments, materials, planting and street furniture should be of the highest quality. The detailed treatment of surfaces and street furniture should be devised from a limited palette of robust high quality designs and natural materials. (see UDP Policy DES2 & DES13 and the palette set out in the Public Realm Strategy for the PSPA dated June 2003). Surface, entry and boundary treatments must be attractive and welcoming. High quality planting and greening schemes are required, with emphasis on public spaces and routes around and through the Brief site. (UDP Policy ENV14 & DES7).
- 6.47 The scale of development in the PSPA area provides an exciting opportunity for public art to play an important role in the public perception of the area. To ensure both physical and social issues are addressed in a co-ordinated way developers will be encouraged to develop a coherent public art strategy for the site. Such provision is likely to be the subject of a legal agreement and will be considered by the City Council's Public Art Advisory Panel. (UDP Policy

DES7) and Supplementary Planning Guidance 'Public Art in Westminster', 1994.)

- 6.48 The City Council is committed to equal access for all and details should be designed to provide a barrier-free environment for all, despite any impairments. This includes not only buildings but the design of the public realm as well, including routes, lighting, signing, surface and colour choice, gradients etc. These aspects of accessibility are especially important in view of the potential presence on the site of a major Hospital with intensive levels of public use including many people with disabilities. The developers should ensure that they include a specialist on access issues in any development team.
- 6.49 The Paddington Waterside Partnership has evolved a signage scheme which should be developed for inclusion in any scheme.
- 6.50 The City Council seeks to ensure high standards of security and crime prevention measures are incorporated into all large developments. Many crime prevention objectives are easier and less expensive to accommodate at the design stage. The City Council will have regard to the advice of the Metropolitan Police Crime Prevention Design Advisor when considering any proposals for the site. See also SPG Designing out Crime, 1997.

### ***Environmental Issues***

- 6.51 Government guidance clearly states that local planning authorities should take account of the environment in the widest sense (PPG 12: "Development Plans & Regional Planning Guidance" - 1992. The City Council will review the environmental impact of developments and encourage all the PSPA proposals to follow environmental best practice.
- 6.52 Code of Construction Practice/Environmental Inspectorate
- The City Council has produced a Code of Construction Practice for the PSPA to manage the potentially damaging impact of construction on so many major sites. It was agreed by the PSPA developers for inclusion in Section 106 agreements. The Code defines environmental standards and outlines procedures to be followed for major developments. It covers the environmental and public health and safety aspects affecting local residents, businesses, the general public and the surroundings in the vicinity of the proposed construction sites.
- 6.53 Contaminated Land
- The City Council has a duty to bring to the attention of developers the possibility that land in Westminster is contaminated. The City Council will follow the procedures set out in the Government's Planning Policy Guidance Note on Planning & Pollution Control (PPG23). Where there is a strong

possibility of contamination, the City Council may require an investigation to be carried out before an application for planning permission is submitted and remedial works undertaken.

#### 6.54 Green Transport Plan

If the Hospital Option is progressed, the hospital will be expected to produce a Green Transport Plan providing a co-ordinated strategy to encourage more sustainable means of transport for staff, patients and visitors

#### 6.55 Sustainable Buildings

The environmental impact of buildings can be assessed by methods such as the Building Research Establishment Environmental Assessment Method (BREEAM). For particular types of buildings, such as offices or housing, this provides a 'green building certificate' and can demonstrate the efficiency of energy use in materials, methods of construction, future maintenance and management. The City Council will, in line with UDP Policy ENV1 encourage the development of 'green buildings' and may require a BREEAM assessment

#### 6.56 Nature Conservation

There are very limited opportunities for wildlife within the PSPA but the most relevant ones are the possibilities of including canalside planters on the Basin walls or roof gardens and balconies etc. Any new open spaces created can also be planted with native species and sustainably managed in ways which enhance their wildlife value. Existing trees on the site should be retained if possible.

## **7 Conclusion**

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- 7.1 The basic strategy up until 2004 of concentrating health related uses on the St Mary's Hospital site enabling land and buildings elsewhere to be disposed of for commercial development to provide funding for the Hospital remains valid. The potential for a mixed-use development on the St Mary's site, if PHC relocates to the north of the Basin, itself will depend on how much health-related development is proposed. The needs of the hospital and associated housing and academic/research facilities should be paramount. If the current proposal to relocate the Harefield and Brompton Hospitals and the National Heart and Lung Institute to the St Mary's site is implemented the scope for commercial development will be greatly reduced. Any new hospital development will need to take account of the requirements of the NHS with its current emphasis on integrated local care services and facilities and procurement processes.
- 7.2 At present the Post Office intend to vacate their site by 2007. There would be many advantages in a joint scheme with the Hospital and preferably with NetworkRail as well. In any case there must be very close co-ordination both in

design and function between any developments on the three sites. Whatever development is proposed a Post Office counter services should remain in the vicinity.

- 7.3 A key element is the provision of a new access between Paddington mainline station and the St Mary's site. This should also involve improvements, especially to the Bakerloo Underground station.
- 7.4 Another key element is the need for better pedestrian routes into and through the site including along the canal, and for the creation of attractive and versatile public open space.
- 7.5 The development of the other sites surrounding the canal Basin will provide the opportunity to make the canal a focus for the whole area. Developments on the St Mary's site will also provide opportunities to improve the environment and the shops and services available in the Praed Street shopping centre.
- 7.6 Whatever procurement process is followed by the NHS (e.g. Private Finance Initiative) the City Council will want to be convinced that the principles and policies set out in the Brief are fully integrated into any specific application. There will need to be discussions on how to ensure that conditions, legal agreements/obligations etc. are robust enough to ensure that the Council's policy objectives and decisions are complied with.
- 7.7 Until final proposals for the redevelopment of the site are approved and development starts this Brief will remain under review. However, in the meantime, the key issues outlined in Section 5 of this version of the Brief will continue to apply.

Contacts:

**Department of Planning and City Development**

Graham King	Head of City Planning	020 7641 2749
Hannah Berriman	Policy, UDP and planning brief issues	020 7641 2418
David Clegg	Design issues	020 7641 3014
Andrew Webber	Planning Applications: Land Use and Development Control	020 7641 5963
Brent Turton	Construction Impact Management	020 7641 2581

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Don Murchie	Transport policy issues	020 7641 2517
Roger Neville	Access Officer	020 7641 2688

## **8 Appendices**

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<b>Plan 1</b>	<b>PSPA and Associated Sites</b>
<b>Plan 2</b>	<b>Key Constraints and Designations</b>
<b>Appendix 1</b>	<b>Committee Report &amp; Minutes (22/08/02)</b>
<b>Appendix 2</b>	<b>Planning History of the Site</b>
<b>Appendix 3</b>	<b>Building Descriptions</b>
<b>Appendix 4</b>	<b>Relevant Policy Guidance and Background Documents</b>
<b>Appendix 5</b>	<b>Membership of the Paddington Waterside Partnership</b>
<b>Appendix 6</b>	<b>Viewpoints</b>