

Westbourne Green London W2



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Executive Summary

Westbourne Green is located on land to the north of the Great Western railway lines, and is bound by those railway lines to the south and west, the Grand Union Canal to the north, and Westbourne Green Park to the east. The land is primarily council-owned and is located outside of the City of Westminster's Central Activities Zone and the Paddington Special Policy Area. The site is within a residential area containing a high level of social housing, with some related small scale retail uses, community facilities and an outdoor sports complex. The character of the most western part of the site is dominated by the adjacent Westway and mainline railway lines, and by the site's poor layout and dated buildings, which make for a harsh, unattractive and at times threatening environment for residents and users of the facilities on the site.

Westbourne Green is identified in the Replacement Unitary Development Plan (Pre Inquiry version, August 2002) as an Opportunity Site, containing important social facilities, located within the North West Westminster Special Policy area. It has also featured in the City Council's Civic Renewal programme as a location for a regeneration package of measures.

The City Council issued the first draft of this planning brief in April 2002 to set out the planning policies for two proposals on the site bound by the Railway lines, Harrow Road and Alfred Road. As a result of consultation, and in response to how proposals affecting the area have evolved, the 24 March 2003 report to Cabinet set out a new co-ordinated approach to the regeneration of the area.

The City Council, in conjunction with the key stakeholders in the area, has now produced the Westbourne Green Renewal Framework, which has been developed with the ambition to create a place that has a clear identity and a strong appeal as a place to live, learn and work. Key proposals under this framework include the provision of a new secondary school, in the form of an Academy, new sports and leisure facilities, improved housing, a new and expanded health centre, a new youth and community centre and improved public realm. This framework was the subject of consultation during the months of November and December 2003 and a draft copy of this brief, as agreed by the Planning and Development Committee on 27 November 2003 for public consultation, formed part of this process.

Individual schemes and projects will also be subject to their own consultation processes. However in publishing a draft version of this brief for public consultation it provided the opportunity for consultees to influence the development of current and future projects. The purpose of consultation was to obtain views of residents, organisations and interested parties on the issues facing the local community and the site itself in the light of various proposals that have, and are being, put forward. The comments received have been considered and have contributed towards this revised brief which was reported back to the Planning and Development Committee and formally adopted on 26 February 2004 to guide the progress of individual proposals across the area.

1 Introduction

- 1.1 The site that forms the subject of this planning brief includes the area known as 'Westbourne Green'. It should be noted however, that the site is not just confined to the park on the north of Harrow Road which is also known as Westbourne Green.
- 1.2 The core site is located on land to the north of the Great Western railway lines, and is bound by railway lines to the south and west, the Grand Union Canal to the north, and Westbourne Green Park to the east. The Harrow Road runs through the middle of the site, and whilst the Westbourne Green Park forms part of the wider Westbourne Green area, it does not form the subject of any major redevelopment proposals or development opportunities that are discussed as part of this planning brief. A site location plan is included as Figure 1.
- 1.3 Westbourne Green is located within North West Westminster. As part of the comprehensive review of the City Council's Unitary Development Plan (UDP), the City Council completed the North West Westminster Planning Study. This study re-evaluated the effectiveness of current planning policy in the area, with particular regard to the promotion of economic growth and regeneration and the need to improve the environment and management of key areas. Wide scale public consultation was undertaken as part of this study. As a direct result, amendments have been made to the City Council's policy approach for this area.
- 1.4 A first draft planning brief for Westbourne Green was originally published in April 2002 and only covered the area of land to the west of Harrow Road bound by this road, railway tracks and Alfred Road. This site is primarily Council owned and currently accommodates outdoor sports facilities, the Harrow Road Health Centre, the Council's Housing Assessment and Advice Service, a vehicle workshop for the Council's waste collection and street cleansing contractor and open space oversailed by the Westway. The City Council has recently reviewed both its operational requirements for these and other services and with the new planning context for the North West Westminster Area, is now seeking the comprehensive redevelopment of this site and regeneration of the wider area.
- 1.5 The initial impetus to redevelop this site was provided through the need to invest in the on site sports facilities. The site is under-used by local residents, with outdated inefficient buildings and has an inadequate site layout. The existing outdoor areas are open to the public however, public consultation has revealed that crime and the fear of crime dissuade many from using these facilities. A number of schemes have been considered as redevelopment options for the site and more recently proposals have attempted to address the wider area, as well as other service issues falling under the remit of several of the City Council's departments. These proposals have suggested that the comprehensive redevelopment of this site would maximise potential benefits for the area.
- 1.6 In order to ensure that there is a co-ordinated approach to the development of proposals, this brief has been revised to take into consideration schemes for the wider Westbourne Green area. Proposals for the area now include the provision of a new secondary school, in the form of an Academy, new sports and leisure facilities, improved housing, a new and expanded health centre, a new youth and community centre and improved public realm. As part of the process of developing these proposals, the City Council, in conjunction with key stakeholders – including the Primary Care Trust, Harrow Road Health Centre, Paddington Development Trust, Stowe Trustees, CityWest Homes, Stadium Housing Association, Department for

Education and Skills (DFES), and Chelsfield PLC - has developed the Westbourne Green Renewal Framework. In addition to these projects, this framework includes the relocation of services displaced by the proposed new school, the provision of community facilities in the Academy and surrounding area and enhancements to the surrounding built environment.

1.7 The framework offers an opportunity to ensure that there is synergy between proposals and that core services are tailored to tackle some of the long term issues in the area relating to health, educational attainment, employment, environmental quality and fear of crime. Through a shared commitment by all stakeholders it is the ambition to create a place that has a clear identity and a strong appeal as a place to live, learn and work. The key themes for the Westbourne Green Renewal Framework include:

- Creating a focal point of educational excellence for all ages
- The provision of 21st Century health, wellbeing and childcare facilities and services
- Decent homes
- High quality, sustainable community facilities and thriving voluntary sector services
- Affordable access to a range of leisure and sports facilities for all ages
- Environmental excellence and a public realm that engenders a sense of identity, security and civic pride
- An integrated approach to the management of neighbourhood services that focuses on tackling the underlying issues in the area and enhance public accountability

1.8 This planning brief has been prepared in response to the development opportunities that have arisen as a result of the City Council's review of its local land ownership and operational requirements for Westbourne Green. In particular the brief has been prepared to consider key proposals within the Westbourne Green Renewal Framework. The purpose of the brief is to take each proposal and set out the City Council's detailed considerations, giving a clear steer on the planning policy requirements. In summary this brief seeks to:

- Set out in detail the opportunities and challenges for the site's development
- Provide the background to bringing forward the regeneration of Westbourne Green
- Outline the planning context and describe the studies and initiatives affecting the Westbourne Green area
- Promote a mix of suitable land uses which adhere to the core components of the Westbourne Green Renewal Framework, in a development of high quality architecture and urban design and using green building technology
- To form part of a wider and inclusive community engagement strategy, in addition to statutory consultations, to develop engagement around the renewal framework and achieve consensus for the site's development
- Assist the planning application and development processes to meet Council's policies and local needs.

1.9 The brief is addressed to a number of parties who have an interest in the area including:

- Ward Councillors;
- The residents and businesses already established in the area and their various representative organisations;
- Local amenity societies;

- Other Council Departments including Environment and Leisure and Social and Community Services, including Housing;
- Greater London Authority (GLA), Transport for London (TfL) and London Development Agency (LDA);
- Voluntary and charitable organisations operating in the area;
- Other statutory consultees including Karen Buck MP Cross London Rail Links Limited, Government Office for London, Primary Care Trust, Fire Service and Association of London Government;
- Those with development interests and potential occupiers of this and adjacent sites;
- For Public Information

1.10 This brief is a revised version of the draft planning briefs, for the Westbourne Green site, which were approved by the Major Planning Applications Committee on 18 April 2002, 24 April 2003 and 27 November 2003, for the purpose of public consultation. The current brief seeks to incorporate relevant consultation responses, to update accordingly on circumstances, to advise on the progress on options for the future redevelopment of the site, and to take into consideration the development of the Westbourne Green Renewal Framework which covers the wider Westbourne Green area.

1.11 On 26 February 2004 the Planning and Development Committee agreed to adopt this revised brief as Supplementary Planning Guidance (SPG) having followed the procedures set out in Planning Policy Guidance Note 12 (PPG12 – ‘Development Plans’). The brief is therefore a principal material consideration in determining any planning applications as it is accorded stronger weight having been through this procedure.

2 The Site and Location

THE SITE

2.1 For the purposes of this planning brief Westbourne Green is taken to comprise the area of land which is bound by the Great Western railway lines to the south and west, the Grand Union Canal to the north, and Westbourne Green Park to the east. A site location plan is included as Figure 1. Harrow Road runs through the middle of the site and the elevated structure of the A40 (M), Westway, oversails its southern perimeter. The railway, Harrow Road, Westway and Grand Union Canal are significant boundaries and help define the character and partly dictate how Westbourne Green functions. The majority of the land is owned by the City Council, with the exception of some smaller private land holdings and the area underneath the Westway which is owned by TfL. The site lies within the Westbourne Ward, is not located within a conservation area and does not contain any listed buildings.

2.2 The site is characterised by high and low-rise housing estates, with the majority of units owned by the City Council and Stadium Housing Association. The remainder are largely made up of Council ‘sold on lease’ properties. The area to the east of Harrow Road is commonly referred to as the Warwick Estate and the area to the west as the Brindley Estate. There is also pedestrian access to the Warwick estate via a footbridge over the canal at the end of Formosa Street, and to Brindley by a footbridge over the railway lines.

2.3 The area is served with a range of public facilities including the Harrow Road Health Centre, the Council’s Youth Service plus Connexions and other youth providers, three

primary schools and a variety of other community facilities. The area also includes a significant amount of space for leisure and recreation with the Council owned leisure complex, the Grand Union Canal, Westbourne Green Park and the privately owned Carlton Tennis Club on Alfred Road.

- 2.4 The east side of Harrow Road is home to a mix of retail units. In order to safeguard the shopping facilities for local residents, this frontage has been designated as a 'Local Shopping Centre'. This part of Harrow Road has also been designated as part of a townscape and public realm enhancement area. A map to show the location of existing land uses is included as Figure 2, and Figure 3 illustrates the distribution of the Westbourne Green core area key services.
- 2.5 The themes of the Westbourne Green Renewal Framework, outlined in Section 1 of this brief, comprise a number of core components, each of which include proposals that have a geographical focus within the site area covered by the brief. These components include:
- Community, learning and sports
 - Health, well being and childcare
 - Housing improvements
 - Public realm and green space
 - Future development

The core components have been geographically located on the plan included as Figure 4. The areas identified on the plan comprise the main sites where redevelopment schemes are proposed and as such are of major relevance to the discussions in this brief. The Council's considerations on each of the core components is discussed in detail in Section 5 however, in order to put the proposals into context, details of the existing land uses on each of these sites is given below:

Area 1 – Learning, Sports and Leisure (see Figure 4)

- 2.6 This is the main area of land within Westbourne Green which is subject to redevelopment proposals and includes the site bound by Alfred Road to the north, Harrow Road to the northeast and railway lines to the south and west. This part of Westbourne Green is designated as a major opportunity site (OP24), as defined by the City of Westminster Replacement Unitary Development Plan (Pre Inquiry Version, August 2002). It is anticipated that the proposed new Academy school will be located on this site and a planning application is expected later in 2004.
- 2.7 The majority of this site is owned by the City Council, with the exception of the land directly under the Westway, which is owned by TfL. A large proportion of the site is set out as asphalt play areas accommodating outdoor sports facilities including tarmac tennis / basketball courts, football pitches and skateboarding areas. The Westbourne Green Sports Centre is a single storey pavilion building located at the southeast end of the site, adjacent to Torquay Street. This building contains a booking office, toilets and changing facilities to serve the sports complex. A plan to show the distribution of existing outdoor sports uses on this site is included as Figure 5.
- 2.8 The area located underneath the Westway comprises a public through route and open space. Westbourne Park Passage runs from Alfred Road across the sports complex and links with a footbridge, owned and managed by Network Rail, which passes over the railway lines providing access to Westbourne Park Villas and Bayswater beyond. This is an important pedestrian route however, problems of crime and the fear of crime make it an unattractive route.

- 2.9 The premises at the northern corner of the site, 259-265 Harrow Road, are owned by the City Council and provide administrative and storage accommodation for the Council's Housing Department, a housing assessment and advice service, a vehicle workshop for the Council's waste collection and street cleansing contractor, the Harrow Road Health Centre, parking, and 36 underground lock-up garages which are accessed from Torquay Street. Constructed during the 1970's the building is now outdated, poorly laid out and in need of repair. The health centre also urgently needs to expand in order to serve a rising population and facilitate an increasing range of primary care work. The Westbourne Green Renewal Framework proposes the relocation of these services to facilitate the construction of a new Academy. An alternative location has been found for the vehicle workshop, and planning permission has been granted for the relocation of the Council's Housing Advice and Assessment Centre to Lisson Green Estate, within the Church Street ward, which is currently under construction.
- 2.10 The Carlton Tennis Club is located to the northwest of area 1, although not within its boundary. This is a private modern two-storey tennis and health club with 50 parking spaces (increased to 100 through the use of car stackers). Given recent extensions it is considered that this facility has maximised the use of its site and it is unlikely that any redevelopment proposals will come forward for this building in the context of this brief.

Area 2 – Health, Well-being and Childcare (see Figure 4)

- 2.11 The second main site that has been designated for potential redevelopment is 258 Harrow Road. This is a 1970s three storey building located on the east side of Harrow Road, on the southern corner of its junction with Bourne Terrace. The ground level of this site is significantly lower than Harrow Road, which gives the impression from Harrow Road that the building is only two storeys in height. The difference in height allows for 22 car parking spaces to be located below the main building, accessed via a private ramp leading from Bourne Terrace. Adjacent to the main building, at the junction of Harrow Road and Bourne Terrace, there is an area of open space with some trees albeit in the main it is furnished with hard landscaping and is considered of little townscape or amenity value.
- 2.12 The Stowe Club currently occupies 258 Harrow Road, operating as a registered charity and providing space for a range of voluntary and community groups. The main focus of the Stowe Club is to offer youth provision however, they also provide community office space and act as a venue for community social events. Whilst adequate in terms of space the current building is uninviting and poorly designed for modern youth activities and office provision. It is considered that the site has a capacity significantly in excess of the current site layout and provision.
- 2.13 Area 2 also includes a second site which is home to the existing Warwick Day Nursery and Community Centre. This site is located on the east side of Harrow Road, between its junction with Cirencester Street and the Grand Union Canal. There are no current plans to redevelop this site, however, the City Council is aware that access to childcare is a significant concern for local residents and are actively seeking to enhance childcare facilities in the area, including existing services at the Warwick Day Nursery.

Area 3 – Public Realm and Green Spaces (see Figure 4)

- 2.14 Westbourne Green has a large proportion of open play areas, compiled mainly of hard surfaces, set out for various activities. There is also a range of green spaces which are less intensively used or under utilised. The public realm within Westbourne Green also includes leftover transport land, canalside, housing estate land, play areas, pocket parks and larger green spaces which service as local parks. There are

also estate roads, towpaths, paths and footways which do not provide for coherent or legible networks and contribute to fear of crime. Part of the Westbourne Green Renewal Framework is to review these spaces and look at how they can be improved, making the area clean, safe and inclusive.

Area 4 – Housing Improvements (see Figure 4)

- 2.15 There are six residential high-rise blocks located within Westbourne Green, which were constructed between 1965 and 1969 as identical towers, each with 21 storeys and 125 units. The towers are located on two estates, either side of Harrow Road, and comprise the following:

Warwick Estate (East of Harrow Road) - Princethorpe House
Wilmcote House
Gaydon House

Brindley Estate (West of Harrow Road) - Brinklow House
Oversley House
Polesworth House

Low Rise housing is also located on the Warwick Estate and Stadium Housing Association have recently completed new eight storey apartment blocks adjacent to the Oversley and Polesworth Houses on the Brindley Estate. The majority of people living in the area live in social housing properties, with a number living in properties which have been sold on lease by the City Council and very few other private tenants. Over 80% of tenants living in social housing occupy units owned by the City Council which are managed by the Council's Arms Length Management Organisation (ALMO), City West Homes Ltd, who in turn discharge this function through a separate management contractor Paddington Churches Housing Association. The majority of other social units are owned by Stadium Housing Association (formerly Network Housing Association).

- 2.16 The Housing Department are now carrying out consultation on developing proposals to upgrade the 6 tower blocks as well as implementing repairs to the low rise units and bring properties up to the 'decent homes standard'.

Area 5 – Future Developments (see Figure 4)

- 2.17 It is unlikely that redevelopment proposals for the buildings within Area 5 will come forward in the near future, however, the City Council believes that this neither mitigates against a comprehensive approach to the redevelopment of Area 1, nor does it preclude their possible inclusion should circumstances change. The buildings within this site include:

209 Harrow Road – 1980s building with basement, ground and two upper storeys. The building provides office accommodation used by the Community Mental Health Services.

211 Harrow Road – 1950s two storey building in use as a welfare facility for the City Council's waste collection and street cleansing contractor. A temporary new road providing access from Harrow Road has been built to the rear of this building.

217-221 Harrow Road – Complex of low rise 1960s buildings, rising to three storeys providing office and hostel space for St Mungo's Housing Association.

223-227 Harrow Road – Westbourne Service Station. This filling station is protected by policy TRANS 17 in the City Council Unitary Development Plan (Pre Inquiry

version) where the City Council will seek to resist its loss, or to ensure that it is replaced if a redevelopment takes place.

1 Torquay Street – Comprising basement, ground and three upper storeys, this building is in use as a backpackers' hostel.

Air Cadet Corp, Torquay Street – Single storey structure.

SITE ATTRIBUTES AND SITE CONSTRAINTS

2.18 As part of the process of developing future proposals for Westbourne Green, and in order to maximise the opportunities for ensuring the best development of the site, it is important to acknowledge the general sites characteristics. Taking the five core areas outlined above, the following characteristics are considered to be important:

Site attributes

- Reasonable public transport connections, being within walking distance of Royal Oak underground station, Paddington mainline, underground stations and two bus routes (18 and 36).
- Proximity to Paddington Special Policy Area (PSPA), a regeneration site of strategic importance in London (Figure 6 illustrates the sites proximity to the PSPA)
- Located in a predominantly residential area with a designated local shopping centre and near-by district shopping centre
- Contains a number of community facilities
- High profile site forming a gateway between the northwest of the city and Paddington, able to support a visually and functionally distinct building
- Identified within the statutory development plan as a large-scale opportunity for regeneration and located within the North West Westminster Special Policy Area in the Council's Unitary Development Plan (UDP).
- Extensive local authority land ownership, allowing a comprehensive approach to site development.

Site constraints

- Essentially a land locked site with poor levels of permeability due to the railway, Westway and canal
- Hard physical environment, dominated by the railway, the Westway, tower blocks and lacking visual richness
- Noise from the Westway
- Set within a residential area containing large components of social housing with low levels of tenure mix
- Few local employment opportunities
- Few on-site resources and dated buildings, with inefficient internal layouts, poor facilities and in need of major repairs
- Poor site geometry and legibility, with buildings failing to support active street frontages or address the impact of the Westway and railway with their neighbouring street pattern.
- Area suffers from a negative image and problems of vandalism, crime and fear of crime.
- Crossrail safeguarded land to the west of the site.

A plan to illustrate the sites constraints is included as Figure 7. Future development proposals should maximise the site's opportunities, as well as mitigate against any constraints.

CROSSRAIL

- 2.19 Two small areas to the south east and west of Area 1 are located within the 1991 CrossRail Safeguarding Zone. A plan to illustrate these areas is included as Figure 8. Crossrail is a potential new underground rail route. Through the development control process, the City Council will ensure that the construction of any new buildings within the safeguarded zone is consistent with the subsequent construction of the railway. The safeguarding directions were originally issued for Crossrail in 1991, however, until recently the scheme had not been promoted since 1996. In July 2003 the Transport Secretary offered government support for a hybrid Parliamentary Bill to promote the Crossrail Line 1 project. It is now anticipated that the hybrid Bill will be submitted in November 2004, following public consultation in autumn 2003 and again in spring 2004 and further detailed development.
- 2.20 The current safeguarding boundary for Crossrail Line 1 was established in 1991. Cross London Rail Links Limited (CLRLL) were asked to advise the Government on revised safeguarding limits to reflect the current proposal, which is known as the 'benchmark scheme', announced by the Secretary of State on 14 July 2003. Following consultation with the relevant local authorities, CLRLL submitted revised draft safeguarding limits to the Government for consideration in November 2003, and anticipate that the revised boundary will be confirmed in due course. The draft revised safeguarding area includes an area of open space within Area 1 located to the south of the Westway. CLRLL have advised that they are likely to require this site for local widening of the railway cutting to accommodate track geometry.
- 2.21 With regard to the 1991 Safeguarding boundary CLRLL have advised that it is likely that they will require the portion of the site to the west of Area 1 during the construction of Crossrail line 1, and as such it should be safeguarded. The site, known as Murphy's Yard, is located under the Westway and is currently in use as an open storage area for the City Council's highways maintenance contractors. CLRLL have advised that in order to use this site during construction it is likely that they will excavate and bring the site down to railway track level. CLRLL have also indicated that vehicular access to 65 Alfred Road should be retained as it is likely that they would wish to use this site as a construction working site and are considering its use for light vehicle movements. CLRLL confirmed that they are also likely to require the small area to the south east for evacuation of, and emergency service access to their proposed tunnel portal.
- 2.22 To the west of Westbourne Green, the 1991 Crossrail safeguarding boundary includes the site known as Paddington New Yard. This is a large linear site extending between Great Western Road and Westbourne Bridge, currently accommodating a number of transport related and heavy plant based uses. Figure 8 illustrates the extent of this site, which is of key importance to the proposed Crossrail railway, being required for construction purposes. Crossrail have identified this site as 'Westbourne Park'. Whilst this site does not form part of the area covered by this planning brief, given the adjacencies to Westbourne Green, the construction of Crossrail, and the proposed use of the site post construction, it is likely to have an impact upon the area. Crossrail have advised that the proposals for this site are only at an initial stage, however, the City Council is concerned about potentially significant impacts on:
- residential amenity north and south of the railway
 - construction traffic activity and routes
 - amenity of Westbourne Green in the light of the City Council's emerging regeneration strategy, including the proposed Academy, housing improvements and open space and other improvements

- noise and vibration
 - safety and accessibility of the existing railway footbridge
 - current proposals include the provision of a 'turnback' facility for trains terminating at Paddington and permanent railway sidings adjacent to the new tracks at Paddington New Yard which would result in existing and future employment locations becoming under threat.
- 2.23 Considerable efforts have been made and will be required in the future to ensure that these impacts are mitigated. This should include the preparation of environmental, health and traffic impact statements by the promoters and negotiating detailed codes of construction contracts. CLRLL have advised that they are committed to undertaking a robust environmental impact assessment on the proposals to include a full examination of potential significant construction and operational impacts of the scheme. They assure the City Council that all of the above issues will be examined as part of the assessment and in consultation with local authorities they will continue to ensure that any potential impacts are mitigated where possible. CLRLL have advised that as an integral part of seeking to mitigate construction impacts they will develop a Construction Code and will consult local authorities on proposed traffic routes.
- 2.24 The City Council is also reviewing the Planning Brief for the Paddington New Yard site for public consultation in line with the review and development of Crossrail in early 2004. There will be many issues of detail which the City Council will address with CLRLL. This will principally be about the scheme designs and construction impact on the residents and businesses of Westminster. The City Council will build on the considerable efforts and experience in its negotiations on the Jubilee Line Extension, the 1990s Crossrail projects and the PSPA developments to ensure that impacts are fully identified, mitigated and minimised.

3 Background to the Regeneration of Westbourne Green

- 3.1 Westbourne Green is located within the North West Westminster Special Policy Area (NWWSPA). In terms of demographic, social and economic factors, the built environment and major development and regeneration activities, this part of the city is unlike any other part of Westminster. It scores highly on many indicators of social deprivation while also offering some large development opportunities. In summary, relative to the rest of the City, North West Westminster can be characterised as an area which:
- has seen much new housing development and rapid populations growth, which has put a pressure on community facilities in the area;
 - is ethnically and culturally diverse;
 - has high levels of deprivation;
 - has high levels of unemployment, and;
 - has low levels of home and car ownership
- 3.2 Over the last few years Westbourne Green has been influenced by a number of wider regeneration initiatives. These programmes, in association with the designation of the NWWSPA and the opportunities arising from the developments within the adjacent Paddington Special Policy Area (PSPA) set the strategic context for the renewal of Westbourne Green. At a more local level, a number of additional initiatives have influenced the proposals to bring forward the regeneration of the site. These include:

- the Council's priorities for Civic Renewal including in particular the City Investment, Clean Streets and Education Guarantee programmes;
- the Council's ongoing Secondary Schools Review
- a Housing Feasibility Study / Cost Benefit Analysis

A summary of the wider, and more localised, regeneration initiatives is provided in more detail in Appendix 1. In order to understand the context and background to the development of the Westbourne Green Renewal Framework, it is imperative that these initiatives are understood. The appendix provides a chronology of how the proposals have evolved and discusses what they are now dependent upon, including the final decision of the Secondary School Review.

4 Planning Policy Framework

STATUTORY PLANNING FRAMEWORK

- 4.1 The relevant statutory planning framework for this site is set out in:
- The Government's Strategic Guidance for London Planning Authorities (RPG3);
 - The Government's Planning Policy Guidance (PPG) notes, particularly PPG1 (General policy and principles), PPG12 (Development Plans) and PPG17 (Planning for open space, sport and recreation);
 - The Mayor's Spatial Development Strategy (The London Plan);
 - The City of Westminster's Unitary Development Plan (UDP);
 - The City of Westminster Supplementary Planning Guidance;
 - The City of Westminster's Civic Renewal Programme launched September 2001;
 - The City of Westminster's City Plan.
- 4.2 The City of Westminster's Unitary Development Plan (UDP) was adopted in July 1997 and is now going through its statutory review process. A public inquiry into objections to the revised plan opened on 15 October 2002 and culminated in March 2003. The Inspectors report was received in January 2004 and generally endorsed the majority of the City Council's policies. Some amendments will be placed on deposit for public consultation during Spring 2004 and it is anticipated that a Replacement Plan will be adopted in Summer 2004. The Revised (Pre-Inquiry) UDP (August 2002) was written with regard to all of the above documents and contains the principle policies against which any future planning applications for the redevelopment of the Westbourne Green site will be considered. Whilst the 1997 UDP is currently the adopted statutory plan, given the likely time scale for planning applications coming forward on this site, the brief concentrates on the policies contained in the pre inquiry (August 2002) version of the Revised UDP. The most relevant policies are addressed at issues regarding North West Westminster, land use, community facilities, design, waste management, housing and amenity. Unless otherwise stated the policies referred to in the brief are those from the Pre-Inquiry UDP however, potential applicants should ensure that they also refer to the policies of the relevant Adopted UDP at the time of making their planning application.

NORTH WEST WESTMINSTER STUDY

- 4.2 In preparing the replacement plan the City Council has undertaken a wholesale review of its planning policies. This review has been informed by a number of in-depth topic studies, of which the North West Westminster Study and High Buildings Study are relevant to this brief. Significant changes have been made to the Council's

policy approach towards commercial development outside Westminster's Central Activities Zone, tourism and leisure, environment, housing and urban design. The introduction of the North West Westminster Special Policy Area (NWWSPA) is particularly relevant. Policies for the NWWSPA will be applied in conjunction with other policies in the Pre Inquiry UDP.

4.3 The North West Westminster study identified 6 key issues requiring a policy framework:

- **Delivery of regeneration and economic development initiatives**
Promote regeneration and economic development and to encourage the participation of residents, businesses and the voluntary sector in the regeneration process
- **Business development and training**
Facilitate and encourage business development appropriate to the area and to support the development of skills appropriate to the opportunities provided in growth sectors
- * • **Environmental improvement and management**
Improve the environment and management of key areas in order to build business and community confidence and improve safety and security
- **Shopping frontages**
Strengthen and, where necessary, concentrate retail frontages to ensure the future viability and vitality of shopping centres and encourage the diversification of retail uses. There is also a need to facilitate the possible use of redundant shop premises outside the main shopping centres for business enterprises that can add to the character and function of the area and create employment opportunities
- **Housing and community facilities**
Facilitate the provision of a mix of housing tenures and a range of related community facilities, which facilitate the establishment of sustainable neighbourhoods
- **Movement and parking**
Improve the pedestrian environment, facilitate the use of alternative transport such as cycling and public transport, and ensure more targeted approaches to parking which address the requirements of both residents and businesses and the need to promote sustainable development objectives.

4.4 The aim of establishing the NWWSPA has, therefore, been to address these issues in so far as they can be affected by land use policy. While the new special policy designation focuses on encouraging opportunities for new economic development and regeneration, the area will remain essentially residential in character. Therefore, the extent to which any new development in Westbourne Green is considered to be acceptable, will depend upon the scale and nature of any impact on residential amenity.

KEY PLANNING POLICIES

4.5 In considering the planning framework, most policies in the Pre Inquiry UDP will be relevant however, the following policies set out the major parameters for developments within Westbourne Green:

- **Optimising use of vacant/ under-used land (Policy ENV3)**
Encouraging new uses on vacant/ under-used land that bring the greatest benefits to residents, by preparing planning briefs for opportunity sites, favouring comprehensive schemes and housing as a priority.

- **Protecting public and private open space** (Policy ENV 13b)
Planning permission will only be granted for development on, or under public or private open space of amenity or recreational value if it is essential and ancillary to maintaining or enhancing that land as valuable open space.
- **Community facilities** (Policy STRA 17, SOC1, SOC2, SOC3, SOC4, SOC6, and SOC7)
Providing adequate replacement community facilities, or where surplus to the needs of an existing provider, providing accommodation for alternative community uses. Provide childcare facilities and children's play space as part of employment, shopping, higher education, tourism, entertainment, health and leisure developments. Encourage educational facilities to be designed so that they can be used for other community uses outside teaching hours. Retain, improve and redevelop facilities for health service uses that meet local needs. Ensure that there is adequate leisure and sports facilities, libraries and arts facilities in Westminster including facilities for the local community where appropriate.
- **Large scale mixed use development** (Policy NWW2)
Providing a mixed use scheme that includes community facilities, protects residential amenity and if residential is proposed it should not exceed 50% of the total floorspace
- **Business renewal and growth** (Policies STRA4, STRA5, NWW1 and COM1)
Retaining or providing small-scale business premises, subject to impact on residential amenity
- **Architectural and urban design quality** (Policies NWW3, DES1, DES3, DES7, DES12, DES13, ENV4, ENV14)
Using the highest standards of architectural and sustainable urban design, including adopting measures to reduce crime, improve access and enhance the public realm. Protect and enhance Westminster's townscape and skyline, ensuring the highest standards of design in all townscape details. Preserve and enhance the appearance and integrity of open spaces and their settings and enhance and improve access to, and the amenity of, the Grand Union Canal. Provide a greener, more attractive city increasing tree and shrub cover.
- **Environmental effects and protecting surrounding amenities** (ENV1, ENV 2, ENV6a, ENV6b, ENV10 and ENV12)
Ensure the resource-efficiency and sustainability of buildings. Require use of Environmental Impact Assessments (EIA) or parts of an Environmental Performance Statement. Protect surrounding amenities against noise pollution, and protecting daylight, sunlight and environmental quality. Provide sufficient waste and recycling storage encouraging the reduction, re-use and recycling of waste.
- **Transport** (TRANS1, TRANS2, TRANS3, TRANS4, TRANS10, TRANS11, TRANS14, TRANS22)
Incorporating the policies of the City Council as Traffic and Highway Authority including protecting the environment from the effects of transport activities, improve road safety for all users and conditions for pedestrians. Maintain and improve the quality, reliability and accessibility of buses, and securing provision of appropriate cycling and parking standards. Assess the overall transport implications through the use of Transport Assessments.
- **Planning obligations and benefits** (STRA6)
To secure planning obligations and the provision of related benefits in all appropriate types of development.

4.6 Guidance is provided in Schedule 2 (Opportunity Sites) of the Replacement UDP (Pre Inquiry Version). This lists the Council's preferred uses for the Westbourne Green site (OP24) as community, depot and residential uses. The City Council recognises

however, that the NWWSPA has been subject to large amounts of new housing development and that this has had the twin effect of increasing pressure on existing facilities, whilst removing opportunities for other forms of development. Opportunity sites that become available should, therefore, aim to provide a range of uses appropriate to the needs of the area. As outlined in Appendix 1 given the Cabinet decision on the 24 March 2003, and the subsequent development of the Westbourne Green Renewal Framework, it is considered that an educational use could be a suitable alternative to a depot and major residential uses on this site. This will of course be dependent upon the outcome of the Secondary Schools Review. In addressing the comprehensive redevelopment of the site, there is an opportunity to rationalise current uses, review the disposition of any replacement uses and seek an integrated approach to their new provision.

5 Detailed Planning Requirements for the Westbourne Green Renewal Framework

SUMMARY

- 5.1 The City Council will expect any comprehensive redevelopment of Westbourne Green to provide a mix of uses that accord with the Westbourne Green Renewal Framework. This framework has been developed through a shared vision by key stakeholders and is therefore a material consideration in determining future redevelopment proposals for the site, as it addresses what are considered to be the needs of the local area. Further weight will be given to the framework following public consultation and adaptation of its content. The shared ambition is to create a place that has a clear identity and a strong appeal as a place to live, learn and work. In order to achieve this the framework has been broken down into the following core components:
- Community, learning and sports
 - Health, well being and childcare
 - Housing improvements
 - Public realm and green space
 - Future development
- 5.2 Individual proposals have been developed under each of the core components and Figure 4 illustrates their geographical distribution. Proposals include the provision of a new secondary school, improved housing, refurbished sports, leisure and youth facilities, a new health centre and cleaner, safer streets and green spaces. Each of these will require planning permission and it is therefore essential that the City Council sets out its considerations on relevant matters such as the mix of land uses, design, traffic and transportation and effects on residential amenity. This will ensure that the best development of the site is promoted and will help to facilitate the effective co-ordination of proposals. The City Council's detailed considerations on the proposals are provided below.
- 5.3 In summary any scheme for the redevelopment of Westbourne Green will be expected to achieve the following:
- Act as a focus for the local community and for regenerating the Harrow Road area
 - Support the efficient and effective operation of Council and other public services
 - Enhance the physical appearance of this part of the city
 - Enhance local facilities and services, providing a suitable mix of uses including community uses and council facilities

- Enhance access to healthcare facilities
- Provide modern, outdoor recreational facilities
- Deliver high quality, innovative building(s) that provides modern, accessible, inclusive and integrated community facilities
- Contribute to the public realm by upgrading the street environment, designing out crime and the fear of crime, incorporating public art, attractive public open space and improving the site's permeability and legibility.

KEY LAND USE REQUIREMENTS

Area 1 – Learning, Sports and Leisure

- 5.4 As stated in Appendix 1 a new secondary school, in the form of an Academy, is the Council's preferred option for the future redevelopment of Area 1. The Academy programme was launched by the government in March 2000 and comprises all ability schools which are established by sponsors from business, faith or voluntary groups working with partners from the local community. In this case Chelsfield PLC are the sponsor for the proposed 'Westminster Academy' at Westbourne Green.
- 5.5 The DfES wishes to have at least 25 Academies in London open by 2006, with more to follow. Academies must be located in areas of disadvantage and either directly replace an existing school facing challenging circumstances, form part of a wider reorganisation or allow for additional school places. The proposed Westminster Academy at Westbourne Green forms a key part of the Council's Secondary Schools Review as it would address all of these criteria.
- 5.6 The Academy must offer a broad and balanced curriculum to pupils of all abilities especially on one or more subject areas, and must be a fully inclusive all ability school, which must share its specialist expertise and facilities with other schools and the wider community. The provision for other educational uses, such as a Professional Development Centre for Teachers or an Adult Education Service, should be explored, along with the opportunity for multiple use of shared facilities, to ensure the best use of the facilities in meeting local needs. Examples include out-of-school activities, play centres, youth centres and sport. In accordance with Policies SOC1 and SOC7 the City Council would also actively seek the provision of a library to include facilities for the local community.
- 5.7 In land use terms, the City Council is in full support of a new educational facility as the Council aims is to ensure that needs for education and training facilities in the city are met and will encourage their use for other community facilities outside teaching hours. The Mayors strategy set out in the Draft London Plan also seeks to provide different types of educational facilities where required and as such the proposed Academy appears to accord with this strategy.
- 5.8 Figure 9 gives an indicative layout of the proposed Westminster Academy at Westbourne Green, which has been developed by the private sponsor Chelsfield PLC. The main Academy building would be located on the corner of Harrow Road and Alfred Road in the place of the existing Housing Assessment and Advice service, the vehicle workshop for the Council's waste collection and street cleansing contractor, the Harrow Road Health Centre and 36 underground lock-up garages. The proposal will require the relocation of these facilities. An alternative location has already been found for the vehicle workshop, and planning permission has been granted for the relocation of the Council's Housing Advice and Assessment Centre to a site adjacent to the existing Council offices at Frampton Street, within the Church Street ward, which is now under construction.

- 5.9 In considering the proposal for a new Academy the Council will have regard to the other requirements set out in this brief including design, interaction of land uses, residential amenity, security, public realm, servicing, pedestrian access and environmental factors. Traffic issues must be carefully considered as part of plans for the new school and road safety improvements should be included in order to make the area safer for pupils walking to school.
- 5.10 Figure 9 illustrates that the proposed Westminster Academy boundary also includes the existing public outdoor sports complex which is currently run down and includes a considerable amount of wasted space. The replacement and upgrading of the outdoor sports facilities will be required as part of any redevelopment scheme for this site with some form of public access retained. The redesign of the outdoor facilities, coupled with some degree of site rationalisation would improve the resources, their security arrangements and may off-set in part the cost of providing improved surfaces (Astroturf), floodlighting, security equipment (fencing, CCTV, general lighting), new changing and staff rooms and enhanced play equipment. There may be some opportunity to combine outdoor sports pitches, though a basic space requirement will remain for:
- Modern multi-use sports pitches (two 8-a-side and four 6-a-side)
 - A new, modern BMX and skatepark and children's playground
 - Area suitable for people to have a kick about without booking a pitch
 - New changing rooms
 - Well designed, safe paths through the area and to the railway footbridge
 - New pavements, bins, benches and signage
 - Improved lighting
 - Measures to make the space feel less enclosed
- 5.11 Whilst the outdoor sports facilities are likely to be within the Academy site boundary, public use of the facilities must be retained. This could be facilitated through the use of the sports area during the evenings, weekends and school holidays although the City Council will also seek some access for the public during school hours. To facilitate this the site could be split into two areas, the first occupied for primarily public leisure space and the second for the Academy with shared use outside school hours. In order to ensure that public access to these facilities is possible an affordable charging system should be applied.
- 5.12 The City Council will therefore wish to see the provision of some dedicated Academy open space for sport and recreation, as well as a scheme for shared facilities for the public and areas dedicated for public use. As part of the DfES regulations the Westminster Academy should have an independent area of enclosed designated sport and recreation space for use by the Academy during school hours. Notwithstanding this, the provision of such dedicated space during school hours is likely to result in the loss of some public open space, which is currently open for public sports and recreational use. The reduction in open space may be further emphasised by the provision of the Academy building, which may have a larger footprint than the existing buildings on the northeast corner of Area 1.
- 5.13 The City Council will not normally grant planning permission for development on public space of amenity or recreational value unless the development is essential and ancillary to maintaining or enhancing that land as valuable open space. Planning Policy Guidance Note 17 (PPG17 - Planning for open space, sport and recreation) also states that existing open space, sports and recreational land should not be built on however, this guidance note does state that in considering planning applications

the benefits being offered to the community against the loss of open space should be weighted. It is recognised that well planned and maintained open spaces and good quality sports and recreational facilities can play a major part in improving people's sense of well being in the place they live. As a focal point for community activities, they can bring together members of deprived communities and provide opportunities for people for social interaction. Given that the existing recreational land and facilities are of poor quality and are under-used, the opportunity that the Academy could provide to upgrade and improve the value of facilities for public use could be considered to mitigate against any small loss of existing open space. The onus is however upon the developer to demonstrate that their proposal addresses these exceptional circumstances in order to justify any loss of open space.

- 5.14 In accordance with PPG17, through the development of proposals for facilities for recreational use, the City Council is also seeking to ensure that the schemes take account of, and are sensitive to, the local context. Through consultation the needs of the local communities will become known in more detail and this should be factored into the further development of proposals.
- 5.15 During the construction of the Westminster Academy it is likely that the existing facilities would be unavailable for a period of time, although the City Council would require them to remain open for as long as is practically possible. The City Council will expect the promoters of the Academy to consult residents on alternative facilities that they could utilise during the period of closure and if necessary assist to make them more accessible.
- 5.16 There may be the opportunity on this site to provide a limited amount of new residential accommodation. This could be provided as key worker accommodation in association with the academy. If a larger scale residential development were to come forward, in accordance with Policy H4 the City Council would expect affordable housing to be provided on sites of 0.5 or more hectares or of 15 or more additional residential units. In developments of 25 or more units the City Council will require 30% of the proposed units to be affordable housing (25% should be for residents in housing need and 5% for key workers). The City Council will normally require 33% of housing units to be family sized (3 or more bedrooms) and in all housing developments of 25 or more dwellings, 10% of the units should be designed, or capable of easy adaptation to, housing for long term needs.
- 5.17 Given the scale of proposed development and in accordance with Policy ENV 2 it is likely that a full Environmental and Health Impact Assessment will be required with the submission of any detailed proposal for an Academy on this site. In accordance with the Government Environmental Impact Assessment (EIA) regulations 2000 the City Council requires use of EIA for all developments that meet the Government's Schedule 1 criteria. For Schedule 2 projects an EIA is required for those projects that are at or above specified thresholds and criteria, or does not reach these and is judged likely to give rise to significant effects. Any future developer of this site should consult these regulations and well in advance of submitting their proposal should submit to the City Council a screening opinion on whether an EIA is required.

Area 2- Health, well being and childcare

- 5.18 Local health facilities are particularly important to local communities and should be easy for all people to reach. In view of the increasing residential population within the Harrow Road area, the retention and improvement of local healthcare facilities in Westbourne Green will be required. (Policy SOC 4)
- 5.19 There is an opportunity to greatly improve the quality and increase the quantity of the local healthcare service provision on site by rationalising spaces and bringing the

Harrow Road Health Centre and other on-site healthcare services into a single, state of the art health service. Having an integrated health centre would prove more convenient for patients and could allow for specialist clinics as well as additional healthcare services. An integrated health facility is in line with the NHS plan ('A Plan for Investment. A Plan for Reform' (2000)) and Westminster Primary Care Trust's proposals for the Harrow Road area and has the support of the City Council. It could also be combined with other Council services to form a single place of contact for a range of health, welfare and service matters, though the design of the new building is a critical issue (e.g., building and staff security, medicine and medical waste storage). The objectives of the NHS Plan, local health improvement and modernisation programmes are also fully supported in the Mayor's Draft London Plan.

5.20 The following principles should apply when considering the design of the centre:

- need for privacy and confidentiality and the use of natural light;
- need for security, circulation and supervision;
- requirement for growth, change and efficient use of space;
- need for well designed parking provision for GPs', ambulance access, patient 'drop off' and disabled parking;
- need to be in compliance with the Disability Discrimination Act;
- need to make suitable reference to current NHS guidance and others.

Further design guidance is provided in the NHS Planning and Design Guidance for Primary and Social Care Premises which can be viewed at www.primarycare.nhsestates.gov.uk.

5.21 It is considered that the existing site of the Stowe Club, at 258 Harrow Road (Area 2, corner of Harrow Road and Bourne Terrace), has a capacity significantly in excess of the current site layout and provision. Based on current assumptions, and land requirements, it is likely that the capacity of the site could accommodate the Stowe Club and an improved and expanded integrated Health Centre. In redeveloping the Stowe Club site proposals should however, also include adequate provision for the existing activities accommodated on the site. This should include a new youth and community centre, modern multi-use rooms, a hall for use for hire for social events, meeting rooms for hire, IT provision, interview rooms, office accommodation, double height gym and toilet and shower facilities.

5.22 In developing the design of any new building on the Stowe Club site both the mix of uses, and the potential for conflict between users, should be fully considered. The new Health Centre and Stowe Club should have separate entrances. Through careful design there may be the opportunity for shared facilities for the staff of both centres, however their clients should be separated within the building.

5.23 In redeveloping the site there is pressure to build on the area of neglected open space at the corner of Harrow Road and Bourne Terrace. As stated in paragraphs 5.13 and 5.14 this would normally be contrary to the City Council's policies and the guidance set out in PPG17. Notwithstanding this, the area of open space is considered of little amenity value, dominated by hard landscaping, and is not well used by the public. To justify any loss of public open space there must however, be exceptional circumstances. Given the potential benefits for the local community that the redevelopment of this site will offer, and the opportunity to enhance and develop other areas of open space within Westbourne Green, the loss of this open space could be acceptable if part of an otherwise appropriate planning application. To constitute exceptional circumstances however, any redevelopment must include the provision of a high quality building with superior community facilities and landscaping.

As a priority the City Council would seek the greening of this corner site to compensate for the existing trees and open space which would be lost. The provision of public seating along Harrow Road or Bourne Terrace should also be considered in conjunction with a street tree planting scheme along Bourne Terrace. The two large mature plane street trees adjacent to Harrow Road should be retained in situ.

5.24 Having regard to the Government's Environmental Impact Assessment (EIA) Regulations 2000 and given the current proposed scale of development on this site a full Environmental Impact Assessment is unlikely to be required as part of a planning application to develop the site. Notwithstanding this, in accordance with Policy ENV2, an Environmental Performance Statement (EPS) will be required. This should comprise a written statement which provides detailed information on a range of environmental conditions including the effect on amenities i.e. daylight, sunlight or other environmental aspects of neighbouring properties; requirement for storage of waste and clinical waste; effect on trees; and transport assessment. These studies should pay particular attention to the amenities of the residential units located immediately adjacent, to the east of the site, especially the units located at the lower levels which have windows overlooking the site.

5.25 It is anticipated that the Harrow Road Health Centre will be able to move into the new health centre in one move. In order to facilitate construction the activities held in the Stowe Club will be required to move to a temporary interim location. It has been agreed that the youth activities could be accommodated with the nearby Avenues Youth Project in Queens Park. There may be the opportunity for other activities to be temporarily located at the Paddington Development Trust Offices and within vacant shop units on Bourne Terrace. The use of these shops for retail purposes is however safeguarded through their designation as a Local Centre. Temporary planning permission may however be forthcoming if it could be demonstrated that the loss of a retail use at ground-floor level:

- would not be detrimental to the character or function of the centre, nor have a harmful effect on the vitality or viability of the centres,
- would not reduce the range of local convenience shops, or have a detrimental effect on local shopping facilities,
- would not result in 3 non-A1 units located consecutively in a frontage, or would not undermine the balance of A1 to non A1 uses.

The temporary loss of shopping uses on this frontage will however, only be granted for the duration of the building works and only if alternative accommodation cannot be found elsewhere and it will not cause disturbance to local residents. On expiry of a temporary permission the use of the premises would revert back to a retail use.

5.26 Other community uses considered suitable for inclusion in Westbourne Green include childcare facilities (policy SOC2). The Local Area Needs Study for Westbourne Green has shown that affordable childcare is currently under provided for in the neighbourhood. The City Council will therefore seek to enhance childcare facilities where appropriate. The Westbourne Green Renewal Framework also aims to develop a range of childcare options including childminding, crèche, after-school places and drop in facilities which would be more affordable than full day-care. In addition stakeholders are discussing with local primary schools the option of extending some of their places for 3 and 4 year olds for parents going to work. As part of this process the City Council is currently working on the proposed 'Westbourne and Bayswater Children's Centre Network' which will be based in the area to extend the provision of childcare by at least 46 new places. This will aim at enhancing the

range of daycare, childminding and after school provision available to parents who wish to take up employment or training or for those seeking short-term provision of drop-in and crèche facilities. In order to facilitate these improvements it is anticipated that existing premises in the Westbourne and Bayswater area will be adapted to create more spaces and improve play space. Minor refurbishments to the Warwick Day Nursery could allow for more places for under-tuos and three and four year olds. Such proposals would be fully supported within the terms of this planning brief and the local area needs.

Area 3 - Public Realm and Green Space

- 5.27 The local environment is in need of repair and improvements. As part of the Westbourne Green Renewal Framework improvements are planned for the public realm and it is considered that these are integral to the renewal of the area. It is envisaged that ideas for public realm improvements will be developed with the community, facilitated by the charitable organisation Groundwork Trust. Proposed upgrades include the installation of new street furniture such as new lighting, seating, bins, sign and artwork and the upgrading of highways, footways and the canalside. In assessing the public realm around Westbourne Green there is also the opportunity to develop a green transport network, which would be of particular value to parents with prams, children on foot and those who choose non-motorised modes of transport. All projects should contribute to making the area clean and safe and an inclusive place catering for all interests and abilities. Proposals for the public realm should also seek to provide a visual and design link to the developments of the nearby Paddington Special Policy Area.
- 5.28 In accordance with policy SOC 6 the City Council will seek new play facilities or improvements to the existing play facilities within the Westbourne Green area. Such facilities should be designed to be safe and located in positions where it is easy to keep children under surveillance from nearby buildings. Play is essential for the healthy development of children and facilities should be provided for younger and older children, groups which have different play needs.
- 5.29 The contribution of soft landscaping to enhance buildings and public routes and reduce the harsh visual impact of the Westway should not be under-estimated. Developers should make good use of and add to the existing tree coverage and provide new trees and planting. This could be in the form of a new area(s) of public open space. Extra planting of open space should be considered and attention should be paid to future maintenance issues. Existing open space areas must be improved in conjunction with new access areas to maximise legibility, safety and provision of high quality public spaces.
- 5.30 Improvements will also be sought to pedestrian access through the site, including as a priority the upgrading of Westbourne Park Passage and the footbridge over the railway. This bridge is owned by Network Rail and was provided as a means to maintaining a previous right of way. The environment of the bridge is particularly poor and contributes to local residents' fear of crime. The design of the bridge is such that it prevents vision from one end to the other, and access for cyclists, disabled users and prams is extremely poor. The bridge is outside the City Council's control as Highway Authority however, as part of the Westbourne Green Framework, improvements are urgently required and ideas for methods of funding important upgrades are actively sought. Discussions on this matter with Network Rail will continue and a solution to the issues raised will be aggressively pursued.
- 5.31 Some re-alignment of Westbourne Park Passage, which runs through the middle of Area 1, could be considered if it would allow for a more practical solution of the layout of open space and recreational and sport facilities. This is however, an important

pedestrian route and any diversion will be subject to the need for an alternative safe and convenient pedestrian route. Diversion, or closure and re-provision, would be subject to the necessary statutory procedures provided for under the Planning and Highways Acts. This process should be started in parallel to the development of the planning application.

- 5.32 Contributions to the traffic and environmental improvements are additional to the highway re-instatement work normally associated with construction work. (Policies STRA6 and NWW3)
- 5.33 With regard to the space beneath the Westway the area offers the potential for:
- An environmentally enhanced and better lit landscaped area as part of the general open space on the site
 - Improved pedestrian access
 - Use as part of improved outdoor sports facilities
 - Infill development for community/business/sports use
 - Public art initiatives
- 5.34 The City Council would welcome further proposals for improvements to areas beneath the Westway and also any proposals for the positive use of the subway spaces. The management and access arrangements operated by TfL must be taken into account by any proposals under or close to the Westway. TfL have advised that they would not object in principle to developing the areas under the Westway and that the main conditions imposed on such developments would be that access is maintained for maintenance works, restrictions are placed on the size and quantity of fixings attached to the Westway, a suitable fire detection system be provided with a 30 minute fireproof layer between the development and the soffit and that no explosive or highly flammable materials be stored in the development. TfL should be consulted for further detailed guidance on these matters.
- 5.35 The City Council supports the provision of public art in development schemes. In this instance, public art would play a valuable role in enlivening the visual quality and interest of new building(s) and public space(s). Commissioning new art and craftwork which is commensurate in scale, relates to its setting and integrated into the new building is encouraged. This might include elevation and surface treatments or interesting and innovative building features. It should not, however, clutter any public routes. Participation of the local community in the design process is expected. The early involvement of an artist or craftsman in the design process is encouraged. The designs will need to be presented to the Council's Public Art Advisory Panel for agreement.
- 5.36 The mural located in the undercroft of the Westway dates from 1972 and commemorates the Westway's construction. This is a valued piece of public art, which the Council wishes to see retained and refurbished. The opportunity should be taken to improve the setting of the mural, including lighting and landscaping. (Policy DES7)

Area 4 - Housing Improvements

- 5.37 The refurbishment and regeneration of the tower blocks is welcome and will address many of the residents concerns. Notwithstanding this, it is considered that any proposals should fully accord with the parameters set out in this brief and the policies contained within the UDP. External alterations should be carried out to a high design specification and the open space around the blocks should be enhanced with

improved landscaping to maximise legibility, safety and the provision of high quality public spaces.

- 5.38 The City Council also welcomes the provision of improved management arrangements in the area which are being introduced through rationalisation of the management functions across CityWest Homes and Stadium Housing Association. CityWest Homes is also proposing to introduce a modern apprenticeship scheme to benefit the residents and the introduction of Neighbourhood Wardens is being considered along with the provision of concierges for the tower blocks.

Area 5 - Future development

- 5.39 There are currently no proposals for the buildings in Area 5 and it is unlikely that redevelopment proposals for the buildings will come forward in the near future. Notwithstanding this, the City Council believes that this neither mitigates against a comprehensive approach to the redevelopment of Area 1, nor does it preclude their possible inclusion should circumstances change.
- 5.40 As discussed in Appendix 1, the development of the Westminster Academy is dependent upon the outcome of the Secondary Schools Review. Should the proposed Academy not proceed the Westbourne Green Renewal Framework will need to be reconsidered in association with developing alternative options for the future of the entire Westbourne Green site. Some uses discussed in this brief will still be a core requirement including the provision of a new health centre and Stowe Club, the upgrading of the outdoor sports and recreation facilities and the refurbishment of the existing tower blocks. Alternative uses, which may be considered appropriate include additional health care uses, small-scale business developments or large-scale mixed-use developments, with the latter not exceeding 50% residential. The provision of uses, which have not been discussed as part of this brief, will be subject to the normal policies set out in the City Council's UDP. In the event that the development of the Westminster Academy on this site does not proceed, the planning brief would be further revised to incorporate detailed considerations of these policies and the future options for the site.

KEY DESIGN PRINCIPLES

Building Height

- 5.41 The City Council commissioned a High Buildings Study as part of the review of the UDP to examine areas where they may or may not be appropriate. The study was published in September 2000 and has informed a strengthened policy in the draft replacement plan. There remains a general presumption against the development of new high buildings in Westminster. High buildings and structures are defined as being significantly taller than their general context. The site is not within any strategic viewing corridor.
- 5.42 In the context of Westbourne Green, the 6 high rise residential towers of the Brindley and Warwick Estates form a cluster of tall buildings (59m) in an otherwise low to mid-rise area. The Harrow Road area is generally characterised by buildings of up to 3-4 storeys in height (9-12m). The Westway, other Council estates further afield and the redevelopment around Paddington Basin have led to changes in the height profile of adjacent areas. However, the Council will resist the development in Westbourne Green of new tall buildings that rise significantly above the height of the Westway or the general townscape context. The height of the Brinklow House, Oversley House and Polesworth House towers is not a precedent for further tall buildings on this site.

- 5.43 It is important that the height profile across the development site responds to neighbouring buildings fronting the Harrow Road and to the Westway structure. In addition, there is the need to respond to the gradient of Area 1, which falls some 4.5m south-eastwards. However, this must be achieved without compromising the amenity of any neighbouring residential properties, in terms of daylight/ sunlight, sense of enclosure or overlooking (Policies DES3, DES14 ENV12). Given the proximity of the residential properties to the east of the Stowe Site (Area 2) careful consideration should also be given to the appropriate building height on this site.

Massing, Scale and Form

- 5.44 The comprehensive approach to the site's development, the absence of adjacent listed buildings or conservation areas, and the varied townscape of the Harrow Road together offer the opportunity for establishing new building forms and layout. An innovative, high quality design led approach which succeeds in pulling together the discordant layout of the Westway, Brindley Estate, near-by Carlton Gate development and the Harrow Road will be supported. As a priority, the approach will include establishing a building line which supports the Harrow Road. (Policy DES2).
- 5.45 Contemporary design of buildings is encouraged (see Design Matters In Westminster, SPG, 2002). The key, however, will be the design of robust buildings which allow for flexible long-term use. Buildings should be simple in detail and use a co-ordinated palette of colours and materials which mitigate against the harsh, dull, greyness of the Westway and Warwick Estate towers. The profile and silhouette of any taller decorative features or elements would need particular attention. All plant equipment must be fully incorporated into the architectural form.
- 5.46 The inclusion of new council and/ or community facilities provides an opportunity for creating a much-needed keynote building. This could form a landmark that would act as a beacon for change and regeneration in the Westbourne Green and wider Harrow Road area. It would also highlight the site's gateway location to the Paddington area and be visible across Westbourne Green from Royal Oak, creating a new local view.

Active Street Frontages

- 5.47 It is important that the frontages contribute to the character and function of the adjacent streets and do not present blank façades. This provides for more robust buildings with greater levels of flexibility of layout and efficiency of use. It also increases a building's relationship and contribution to the street scene and provides a greater sense of security by increasing the levels of informal surveillance of the adjacent public space. In this instance, the location of building entrances on Alfred Road and Harrow Road would be supported, particularly main entrances to public buildings on the latter (Policy DES1).

Sustainable Design

- 5.48 It is a widely held principle that communities should plan to live within their environmental means and reduce their demands on resources. Sustainable development and the use of resource-efficient buildings are regarded as important contributors to achieving this environmental balance.
- 5.49 The City Council regards the redevelopment of Westbourne Green as an important opportunity to demonstrate what can be achieved through the adoption of current sustainable design and construction techniques. It will therefore encourage the efficient use of energy and other non-renewable resources through careful orientation, design, choice of materials and greening. This will include the use of natural ventilation and lighting, thermal and acoustic insulation and the recycling of water and waste. The buildings' on-going maintenance and long-term adaptability are also important considerations.

- 5.50 In accordance with policy ENV 1 developers will be required to consider sustainable design principles and to complete the sustainable buildings parts of the Environmental Impact Assessment and Environmental Performance Statement. Developers will be expected to use sustainable development checklists and to provide an independent environmental or sustainability appraisal (such as BREEAM, Eco-Homes, Arup's SPEAR, or WSP Group's SAT). In addition to this the developer should have regard to the City Council's SPG on 'Sustainable Buildings' which was published in March 2003.

Accessibility For All

- 5.51 From the initial concept, development proposals should be designed to be an inclusive environment for people of all abilities. Separate facilities for people with disabilities are undesirable. Design teams should include from the outset an expert who can adjudicate between the needs of people with different disabilities. An access statement should be submitted as part of a planning application and should detail how inclusion by design will permeate the development and should provide a framework for DDA Compliance during the development process. By being integrated and consistent throughout, the objective will be to realise cost effective and inclusive solutions which seek to influence and shape the physical outcome. The exact form of the access statement will depend on the size, nature and complexity of each scheme. However, each statement should identify:

- the philosophy and approach to inclusive design;
- the key issues of the particular scheme; and
- the sources of advice and guidance used.

For further information on preparing an access statement and for references to relevant government guidance developers are advised to contact the City Council's Access Officer, the details for whom are included in Section 8.

TRANSPORT CONSIDERATIONS, ACCESS, PARKING AND SERVICING

- 5.52 Harrow Road (A404) is a London Distributor Road, running from northwest London into the city and forms one of the major vehicular routes into Westminster. The other main vehicular highways running through the site, Torquay Street, Alfred Road and Bourne Terrace, are local roads. These roads are cul-de sac, serving only properties adjacent to those streets. The junction of Torquay Street with Harrow Road and Bourne Terrace has been recently signalised as part of the Bus Priority Measures along Harrow Road. The Alfred Road junction with Harrow Road is not controlled and operates simply according to traffic flows with priority given to the Harrow Road.

Transport Assessments

- 5.53 In accordance with policy TRANS14 any proposal for the redevelopment of Area 1 (new Academy) will require the provision of a Transport Assessment (TA). This will need to include surveys of current vehicular and pedestrian activity, an assessment of the likely activity which would be generated by the proposals and identify measures to meet Council policy on these issues. The Traffic Assessment will be a major consideration in the determination of the planning application and must therefore take into account the full requirements set out in policy TRANS 14 and Appendix 4.1 'Transport Assessments' of the UDP. The Assessment should be accompanied by a Green Travel Plan and a Safe Routes to School strategy.
- 5.54 In accordance with policy TRANS14, given the scale of proposed development for Area 2 (The Stowe Club / Health Centre) a full TA is unlikely to be required as part of

the redevelopment proposals however, a statement setting out the main transportation issues should be included with any planning application.

Access

- 5.55 Vehicular access to the majority of Area 1 is from Alfred Road or Torquay Street with Area 2 serviced from Bourne Terrace. A new road from Harrow Road to provide access to the rear of 211 Harrow Road has recently been constructed however, this is a temporary road and access to this site would normally be direct from Harrow Road itself. The preferred vehicular access to any development in Area 1 will be from Torquay Street with its access to Harrow Road through the signalised junction. This also takes advantage of the topography of the site to ease access to any basement parking or servicing facility upon redevelopment. Vehicular access from Alfred Road is acceptable, provided they are sited at least 13.0m from the junction with Harrow Road. However, access onto Harrow Road is not as good as from Torquay Street. Area 2 should continue to use its pedestrian and vehicular access from Bourne Terrace. Direct vehicular access from the Harrow Road to any new buildings is to be discouraged.

Pedestrian Access

- 5.56 Pedestrian access to the elements of the site will continue to be direct from the adjacent roads. Westbourne Park Passage is an important pedestrian route providing a link between Harrow Road and the residential areas to the south of the railway line. This link needs to be retained either on its current or a suitably attractive alternative alignment. There is a particular need to improve the setting and security of this pedestrian route and this should be reflected in the proposals for Area 1. Depending on the scale and extent of future redevelopment proposals, the City Council will also seek contributions towards the costs of streetscape improvements within the Harrow Road. Pedestrian safety is particularly important in this area given the density of population and the proximity of local schools on the east side of Harrow Road. Pedestrian safety and comfort are important considerations, especially as there is likely to be a considerable increase in pedestrian numbers crossing the Harrow Road to access the Westminster Academy (Area 1) and the Stowe Site (Area2). Contributions will therefore be required for the installation of suitable pedestrian crossings and to ensure adequate footway width.
- 5.57 Provision should be made within the proposals for safe pedestrian crossing facilities across all the side streets. In addition, consideration should be given to any improvements that may be desirable to pedestrian facilities across Harrow Road. Studies should be undertaken of the use of existing pedestrian facilities, together with proposals to improve the safe operation of these crossings, and the provision of any new pedestrian facilities. These studies would be expected as part of any submission through the TA.
- 5.58 As part of the Long Term Vehicular Access works at Paddington the closure of the pedestrian subway to Royal Oak Station is scheduled for March 2006 and a new at grade pedestrian crossing will be provided. This should improve pedestrian connectivity to the site.

Servicing and Parking

- 5.59 Servicing and delivery facilities need to be in accordance with Council policy as set out in policy TRANS 20. The provision of off-street loading should be provided where possible and adequate space should be provided on site for all servicing vehicles to enter the site, offload, manoeuvre and return to the public highway without the need to carry out any reversing movements on the public highway. Parking should be provided in accordance with the policies (TRANS 21-25) and should where possible

be provided at basement level or below. In particular, attention should be paid to the provision and protection of adequate parking facilities for use by the new Health Centre with the need for well designed parking provision for GPs', ambulance access, patient 'drop off' and disabled parking. Consideration should also be given to the need for disabled parking and the demand for parking for shared users of the Academy's facilities outside of school hours.

- 5.60 The impact on public transport should be identified in the Transport Assessment and measures to improve the use and operation of bus services, provision and location of bus stops and improved access to the Royal Oak London Underground station (Hammersmith and City Line) should also be included with any submission. The provision for on street bus stops should also be provided, particularly if the future redevelopment of the site includes the provision of a new school.
- 5.61 In addressing the wider public realm, the City Council will seek to improve conditions for cyclists in order to make cycling safer and more attractive and to promote cycling as an alternative to the use of the private car. Provision should also be made on site for secure cycle parking with the parking areas designed so that they cannot be used for car or motorcycle parking. The City Council will encourage the provision of showers, changing facilities and lockers for cyclists at all new work places and places of education.

Congestion Charging

- 5.62 Transport for London (TfL) is investigating the feasibility of extending the Central London congestion charging zone and has concluded that extending the area to the west would be the most feasible. The area being consulted upon, which would affect Westbourne Green, is bound to the north by Harrow Road and Scrubs Lane. This would result in the site area to the west of Harrow Road being located within the congestion charging boundary and the area to the east outside. The implications of this will need to be carefully considered in the development of proposals and should be fully detailed within the Transport Assessment and Transport Statements which will form part of any planning applications.

CRIME PREVENTION AND COMMUNITY SAFETY

- 5.63 The early consideration of crime prevention and public security is important. "Designing out Crime" through careful selection and placement of activities, building layouts, distinctive boundaries and entrances, and the use of security equipment is encouraged. CCTV and other associated security fixtures should be incorporated into the building's design, so as to minimise its visual impact on the building's appearance. (Policy DES1)
- 5.64 The Council has programmes to locate additional street lighting and public CCTV equipment in parts of Westminster, which serve to improve community safety whilst minimising street clutter. It is currently establishing a comprehensive CCTV system in the West End and Paddington Special Policy Area. Westbourne Green does not feature in the current programmes. It is expected that any development should promote the extension of the Council's CCTV scheme to include Westbourne Green by meeting the capital costs of its installation and integrating the monitoring of the CCTV outputs into the City Council's Trocadero operation. The opportunity should also be taken to site any of the Council's equipment on the replacement building, maintaining suitable levels of access for its servicing. Discussions during the design of the replacement buildings would therefore be welcomed. Future occupiers would be expected to contribute towards the Council's costs of operating the CCTV system.

OTHER PLANNING CONSIDERATIONS

Refuse Storage and Disposal

- 5.65 Provision of adequate refuse storage (including medical waste storage), disposal and provision for recycling should be made at the earliest design stages and included in the drawings submitted in support of any application (Policy ENV 11).

Training

- 5.66 Depending on the scale of the new developments in Westbourne Green, contributions or in kind support may be sought towards funding training schemes in the area. This would have the three-fold effects of reducing the shortage of skilled personnel in the area and the need for long distance commuting and lowering the number of long-term unemployed local residents. (Policy STRA 6)

Demolition and Management of Construction

- 5.67 It will be important to minimise the disruption to local residents, businesses, traffic and pedestrians in the Westbourne Green area. Developers will therefore be expected to carry out any demolition and construction work in accordance with the City Council's Code of Construction Practice to ensure any disruption is kept to the minimum. A site specific code of construction practice will be written for Westbourne Green with the primary concept being to protect residential amenity. The code will cover issues such as traffic and transport, noise and vibration, dust and air pollution, waste disposal, re-use and recycling, protection of water quality, urban ecology, archaeology, built heritage, electromagnetic interference and health and safety. Night working will only be permitted if absolutely necessary. The phasing of works will also need to be carefully considered, particularly in respect of the Crossrail programme, and all developers will be expected to discuss their phasing programmes at an early stage. Funding towards the cost of using the Council's Environmental Inspectorate to monitor the work will be sought. (Policies ENV5-6)

6 Planning Benefits

- 6.1 The aim of this planning brief is to enable the redevelopment of the Westbourne Green to go forward in accordance with the requirements outlined above and to ensure that any development meets the objective of the Replacement UDP and the needs of the public and other stakeholders. The brief also gives the opportunity to establish any necessary planning benefits at an early stage taking into account the needs and requirements of corporate and other 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 the promotion of economic prosperity. Westminster recognises that in order for development to be sustainable, social, economic and environmental benefits must also be delivered to the City as a whole. Planning benefits are seen by Westminster as one of the key ways to deliver sustainable development and to meet the needs of all of Westminster's neighbourhoods, residents, workers and visitors and achieving an efficient and high quality environment. Planning benefits can be secured through planning conditions or planning obligations (Section 106 Legal Agreements).
- 6.2 The following list provides details of the type of planning obligations which may be sought in the redevelopment of the Westbourne Green site. These are not in order of

priority and they will of course be dependent upon the type of development that comes forward.

- Conformity with the Code of Construction Practice and funding for the Environmental Inspectorate;
- Provision of replacement and new on site community facilities including health, welfare and other community facilities;
- Provision of public art;
- Public transport improvements;
- Environmental improvements;
- Public Realm improvements including upgrading of the bridge from Westbourne Passage;
- Financial contributions to the Paddington Social and Community Fund Account;
- Provision of childcare facilities;
- Provision of CCTV which has the capacity to link to the City Council's central system;
- Access to sports facilities for the public;
- Improvements to playgrounds;
- Highway improvements;
- Travel plans;

6.3 Further advice on these matters will shortly be issued as draft Supplementary Planning Guidance for consultation.

7 The Way Forward and Form of Applications

7.1 This brief has set out the range of proposals affecting the Westbourne Green site, the changing policy context and the potential opportunities for combining existing initiatives with the overall aims of area based regeneration and achieving an integrated approach. There is pressure for the comprehensive redevelopment of Westbourne Green. The proposals outlined by the Council are considered to deliver a wide range of benefits and meet the general aims of the City Council's planning policies, notwithstanding that the proposals require a significant amount of design and development in order for a satisfactory scheme to be acquired. This brief has been prepared to ensure that a clear and thorough set of planning policies for the Westbourne Green site are outlined so as to provide clarity in the development of options. It is, however, recognised that there remains a possibility that the Academy proposal will not proceed and in this instance a revised planning brief would be issued giving consideration to alternative uses.

7.2 In view of the complexity of this site and the issues addressed in this brief it is extremely unlikely that one application will be submitted for all projects. It is expected that there will be at least three applications comprising:

- provision of an Academy on the main site
- provision of community facilities (including health surgery, leisure facilities, youth club, etc)
- works of refurbishment and regeneration to the residential towers and surrounding environment at Brindley and Warwick Estates

The presumption is for each application to be submitted as a detailed application accompanied where relevant by a supporting environmental and traffic impact assessment and other studies to respond to all of the matters raised above.

- 7.3 Officers will negotiate on the basis of this brief and the Replacement UDP policy on all proposals prior to submission and will encourage early discussion with and between all key stakeholders and residents.

8 Contacts and Further Information

Department of Planning and Transportation

Graham King	Head of City Planning and Project Director	020 7641 2749
Rachael Ferry	Policy, UDP and planning brief issues	020 7641 2531
David Clegg	Design issues	020 7641 3014
Amanda Coulson	Land use planning issues	020 7641 2875
Don Murchie	Transport policy issues	020 7641 2517
Brent Turton	Construction Management	020 7641 1224

Department of Environment and Leisure

Kate Redmond	Westbourne Green Project Manager	020 7641 5980
Andrew Grimm	Refuse planning	020 7641 7962
Roger Neville	Access Officer	020 7641 2688

Department of Social and Community Services

Steve Moore	Housing	020 7641 3211
Simon Devitt	Affordable Housing Requirements	020 7641 3320

Department of Education

Tony Benton	Schools Strategy Manager	020 7641 3222
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Further Information

The following is a list of the City Council's published information that should be considered when submitting any future planning or listed building application:

- The City of Westminster Unitary Development Plan adopted July 1997
- The City of Westminster Replacement Unitary Development Plan (Pre-Inquiry version) August 2002
- Westminster Green Triangle Redevelopment – 'Environmental and Health Impact Appraisal' (February 2003)
- Westbourne Green Local Area Needs Study (March 2003)
- A Way Forward for Westbourne Green – Report to Cabinet of Director of Education and Leisure and acting Director of Education (24 March 2003)
- Supplementary planning guidance – 'Sustainable Buildings' (2003)
- Supplementary planning guidance – 'Design Matters in Westminster' (2001)
- Supplementary planning guidance – 'Advertisement Design Guidelines' (July 1992)
- Supplementary planning guidance – 'Designing Out Crime' (March 1998)
- Supplementary planning guidance – 'Public Art in Westminster' (1994)
- Supplementary planning guidance – 'Statues, Sculptures and Monuments in Westminster' (March 1998)
- Supplementary planning guidance – 'Mobility Guide' (1994)
- Supplementary planning guidance – 'Public CCTV systems, Guidance for Design and Privacy' (August 1998)

Further information can also be obtained from the City of Westminster's website - www.westminster.gov.uk (Click on planning and licensing for further information on the Unitary Development Plan and Development Planning Services)

9 List of Figures and Appendices

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Figure 3	Plan to Show Key Services in the Westbourne Green Area
Figure 4	Plan to Show the Geographical distribution of the Core Components of the Westbourne Green Renewal Framework
Figure 5	Plan to Show the Distribution of Existing Outdoor sports facilities
Figure 6	Plan to show the Sites Proximity to the Paddington Special Policy Area
Figure 7	Plan to Show Site Constraints
Figure 8	Plan to Show the Alignment of the CrossRail Safeguarding Zone
Figure 9	Indicative Site Layout of an Academy at Westbourne Green
Appendix 1	Background to Bringing Forward the Regeneration of Westbourne Green
	Appendix 1(a) – Summary of initiatives which have brought forward the regeneration of Westbourne Green.
	Appendix 1(b) – Local Area Needs Study Key Findings